

Governance and Administrative Education in South Eastern Europe: Genuine Development, Conditionality, and Hesitations

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UDK 35.08:378.35(497)
35.071:378.35(497)

Original scientific paper / izvorni znanstveni rad

Received / primljeno: 21. 8. 2012.

Accepted / prihvaćeno: 25. 3. 2013.

Several governance processes have been common to the countries in South Eastern Europe. The development administrative education emancipated from traditional legal education is but one of these processes. The slow development of quality administrative education is a result of specific combination of public administrations' demands on one hand, and supply of universities with regard to administrative education, on the other. Demands are not consolidated because there is still strong politicisation of public administrations. Old state universities are sclerotic, while many small new universities offer rather low quality education, mostly for the private, not for the public sector.

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The research shows that educational preparation in the region tends to preserve the legalistic nature of the field, but certain improvements are observable. In Croatia, there is a constant development of the supply side, while the demand side is a bit underdeveloped. Overall conclusion is that there is an interconnection between the development of governance and administrative education developments.

Key words: Governance, South Eastern Europe (SEE), Croatia, administrative education, Europeanization, high education, public administration, legalism

1. Introduction

The main hypothesis of the article is that there are interconnections between the type of governance and the type of public administrative education in certain territory. Better administrative education can significantly contribute to good governance, and *vice versa*.¹

Although the statement that »systematic training programmes are essential to ensure the quality of (future) government officials« (Accreditation Criteria, 2011: 2) is today widely accepted in academic environment, it is not really in the hearts of decision-makers, at least not in some transitional countries.² It can be hypothesized that such an attitude, that well-educated professionals in public administration can be replaced by the courageous and determined political appointees, is one of the causes and elements of governance malfunctioning in certain countries and regions.

The process of Europeanization and spreading of the European Administrative Space (more in Koprić et al., 2012) have an important influence

¹ The idea is not quite new – see, for example, Randma-Liiv, Connaughton, 2005; Newland assesses that public administration schools »... have tended to act situationally ...« and can facilitate societal transformation in Hungary, Poland and Moldova (1996: 385, 388); Bouckaert shows how administrative reforms influence research and teaching public administration (2008: 11); etc.

² Certain discussions in traditional public administrative educational systems in Europe, especially in France (with regard to L'Ecole National d'Administration, ENA) focus on technocratic tendencies in administrative education, claiming that they undermine democratic components of their governance systems. However, the situation in many European transitional countries, especially those in South Eastern Europe is far from that. More frequently, deep politicisation devastates tiny administrative capacities.

not only on governance practice in the new member states and candidates, but also on their systems of administrative education. Europeanization opens national educational systems in several ways, from subjects and their content to the way of executing educational programmes in public administration field – exchange of students and teachers; credit transfer system, standardization and accreditation, etc. (cf. Bouckaert, 2008: 10).

However, certain countries and groups of countries show significant particularities. Europeanization is not always a smoothly spreading and positively assessed process. Sometimes, conditionality is needed to impose necessary changes on the governance side, while universities may be sclerotic and hesitant to change their well-institutionalised routine. Such a description better fits South Eastern Europe, particularly the greater part of the former Yugoslav territory. Although the development of both governance and administrative education is observable, hesitations are still causing significant problems.

The paper is structured as follows: General relation between the type and quality of governance and public administrative education is briefly described in Chapter 2. Chapter 3 is devoted to the development of modern administrative education. Traditional models are mentioned, and trends in development and standardization efforts are identified. Chapter 4 gives a brief outline of the main governance characteristics in South Eastern Europe (analysed in more detail in Koprić, 2012). Finally, Chapter 5 analyses the situation in public administrative education in Croatia.

2. Governance and Administrative Education

Theoretically, governance can be seen as a continuum with traditional hierarchical government at one pole and horizontal governance at the other. It implies that public governance can be divided, for analytical purposes, into two main, opposite types: hierarchical, more vertically oriented, and network, more horizontal type. However, it also implies that concrete cases under consideration can be placed at a particular point of this continuum, depending on empirically grounded assessment. In other words, concrete cases will never be at the poles. Moreover, having in mind realistic experiential and scientific insights, that there is no governance without government (Frederickson, 2005: 298), concrete cases will probably be placed closer to the traditional hierarchical pole of the continuum.

Such a public governance continuum can be used to identify the degree of governance development in a country or group of countries towards the horizontal pole, or, at best, the stage in the departure from the vertical-government type of managing public affairs. Certain key departure points on that journey from pure hierarchical government to pure horizontal governance can be described. In such a vein, Frederickson identifies three types of governance: inter-jurisdictional governance, third-party governance, and public nongovernmental governance (2005: 294–295).³ Governance characteristics and processes, governance environment and its components, etc., are just additional analytical instruments and tools for coping with governance complexity. All of them frequently serve to approximate the degree of governance development, to site it at a concrete place on the governance continuum.

What is fundamental from empirical point of view is governance practice. However, the paths and mechanisms of governance development are also important. The concepts, ideas, tools and instruments of governance; learning about them; mechanisms of their sharing; as well as governance influences are worth our attention if we wish to catch governance dynamics. The ways of sharing governance ideas shed light on advocacy and conditionality, actors and proponents of governance concepts, and similar issues. Many other analytical tools are developed for research of and theorizing about the contemporary public governance. Their scientific usefulness can be easily checked on the empirical material, even better if we focus on the governance in a limited area. South Eastern Europe can be a good example, because it is rather rarely taken into account, despite its interesting characteristics and tradition, in which commonalities and differences are uniquely interwoven.

Be that as it may, the process of globalisation, as well as integration processes within narrower circles of states (as, for example, in the European Union) make room for faster and wider exchange of governance ideas and practices. Although there are still huge differences between the countries

³ Inter-jurisdictional governance means inter-jurisdictional and inter-organizational cooperation that is vertical and horizontal and relies on voluntary participation in a specific policy area (the examples are environmental inter-jurisdictional governance or national defence inter-jurisdictional governance). Third-party governance extends »the state or jurisdiction by contracts or grants to third parties, including sub-governments« (the first party is elected democratic legislative authority; the second is executive administration or public administration). Public nongovernmental governance is characterised by the substantive autonomy of actors outside government engaged in policy-making representing the interests or well-being of citizens (Frederickson, 2005: 294–295).

and groups of countries mirroring traditional governance and administrative circles and national governance idiosyncrasies, some harmonisation trends in public governance practices all over the world might be hazily detected. Even global governance mechanisms are developing (Rosenau, 2010: 302–321). Public debates about governance are coloured by rather similar issues and concepts, although their results in various governance stages are different.

It seems that administrative education is very much connected with governance dynamics. It serves as a kind of pot in which various governance ideas, concepts, and knowledge about the governance instruments and tools are melted. There is a constantly growing body of similarities and commonalities in orientations and contents of public administrative studies. Certain developmental trends can be identified. Furthermore, core administrative education standards can be codified. Although national public administrative educational systems reflect and reinforce unequivocal governance differences, traditional models of public administration education are continuously losing their firm and distinct characteristics, they are mutually enriched and hybridised, while educational programs are being harmonized on wider territories, in certain regards.

