



Public Management as academic discipline and a field of practice

DAAD-Summerschool at the University of Modena and Reggio Emilia
Introductory Lecture, 2nd September 2019

Prof. em Dr. Christoph Reichard
Department of Public and Nonprofit Management,
University of Potsdam
reichard@uni-potsdam.de



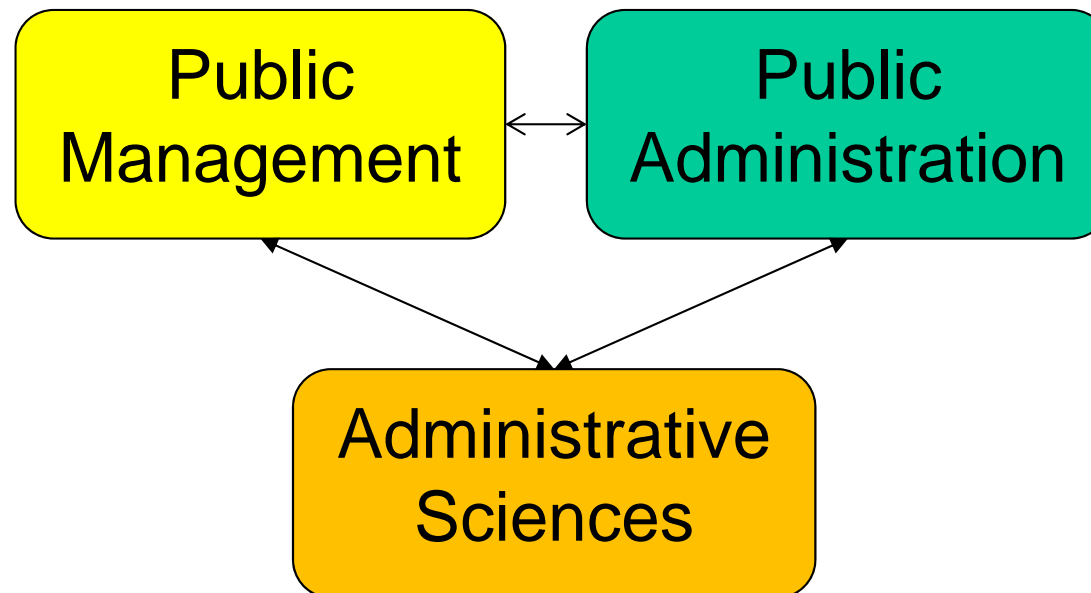
Content:

- Public Administration/Management and their basic disciplines
- Public Management development and status in Europe
- PA education in Europe
- Germany: Public Administration/Management as academic disciplines
- Germany: training for the civil service
- Italy: training for the civil service
- Italy: PA- programs
- Italy: situation of Public Management
- Spain: Public Administration/Management as academic disciplines
- Portugal: Public Administration/Management as academic disciplines

I would like to thank Anna Francesca Pattaro, Susana Jorge and Eugenio Caperchione for valuable comments and supplements to some charts

