



Munich Personal RePEc Archive

**Bologna changes in MA degree  
programmes. Convergence of the public  
administration programmes in  
South-Eastern Europe**

Matei, Lucica

National School of Political Studies and Public Administration  
(NSPSPA)

7 September 2009

Online at <https://mpra.ub.uni-muenchen.de/19259/>  
MPRA Paper No. 19259, posted 13 Dec 2009 11:45 UTC

**Paper for EGPA Conference 2009 in Malta, Permanent Study Group 9 “PA and Teaching”**

**Bologna changes in MA degree programmes.  
Convergence of the public administration programmes  
in South-Eastern Europe**

**Lucica Matei\***

**Abstract**

The provisions of Bologna Declaration are ongoing implemented in several South-Eastern European states, members or non members of the European Union. For most states, important restructuring processes for the legal framework and organisation system of higher education were imperative. At the same time, the content of the programmes for all the three cycles was revised in order to follow closely the finalities stipulated in the European documents, substantiating the European Higher Education Area.

In this context, the current paper aims to carry out the comparative analysis for the actual level attained by the mentioned states in implementing Bologna Process, with special attention towards higher education in the area of public administration. Research teams, led by the author of this paper have analysed the degree of curricular compatibility of the Bachelor programmes from various European states.

This time, the research will focus on describing the process of convergence related to the delivery modalities and the content of the Master programmes in the area of public administration, corresponding to the second cycle of Bologna system.

The indicators of convergence will be defined related to the standards of evaluation, used by EAPAA for accreditation of the public administration programmes.

---

\* Prof.Dr. Lucica Matei, Faculty of Public Administration, National School of Political Studies and Public Administration, Bucharest, Romania

## ***I. Bologna Process in Europe***

The European university, situated in its own space – defined by two complementary dimensions: to educate for science and to create science - European Higher Education Area (EHEA) and European Research Area (ERA), as well as placed in different environments of culture, history, tradition, is subject to national and international laws and rules, and is facing today the challenges of the global financial crisis, in the same manner as the other universities all over the world<sup>1</sup>; the challenges of change: globalization and emergence of giant economic powers, exponential growth of knowledge and shift towards post-industrial knowledge-based society, challenges of the global financial crisis.

We assist at a broad process of structural change in the European higher education systems, of segmentation and hierarchy<sup>2</sup>, within the framework of the process of changing the global economy; this process is marked by:

- Developing a European market of knowledge which involves the creation of a new labour market, with a new profile of specializations and professions; in this context the higher education systems<sup>3</sup> should train specialists with recognised professional competences, validated by the economic, social systems, playing a fundamental role in the equation of social, economic, human, cultural development.
- Increasing the demand for academic programmes and the competition between the universities situated in the same geographic area, thus determining a behaviour of the university focused on the relation „economic agent - client” and student-centred. We emphasise the fact that today the student is interested to get a qualification ensuring the access to the European or international labour market, the competences further the academic programmes being recognised.
- Developing the dimension of scientific research at university level, trend that contributes to enhancing the university’s role in creating a knowledge-based economy in Europe, at the same time with its academic specialization and consolidation.
- Multiplying the suppliers of higher education, increasing and diversifying the educational offer through creating new universities in the private system, together with the traditional universities in the public system, thus assuming the need for reorientation and development of the policies focused on attractiveness and competitiveness of the European higher education.
- Increasing the universities’ responsibility in managing the public funds and attracting funds, increasing the competitiveness and developing activities that are

---

<sup>1</sup> For the time being, on world level, 190 separate systems of education are operating in over 12,000 institutions of higher education and many institutions and vocational schools, in primary/secondary, adult, and specialized schools.

<sup>2</sup> Usher, A., 2009, “*Ten Years Back and Ten Years Forward: Developments and Trends in Higher Education in Europe Region*”, UNESCO Forum on Higher Education in the Europe Region: Access, Values, Quality and Competitiveness, 21-24 May 2009, Bucharest, Romania.

<sup>3</sup> The universities are facing a growth of the demand for traditional educational products and services and the need to extend and adapt their activities.

- producing complementary financial resources (EC support, partnerships with local businesses etc.), on the actual background of the financial crisis.
- Diversifying the teaching methods and technologies, remodelling the pedagogic methods, developing the virtual universities, systems of corporations and academic consortia, academic franchise etc., determined by the development of the ITC systems.
  - Changing the mission and overall and specific objectives of the universities by developing a new philosophy of accountability, allocation and use of resources, development of a new managerial culture that supports the creation of „entrepreneurial university”.

Preoccupied to achieve the agenda of structural and functional modernization<sup>4</sup>, from the *Lisbon Strategy for growth and jobs*, the universities should respond to the challenges under the conditions of the actual economic crisis, playing a key role in the sustainable economic development and stimulation of innovation.

## ***II. Dimensions of the European educational convergence***

### **2.1 General issues**

The development of a harmonised architecture for the European higher education (Sorbonne Declaration, signed by the Ministers of Education from France, Italy, United Kingdom and Germany in May 1998 in Paris) represents the argument presented in the content of Bologna Declaration, signed one year later, proposing „to create a European space for higher education in order to enhance the employability and mobility of citizens and to increase in the international competitiveness of European higher education”.

We might consider it the first political commitment on educational *convergence* in the European higher education.

Bologna Process represents a significant reform of higher education in Europe. Placed in a cultural diversity, with some small countries and very large countries, with disparities of the gross domestic product, with universities ranging from 100 to 100,000 students, and teaching in over 20 different languages etc., this reform enables to the higher education institutions in the EU Member States and extended European Area to host new possibilities in view to improve and develop the European identity of the education.

The Bologna Process has extended from 29 countries in 1999 to 46<sup>5</sup> countries at present. Each stage of applying Bologna process represents a progress (Evaluation Report on

---

<sup>4</sup> Modernization of universities' agenda is conceived on three directions of reform: 1) *Curricular reform*: the three cycle system (bachelor/master/doctorate), competence based learning, flexible learning paths, recognition, mobility; 2) *Governance reform*: university autonomy, strategic partnerships, including with enterprise, quality assurance; 3) *Funding reform*: diversified sources of university income better linked to performance, promoting equity, access and efficiency, including the possible role of tuition fees, grants and loans.

<sup>5</sup> Albania, Andorra, Armenia, Austria, Azerbaijan, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Denmark, Switzerland, Estonia, Russian Federation, Finland, Former Yugoslav Republic of Macedonia, France, Georgia, Germany, Greece, Iceland, Ireland, Italy, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Moldova, Montenegro, Norway, Poland, Portugal, United Kingdom, Czech Republic, Slovak Republic, Romania, Serbia, the Holy See, Slovenia, Spain, Sweden, Turkey, Ukraine, Hungary.

Bologna<sup>6</sup>), supporting total mobility from one continent to other of the public good and service, identified in education, by 2010 (Commission of the European Communities 2003; UNESCO 2003).

Enhancing the competitiveness and comparability of education systems through the reforms of Bologna Process, „made Europe a more attractive destination for the students on other continents”. For the EU, the Bologna Process is part of a broader effort in the drive for a Europe of knowledge which includes:

- Lifelong learning and development,
- The Lisbon Agenda for growth and Jobs and Social Inclusion,
- The Copenhagen process for enhanced European co-operation in vocational education and training, and
- Initiatives under the European Research Area.

Higher education in the most European states is subject to a complex process of change and adaptation according to the requirements of Bologna Treaty, revealing three priorities:

1. ”They introduced a framework of two educational cycles (bachelor and master) with a duration of altogether five years and with a common workload standard (the European Credit Transfer System-ECTS). In 2003, the European countries agreed that doctoral training should be an integral part of higher education and should form the third and top cycle of the whole programme of higher education.”<sup>7</sup>
2. Quality assurance and,
3. Recognition of qualifications and periods of study.