3. The Development of Modern Public Administrative Education

3.1. Traditional Models and New Trends

There is not a single traditional model of administrative education, even in Europe. Classical models of administrative education are British, French, German, etc. British public administration is still to a great extent grounded on recruitment of very well-educated people of general profile following the tradition of »talented amateur« (see Peters, 2001). A different approach is dominant on the European continent. The study of law, enriched with administrative science, public administration, public finances and similar disciplines, had been considered the appropriate kind of administrative education for a long time, until (approximately) mid-20th century.

Several very important and influential schools, such as the French L'École Nationale d'Administration (ENA) and German Hochschule für Verwaltungswissenschaften (Speyer), were established at that time.

Education at both mentioned schools is postgraduate, mainly for higher positions in public administration, and has shifted from predominantly legalistic, administrative law approach to interdisciplinary and multidisciplinary education. Separate public administration studies were established in subsequent decades in other Western European countries, from Italy, Finland and Belgium to the Netherlands, Ireland and Portugal (cf. Toonen, Verheijen, 1999: 196). Their programme profile has been constantly including more and more public administration, administrative science, public management, and organisation theory, but also information technology, policy, political, economic, sociological, and similar contents.

Pressure to make their national public administrations more professional has recently led transition countries to establish sound and quality administrative education systems with institutions and programmes of all educational levels. A specific mixture of knowledge, skills and competences for work in public administration as well as a specific ethos of serving the public interest, well-being of all citizens and community as a whole, are necessary for full professionalism of public administration. Numerous Bachelor of Arts, Master of Arts and postgraduate studies, including doctoral, were established in previous decades (Musa et al., 2007b). Many of them are, to a certain degree, characterised by the European Union contents, especially in the countries of Central and Eastern Europe (Matei, 2007).

Recent trends in administrative education development that have spread throughout the globe seem to be:⁴

1. Establishment of sound, comprehensive, *vertically integrated systems* of administrative education facilitating vertical mobility of (the best) students;
2. *Consolidation, strengthening, widening and diversification of administrative education*, i.e. strengthening the basic administrative profession (administrative generalists), diversification of administrative studies and introduction of wider circle of subjects in public administration education at the same time;
3. Adaptation of public administration studies to the contemporary *administrative doctrines* and systems of ideas, particularly to the new public management and good governance;

⁴ For an earlier version, see Koprić, 2007.

4. Bringing more *interdisciplinary and multidisciplinary* approaches in administrative education and shifting from lawyers to public organizers and policy analysts, administrators and managers;
5. Fostering *practice* in public administration education: shift from pure theoretical knowledge to practical skills and competences;
6. Strengthening the connections between administrative *education and in-service training*;
7. Connecting programmes with the needs of practice: *demand-driven design of educational programmes*.

3.1.1. Vertical integration and mobility

The pragmatic purpose of preparing students for work in the public sector has been upgraded and widened to more intellectually open preparation for public administration research, going hand-in-hand with shift from public administration to administrative science(s) (Golembiewski, 1964; Pusić, 1995).⁵ All educational levels, from Bachelor of Arts and Master of Arts to postgraduate (including doctoral or Ph.D.) levels, are under development, applying the main Bologna formula 3 + 2 + 3, along with other variations (specialisation programmes, for example) (see also Bouckaert, 2008: 9; Matei, 2009: 5). It seems that, in one way or another, almost all European countries have all educational levels in public administration field (Musa et al., 2007a; 2007b). The system is vertically integrated, enabling vertical mobility of better and more interested students and employability after certain degrees. Educational preparation for teaching positions and scientific work is one of the purposes of vertical mobility all the way to Ph.D. level.

3.1.2. Consolidation and strengthening of the profile of administrative generalist after its widening and diversification of the discipline

There has been a long, almost constant debate about generalists in public administration during recent decades. The debate is especially intense in Anglo-American circles, because of long and influential belief “that the

⁵ »The responsibility of the accredited programmes is not just to teach technical proficiency, but also to teach Public Administration according to academic standards based on positive and normative theory and empirical research.« – Accreditation Criteria, 2011: 5.

British administrative class has demonstrated the superiority of the liberally educated amateur as bureaucrat« which became dubious some time ago (Presthus, 1964).⁶

At the same time, studying and teaching public administration has become more diversified, along with differentiation of new administrative tasks and functions and the development of new sub-disciplines of administrative science. Diversification means new public administration disciplines, even new studies, specific with regard to their overall orientations, purposes, stresses, underlying theoretical or doctrinal bases, contents or programmes. Such diversification might call for a coherent framework for the study of public administration (Raadschelders, 1999) and challenge the assessments that there is »the discipline's lack of a paradigm – there is no easily identifiable intellectual structure« (Zorn, 1989: 213).

Wider administrative education is necessary not only at the higher level, but also at the middle and lower levels. Providing integral public service to citizens and businesses requires diversified knowledge and skills and in-depth familiarity with different aspects of the administrative system, administrative procedures and functioning. However, at the middle and high levels, concentrated on policy preparation, data analysis, drafting legislation, inspection and similar tasks, general administrative education is necessary to understand the comprehensiveness of the problems and to offer appropriate, creative and sound solutions. Shift from narrowly educated specialists to appropriately prepared generalists seems to be necessary in that regard (Linden, 1994: 81 etc., 224 etc.). Similar conclusion is true for public managers leading public institutions, public companies, executive and other agencies, and certain other public administrative organisations.⁷ Many administrative disciplines and contents have been built into general administrative education, some of them being rather new. They are, for example, organisation theory, sociology and psychology of public administration, ecology, Europeanization,⁸ administrative con-

⁶ However, such reasoning is still alive in the United Kingdom – as much as 56 % of recruits to the higher civil service in 1989 were from arts and humanities, in contrast to 62% in 1961–67 period. – Peters, 2001: 92–93.

⁷ »Individuals of widely varying skills and attributes can be effective depending on the circumstances. The proper study of public management in this view involves the study of good fits between people and circumstances.« – Lynn, 1996: 92.

⁸ Literature on widening public administrative education by studying the European level of governance and other related European issues is rather rich. See, for example, Bouckaert, 2008: 10, 13; Randma-Liiv, Connaughton, 2005; Toonen, Verheijen, 1999; Devjak et al., 2007; etc.

vergence, public management, e-government, ICT implementation, policy analysis, specific public policies (social, educational, decentralisation, etc.), public services and their management (management in social work or educational management), public finances, public sector economy, administrative ethics, etc.