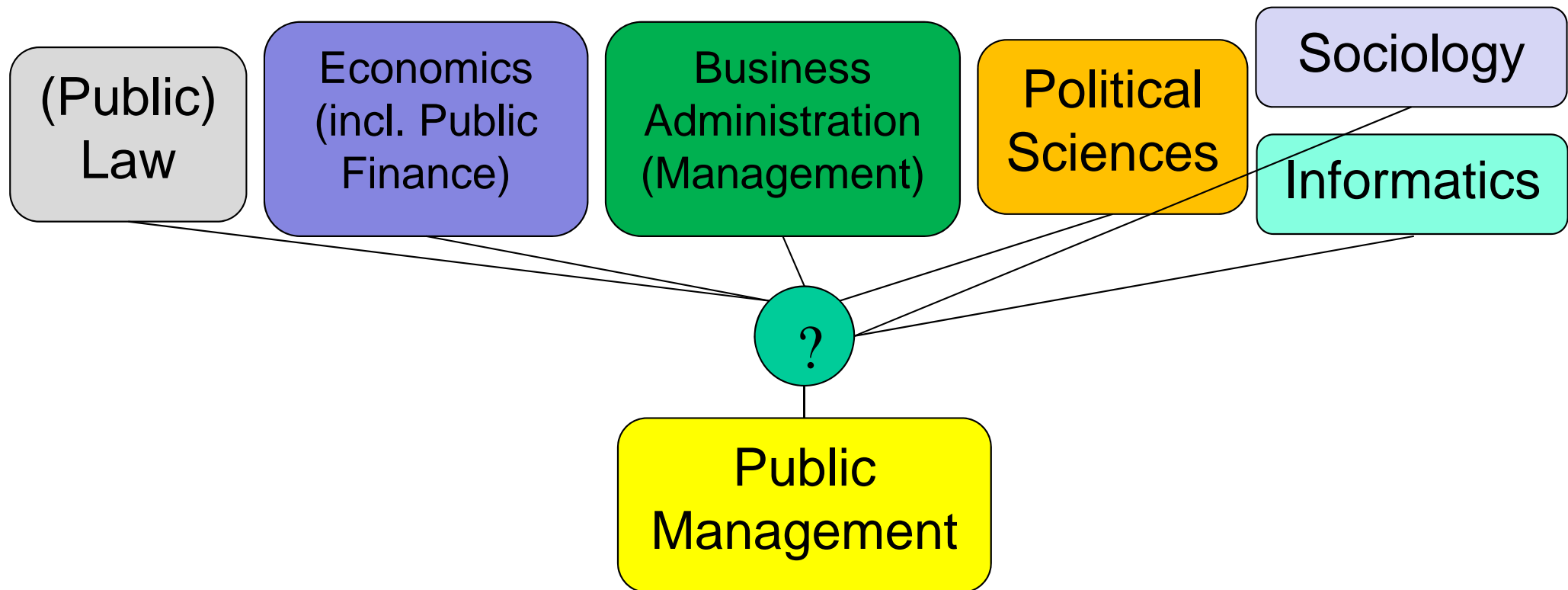


What do we understand of „Public Management“?





Public Management and the basic disciplines of PA





Core components of Public Administration as a study field

“Courses taken to fulfil the core curriculum components provide research methods, concepts and theories from the disciplines of economics, law, political science, sociology, public finances, informatisation, and public management, as well as the relationship between these fields.”



(EAPAA accreditation criteria Version 9, 2013)



Public Management as an (inter-) discipline

- Public Management is an interdiscipline, affiliated with (at least):
 - Business Management
 - Political Sciences
 - Law(+ some more disciplines like Informatics, Sociology etc.)
- Public Management has a difficult relation to „Public Administration“ (which itself is an interdiscipline):
 - Is it the „managerial part“ of PA?
 - Or is PM a separate field – a „friendly neighbour“?
- In various countries Public Management is not an own academic field but either part of „Management“ (located in the business administration departments) or part of „Political Sciences“ (or split up between these academic disciplines) → see below...



Development and present status of Public Management in Europe

- Public Management as a term developed in the 1930s in the US and became an issue of PA at least since the 1960s
- Together with growing managerial reforms in public sector, the field slowly developed – in Europe in the late 60s...
- NPM movement was a strong impetus for growth...
- ...and some years later: critical debate on NPM and move towards „NPG“
- Public Management as academic field is...
 - quite well established and institutionalized in the UK, Ireland, the Nordic countries, in Belgium, the Netherlands and Switzerland
 - but less developed and still fragile and fragmented e.g. in France, Italy, Spain, Portugal, Germany, Austria and the CEE-countries
 - indicators among others: amount of chairs and professorships, of specific study programs, of visible national networks, of recognized journals (and very generally: of „visibility“ in the research community)