The convergence is visible in the models for the first two cycles, bachelor and master in the countries in Europe. Promoting student mobility from one state to other, developing joint study programs, creating the Credit Transfer System which facilitates mutual recognition of degrees, recognition of diplomas and qualifications based on international quality standards etc. represent some changes introduced through Bologna process<sup>8</sup>.

Within the framework of Bologna process, we identify the European Higher Education Area (EHEA), aimed to create by 2010, the *international dimension of cooperation* between states, organizations and higher education institutions in Europe and beyond Europe, recognizing its specific actions - information, promotion, recognition and political dialogue on higher education and integration.

---

<sup>6</sup> Report „Higher Education in Europe 2009: Development in the Bologna Process”, <http://ec.europa.eu/educatio/higher-education/>

<sup>7</sup> Reichard, Ch. and Kickert, W., 2008, „PhD Education in Public Administration and Management in Europe”, in Jenei, G. and Mike, K., (ed.), 2008, Public Administration and Public Policy. Degree Programmes in Europe: the Road from Bologna, NISPAcee Press, Bratislava, pp.56-57.

<sup>8</sup> The so called „Bologna process” is in fact the result of a series of Ministerial Conferences, Paris (1998), Bologna (1999), Prague (2001), Berlin (2003), Bergen (2005), London (2007), Leuven (2009). Every second year, Ministers responsible for higher education in the 49 Bologna countries meet to measure progress and set priorities for action.

## 2.2 Compatibility of programmes - an instrument of convergence

Rethinking the European higher education in order to embrace a high degree of **compatibility**, to be competitive and very attractive for the students in Europe and other continents, performance-oriented and comparable with the best systems in the world, such as the United States system, has got different implications on national higher education systems, i.e. some states reformed the national education system introducing three cycles (bachelor/master/doctorate), rethinking the structure and length of study programmes, implementing them in a flexible manner, taking into account the specificity of the labour market, fields of study or disciplines (Bouckaert, 2008; Matei, 2008; Guri-Rosenblit and Sebkova, 2004). “This Open Method of Coordination has resulted in one of the strongest converging momentums of change in national education policy across Europe. Obviously, the practice of exchanging students with Erasmus programmes, the transfer of credits as regulated within the European Credit Transfer System (ECTS), the still hesitant but clear pilots to have diplomas offered by more than one university, are all expressions of a converging system with an enormous impact on teaching our field of PA”<sup>9</sup>.

The shift towards a convergent structure of three cycles assumed changes that are different from a system to other system, such as: for some countries this reform assumed „to reschedule” the higher education structures, for other countries the change took place at the level of the structure and length of programmes. Other states, especially those where the education was not organised on three cycles, faced resistance to change; at the Conference in Bergen in 2005, it was appreciated that the progresses were faster and “the Bologna Process has triggered off enormous activities for higher education reforms, and substantial efforts are undertaken for structural reforms in terms of a convergent model”.

Higher **compatibility** of various programmes in different European academic systems has been achieved by means of significant reforms (Report „*Higher Education in Europe 2009: Development in the Bologna Process*”<sup>10</sup>). The main instruments are *the European Credit Transfer and Accumulation System (ECTS)*, *Diploma Supplement* and *national qualifications framework*.

For some states, such as Romania, this process signifies a core restructuring of the content in view to make it compatible to the content from prestigious European universities.

Referring to the education in public administration, the developments reveal specific character, benefiting of the European evaluation mechanisms in view to describe the above degree of **compatibility**. In this respect, it is worth to mention the mechanisms provided by the European Association for Public Administration Accreditation (EAPAA), the standards of European Association for Quality Assurance in Higher

---

<sup>9</sup> Bouckaert, G., 2008, “*TEACHING PUBLIC ADMINISTRATION: SOME TRENDS IN EUROPE*”, KÖZ—GAZDASÁG, 2008/3 , SPECIAL ISSUE, p.10.

<sup>10</sup> Commission MEMO/09/172 on Rapid, 22 April 2009, <http://ec.europa.eu/educatio/higher-education/>

Education (ENQA) and the European recommendations<sup>11</sup> with complex evaluation criteria and standards in view of accreditation.

Based on the general context for developing the European programmes of public administration, one may speak about Europeanization of their content, revealing exactly the degree of absorption of the European values, specific for the area of public administration in national higher education institutions.

### 2.3 The Credit System

The European Credit Transfer and Accumulation System (ECTS) is, according to the European Commission (2005:1), a student-centred system based on the student workload required to achieve the objectives of a programme, objectives preferably specified in terms of the learning outcomes and competences to be acquired». A detailed checklist for the content of an Information Package /Course Catalogue is presented, which illustrates the effort of making a transparent and compatible system (Karseth, 2005).

Institutions which apply ECTS publish their course catalogues on the web, including detailed descriptions of study programmes, units of learning, university regulations and student services. Course descriptions contain learning outcomes (what students are expected to know, understand and be able to do) and workload (the time students typically need to achieve the learning outcomes), expressed in terms of credits. In most cases, student workload ranges from 1,500 to 1,800 hours for an academic year, and one credit corresponds to 25-30 hours of work<sup>12</sup>. Credit transfer and accumulation are helped by the use of the ECTS key documents (course catalogue, learning agreement, and transcript of records) as well as the Diploma Supplement.

In most European states, the implementation of ECTS system is reflected at the level of the two cycles through:

- The 180 ECTS (bachelor programme) + 120 ECTS (master programme) (3+2 academic years) cycle structure is the most commonly adopted model.

a. With regard to the *Bachelor programmes*, two main structural models have been adopted<sup>13</sup>:

- In 19 countries, Bachelor programmes have been commonly designed on the basis of 180 ECTS credits (3 years) as in Andorra, Austria, Belgium, Croatia, Denmark, Estonia, Finland, France, the Holy See, Iceland, Italy, Liechtenstein, Luxembourg, Montenegro, Norway, Poland, Slovakia, Switzerland.
- In 11 countries the most commonly designed Bachelor programmes last 240 ECTS credits (4 years) as in Armenia, Bulgaria, Cyprus, Georgia, Greece, Lithuania, Moldova, Russia, Spain, Turkey and the United Kingdom (Scotland).

In the remaining countries, no single model emerges as a reference, and institutional practice tends to draw upon both the two preceding models.

---

<sup>11</sup> Recommendation of the European Parliament and of the Council of 15 February 2006 on Further European Cooperation in quality assurance in higher education (2006/143/EC).

<sup>12</sup> [http://ec.europa.eu/education/lifelong-learning-policy/doc48\\_en.htm](http://ec.europa.eu/education/lifelong-learning-policy/doc48_en.htm)

<sup>13</sup> Report "Higher Education in Europe 2009: Developments in the Bologna Process", EACEA P9 Eurydice, pp.18

b. The role of the second cycle programmes, *master programmes*, as appreciated by the President of the European University Association, Georg Winckler is “...crucial. It is the most versatile of qualifications. Without it, Europe’s commitment to research and innovation could not be sustained. The Master delivers the high level skills required by the knowledge economy.”<sup>14</sup> The diversity of the master programmes is determined by various indicators and descriptors depending on the objective, the ratio between the academic and research dimension, character of applicability etc.; it is worth to mention the following types: strong professional development application<sup>15</sup>, research-intensive Master programmes<sup>16</sup>, and master-level courses of varying duration delivered mainly to returning learners on in-service, executive release or referral bases. Davies (2009) in his analysis on master programmes in Europe, “*Survey of Master degrees in Europe*”, emphasizes the following types of master studies: “*Academic master*: used in binary systems to distinguish the university-based programme from the Professional Master awarded by non-university higher education institutions (HEIs); *Consecutive or Continuation Master*: a Master undertaken immediately following, or very soon after, a Bachelor qualification in the same discipline; *Conversion Master*: a Master undertaken in a discipline other than that studied in the preceding Bachelor; *Joint Master*: a Master delivered by two or more HEIs awarding single or multiple diplomas; *Lifelong Master*: used in some systems to designate second cycle provision delivered quite separately from the Consecutive Master; *Professional Master*: used in binary systems to distinguish the Master awarded by non-university HEIs from the university-based master.”<sup>17</sup>

The *Master programmes*<sup>18</sup> model is used in the large majority of Bologna signatory countries.