Critical observation of such a situation stresses that »public administration tries to be too much to too many people« (Zorn, 1989: 214). A more constructive approach attempts to propose a coherent framework for the study of public administration (Raadschelders, 1999) or a new paradigm »built on both normative and descriptive/analytical studies of the state and its complex interrelationship with the economy« (Wamsley, 1998: 1139).⁹ Despite some criticism, it can be said that the discipline is widening, diversifying, consolidating and strengthening.

3.1.3. *Influential doctrines*

Contemporary administrative development is characterised by two rather influential administrative doctrines – the new public management (NPM) and good governance.¹⁰

The NPM doctrine is characterised by orientation towards economy, efficiency and effectiveness, by efforts to subject the state administration and public sector organizations to the market principles by the methods which develop entrepreneurial behaviour and, generally speaking, by an effort to »impose most of the values and techniques of private sector management into the public« (Peters, 1996: 124). However, certain unfavourable effects of the minimising and market-oriented administrative reforms have been noted since the 1990s.

Under these circumstances, influential international organisations have begun advocating good governance. Among the principles of good governance, the European Union, for example, emphasises openness, participation, responsibility, effectiveness, and coherence. The new doctrinal orientation emphasises the role of citizens and civil society, transparency, legitimacy, responsibility, efficiency, human and citizens' rights, the rule

⁹ As a well-known proponent of the New Public Administration (*Minnowbrook Perspective*), Wamsley claims that the new paradigm »must be distinctive from business administration and economics«.

¹⁰ At least New Public Administration in the USA (more in Sharma, 1996), neo-Weberian concept in Europe, and public or integrated governance notions should be added.

of law, better quality of the public services, etc. (more in Koprić, 2011: 7–9).

Such doctrinal changes cause re-inclusion of public-private differences, anticorruption and ethical considerations in administrative education, learning specific public values, principles and norms (Tanner, 1998: 395), stress on public policies and ways of ensuring wide public participation in their designing, etc. Doctrinal changes are among significant factors of changing the orientation and content of administrative education (see also Greenwood, Robins, 1998: 412).

3.1.4. Interdisciplinary and multidisciplinary approaches develop parallel with decline of legalism in administrative education

There is an ongoing discussion about the »appropriate« generalist profile of higher civil servants on the European continent. A shift from »control-oriented legal education« (Newland) to more technically, pragmatically and scientifically grounded administrative education is observable (see for example Reichard, 1997: 75). Administrative profession has finally emancipated from legal and other professions (Šimac, 2002: 62–76), but not to the same degree in each country (Kickert, 1997: 30–32).

Contemporary public administration education should reflect technical and value the complexity and interdisciplinary nature of public administration (Koprić, 2011: 3–6). For a long time, it was, and occasionally still is, legally oriented, because of necessity to legally restrain and control public administration by the independent courts.

Education for public administration was incorporated or connected with law studies, especially in continental Europe. However, after World War II, there was a significant tendency to incorporate many new approaches and to widen the old, narrow, legal approach to the one that is more multidisciplinary and interdisciplinary (see, for example, Caupers for Portugal, etc.). Several disciplines along with their theories and methodologies (Zorn, 1989: 214) have been built in general administrative education. Toonen and Verheijen consider that there are »at least Political Science, Law, Economics and Sociology« (1999: 184).

A lot of authors stress such multidisciplinary and interdisciplinary approaches (see for example Raadschelders, 1999: 296–298; Rutgers, 1997: 296; Ferlie et al., 2005: 726, Kavran, 2003: 75–77, etc.). The difference between interdisciplinary and multidisciplinary academic programmes in

public administration is connected with public administration and administrative science as the core subject – in interdisciplinary programmes, it has such a position, while in multidisciplinary programmes »the public administration is studied exclusively from the viewpoint of the different contributing disciplines« (Toonen, Verheijen, 1999: 184).

3.1.5. *The importance of administrative practice*

Practical approach to administrative education is frequently attributed to Anglo-American space (Raadschelders, 1999: 287; Bouckaert, 2008: 13). However, it has been incorporated in continental-European administrative education since the 18th century cameralism (Koprić, Marčetić, 2003: 215–216). Be that as it may, a number of contemporary administrative studies are more and more oriented towards practical needs of public administrations, as quality and practically educated personnel is essential for successful administrative organisations (Stare, 2007: 254). Training of practical skills, with internship as a desirable form, is becoming an inevitable component of public administrative education (Accreditation Criteria, 2011: 6).

Various practical aspects are embedded in administrative studies and other forms of education (Clarke, 1998: 400, 402 etc.; Greenwood, Robins, 1998: 412). It should not be forgotten that theories can be excellent practical instruments, beside their usage in scientific work, but only if they are used for widening orientation and understanding of well-informed practitioners (Morgan, 1997: 347–353). They can influence practice, if scientists participate in policy design and administrative development and change concepts, ways of perceiving practical problems and practitioners' vocabulary (see also Verhaak, 1997; Ferlie, Geraghty, 2005: 440). Indeed, theories in public administration should be practical (Miller, King, 1998). From the practitioners' standpoint, practice influences theoretical work – dominant attitudes of administrative practitioners, politicians, citizens and businesses have effects on dominant doctrines and theories (Raadschelders, 1999: 297), as well as on administrative education itself.

Finally, there are attempts to teach public administration using the case method (Robyn, 1998), which is a way of introducing practice into formal administrative education.

3.1.6. *Ties between education and in-service training*

Education and in-service training are becoming parts of the same system of life-long learning. To stop learning after gaining certain educational

degree seems impossible in today's world. New technologies, problems, approaches and tasks ask for continuous learning and training. On one hand, many new training institutions have been established in recent decades, engaging numerous academicians on non-career basis. On the other hand, universities engage administrative practitioners and offer wider and wider forms of professional upgrading and training (Kavran, 2003: 78 etc.). Although there is observable mushrooming of new in-service training institutions closely connected with governments, many universities and other high education institutions offer in-service training programmes.¹¹ There is also a possibility to make a collaborative arrangement between an in-service institution and a university.

3.1.7. *Demands and supply*

When public administration generalists are not educated in the institutions closely connected with governments (like ENA and similar institutions), which can ensure easy employment of their graduates, the match between governments' needs on one hand and knowledge, skills and competences of graduates on the other becomes problematic. In such cases, when there is no firm structural relationship between a government and a university, it is desirable that the government defines its demands from graduates, and that the university re-assesses its supply.¹²

Governments should explicitly list their educational expectations (»labour market demands«) in order to employ the best people in the civil service, and universities should adapt their supply to such expectations in order to gain »credibility from potential employers of their graduates« (Toonen, Verheijen, 1999: 193). Such attempts, which are increasingly often present in the field, to connect programmes with the needs of practice lead to demand-driven design of educational programmes. However, there are still noticeable regrets that »curricula are developed on the basis of tradition and 'supply' capacities« (Nemec et al., 2011: 136).

¹¹ In *The Technique of Municipal Administration* (1958) the International City Managers' Association recommended, among other institutional arrangements, cooperation between city governments and colleges and universities in executing in-service trainings (1958: 209).