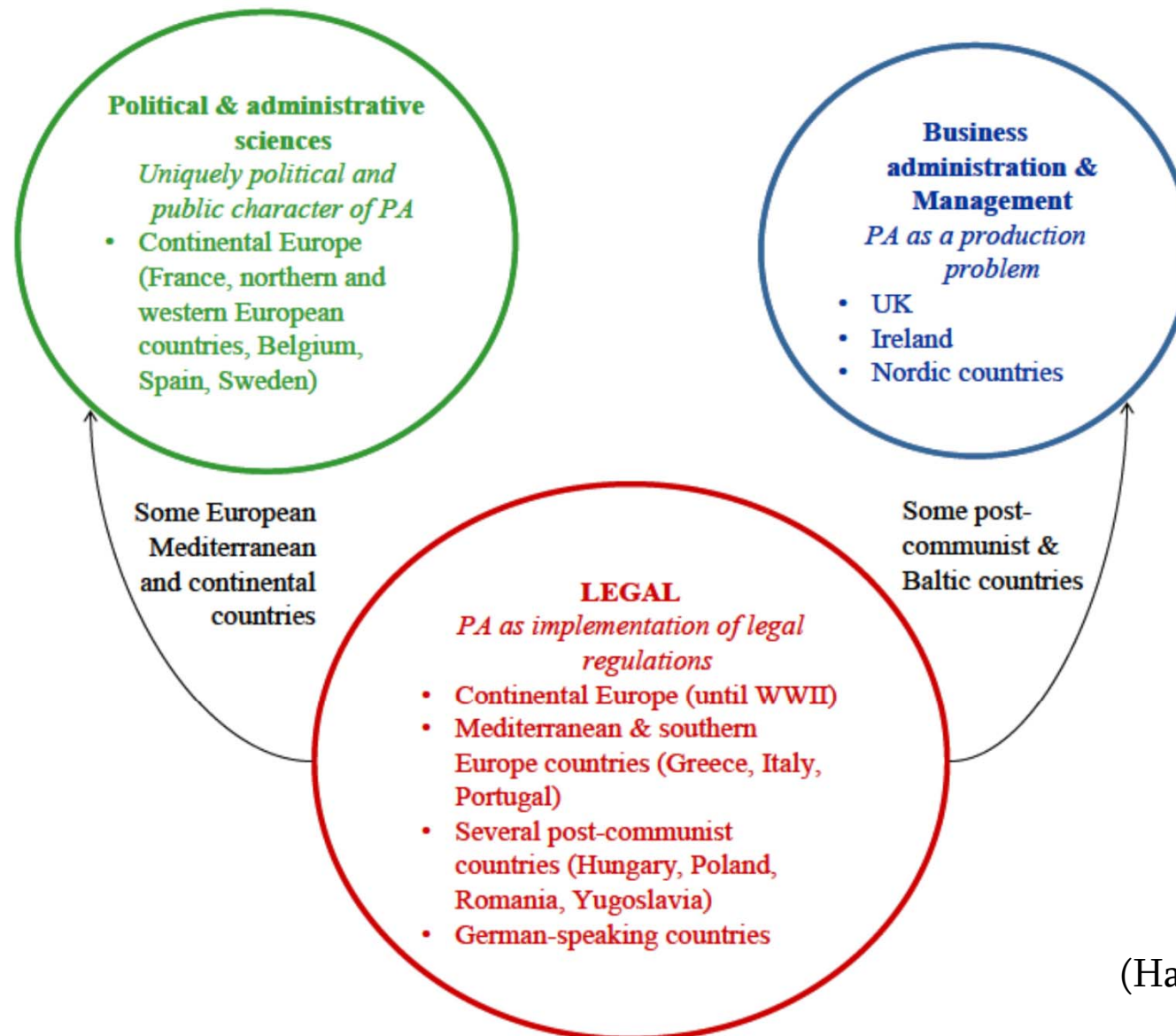


Institutionalization of Public Management

- Institutionalization of Public Management as academic field of study has grown in the last two decades (indicators: research centers, visible researchers and networks, journals, access to funding...)
- Common values, interests, research aims and theoretical concepts are quite tight and stabilized
- Most important drivers of institutionalization: academic networks and associations...
 - EGPA
 - EAPAA
 - IRSPM
 - IPMN
 - Nispacee
 - (+ more focused networks like CIGAR)



Clusters of PA education in Europe



(Hajnal 2003 and 2015)



Public Management in Germany

Public Administration (PA) as academic discipline:

- 18th and 19th century: Kameral- und Staatswissenschaften (broad scientific focus at state and administration)
- 19th and 20th century: growing dominance of law in line with emerging *Rechtsstaat*
- Law still most relevant entry degree for (higher) civil service (>50%)
- PA as (inter-)discipline: 4 basic disciplines (law etc) - poorly integrated
- Weak collaboration among different (public sector focused) disciplines in universities, e.g. between Law and Management
- Only few visible academic centres in teaching and research (Speyer, Potsdam, Konstanz...)
- Very few acknowledged scientific journals in PA (only „der moderne Staat“ plus a few sector-specific journals like ZögU)