- In 29 countries/regions analysed, this model is the most commonly used reference to design programmes, even though some master programmes may be developed with fewer credits (90 ECTS master programmes can be found in several countries). Bulgaria, Serbia and the United Kingdom (Scotland) are exceptions to the general trend as the master programmes usually last 60 credits (1 year).
- In the remaining countries (Albania, Belgium, Bosnia and Herzegovina, Cyprus, Germany, Greece, Ireland, Malta, Moldova, Montenegro, the Netherlands, Portugal, Romania, Slovenia, Spain and the United Kingdom (England, Wales and Northern Ireland)), the student workload at master level may vary from 60 to 120 credits, although in the Flemish Community of Belgium master programmes have been developed in veterinary science and medicine that extend to 180 and 240 credits respectively.
- In the Czech Republic, some Master programmes also require 180 credits (3 years).

---

<sup>14</sup> Davies, H., (2009), “*Survey of Master degrees in Europe*”, EUA, www.eua.be.

<sup>15</sup> This programme is organised full-time, part-time, at distance and in mixed modes.

<sup>16</sup> This programme supports the students wishing to attend a research, academic career, and those wishing to attend doctorate programmes, being pre-doctorate programmes.

<sup>17</sup> Davies, H., (2009), “*Survey of Master degrees in Europe*”, EUA, p.12-13, www.eua.be.

<sup>18</sup> Report “Higher Education in Europe 2009: Developments in the Bologna Process”, EACEA P9 Eurydice, pp.19

- The pathway of transferability is designed by:
  - i. *Driving force*: international mobility, employability, competitiveness and universal participation (social legitimating)
  - ii. *Structure*: modules and credits
  - iii. *Content*: multi-disciplinary knowledge and market relevance
  - iv. *Pedagogy*: student-based teaching and provider- consumer relations
  - v. *Aims*: competence driven aims (learning outcome) and generic/transferable skills

At European level we could discuss about three development models of the cycles (3+2) representing the bachelor and master level (European Commission, 2009)<sup>19</sup>:

1. The 180 + 120 credit (3+2 academic years) model dominates in 17 countries: Andorra, Croatia, Denmark, Estonia, Finland, France, Holy See, Hungary, Iceland, Italy, Liechtenstein, Luxembourg, Montenegro, Norway, Poland, Romania, Slovakia and Switzerland.

2. The 240 + 60 credit (4+1 academic years) model predominates in Bulgaria, and a 240 + 90 credit model is the norm in the United Kingdom (Scotland).

These two models can be seen as an evolution away from the 4 or 5-year long programmes traditionally implemented in the continental countries before the Bologna reforms.

3. The 240 + 120 credit (4+2 academic years) model is commonly used in five countries: Armenia, Georgia, Lithuania, Russia and Turkey.

In the remaining countries and regions – approximately half of the countries of the Bologna process –no unique major model seems to dominate. In the Flemish Community of Belgium, for example, all first cycle programmes are 180 ECTS, but the second cycle credit load may vary. Thus, programme structures depend largely upon the institutions and study fields concerned.

### ***III. Elements of convergence in the educational systems in South-Eastern European countries***

It is difficult to speak about a “model” of Bachelor programmes (Connaughton and Randma) or master programmes in public administration, both at European and national level, but of a broad range of models. The variety of models corresponds probably to the politico-administrative cultures in Europe. As a consequence, PA programmes are less generic and more contingent compared to e.g. MBA programmes”<sup>20</sup>.

---

<sup>19</sup> Report “*Higher Education in Europe 2009: Developments in the Bologna Process*”, EACEA P9 Eurydice, pp.20-21

<sup>20</sup> Bouckaert, G., 2008, op.cit.

The above assertion is sustained by the fact that the public administration complies with the principle “unity in diversity”, as it is different at local, regional, national, European level. We could not describe it as a “sample” applied to two administrative entities that should correspond to reality. We could not have “a regional model of its own due to the variations in administrative culture and the stronger dominance of a legal orientation and analysis of the use of public power in Southern Europe in comparison to Northern Europe, and across the English Channel to a British tradition of pragmatic analysis.”<sup>21</sup> Therefore, we consider that whenever talking about the curricular design of a master programme in public administration we should refer to actual topics of the economic and social life, such as: the contextual determinations concerning the state role and the principles of public administration (SIGMA paper number 27 “European Principles of Public Administration”), revealing different traditions and governance systems (Rutgers and Schreurs, 2000:623); the principles of the European administrative space and *acquis communautaire*; “the principles of good governance, better regulation” regarding the public administration as well as reducing the administrative expenditure (Matei, 2009); efficiency and effectiveness in the public sector, enhancing the effectiveness of public administration; public policies and decisions, strategies, public management, ICT, etc.

There is a broad diversity of the national systems reflecting the wealth history and importance of different national cultures. Every educational system is developing in different cultural, historical environments, with local, national and regional traditions. There are systems with long tradition, with different national models for managing the academic programmes. This issue would determine a narrow understanding of the objective of Bologna Process concerning the convergence and harmonization of the European academic systems.

The analysis of the master programmes in public administration for the South-Eastern European countries takes into account the reality of the educational systems of the momentum 1989, systems without programmes comprising a curriculum referring to the above mentioned topics of the economic and social life. The topics of public administration were approached in the Marxist theory of scientific socialism and law on regulating the state organization and functioning. Connaughton and Randma<sup>22</sup> state: “at the beginning of the 1990s, the term ‘public administration’ was quite unknown and neither had it been translated into several CEE languages”. Pollitt<sup>23</sup> comments that the “survival of Public Administration as a distinct field of study will depend (as in the past) on the ability of at least some of its academics to develop techniques, concepts, rhetoric and vision which are of perceived use to governments and public servants”.

---

<sup>21</sup> Bernadette Connaughton, B., and Randma, T., “*Teaching Ideas and Principles of Public Administration: is it possible to achieve a common European perspective?*”, www.ul.ie

<sup>22</sup> Idem 19

<sup>23</sup> Quoted in Bernadette Connaughton, B., and Randma, T., “*Teaching Ideas and Principles of Public Administration: is it possible to achieve a common European perspective?*”, www.ul.ie

### 3.1 Change and legislative harmonization

We remark the preoccupation of the governments in South-Eastern Europe to adopt legislative frameworks in order to support the achievement of the six important directions of Bologna Declaration (1.Facilitating the compatibility and recognition of degrees; 2.Introducing a system based on two successive cycles; 3.Implementing a credit transfer system; 4.Facilitating the mobility for students, teachers and researchers; 5.Promoting the European cooperation in the area of quality; 6.Promoting the European dimension in higher education) concerning the achievement of the convergence of higher education systems, recognition of degrees and the six important directions. At the same time, they should prove openness and flexibility concerning Bologna process and its integration within the European Higher Education Area.