¹² Certain governments, such as in Poland (Nemec et al., 2011: 130–131), Bulgaria (Devjak et al., 2007: 235), Russia (Barabashev, Kastrel, 2012), etc. formally define the content of public administration education.

There are some methodological problems with content analysis of the study programmes, content comparison of various programmes, and researching the match between the content of the study programmes and governmental demands, because the titles of courses, their content, theoretical orientations, and many other programme elements are not and probably cannot be standardised. Because of that, conclusions can be only tentative.¹³

3.2. Standardization of Public Administration

There are several interconnected initiatives and attempts to establish and keep the standards in public administrative education (see also Clark, Pal, 2011: 961–962). The United Nations' Department of Economic and Social Affairs in cooperation with the International Association of Schools and Institutes of Administration Task Force published the final report on the *Standards of Excellence for Public Administration Education and Training* in 2008 (Standards). European Association for Public Administration Accreditation (EAPAA) is currently applying the 8th version of its *Accreditation Criteria* from September 2011. In similar vein, the American National Association of Schools of Public Affairs and Administration (NASPAA) is applying its *Accreditation Standards for Master's Degree Programs* (2009). There are standards and criteria for their measurement in the 2008 *Standards of Excellence* that should be applied to each programme, be it educational or training. Eight standards of excellence are: public service commitment; advocacy of public interest values; combining scholarship, practice and community service; the faculty has central importance; inclusiveness as the heart of the programme; purposeful and responsive curriculum; adequate resources; balancing collaboration and competition (Standards, 2008: 5-6). There are two main groups of criteria, institutional (12 of them) and programme-related. The former are divided into four subgroups, which are related to programme development and review (9), its content (9), programme management (10), and programme performance (8) (Standards, 2008: 7–12). Desirable curriculum components are listed in detail, although they are »subject to the mission of the program«, and include the management of public service organizations,

¹³ Certain new initiatives are used to refine the analysis, like the Public Policy and Governance Portal that is devoted to the analysis of public policy and administration educational programmes in Canada. Cf. Clark, Pal, 2011

improvement of public sector processes, leadership in the public sector, the application of quantitative and qualitative techniques of analysis, and understanding public policy and the organizational environment. However, special issues are not excluded (Standards, 2008: 9–10).

EAPAA Accreditation Criteria of 2011 apply to all categories of public administration study programmes of general profile: bachelor and graduate/master's degree, comprehensive, specialisation, etc., including public administration, public policy, public management, public affairs, government studies, and the like. They recognize multidisciplinary nature of public administration study programmes. Specialised programmes (in certain administration/management/policy sectors), as well as training programmes are excluded from EAPAA accreditation. Accreditation is mission-based, not content-based; in order to leave free space for the particularities of various programs. However, the Criteria state that »the core curriculum components provide research methods, concepts and theories from the disciplines of economics, law, political science, sociology, public finances, informatization, and public management, as well as the relationship between these fields« (Accreditation Criteria, 2011: 7). EAPAA has currently been investing efforts to define competences and learning outcomes, connecting its attempt to Tuning Educational Structures Europe project (details in: Competences ..., 2012).

NASPAA Accreditation Standards of 2009¹⁴ are focused on master's degree programmes in public affairs, public policy and public administration that meet four important preconditions. A study programme should: be qualified for and capable of being evaluated (programme eligibility), emphasize public service values, focus on students' preparation »to be leaders, managers, and analysts in the professions of public affairs, public administration, and public policy«, and »the normal expectation for students ... is equivalent of 36 to 48 semester credit hours of study« (2009: 2–3). There are seven standards, majority of which are further elaborated to more detailed criteria, and equipped with descriptive rationale.¹⁵ Stand-

¹⁴ NASPAA performs accreditation according to four documents: Policies and Procedures for Peer Review and Accreditation, Standards for Professional Master's Degree Program in Public Affairs/Policy/Administration, Self-Study Report Instructions, and Site Visit Manual. Peer Review ..., 2001: 2

¹⁵ These are: managing the programme strategically, matching governance with the mission, matching operations with the mission: faculty performance, matching operations with the mission: serving students, matching operations with the mission: student learning, matching resources with the mission, and matching communications with the mission (Accreditation Standards, 2009: 4–8).

ard 5 establishes requirements with regard to students' competences. Students should have the ability to lead and manage in public governance, to participate in and contribute to the policy process, to analyze, synthesize, think critically, solve problems and make decisions, to articulate and apply a public service perspective, and to communicate and interact productively with a diverse and changing workforce and citizenry. The program should define mission-specific required and elective competences, and special attention is devoted to professional competences and connections with practice (Accreditation Standards, 2009: 7).

A brief analysis of the three documents shows that the core of administrative profile can be and actually is defined. It is multidisciplinary and complex, yet oriented towards studying public administration, public policy and public affairs. The documents also clearly differentiate between general profile studies and programmes specifically oriented to certain administrative, policy or managerial field. Innovations in the programmes are welcomed, and the particularities based on specific national circumstances tolerated. Definitions of study core are not oriented to the ultimate list of courses but to a tentative list of study components and competences. Such an approach allows harmonization of accredited programmes due to learning outcomes important for their respective communities, not due to study contents.

4. Governance in South Eastern Europe

South Eastern Europe and the whole Mediterranean region once had a significant role in the development of western civilization: Roman law and Greek (Athenian) democracy are still its cornerstones (Chandler, 1990: 603-604; Argyriades, 1998). Today, however, this region can be considered a less important, yet an interesting part of Europe, because of long periods of instability, many wars, cultural mixes, historical experiments, and other unfavourable circumstances. Glorious tradition has been overlaid with many different political and administrative practices.

There is a narrower circle of south Slavic nations in SEE that, with occasional exceptions, formed the two Yugoslav states during the 20th century.¹⁶ Other nations in that region are the Greeks, Albanians, Bulgari-

¹⁶ They are the Slovenes, Croats, Serbs, Bosnians, Montenegrins, and Macedonians. The Bulgarians belong to the South Slavic group of nations, but were included neither in the

ans, Romanians, and Turks (Hajdú, 2011a; Hajdú, 2011b). While most of them embraced the socialist experiment in the second part of the 20th century, the Greeks and Turks had a different development path. Within the circle of post-socialist countries, there is a smaller group of countries on the territory of the former Yugoslavia. Cultural and historical ties are especially evident between those countries, although links and interdependencies are wider.

There are at least four influences on governance in SEE countries: the Europeanization process, administrative modernisation policy, search for their national political, administrative and cultural identities, and gradual development of cooperation and mutual learning in various fields of governance. Many governance processes in the region are occurring simultaneously: regulatory improvement; strengthening legitimacy; strategic planning; improving human resource management and development; organisational development; service quality improvement; administrative simplification; promoting transparency and accountability; decentralisation and regionalisation; liberalisation and privatisation of services of general interest; and many others (details in Koprić, 2012).