Public Management in Germany (cont'd)

- In the beginning: PM primarily perceived as branch of Business Administration/Management („Öffentliche Betriebswirtschaftslehre“; ÖBWL)
 - Initial phase in the 70s: Freiburg as initial point (Chmielewicz, Wild, Reichard); other early authors: Oettle, Eichhorn, Lüder, Budäus – major focus at management reforms (MbO etc)
 - 1980s and 90s: development of (new) management concepts and tools; later: accounting reforms (Lüder and Budäus) and NPM-issues
 - 2000s and 2010s: NPM-debate cont'd and later critical review; evolution of research in Nonprofit and Healthcare Management
- Actual situation: modestly institutionalized, slowly growing...
 - important centers of teaching and research: DUV Speyer, Hamburg, Potsdam, Freiburg, HSoG Berlin...
 - academic community quite fragmented in subdiscipline of Business Administration* and in subdiscipline of Political Sciences

* See Website (German): Wissenschaftliche Kommission Öffentliche Betriebswirtschaftslehre, of the German Academic Association for Business Research (VHB), covering professors of all German-speaking countries; <http://oebwl.vhbonline.org/>

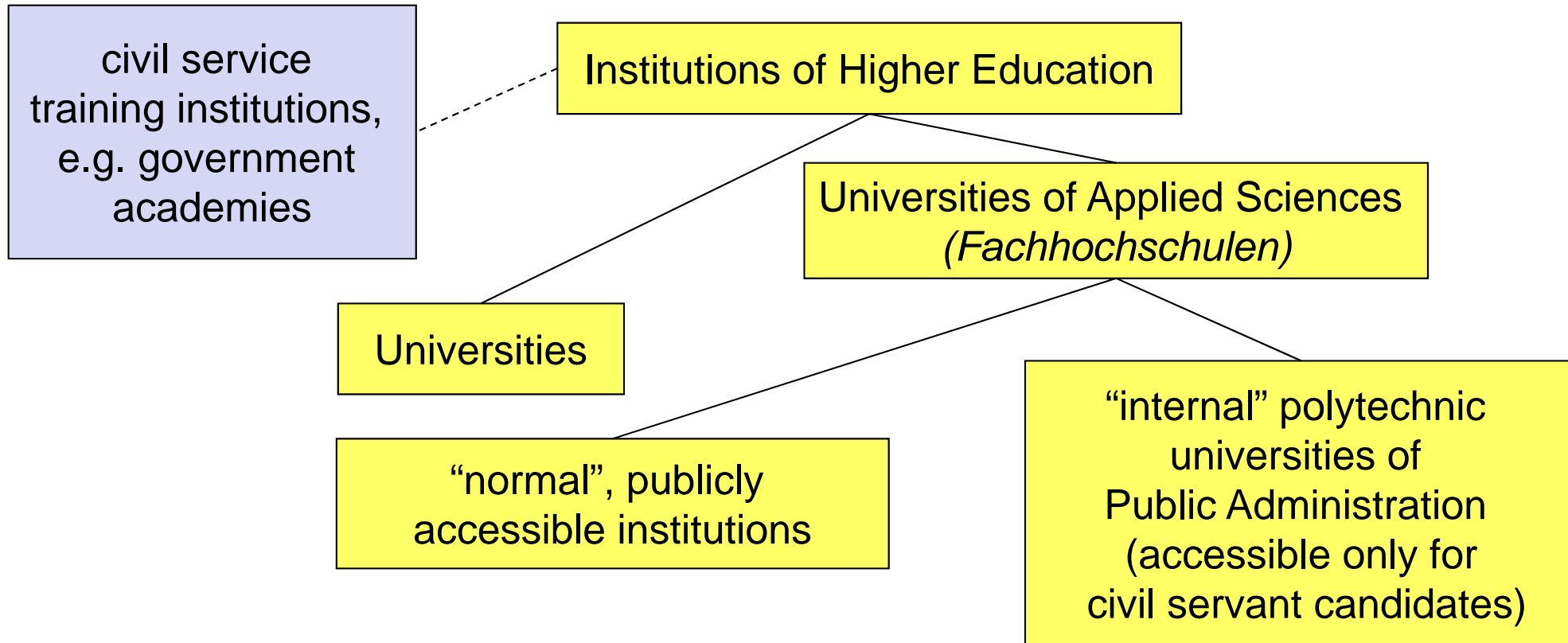


Germany: Pre-entry Education Requirements in the civil service

administrative class	← Master degree (+ preparatory phase)
executive class	← Bachelor degree (+ preparatory phase)
clerical class	← secondary school + 2 years apprenticeship (dual mode)
sub-clerical class	← secondary school