#### A. Level of reorganising the studies

The signatory states of Bologna Declaration since 1999 (Bulgaria, Greece, Romania), since 2001 (Cyprus, Croatia, Turkey), since 2003 (Albania, Bosnia and Herzegovina, Russian Federation, Serbia, Macedonia), since 2005 (Azerbaijan, Georgia, Moldova, Armenia, Ukraine) and since 2007 (Montenegro) were concerned to change the educational system in two cycles, bachelor and master, to implement it and focus on quality assurance. In this respect, the analysis of the status of adopting specific legislation after signing Bologna Declaration in South-Eastern European states (Table 3.1) reveals the following issues:

- The legislative objective is:
  - higher education *reform*, organization and functioning of the academic studies in most countries (Greece, Romania, Cyprus, Albania, Bosnia and Herzegovina, Russian Federation, Serbia, Macedonia, Azerbaijan, Georgia, Moldova, Armenia, Montenegro)
  - recognising the degrees (higher education degrees) (BG)
  - organization and functioning of the agencies for recognising the degrees (GR)
  - organization and functioning of the private education (Cyprus)
  - setting up the authority for vocational competences (Turkey)
  - public finance management (Turkey)
- Bologna process and Lisbon agenda represented key elements to adopt the legislation necessary for higher education modernization, being emphasised by national normative deeds as follows:
  - Lisbon Convention (Bulgaria, Turkey)
  - ECTS (Russian Federation, Azerbaijan, Georgia, Armenia)
  - Diploma supplement (Macedonia)

*Table3.1: Legislative implementation of Bologna process in South-Eastern Europe*

Country	Major National Legislation Post '99
Bulgaria BG	Additional documents adopted for the implementation of the Lisbon Convention 2001–04; regulation for the state recognition of higher education degrees, adopted by the decree of the Council of Ministers 2000

Greece EL	Legislative reform to enhance quality in HE concerning entry requirements for all HEIs 2005; the Law 3328/2005 for the establishment of a new Agency for Degree Recognition 2005
Romania RO	Law on Organization of University Studies 2004; Emergency Government Ordinance on quality assurance in education 2005
Slovenia SI	National Assembly adopted the new Amendments and Supplements to the Higher Education Act(ASHEA 2006); Professional and Scientific Titles Act 2006 Higher Education Act (2003) amended (2004) to provide the legal framework for the implementation of the new structure in accordance with the proposed Bologna patterns 2004
Cyprus CY	Legislation governing the establishment and operation of private universities approved by the House of Representatives 2005; various legislations on the adoption of programs in the University of Cyprus (UOC) through 2005; legal basis for the establishment and operation of higher education institutions 1996
Croatia HR	Act on Scientific Activity and Higher Education, 2003; Recently, a new act governing student organizations and representation is being drafted
Turkey TR	Lisbon Recognition Convention approved by the Law No. 5463 in 2006; law for the establishment of the Authority for Vocational Competencies was enacted in 2006; regulation on Academic Assessment and Quality Improvement at Institutions of Higher Education was adopted by CoHE in 2005; Public Financial Management and Control Law No. 5018 in 2005
Albania AL	Amendment of the Law n.8461 on "Higher Education in Republic of Albania, 1999" in 2006
Bosnia and Herzegovina BA	Draft Law on Higher Education May 2006; The National Assembly of the Republika Srpska adopted the new Law on Higher Education in RS July 2006
Russian Federation RU	Ministry decree on the Plan of Action for Realization of the Bologna Process action lines in the System of Higher Professional Education in the period 2005–07 February 2006; ministry decree on the Institutions—coordinators for the Bologna process action lines April 2005; ministry decisions on launching pilot projects for use of the credit system July 2003
Serbia RS	University Law (return to 1992 Law) 2002-2005; Law on Higher Education Sept 2005; rules and regulations on supervision of fulfillment of obligations of HEI and higher education units October 2006
Macedonia MK	Law on establishing a state university in Tetovo 2004; Law on Changes and Amendments to the Law on Higher Education 2003; decision regarding the introduction of DS: Defining the form, content and means of issuing 2002; Law on Higher Education 2000
Azerbaijan AZ	Action Plan adopted on "Plan of activities on implementation of the requirements of Bologna Declaration in higher education system of the Republic of Azerbaijan for 2006–10; Regulation on "Introduction of credit system" in higher education institutions 2006
Georgia GE	Basic Data and Directions (BDD) 2007–10; Decree on approval of the internal assessment questionnaire for institutional accreditation of Georgian HEIs in 2006–07; decree on approval of the form of state document—Diploma Supplement 2005; decree on Approval of Georgian HE Baccalaureate Specialties 2005; decree on Approval of Accreditation Regulations of HEIs 2005
Moldova MD	Draft paper of Higher Education Law 2005 Program of Modernization of the educational system in the Republic of Moldova for 2005–08 in practice;

	Guide to implement the National Credit System, approved 2006
Ukraine UA	
Armenia AM	Government decree on the Introduction of Credit System 2005; government decree on State Regulations for Student Scholarships 2005; Law on Higher and Postgraduate Education 2004
Montenegro ME	Montenegro University Statute 2004, amended in 2006; Law on Higher Education 2003

- Most countries required 2/3 years in order to draw up and adopt the legislation specific to the new higher education system of bachelor and master, length necessary to prepare the conditions in view to achieve the higher education reform.
- Restructuring the educational system (Table 3.2) by adopting the system (3+2, years) or maintaining also the old system (3+1, years and 4+1/2, years: Bosnia and Herzegovina, Macedonia), or the cycle of (4+1, years: Bulgaria).
- Restructuring the system in some countries represented a reallocation of the status of the first cycle, bachelor, higher than the second cycle, master; there are countries recording more than ¾ from the total (Bulgaria 78%, Azerbaijan 92.9%, Montenegro 77%), or countries with a balance between the two cycles of 50% (Croatia, Albania), Chart 3.1.

*Table 3.2: Extension of Bologna cycles in national higher education systems*

Country	Year of signing DB	Moving into 3+2 Degree Cycles	Status of Programs (% of Prog /Year)
Bulgaria	1999	4+1	78 percent bachelor's and 18 percent master's (2006)
Greece	1999	Pre-Bologna since 1982	No data available for 2006–07
Romania	1999	2005–06	Expected to be 100 percent in 2008
Cyprus	2001	No 3+2 system	
Croatia	2001	2005–06	50 percent (2006)
Turkey	2001	No 3+2 system	
Albania	2003	June-05	50 percent (2006–07)
Bosnia and Herzegovina	2003	Both systems of 3+2 and 4+1 exist	35–40 percent (2007)
Russian Federation	2003	No 3+2 system	Bachelor's studies: 7.0 percent; Master's studies: 0.6 percent; Specialist studies: 92.4 percent (as of 2007)
Serbia	2003	Three-cycle structure introduced as part of the Bologna process	Different status in different universities. Cumulative percentage not available
Macedonia	2003	Both systems of 3+2 and 4+1 exist	National aggregate not arrived at, different percentages for different fields of study
Azerbaijan	2005	4+ 2 exists	92.9 percent bachelor's (2006–07)

Georgia	2005	2007–08	
Moldova	2005	First cycle: 2005–06	48 percent bachelor's and 12 percent master's (2006)
Ukraine	2005	4+1 or 4+2 system	
Armenia	2005	4+2 system	92 percent bachelor's and master's; 10 percent doctoral (2006)
Montenegro	2007	June-05	77 percent enrolled in the first three years

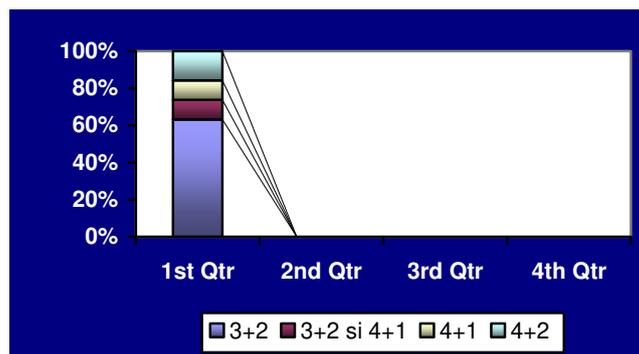


Chart 3.1: Representing the weight of the educational systems

#### B. Level of quality assurance

- Major attention to the higher education quality system in view of recognition and accreditation both at national level by the specialised bodies and European bodies, ENQA (European Association for Quality Assurance in Higher Education), EUA (European University Association), EURASHE (European Association of Institutions in Higher Education), ESU (European Student's Union). Each country needs to have a separate organisation which regulates (and conducts) quality assurance and accreditation. In some countries separate agencies were established for that purpose. Two types of activities have been achieved: adopting the law on quality assurance in higher education (Greece, Romania, Cyprus,) and creating the institutional support system for evaluation and accreditation. They are: agencies (Romania, Albania), councils (Cyprus, Macedonia), commission (Serbia), commission or department inside the Ministry of Education (Azerbaijan, Moldova), centres (Russian Federation), (Table 3.3).