An analysis of governance in the region (Koprić, 2012) has shown that:

- The struggle over national identities between cosmopolitans on one hand and populists and nationalists on the other has still not been resolved;
- Regional cooperation enables precious mutual learning in public administrations;
- A formal top-down approach to Europeanization of public administrations prevails;
- Shy administrative modernisation policy can be observed, with a combination of measures borrowed from NPM, good governance, and the Weberian *répertoire*;
- Deep politicisation and authoritarian organisational culture are dominant characteristics of SEE public administrations;

first Yugoslavia (the Kingdom of the Serbs, Croats and Slovenes, 1918–1929, and the Kingdom of Yugoslavia, 1929–1941) nor in the socialist Yugoslavia (1945–1991). One subgroup of Albanians (so-called Kosovars) who do not belong to the Slavic group of nations was part of both the first and second Yugoslavia. For more detailed information, see Horváth, Hajdú, 2011.

- The prevailing legalistic approach to administrative education might be one of the basis of civil servants' bureaucratic behaviour;
- The system of legal protection of citizens, which is to a substantive degree induced from the European level, is not fully effective in all SEE countries; etc.

Despite similarities and commonalities, differences between the countries in the region that should be researched and interpreted are also present. However, this cannot challenge the conclusion with regard to the type of governance in SEE countries. It is characterized by strong reliance on classical government with weak horizontal forms that arise as a sudden result of the conflation of not very clear European reform concepts and dwindling domestic governance ideas. Many SEE countries seem to be trapped in the »governance hole«, without clear ideas for resolving the governance crisis. They also rely too much on the EU, although the EU inclines to be hesitant rather than to have effective influence on solving the governance problem in the region. Changes they promote are mostly of incremental nature, because they do not have the capacity for more radical improvements. This kind of governance can be labelled, partly inspired by the seminal work of Charles E. Lindblom (1959) on policy-making, as the science of »muddling through«¹⁷ – *muddled governance* (more in Koprić, 2012).

5. Public Administration Education – South Eastern Europe and the Croatian Case

5.1. South Eastern Europe

Although various studies use different classifications, it is obvious that educational preparation in SEE tends to preserve predominantly the legalistic nature of the field. This is not far from the situation in the majority of other transitional countries in CEE region.

Legal subjects prevail in Romanian public administration education, too, but with great differences between programmes and institutions. Their share is about 46 per cent. Subjects rooted in economy are the following

¹⁷ For critique, see for example, Dror, 1964.

group, with a 15 per cent share. Public administration is (a poor) third, with the share of 12 per cent (Matei, 2007: 110; see also Andor, Junjan, 2008: 247; Drakulić et al., 2007: 244–245).

In Bulgaria, there is a somewhat different development track, because public administration is officially recognized as a scientific discipline within economics. This is the reason why some authors predict that economists will fully control public administration education in the future. However, there are also some public administration programmes at the faculties of law, and they have a strong legal emphasis (Tanev, according to Drakulić et al., 2007: 234–236).

Data collected from the universities' internet pages at the beginning of 2009 show there were almost 70 tertiary administrative educational programmes in six countries in the territory of the former Yugoslavia; most of them BA and MA degrees (see Table 1).¹⁸ Surprisingly, the largest number of studies was in Bosnia and Herzegovina, and the smallest in Montenegro. Slovenia had the most dynamic public administration education space. The Faculty of Administration in Ljubljana, Slovenia, is one of the very few institutions in the region that was awarded by the European Association for Public Administration Accreditation for master's study programme in Public Administration in September 2008 and for bachelor's study programme in Public Administration in 2011. A lack of programmes at the doctoral level was particularly visible in Macedonia. Serbia had old and new educational programmes in the field, with certain propulsive private universities, such as Megatrend University.

¹⁸ Data were presented at the Annual Conference of the International Association of Schools and Institutes of Administration (IASIA), Rio de Janeiro, 3–8 August 2009 »Governance for Sustainable Development: Implications for Public Administration Education and Practice«. Paper was titled »Building the System of Public Administration Education and Training in Croatia: Per Aspera ad Astra«, co-authors Ivan Koprić and Gordana Marčetić (unpublished). The author of this article researched the respective educational programmes for that conference paper, while the co-author (G. M.) was in charge of in-service training. Certain indicators have been recalculated from the research documentation for the current article.

Table 1: Public administration study programmes in the territory of the former Yugoslavia, 2009

	Bosnia and Herzegovina	Croatia	Macedonia	Montenegro	Slovenia	Serbia	Σ
Old programmes – 4 years	2				1	1	4
Specialist or similar study – 1 year ¹⁹	2	5			2	2	11
MSc – 2 years	5		1		4	1	11
BA – 3 years	5	7	4	1	3	1	21
Specialist study – 1 year	1					2	3
MA – 2 years	1		8	2	4	2	17
Ph.D. or doctoral study – 3 years	–	1				1	2
Σ	16	13	13	3	14	10	69

Source: Author's research (2009)

The content of administrative education in all countries was focused on law (30 per cent of subjects) and administrative science (25 per cent). Economics and finances (16 per cent), informatics (6 per cent), and political science (6 per cent) had a smaller share of subjects within the total of all researched programmes. The rest of the subjects, such as foreign languages, sociology, etc., had a 17 per cent share.²⁰

Another level of comparison is connected with the content of the studies in different countries in the region. For such a comparison, BA studies at the faculties of public administration or similar institutions were chosen as the unit for comparison.²¹

¹⁹ It is mainly intended, as the fifth year of the study, for graduates from previous (four-year) study programmes.

²⁰ These indicators are based on the calculation of total number of subjects from different scientific fields, in all countries together, irrespective of the national differences.

²¹ They are Faculty of Public Administration in Sarajevo, Bosnia and Herzegovina, Faculty of Public Administration and Political Science at South East European University in Tetovo, Macedonia, Faculty of State Administration at Megatrend University in Belgrade, Serbia, (4-year BA study), Faculty of Administration in Ljubljana, Slovenia. Faculty of State

Table 2: Content comparison of the Bachelor of Arts studies in the region (chosen institutions) (%)

	Bosnia and Herzegovina	Croatia	Macedonia	Montenegro	Slovenia	Serbia
Administrative science	20.6	27.3	28.2	31.2	26.8	13.3
Law	35.3	38.6	18.0	18.8	26.8	40.0
Economics and finances	20.6	6.8	15.4	15.6	19.5	20.0
Informatics	5.9	4.6	5.1	9.4	9.8	3.3
Political science	–	6.8	12.8	12.5	2.4	3.3
Other (foreign languages, sociology, etc.)	17.6	15.9	20.5	12.5	14.6	20.0
Σ	100	100	100	100	99.9	99.9

Source: Author's research (2009)

Although the chosen BA degrees serve in this analysis only for indication of prevailing general orientation of teaching public administration, the results are very interesting. The subjects from the law group are the most represented in Serbia (40%), Croatia (38.6%) and Bosnia and Herzegovina (35.3%). In Slovenia, it is equally represented as subjects within the administrative science group (26.8% each group). Quite opposite, administrative science group is the most prominent in Montenegro (31.2%) and Macedonia (28.2%). Subjects belonging to the group called »other« are very well represented, indicating broad conception of public administration studies at the BA level, especially in Macedonia and Serbia. Subjects from the administrative science group are the worst represented in Serbia (only 13.3%). They are much better represented in other countries, taking the first or second rank. Subjects belonging to the economics and finances group are moderately represented, except in Croatia, where they count for only 6.8%. Having in mind that public administration is often considered as a political science discipline, quite weak representation of subjects from the political science group is a surprise. They are better represented only in Macedonia (12.8%) and Montenegro (12.5%).

and European Studies in Podgorica, Montenegro as well as the Social Science Polytechnics in Zagreb, Croatia have been added.