Germany: Types of Higher Education Institutions



- all institutions offer BA and MA (but polytechnics concentrate on BA level)
- all study programmes have to be (pre-) accredited
- degrees of both institutions are now legally equivalent (e.g. for civil service entry)
- *internal polytechnics*: 10 of 16 *Länder* governments and federal government run own internal polytechnic universities since the 1970s; students are also civil servants on probation (salary about 1000 €)



Germany: Pre-service programs for Administrative Class

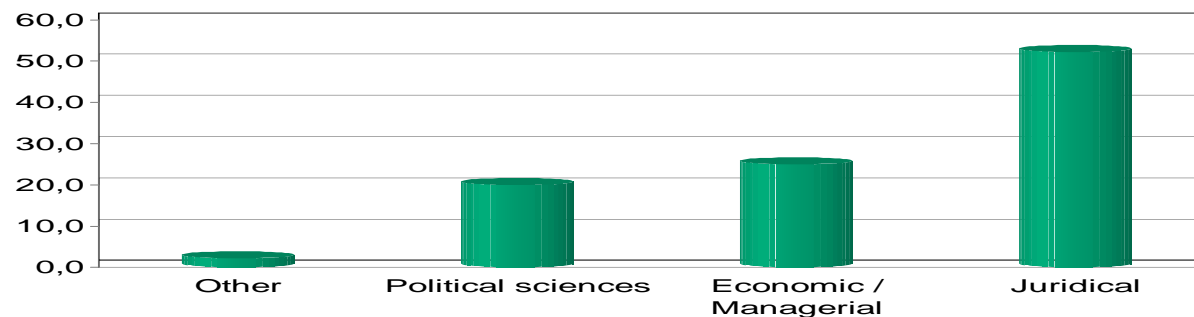
- Law (hundreds of law schools in universities): two phases, each ending with a state exam: (1) 4,5 years university studies, (2) two-year preparatory phase in courts, law offices and government departments (*Rechtsreferendariat*)
- Political Sciences with major in Public Administration or Public Policy (offered by about 15 university departments in Germany)
- Business Administration with major in Public Management (about 10 university departments)
- Very few Master study programs in „Public Administration“: e.g. Universities of Konstanz, Speyer, Potsdam
- Few other disciplines like economics/public finance, sociology, eGovernment



Italy: Education and training for civil service

- Pre-service education in adequate study programs in public universities (see next slides)
- In-service training for senior civil service: Corso-concorso of SNA (Scuola Nazionale di Amministrazione) and in other specialized training schools, e.g. for police or finance.
- some regions have their own in-service training institutions
- Several universities also offer PA-programs for civil servants, e.g. University of Bologna
- Admission to SNA-program: MA-degree for outsiders, BA-degree and 5 years experience for civil servants

University degree



Profile of junior high civil servants attending the SSPA corso-concorso
(Denita Cepiku/Sandro Mameli 2012)



Italy: Education and training for civil service (cont'd)

Similar to Germany: fragmented institutional field offering programs and courses with Public Administration contents

- Strong traditions: public law and *economia aziendale* (← for long time focus mainly at public sector accounting (still strong))
- PA-programs (or majors) offered by faculties of law, of economics, management and political sciences (see next slide)
- Government schools (e.g. SNA) play still a strong role for senior management careers (SNA also funding several university programs)
- various universities organize executive master programmes mainly addressed to civil servants (e.g. Bocconi, Cattolica, Roma Tor Vergata, Bologna, Venice, Pisa...) on several public management issues (e.g. innovation) or services (e.g. health or utilities)
- Most university programs are in Italian; some exceptions: MPA of Bocconi University, Double degree Master program in European and International Public Policy and Politics, a Bocconi- Sciences Po partnership (and some other programs)