Table 3.3: Legislative and institutional development on quality assurance

Country	Legislation Affecting Quality Assurance	Establishment of National Quality Assurance Agency
Bulgaria	Not legislation	End of 2005
Greece	Law No. 3374/2005 issued on February 8, 2005	Implementation in 2007
Romania	Order of Minister no. 3928/April 2005— implementation of the	Romanian Agency for Quality Assurance in Higher Education (ARACIS) since 2005

	internal quality assurance mechanisms in universities	
Cyprus	Relevant law for operation of Evaluation Committee (2005)	Cyprus Quality Assurance and Accreditation Board (CyQAAB): Formation in progress
Croatia	In 2005 the National Foundation for Science, Higher Education and Technological Development of the Republic of Croatia created the Development of Institutional Quality Assurance Units programme	No national quality assurance agency
Turkey	Regulation on Academic Assessment and Quality Improvement at Higher Education Institutions, September 2005	YODEK in 2005
Albania		Agency of Accreditation for Higher Education (AAHE) and Council of Accreditation (CoA)
Bosnia and Herzegovina	Article 47, of the text of the Law on Higher Education. Under the Joint CoE/EC Project 'Strengthening Higher Education in BiH', the Working Group for Quality Assurance has been formed	The implementation is underway of the Development and Implementation of Quality Assurance System Project, though the national quality assurance system may only be expected after adoption of the state law on higher education
Russian Federation	The legislation for QA was developed independently of the Bologna. The four laws involved were the RF Law "On Education" of July 1992, the Federal Law "On Higher and Postgraduate Professional Education" of August 1996, the Regulation "On state accreditation of higher education institutions" of December 1999 and the Regulation "On licensing educational activity" of October 2000 .	The State Accreditation Center was in 2005 reorganized to become the National Accreditation Agency, by a Government Act
Serbia	Law on Higher Education 2005	Accreditation and Quality Evaluation Commission. It formally submitted an application for membership to ENQA in February 2007
Macedonia	Law on Higher Education 2000 and then amended in 2003	Board for Accreditation of Higher Education was established in 2001
Azerbaijan	Regulation on attestation and accreditation of higher and secondary specialized educational institutions' was adopted by the Cabinet of Ministers	Attestation Commission of the Ministry of Education
Georgia	Article 3 of the Law of Georgia	National Centre of Education Accreditation (external)
Moldova	Law on Evaluation and Accreditation 1997	Department of Accreditation, Ministry of Education 2002
Ukraine		
Armenia	The National Service of Accreditation and Licensing conducts the accreditation process of HEIs according to the Law on	To be established in 2007

	Higher and Postgraduate Education	
Montenegro	Law on Higher Education 2003	Independent accreditation agency still to be formed

### C. Level of transferable credits and level of diploma supplement

- For the countries analysed, the European Credit Transfer and Accumulation System (ECTS) is, according to the European Commission (2005:1), a "student-centred system based on the student workload required to achieve the objectives of a programme, objectives preferably specified in terms of the learning outcomes and competences to be acquired"<sup>24</sup> (Matei and Matei, 2009). At the same time, the diploma supplement represented a priority in the collection of laws (Table 3.4 and 3.5). For some countries, the date of adopting ECTS is the same with the date of applying it in the higher education system and issuance of the diploma supplement (Bulgaria, Greece, Romania, Croatia, Turkey); in other situations it is going to be applied in 2010 (Azerbaijan) or the legislation has not been adopted for diploma supplement (Macedonia, Azerbaijan), Chart 3.2.

*Table 3.4: Enlargement of ECTS*

Country	ECTS Adopted	Status of ECTS in HEIs
Bulgaria	June-08	Plurality (2006–07)
Greece	August-05	Full (2007)
Romania	June-05	Full (2007)
Slovenia	Started in 1998; became obligatory in 2002	Full (2006)
Cyprus	September-05	Plurality (2006–07)
Croatia	Act on Scientific Activity and Higher Education to implement ECTS in 2005	Partial (2006)
Turkey	June-05	Partial (2006)
Albania	2006–07	Partial (2006)

<sup>24</sup> *The case of Romania: Conventions adopted in the European Credit Transfer System and Romanian system*

1. *Convention of allocation*: the year of study, with length varying between 36 - 40 weeks has 60 credits allocated, 30 credits/ semester, if they are equal. The credits are allocated on disciplines and activities that are independently evaluated. The credits are allocated as whole values, eventually with fractions of 0.5.

2. *Convention of standard student*: the standard student studies 40 hour/week; 1500 – 1600 is the annual workload (36 – 40 weeks). In the national system it is recommended an annual workload of 1500 hours and the allocation of a credit for 25 hours of study.

3. *Convention of awarding*: the credits allocated to a discipline are awarded integrally to the student together with the result of evaluation (mark), if the graduation condition is met.

4. *Convention of publicity*: all the elements describing the curricula and disciplines, namely the preliminary requirements, contents, objectives, credit allocation, methods of training and evaluation are public (modern, accessible and via the internet).

5. *Convention of transferability*: all the credits obtained in accredited institutions and programmes are recognized and potentially transferable in other institutions and programmes, if their contents and finality are relevant for the current programme. If the parties concluded an agreement/contract of study according to ECTS model, it has legal power.

Bosnia and Herzegovina	EU Tempus Project 'Introduction of the ECTS at BH Universities' (JEP- 18041-2003)	Partial (2006)
Russian Federation	2002 but still used on a voluntary basis	Partial (2006)
Serbia	June-05	Full (2007)
Macedonia	Law on Higher Education 2000	Partial (2007)
Azerbaijan	Regulation on introduction of credit system in higher educational institutions of Azerbaijan 2006	Partial (2007). Full scale transfer to credit system expected in 2010
Georgia	Law of Georgia on HE (Ch. XV, Art. 87), 2009/2010	Partial (2006)
Moldova	2005-06	Partial (2006)
Ukraine	2006-07	Minimal (2006)
Armenia	Government decree on implementing a credit system Dec. 2005	Plurality (2006)
Montenegro	September-04	Plurality (2006)

Table 3.5: *Enlargement of the use of Diploma Supplement*

Country	Diploma Supplements Issued
Bulgaria	June-08
Greece	August-05
Romania	2005-06: Automatic discharge
Slovenia	2000-01
Cyprus	2004
Croatia	January 1, 2005
Turkey	End of 2005-06
Albania	2007-08
Bosnia and Herzegovina	2005-06
Russian Federation	2005
Serbia	2005. Automatic and free of charges distribution of Diploma Supplement since 2007
Macedonia	No legislation requiring HEI's to issue a DS
Azerbaijan	Work on new DS in progress
Georgia	Decree #149 'Approval of State Document—the form of Diploma Supplement' (April 2005)
Moldova	Till 2002: On request From 2005: To all
Ukraine	2008-09
Armenia	2007
Montenegro	Introduced in 2003, mandatory since 2006-07

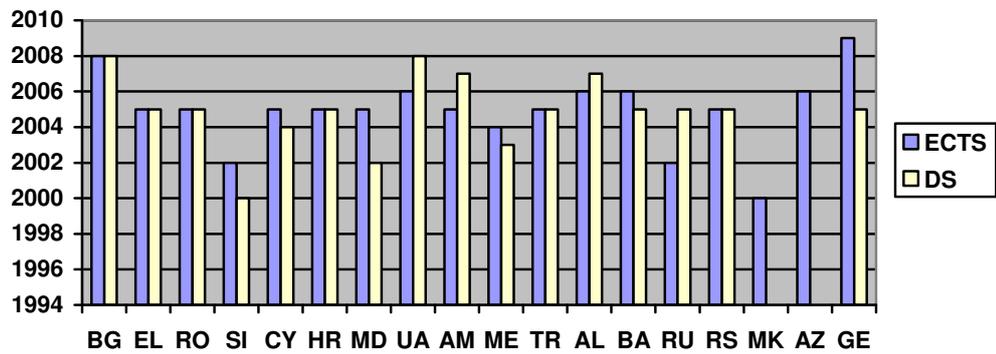


Chart 3.2: Comparative evolution of applying ECTS and Diploma Supplement

Synthesising, we remark a logic evolution for developing the relation cause-effect, in our case the cause is the moment of signing Bologna Declaration (BS), and the effect is defined by application of the principles of Bologna Declaration (BA), adopting ECTS (ECTS) and issuance of diploma supplement (DS) (Chart 3.2).