According to the same data, the most conservative situation among the countries on the former Yugoslav territory was in Croatia, with good territorial differentiation of bachelor degree studies (in seven cities), but without any master's study. While the explanation for five specialist programmes can be found in the necessity to upgrade the knowledge and skills of graduates of old programmes in law, political science, economics etc., only one Ph.D. programme stands as a somewhat weird fact.

Another interesting source of data is an empirical research commissioned by the Western Balkans Human Resource Management Community of Practice and conducted in 2008. Its main task was to identify factors that, according to perceptions of influential human resources officials and civil servants in the region, influence the attractiveness of public service and the chances that the best public servants are retained in it. The total of 142 questionnaires was collected in all countries in the region.²²

One of the main conclusions of the 2008 research is that *educational preparation for public service is inappropriate and contacts with academic community weak*. Although many new public administration educational programmes have been designed in the region, this fact has been recognised and positively assessed only by part of the respondents. Furthermore, such educational programmes are not recognised as the most important source of young professionals for public administration. Instead, the respondents consider *law* studies or certain other studies at *public* universities as the most desirable personnel source. The level of adaptation and 'usefulness' of the law studies' graduates from public universities to the needs of public administration is predominantly assessed as medium or very good. Although the respondents have reported that young graduated professionals have good or even very good knowledge and competences necessary for the public service, a more direct statement has shown more restrained answers. Overall, such answers show that administrative profession in the region is not consolidated and separated as specific from law, economics, and other traditional professions. The problem is that other professions

²² The author of the paper served as a lead expert. The basic method of data collection was questionnaire filling during the workshops in seven cities in the Region (Belgrade, Podgorica, Prishtina, Sarajevo, Skopje, Tirana, and Zagreb). Questionnaires were filled by the civil servants and high officials responsible for the civil service and human resource management in the Western Balkans (Albania, Bosnia and Herzegovina, Croatia, Kosovo – UN 1244, FYR Macedonia, Montenegro, and Serbia). Most questions required expressing the level of agreement with the given statements (Likert scale), making a choice between several varieties of an answer, or ranking offered options. The survey was anonymous. More extensive results were initially published, solely as a research report, in Koprić, 2009.

are predominantly oriented towards educating for their basic (core) areas, not for the civil service. Consequently, their study programmes are not, and cannot be, adapted to the needs of modern public administration (Koprić, 2009).

Perceptions about the participation of practitioners in teaching activities and about practice of co-financing public administration studies (from government's side) witness that there are weak contacts between HRM units and governmental bodies with universities. The most frequent grade given by the 2008 research respondents is good (C); the second one is sufficient (D). Even the fact that a relatively high number of respondents have restrained from answering the question about the situation in public administration education speaks in favour of the conclusion that the necessary contact between practice and universities is rather weak. Responsibility seems to lie with both sides, because, as the responses have shown, educational institutions do not engage a sufficient number of practitioners, and public administration does not interfere in educational system with its needs, expectations and additional financial support to the studies that it deems necessary (Koprić, 2009).

Furthermore, private educational institutions, more flexible with regard to their programmes and much more oriented towards the needs of the labour market, are not, generally speaking, able to efficiently compete with the public sector, even though public education sector has many serious weaknesses (slow adaptation of study programmes to the needs of practice, lack of interdisciplinary approach, self-containment and orientation towards their basic educational profile, institutional sclerosis, etc.) (More in Koprić, 2009).

In-service training is on the development path in all countries in the region. Along with training organized centrally by the organizations responsible for human resources management and development at the central state level, there are a lot of decentralised training programmes organized by other organizations (for the police force, for judges and civil servants in justice systems, etc.). Training programmes in EU matters are especially popular. The training organizations are enjoying significant technical assistance from abroad. However, the number of personnel carrying out the training is too small, as is the budget expenditure for that purpose from the state budgets. The content ranges from learning about basic legal regulations and essential information about administrative systems to informatics and foreign languages (Marčetić, Koprić, 2009).

The Regional School of Public Administration (ReSPA) is an international organisation established by the countries in the Western Balkans with

seat in Danilovgrad, Montenegro. Its members are Albania, Bosnia and Herzegovina, Croatia, Macedonia, Montenegro, and Serbia. It organizes trainings for civil servants from the member states. Although all the countries in the region have their own in-service training institutions, the ReSPA complements their efforts and fosters the exchange of best practices and mutual learning.

5.2. Croatia

The very first educational institution devoted to administrative education in Croatia was established as early as 1769 when Croatia was part of the Habsburg Monarchy. Queen Maria Theresa founded Political-Cameral Study in Varaždin, Croatian capital at that time. She followed the practice of establishing political-cameral studies throughout the German-speaking countries. However, after a short period, in 1776, the Study was merged with the newly founded Faculty of Law in Zagreb (Pavić, 2003: 197–198).

The new independent public administration study was established only after World War II, in 1956, when High School of Administration was founded in Zagreb. The first version of the study programme was two-year, but it was developed into three-year and finally into four-year study of public administration. The School joined the University of Zagreb in 1962, as an autonomous full member. It had twenty permanent teachers and its own library. There were only two legal subjects in the curriculum, while the majority of subjects were closely connected to public administration. Many have assessed that this study was the best public administration study in socialist Yugoslavia and on right track to become a modern university public administration study.²³ Unfortunately, the School suddenly merged with the Faculty of Law and disappeared along with independent public administration study (Pavić, 2003: 207–208).²⁴

²³ The subjects were: Introduction to the Study of Administration, Organisation and Work Techniques in Public Administration, Human and Material Resources in Public Administration, Administrative Systems, General Theory of Public Administration, Administrative Fields (*Ressorts*), Administrative Policy, Policy of Public Services, Administrative Law, Methods and Techniques of Research in Public Administration, Introduction to Sociology, Introduction to Social Sciences, Modern Society, Applied Sociology, Social Psychology, Political System of the SFRY, Constitutional Law, Comparative Political Systems, Modern Political Systems, Statistics and Its Use in Public Administration. Pavić, 2003: 207.