(Meneguzzo in Kickert 2007)

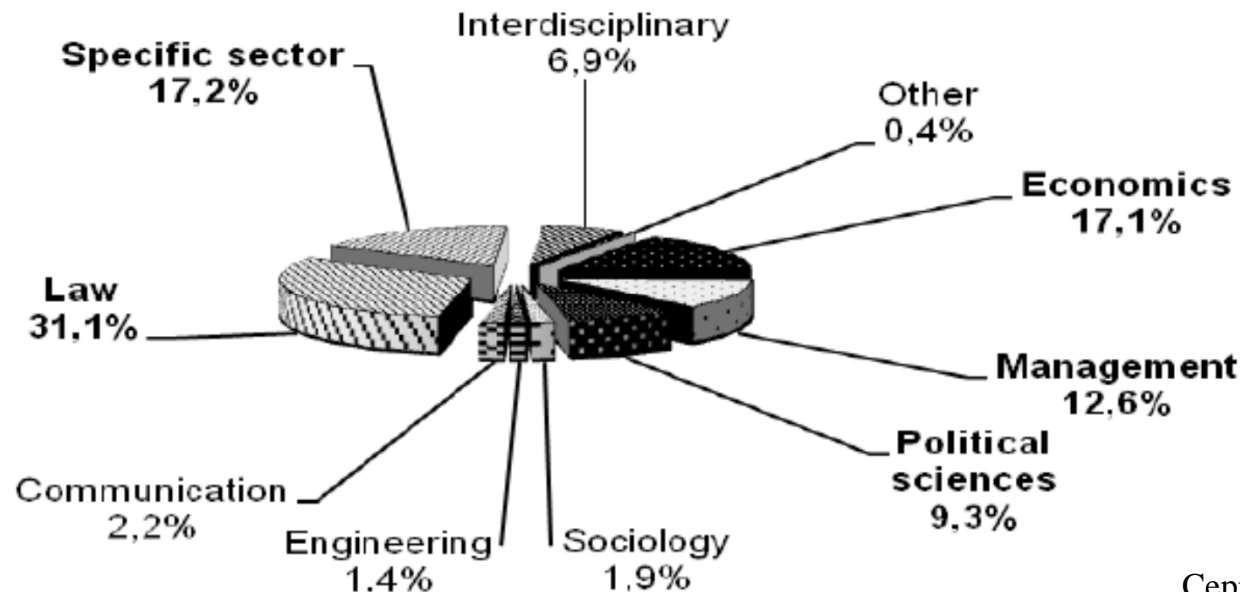


Italy: empirical picture of PA-programs

Survey of Meneguzzo/Cepiku provides a multifaceted picture:

- 191 PA-programs offered by large variety of universities (most at BA-level, but also several at MA-level and as mid-career training)
- Faculties offer also programs with another disciplinary content (e.g. faculties of economics offer law programs)

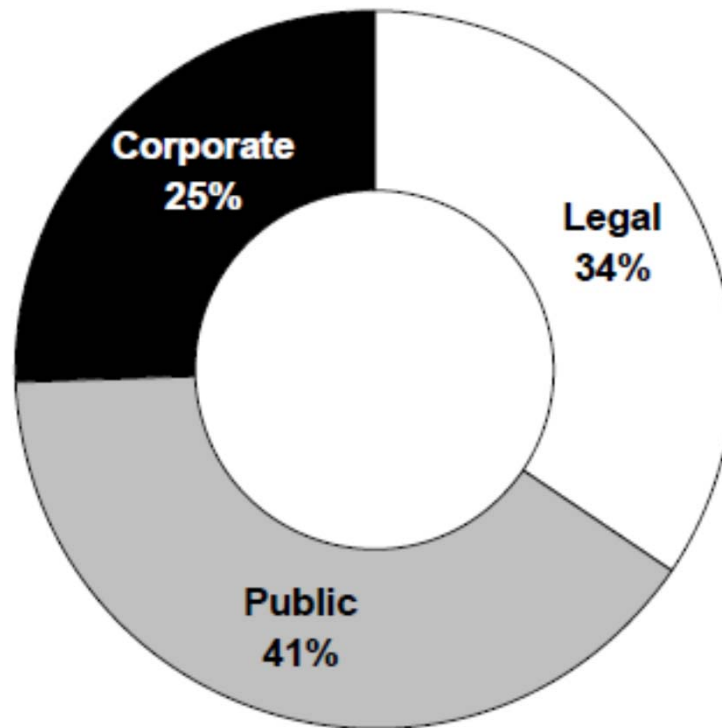
Disciplinary character of Italian PA-programs





Italy: empirical picture of PA-programs

Although law is the most dominant discipline, the survey shows that “the public cluster – mainly political sciences and public economy approach – is widespread in Italian universities. Furthermore, there is a strong, yet more recent, development of the managerial approach” (Cepiku 2013, 103).