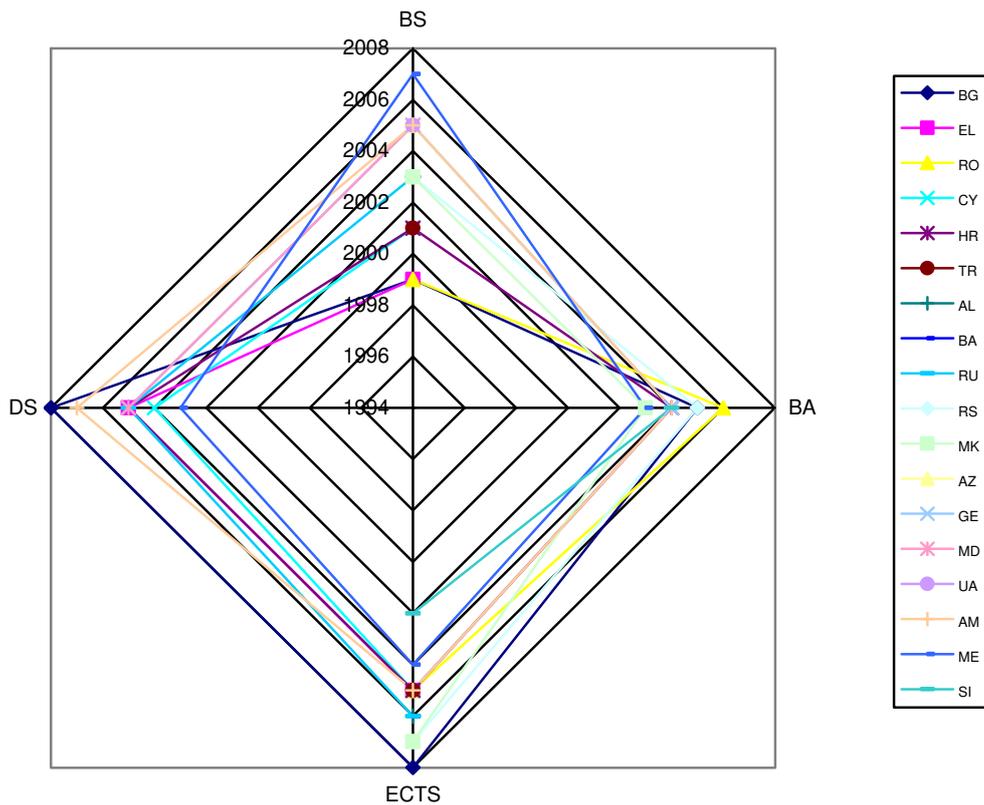


Chart 3.3: Comparative evolution of the standards of convergence for Bologna Process in South-Eastern European states

### 3.2 Considerations on the second cycle of Bologna Process

Referring to the second cycle programmes, the master programmes, we emphasise the following aspects:

- Focus on quality improvement of higher education, qualification and up-dating the professions on labour market, reflected through the growth of the number of programmes in the second cycle, diversification and adaptation to the market requirements and increasing the number of students at the same time with developing the dimension related to the European recognition of qualifications.
- Two instruments in particular have a bearing on the Master qualification: the European Qualifications Framework for lifelong learning [EQF], with which compliance is voluntary; Directive 2005-36-EC on the Recognition of Professional Qualifications.
- The accreditation standards maintain and up-date the quality of the public administration programme<sup>25</sup>. We remark two aspects: the procedural characteristics - structures, approaches, instruments and methods (domain, accreditation body and level, evaluation methods, evaluation staff, main objectives, content, site visit) and the curricular contents of specialization.
  - Analysing the structure of Bologna master programmes, organised by South-Eastern European universities related to ISCED system (which is defining 5A and 5B levels, the distinction between these levels)<sup>26</sup>, we emphasise the compatibility with 5A level in some countries (Bulgaria, Romania, Cyprus, Azerbaijan, Georgia, Armenia), and in other situations with the two levels, 5A and 5B (Greece, Croatia, Albania, Bosnia and Herzegovina, Montenegro), as well as the conditions to access the master programmes after finalising the studies of Bologna first cycle, in comparison with the access to master from ISCED 5B (Table 3.6).

---

<sup>25</sup> See: „Basic Principles for Public Administration”, <http://www.eapaa.org/>

<sup>26</sup> “Between 5A and 5B levels, the first dimension to be considered is the distinction between the programmes which are theoretically based/research preparatory (history, philosophy, mathematics, etc.) or giving access to professions with high skills requirements (e.g. medicine, dentistry, architecture, etc.), and those programmes which are practical/technical/occupationally specific. To facilitate the presentation, the first type will be called 5A, the second, 5B”, UNESCO, 2006, “International Standard Classification of Education 1997”, Art.84, p.35.

Table 3.6<sup>27</sup> Master programmes and ISCED

Country	Institutions and programmes „affected”	Access to master from bachelor	Access to master from ISCED 5B
Bulgaria	All HEIs except one offering ISCED 5A, but excluding those offering ISCED 5B	No interim selection in 4+1	No alignment of ISCED 5B programmes with Bologna cycles
Greece	Majority of HEIs offering ISCED 5A and ISCED 6 programmes	No interim selection for second level. 5- or 6-year integrated Bachelor cycle for sectoral professions and arts. There is no second level provision in UAS sector, except in partnership with university	There is no ISCED 5B provision
Romania	Majority of HEIs and ISCED 5A programmes	Norm is 3+2 or 4+2, with prior selection at national level and interim selection at institutional level	ISCED 5B has been converted into ISCED 5A
Slovenia	Minority of HEIs and ISCED 5A programmes	Norm is 3+2 or 4+1, with prior selection at national and institutional levels and interim selection at institutional level	No data available
Cyprus	All HEIs and all programmes	No interim selection in 4+1 or 4+2	Transfer from ISCED 5B to 5A Bachelor is possible, but not direct to Master
Croatia	Majority of HEIs offering ISCED 5A programmes and all offering ISCED 5B	Interim selection at institutional level exists in 3+2 and 4+1 sequences	Transfer from ISCED 5B to 5A is possible under conditions set by HEI
Turkey		Norm is 4+2 (incl. nursing and midwifery), with prior selection at national level and some interim selection at institutional level	ISCED 5B completer can access year 3 of ISCED 5A following examination and bridging programme
Albania	Majority of HEIs and majority of ISCED 5A and all ISCED 5B programmes	Selection at institutional level	ISCED 5B Bachelor programmes in nursing and teacher education may be followed by the postgraduate <i>mësues</i> , but not by the Master
Bosnia and Herzegovina	Majority of HEIs and majority of ISCED 5A & 5B programmes	3+2 or 4+2 with selection at institutional level for access to MA	Transfer from ISCED 5B (including nursing) to 5A is possible
Russian Federation	Majority of HEIs offering ISCED 5A programmes, but minority of programmes	Norm is 4+2, with prior selection at national level and interim selection at institutional level	No data available

<sup>27</sup> Source: processing the data from “Table A: Country-by-country overview, as at 2007...”, pp.20-27, in Davies, H., 2009, op.cit.