²⁴ »More than 1,600 students graduated from the School« – Pavić, 2003: 207.

A year after the High School of Administration was founded, in 1957; two-year college education in public administration was established, also in Zagreb, within the new, so-called Higher Administrative School. The study programme was rather modern, although much more legally oriented than the programme of the High School of Administration. The Higher Administrative School was also merged with the Faculty of Law, in 1983. However, a separate two-year public administration study outlived the institution. It was abolished in 1998, when the new Social Sciences Polytechnic was founded in Zagreb (Pavić, 2003: 208–209).

Two-year public administrative studies were also founded during the 1980s and 1990s in several other towns in Croatia. They continued in the same manner, educating the so-called administrative lawyers as a kind of vocational education,²⁵ till the Bologna Reform of 2005.

The Social Sciences Polytechnics in Zagreb designed a three-year bachelor's programme for administrative lawyers. Furthermore, the programme was substantially reoriented from legalistic study to modern public administration study in 2005. After collecting at least 180 credit points, the students acquired a BA degree in public administration. The Social Science Polytechnics was dissolved at the end of 2011, but three-year public administration study continues within the Faculty of Law in Zagreb.

The new two-year specialist degree programme at the Faculty of Law in Zagreb, for those who have already acquired a BA degree, was approved by the National Council for High Education at the beginning of 2013. The study will probably start from academic year 2013/14 at the Faculty of Law in Zagreb. Other previous one-year specialist studies in public administration, performed by the faculties of law, will also be developed as two-year programmes from the same academic year.

It should be mentioned that the Faculty of Law in Zagreb organized a postgraduate Master of Science administrative study in 1961. Admission was possible for lawyers and political science graduates. About 60 students acquired the degree between 1961 and 2005, when the study was dissolved. In 2006, Doctoral Study of Public Law and Public Administration was established at the same Faculty. It is intended only for lawyers, again with a possibility to admit graduates from political science.

²⁵ Croatia has had a binary high education system since the mid 1990s, with university programmes on one hand and vocational programmes on the other. Vocational programmes can be organised by colleges, by polytechnics, and, recently, by public universities.

Moreover, other high education institutions have recently developed various public administration study programmes. Their number was significant even in 2009; while it has risen by 46 per cent in the previous three years (from 2009 to 2012; see Table 3). All the mentioned study programmes are performed by public high education institutions; four Croatian faculties of law are dominant among them. None of the private high education institutions have a separate public administration study.

Table 3 Public administration study programmes in Croatia, 2009 and 2012

Degree	Croatia, 2009	Croatia, 2012
Bachelor (3 years; vocational)	7	8
Specialist (1 year; vocational)	–	3
Specialist (2 years; vocational)	–	–
Bachelor (3 years; university)	–	–
Master's (2 years; university)	–	–
Specialist (1 year; university)	5	6
Specialist (2 years; university)	–	1
Ph. D. or doctoral (3 years; university)	1	1
Σ	13	19

Source: Koprić et al., 2012a and author's calculation

Content analysis shows that legal subjects dominate current public administrative vocational study programmes in Croatia, at least in the category of bachelor studies (Table 4). The situation is similar in specialist vocational study programmes that follow bachelor's degree. In three such studies, legal and administrative subjects are equally represented among obligatory courses. However, legal subjects are most represented among the elective subjects in both bachelor's and specialisation degrees (see Koprić et al., 2012a).

What is also observable is a decent place of practice and skills in study programmes, but only at bachelor's degree. Quite contrary, subjects based on political science or sociology are rather scarce.

Table 4 Content analysis of vocational public administration study programmes in Croatia, obligatory subjects, 2012

Degree	Administrative	Legal	Economics	Political science and sociology	Practice; skills	Total
Bachelor's – No	41	69	23	9	39	181
– %	23	38	13	5	21	100
Specialist – No.	11	11	1	–	–	23
– %	48	48	4	–	–	100

Source: Koprić et al., 2012a and author's calculation

There is a wide diversity of disciplinary approaches among the six programmes of one-year specialist university studies of public administration since each faculty has based the curriculum on its main disciplinary approach. Because of that, there are the following approaches: interdisciplinary (1), public management (1), city management (1), local economic development (1), local democracy and development (2). Two-year specialist programme as well as the doctoral programme are devoted to public law and administration (both of them executed by the Faculty of Law in Zagreb).

The demand side in the sense of governmental expectations is underdeveloped. There is no document, like the ones in Poland or Russia, for example, in which the Government would state its basic educational requirements for employment in the public sector. In July 2008, the Government changed the Decree on Job Classification in the State Administration, which now requires a BA degree for numerous positions, as well as graduates with MA and specialist diplomas, recognising the necessity of harmonisation with the new qualification framework. It has thus opened the possibility of recruitment for public administration generalists. However, it has not requested public administration education for any position. Educational demands for all professional posts are defined by the systematisations of work places. Each body is responsible for its own systematisation, although the consent of the Ministry of Public Administration is also necessary. Even though these documents are not published, it is well known that their educational demands are only vaguely defined.²⁶ More-

²⁶ Nemeč et al. report for Slovakia, the Czech Republic, and Poland: »But there is no explicit requirement for entrants to have studied any particular subjects.« – Nemeč et al., 2011: 136

over, it seems that public administration studies, for various reasons, are more or less not able to gain credibility from public sector bodies.

The Strategy of State Administration Reform for the period 2008-2011, adopted by the Government in March 2008, strongly called for the development of an adequate public administration education system.²⁷ A whole chapter of the Strategy is dedicated to administrative education – Chapter 4 *Education and In-service Training of Civil Servants: Knowledge, Skills, and Competences*. However, this document was not implemented at all. In contrast, the new Government, which took power at the end of 2011, changed legislation at the very beginning of its mandate to open possibilities for further and deeper politicisation and de-professionalization of the civil service.

In-service training is a rather differentiated and dynamic field in Croatia. It is covered by two in-service training strategies (one for state servants, 2010-2013, another for local personnel, 2009–2013; more in Marčetić, Prelec, 2010). There are eleven different institutions lodged to the central state administration bodies that execute in-service courses, and additional eleven external institutions that offer training in the field of public procurement. There are no systematic data on the number of courses, on the number of servants that participated in them, or on the total hours, costs, number of trainers, etc. There are but partial data. For example, the Centre for In-Service Training of State Servants, competent for the so-called horizontal courses delivered to civil servants of various administrative bodies,²⁸ had up to 8,000 participants per year before its dissolution in 2012; an agency responsible for EU projects conducted more than 200

²⁷ »Administrative problems and work in the civil service are becoming increasingly complex and require improved educational preparation that has to be particularly intended for employment in the civil and public services. Such education must ensure acquiring knowledge, skills, and competences related to public sector management, other administrative-technical knowledge and skills, knowledge of political science and economic problems, legal and financial knowledge, as well as other knowledge, skills and competences necessary for efficient performance of administrative tasks at all levels of the state administration system. Furthermore, such education must be oriented towards European standards and ethical procedural standards of civil servants' performance in the best public interest. After acquiring the highest degrees, public administration specialists should have all the knowledge, skills, and competences of contemporary European civil servants.« – The Strategy of State Administration Reform for the period 2008–2011.