Cepiku 2013, 93



Italy: State of art of Public Management

- Public Management as a field of study and research emerged in Italy in the 1980s, as a sectoral specification of *Economia aziendale*
- The NPM movement stimulated the growth
- Public Management research takes place at a large variety of universities, strong research centers are e.g. at Bocconi University, University Roma Tor Vergata, Siena, Università Cattolica
- Public Management research is becoming internationally visible, several researchers are internationally well acknowledged
- Important research fields are f.i.:
 - Public sector financial management/accounting
 - Health care management
 - Management control in public sector organisations
- Moderate interdisciplinary collaboration, e.g. with Political Sciences
- Scientific journal: Azienda pubblica



Spain: Public Administration/Management as academic discipline

- Similar picture: legalistic traditions, strong law influence, separate study fields
- PA as own study field since 1980s (with a PolSc-focus first in Complutense U.)
- Influence of NPM-movement in 1990s
- Since 1990s various new PA-programs, partly at law schools, often in PolSc-departments, also some Public Management-programs (e.g. U. Carlos III and U. Pompeu Fabra)
- Also internationally well-known: ESADE in Barcelona with its Executive MPA
- Training of civil servants (also: mid-career degree programs): INAP in Madrid and EAPC in Barcelona (Master degree in collaboration with universities)

Ballart in Kickert 2007, Molina/Colino 2000)



Portugal: Public Administration/Management as academic discipline

- Again similar situation: strong Napoleonic traditions, big impact of law
- Prestigious law schools in Lisbon and Coimbra: offered some PA-issues apart from law
- Since 1980s: emergence of several PA-programs, e.g. in Lisbon and Minho, also private universities involved
- Few universities provide Public Management programs, e.g. University of Minho (Business School)
- Research in Public Management particularly at Universities of Minho and Lisboa
- Minho: (former) research center NEAPP (e.g. Oliveira Rocha)
- Internationally acknowledged research area: Public Sector Accounting
- Training of Civil Servants primarily by National Schools, e.g. the Instituto Nacional de Administracao (f.i. the compulsory management training CEAGP)

(Corte-Real 2008, Caupers, year?)



Further readings:

Caupers, J.: Public Administration Programmes in Portugal (published about year 2000)
(<http://unpan1.un.org/intradoc/groups/public/documents/NISPAcee/UNPAN007879.pdf>).

Cepiku, D. (2013): Embracing Disciplinary Diversity: Public Administration Education in Italy. In: Croatian and Comparative Public Administration, 13, 1, 71-104.

Corte-Real, I. (2008): Public management reform in Portugal: successes and failures. in: IJPSM, Vol. 21 No. 2, pp. 205-229.

Hughes, O. (2017), "Public Management: thirty years on", International Journal of Public Sector Management (<https://doi.org/10.1108/IJPSM-06-2017-0174>)

Kickert, W. (2008) (ed): The study of Public Management in Europe and the US. London-New York: Routledge. (with chapters on Germany, Italy and Spain)

Molina, I., C. Colino (2000): Teaching Public Administration in Spain: A Review Article. Public Administration 78(1): 234–240

Ongaro, E. (2009): Public Management Reform and Modernization. Trajectories of administrative change in Italy, France, Greece, Portugal and Spain. Cheltenham-Northampton: Elgar.

Pollitt, C.; Bouckaert, G.: Public Management Reform, 3rd ed Oxford 2011

Reichard, C., E. Schröter (2018): Education and Training in Public Administration/Management in Europe. In: The Palgrave Handbook of Public Administration and Management in Europe, ed. by Edoardo Ongaro and Sandra van Thiel. Houndmills-New York: Palgrave-Macmillan 2018, pp. 41-60.