Serbia		No data available	Transfer from ISCED 5B to 5A Bachelor is possible under conditions set by HEI
Macedonia		Sectoral professions (6+2 and 5+2) have selection at institutional level	ISCED 5B provision is not structured according to Bologna cycles
Azerbaijan	Majority of HEIs and programmes		No data available
Georgia	Majority of HEIs offering ISCED 5A programmes	No interim selection in 3+1 or 3+2	ISCED 5B provision not yet enshrined in law
Moldova	All HEIs and all programmes from 2005	Interim selection at institutional level	No data available
Ukraine		No data available	No data available
Armenia	All public sector and majority of private HEIs offering ISCED 5A	Selection at institutional level in humanities and social science; law, science and technology still on 5-year integrated cycle	No alignment of ISCED 5B programmes with Bologna cycles
Montenegro	All HEIs and all ISCED 5A and 5B programmes	Medicine (6+2) and dentistry (5+2) involve selection at institutional level	ISCED 5B provision is structured according to Bologna cycles

The criteria are extracted from European experiences concerning the evaluation and accreditation for the programmes in administrative sciences<sup>28</sup>

#### **IV. A statistic model concerning the evaluation of the curricular convergence of the master programmes in public administration**

The below model aims to evaluate the convergence of the master programmes in public administration based on quantitative analyses on the volume of knowledge provided through the educational activities, quantified in transferable credits.

##### **4.1 Premises of the model**

a) The model of analysis is based on the reality provided by implementation of Bologna process in higher education in administrative sciences from several South-Eastern

<sup>28</sup> Report of the Committee on Public Administration of the Association of Universities in the Netherlands, Dutch version (VSNU), June 1998, comprising also “Basic Principles for Public Administration”, <http://www.eapaa.org/Archive/1999/Basics.html>

European countries. Specifically, we refer to the objectives comprised in Bologna Declaration on 19 June 1999, focusing also on ensuring comparison of degrees and thus curricular convergence.

In this context, the curricular convergence becomes a fundamental component of Europeanization of higher education in administrative sciences.

b) Adopting a higher education system based on three cycles – bachelor, master, doctoral studies – offers a unitary framework of analysis and the possibility to achieve some comparative studies. We also add the necessity to establish a credit system – as ECTS – in order to support the mobility of students, as well as comparative evaluations for the workload of each student, in view to obtain a qualification in the area of administrative sciences.

c) In order to obtain relevant information and genuine conclusions concerning the development of education in the area of administrative sciences in various countries or groups of countries, it is necessary to achieve a model of analysis based on curricular analyses, profound evaluations and statistical analyses.

d) The curricular analysis has proposed the ideas comprised in the paper „Basic Principles of Public Administration” published by EAPAA (1998)<sup>29</sup> as fundamental ideas. In this respect, we defined *six independent variables* with characteristics that will be evaluated by studying the content of curricula and syllabi as well as the transferable credits assigned.

e) The statistical methods are based on the analysis of variation and correlation and calculation of some relevant correlation coefficients concerning the evolution of the curricular content. The main characteristic used in the statistical analyses represents the mean of the variables and by adjusting the values of some variables related to the mean, we define the aggregated indicators for the degree of convergence.

## 4.2. Framework of analysis

### 4.2.1. Sampling

The current study turns into account information and outcomes from 10 representative South-Eastern European universities, delivering master programmes in public administration, structured as follows:

- 5 universities from the European Union Member States;
- 5 universities from acceding countries to the EU (Appendix 4.1)

Three master programmes analysed are accredited by EAPAA.

### 4.2.2. Methodology

- a) **A unitary framework of analysis** was used, specific for the second cycle of Bologna Process, taking into account master programmes organised in 4 semesters, each semester of 14 weeks of direct activity with the students. 30 ECTS are assigned to each semester, 120 ECTS is the total number of credits. Sub unitary or supra unitary multipliers were

---

<sup>29</sup> Report of the Committee on Public Administration of the Association of Universities in the Netherlands, Dutch version (VSNU), June 1998, comprising also “Basic Principles for Public Administration”, <http://eapaa.org/Archive/1999/Basics.html>

used for the programmes whose credit systems do not correspond to ECTS in order to make them compatible with the above unitary framework.

- b) The independent statistic variables,  $X_i$ ,  $i = \overline{1,6}$ , correspond to the knowledge areas emphasised in EAPAA document (1998). The descriptions of the content of each variable follow in an adapted version, the details specified by Prof.dr. Rudolf Maes in “Basic Principles for Public Administration”.

$X_1$ : Knowledge about society. We take into account knowledge describing the interaction between public administration and the social system, interaction characterised also by tradition, culture and values (some of them in a changing process). Therefore, understanding these interactions assumes to acquire knowledge from the area of sociology, culture, history, philosophy, ethics, economics, law or political sciences. Complementary there is necessary to acquire knowledge about socio-philosophical theories and skills for socio-scientific research.

$X_2$ : Knowledge about the political system. It aims to acquire knowledge about organisations and specific processes depending on the development of the existing political systems. Special attention will be paid to the institutions from the public sector, their interaction and the governmental organisations, democratic processes, etc. In this context, also the European political institutions are taken into consideration.

$X_3$ : Knowledge about public administration and governmental policies. This variable estimates the weight of the knowledge activities aimed at the analysis of the decision-making processes, legal and normative support for public administration and governmental policies, public policy-making and analysis of networks of public policies. Simultaneously, knowledge is necessary about the financial, budgetary and accounting mechanisms, fundamental for the public financial and economic transactions.

$X_4$ : Knowledge about bureaucratic organisations and their management. The content of the necessary knowledge is based on the reality that the public sector comprises a series of organisations with political and professional components, each with its own characteristics and areas related to opportunity, bureaucracy, formal and informal organisations, rational or irrational behaviour. The civil service and civil servant are also present together with the issues related to coordination, integration, deontology etc.

$X_5$ : Knowledge about methods and techniques of governmental management. This type of knowledge is related, first of all to methods and techniques by which each organisation and process of governmental interventions could be analysed and explained inside the political and social system. Obviously, there is an overlap with the content of the variables  $X_1$ - $X_4$ . However, the content of these knowledge areas could be emphasised distinctly by daily technical aspects characterising the concrete activity of a public service, such as that of public administration.

$X_6$ : Knowledge about methods and techniques of communication. The content of this knowledge area is based on the reality and necessity of relational harmonization and communication between public administration and society, as well as inside it. In this

context, the information sciences, foreign languages and information and communication management get special features.

For each independent statistic variable,  $X_i$ ,  $i = \overline{1,6}$ , the number of credits corresponding to the type of knowledge required will be quantified. The number of credits corresponding to each variable is presented in Table 4.1, for each master programme.

The evaluation of the convergence degree will be achieved by using optimum levels of knowledge,  $X_i^{opt}$ ,  $i = \overline{1,6}$ , for each variable.

The optimum level of knowledge is determined taking into account a methodology specific for benchmarking. Therefore, we consider three alternatives in the current study.

A1 – we consider the optimum level of knowledge as mean of the levels of each programme.

A2 – we consider an internal referential in the sample of the programmes analysed. In our case an EAPAA accredited programme.

A3 – we consider an external referential, recognised at European level, such as a programme provided by a prestigious European university.

- We calculate the index of convergence in the three alternatives for each programme:

$$I_{conv} = \frac{1}{120} \sum_{i=1}^6 ( X_i^{opt} - | X_i - X_i^{opt} | ) \quad (4.1)$$

Usually, this index will be comprised between 0 and 1, the extreme values indicating the divergence (0), respectively, total convergence (1).