²⁸ That Centre was dissolved at the beginning of 2012 and is replaced by the State School for Public Administration, which was established by the Croatian Government at the end of 2010. The School was established as an in-service training institution. The previous Academy for Local Democracy, established several years before, was merged with the State School during 2012.

workshops for more than 3,500 civil servants; etc. (Čorlija, 2012). Trainings have also been delivered in the frame of various technical assistance projects, mainly financed by the EU.

6. Conclusion

In a situation where no match between public administration's educational expectations and the supply of properly educated people exists, for various reasons, governance cannot be good and cannot be significantly improved. In return, administrative education cannot be properly developed. It is a kind of lose-lose situation, or a trap in which both sides are caught. The right question is how to turn over this *vicious circle* and how to get in a situation where government is looking for good, properly educated professionals, while at the same time such professionals increasingly contribute to good governance.

It seems that the responsibility lies with both sides: governments and universities. Governments should invest full effort in order to be able to define and codify precise educational expectations for the future civil servants. Universities should continue their efforts to design a vertically integrated, separate system of interdisciplinary or, at least, multidisciplinary studies of public administration. Furthermore, defining the demands is not an exclusive responsibility of governments – universities have to participate in their definition, too. Additionally, governments should be included in the execution of study programmes; they should cooperate in the calibration of practical competences of university graduates via internships, mentorship, and similar channels.

Currently, the situation is particularly precarious in certain SEE countries, where the slow process of (re)gaining credibility and mutual trust between universities and public sector bodies seems crucial. It can be fostered by European influences, even through conditionality mechanisms whose primary purpose is to impose other elements of good (European) governance, not good public administrative education. However, if the EU made pressures and asked for improvements in overall quality of governance, national governments would be less hesitant about and more sensitive to professionalization of the civil service.

Despite these conclusions, further empirical research is needed to find a more precise answer to the question how the muddled governance on one hand and prevailing legalistic approach to administrative education in

SEE region on the other are interconnected. Furthermore, under which conditions well-educated graduates from public administration study can »produce high quality work« (Minds ..., 1999: 7)? What are the barriers to the development of high quality administrative education? What are the barriers to employing properly educated public administration graduates?

Finally, it seems obvious that good professionals are a necessary, but not the only precondition for good governance; and that good governance in a country can stimulate the development of high quality public administration education.

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GOVERNANCE AND ADMINISTRATIVE EDUCATION
IN SOUTH EASTERN EUROPE:
GENUINE DEVELOPMENT, CONDITIONALITY,
AND HESITATIONS

Summary

South Eastern Europe is a region that shares certain governance characteristics, because of common past arrangements, current process of Europeanization, and some cultural commonalities. The process of acquiring European administrative standards has been facilitated by the conditionality mechanism during the accession to the European Union. The development of modern administrative education, emancipated from traditional legal education, is a component of recent governance processes, but it is rather hesitant. The slow development is a result of public administrations' demands on one hand, and supply of universities with regard to administrative education on the other. Demands are not consolidated because there is still strong politicisation of public administrations. Old state universities are sclerotic, to a certain degree, while many small new universities offer rather low quality education, mostly for the private, not for the public sector. The research shows that educational preparation in the region tends to preserve predominantly legalistic nature of the field, but certain improvements are observable. At the beginning of 2009, there were almost 70 tertiary administrative educational programmes in six countries on the territory of the former Yugoslavia, most of them BA and MA degrees. The content of administrative education is focused on law and administrative science. Economics and finances, informatics, and political science have a smaller share of subjects in the programmes. In Croatia, there is a constant development of the supply side, while the demand side is a bit underdeveloped. It means that the Government and other employers in the public sector do not recognize public administration studies as the first and foremost source of civil servants. However, new public administration study programmes are being established and the existing ones are being developed constantly. Overall conclusion is that there is an interconnection between the development of governance and administrative education development.

Key words: governance, South Eastern Europe (SEE), Croatia, administrative education, Europeanization, high education, public administration, legalism

JAVNO UPRAVLJANJE I UPRAVNO OBRAZOVANJE U JUGOISTOČNOJ EUROPI: RAZVOJ, UVJETOVANOSTI I OKLIJEVANJA

Sažetak

Jugoistočna Europa je regija koja dijeli određene karakteristike javnog upravljanja, zbog zajedničkih institucija u prošlosti, sadašnjeg procesa europeizacije i nekih zajedničkih kulturnih crta. Proces usvajanja europskih upravnih standarda podupire mehanizam uvjetovanosti tijekom procesa pridruživanja Europskoj uniji. Razvoj modernog upravnog obrazovanja, emancipiranog od tradicionalnog pravnog obrazovanja, jest komponenta sadašnjih procesa javnog upravljanja, ali se odvija uz dosta oklijevanja. Taj spori razvoj posljedica je specifičnosti zahtjeva javnih uprava na jednoj te sveučilišne ponude upravnog obrazovanja na drugoj strani. Zahtjevi nisu utvrđeni zbog još uvijek prisutne politizacije javnih uprava. Stara su državna sveučilišta u nekoj mjeri sklerotična, dok mnoga mala nova sveučilišta nude prilično nisku razinu obrazovanja, a i to više za privatni nego za javni sektor. Istraživanje pokazuje da obrazovna priprema za upravu u regiji tendira zaštititi pretežno pravnu prirodu područja, ali se ipak vide određena unapređenja. Početkom 2009. bilo je skoro 70 obrazovnih programa na razini visokog obrazovanja u šest zemalja na području bivše Jugoslavije, od kojih većina na razini prvog (BA) i drugog stupnja (MA). Sadržaj upravnog obrazovanja ima težište na pravu i upravnoj znanosti. Ekonomija i financije, informatika i politologija imale su manje udjele u studijskim programima. U Hrvatskoj postoji stalni razvoj ponude programa upravnog obrazovanja, ali je druga strana, strana zahtjeva za upravnim obrazovanjem donekle podrazvijena. To uglavnom znači da Vlada i drugi poslodavci u javnom sektoru ne prepoznaju studije javne uprave kao prvi i osnovni izvor javnih službenika. Ipak, tijekom zadnjih godina stalno se utemeljuju novi studiji i razvijaju postojeći studiji javne uprave. Opći je zaključak da postoji povezanost razvoja javnog upravljanja i razvoja upravnog obrazovanja.

Ključne riječi: javno upravljanje, jugoistočna Europa, Hrvatska, upravno obrazovanje, europeizacija, visoko obrazovanje, javna uprava, legalizam