*Table 4.1 Volume of knowledge corresponding to the statistic variables*

No.	Variable Programme	$X_1$	$X_2$	$X_3$	$X_4$	$X_5$	$X_6$
		$m_1=21.4$	$m_2= 14.4$	$m_3= 33.2$	$m_4= 11.9$	$m_5= 29.3$	$m_6= 9.8$
1	NBU	13	16	44	13	21	13
2	EFRI	28	12	32	12	32	4
3	NKUA	28	35	46	3	4	4
4	UKIM	21	10	31	20	32	6
5	USM	27	11	25	14	33	10
6	UBB	14	10	41	12	32	11
7	SNSPA	12	12	47	10	30	9
8	ULJ	21	12	25	14	37	11
9	IUTR	32	15	14	7	40	12
10	NAPA	18	11	27	14	32	18

#### 4.2.3 Interpreting the results

Following the first above-presented direction, in order to evaluate the degree of convergence, we shall obtain the following correlations by determining Pearson coefficients (Table 4.2), based on the data from Table 4.1.

**Table 4.2 Pearson correlations of the statistic variables for the master programmes**

		NBU	EFRI	NKUA	UKIM	USM	UBB	SNSPA	ULJ	IUTR	NAPA
NBU	Pearson Correlation	1	,602	,632	,631	,398	,896(*)	,956(**)	,441	-,052	,590
	Sig. (2-tailed)		,206	,178	,179	,435	,016	,003	,382	,922	,218
	N	6	6	6	6	6	6	6	6	6	6
EFRI	Pearson Correlation	,602	1	,400	,914(*)	,949(**)	,797	,752	,874(*)	,683	,752
	Sig. (2-tailed)	,206		,432	,011	,004	,058	,085	,023	,135	,084
	N	6	6	6	6	6	6	6	6	6	6
NKUA	Pearson Correlation	,632	,400	1	,177	,116	,353	,488	-,009	-,087	-,036
	Sig. (2-tailed)	,178	,432		,738	,826	,493	,326	,987	,870	,946
	N	6	6	6	6	6	6	6	6	6	6
UKIM	Pearson Correlation	,631	,914(*)	,177	1	,881(*)	,853(*)	,790	,883(*)	,507	,797
	Sig. (2-tailed)	,179	,011	,738		,020	,031	,061	,020	,305	,058
	N	6	6	6	6	6	6	6	6	6	6
USM	Pearson Correlation	,398	,949(**)	,116	,881(*)	1	,708	,613	,944(**)	,833(*)	,821(*)
	Sig. (2-tailed)	,435	,004	,826	,020		,115	,196	,005	,040	,045
	N	6	6	6	6	6	6	6	6	6	6
UBB	Pearson Correlation	,896(*)	,797	,353	,853(*)	,708	1	,984(**)	,781	,315	,875(*)
	Sig. (2-tailed)	,016	,058	,493	,031	,115		,000	,067	,544	,023
	N	6	6	6	6	6	6	6	6	6	6
SNSPA	Pearson Correlation	,956(**)	,752	,488	,790	,613	,984(**)	1	,680	,201	,783
	Sig. (2-tailed)	,003	,085	,326	,061	,196	,000		,137	,702	,066
	N	6	6	6	6	6	6	6	6	6	6
ULJ	Pearson Correlation	,441	,874(*)	-,009	,883(*)	,944(**)	,781	,680	1	,794	,914(*)
	Sig. (2-tailed)	,382	,023	,987	,020	,005	,067	,137		,059	,011
	N	6	6	6	6	6	6	6	6	6	6
IUTR	Pearson Correlation	-,052	,683	-,087	,507	,833(*)	,315	,201	,794	1	,606
	Sig. (2-tailed)	,922	,135	,870	,305	,040	,544	,702	,059		,202
	N	6	6	6	6	6	6	6	6	6	6
NAPA	Pearson Correlation	,590	,752	-,036	,797	,821(*)	,875(*)	,783	,914(*)	,606	1
	Sig. (2-tailed)	,218	,084	,946	,058	,045	,023	,066	,011	,202	
	N	6	6	6	6	6	6	6	6	6	6

\* Correlation is significant at the 0.05 level (2-tailed).

\*\* Correlation is significant at the 0.01 level (2-tailed).

Obviously, the results are susceptible for a more refined analysis. We could summarise the following conclusions:

- The interdisciplinary character of the curricula of master programmes is emphasised also by the evaluations of the contents of each statistic variable. Although there is a broad diversity, we remark that all categories of knowledge emphasised in EAPAA document are covered. Related to the means of each variable, we emphasise exceeding or diminished contents that will determine different degrees of convergence.
- Generally, most correlations are positive. The exceptions refer to the negative correlations in IUTR and NBU (-0.52) or IUTR and NKUA (-0.087) or other positive correlations, (IUTR and UBB (0.315) or IUTR and SNSPA (0.201)), showing however a reduced intensity of the correlations. We also get a similar situation for NKUA and ULJ (-0.009), respectively NAPA (-0.036). Also in this case, we remark positive correlations reduced with UKIM (0.177), USM (0.116) or UBB (0.353). We remark very powerful correlations for NBU and SNSPA (0.956), EFRI and USM (0.949), USM and ULJ (0.944), UBB and SNSPA (0.984), ULJ and NAPA (0.914). The global analysis of the levels of correlation reveals the general trend towards convergence, that could be divided in three categories:
  - powerful correlations – UBB, SNSPA, UKIM, ULJ, EFRI and USM, NAPA
  - mean correlations – EFRI, NKUA, NBU, ULJ
  - reduced or negative correlations – IUTR, NBU, NKUA, UBB and SNSPA
- For EAPAA accredited programmes – UBB, ULJ and NAPA – the correlations are powerful, ranging between 0.781 and 0.914. Related to them, we find the most reduced correlations at NKUA. We remark that from Table 4.2 we can extract information concerning the bilateral correlations between programmes. The calculation of the index of convergence will provide a more eloquent image (4.1). We come back to the alternatives presented in subchapter 4.2.2 on determining the optimum level of knowledge. Consequently, for the first alternative, when the optimum level of knowledge was provided by the mean of the variables of the sample, we shall get:

*Table 4.3 Index of convergence (alternative 1)*

Programme	I <sub>conv</sub>	Programme	I <sub>conv</sub>
NBU	0.72	UBB	0.81
EFRI	0.84	SNSPA	0.76
NKUA	0.33	ULJ	0.82
UKIM	0.82	IUTR	0.60
USM	0.81	NAPA	0.78

We notice that the indices of convergence reflect some previous conclusions, the best results concerning the convergence related to the mean standard in the sample being at EFRI, ULJ, UKIM, UBB and USM.

For the second alternative concerning the optimum level of knowledge corresponding to the variables, we shall use the mean of the EAPAA accredited programmes, respectively UBB, ULJ and NAPA.

We shall obtain:

*Table 4.4 Index of convergence (alternative 2)*

Programme	I <sub>conv</sub>	Programme	I <sub>conv</sub>
NBU	0.70	UBB	0.83
EFRI	0.79	SNSPA	0.72
NKUA	0.18	ULJ	0.86
UKIM	0.83	IUTR	0.59
USM	0.83	NAPA	0.91

Related to the new referential, the index of convergence is insignificantly changed in most cases, except NAPA programme that proves a very high convergence. A justification consists in the fact that NAPA was considered in the calculation of the mean for the new referential and the levels of knowledge had the closest values to the mean. The lack of conclusive data concerning a European master programme provided by a recognised university hinders us to calculate the index of convergence according to the third alternative.

## 5. Conclusions

The analysis in this paper provides a model of quantitative analysis of the convergence of the master programmes in public administration, promoted by universities in some South-Eastern European states. This approach continues a series of previous works of the authors, presented at scientific events or published in specialised journals\*.

The hypotheses of the proposed model turn into account EAPAA experience in evaluation, in view of accreditation of the master programmes and correlate them with the requirements of compatibility and convergence of Bologna Process.

The analyses carried out could be more detailed concerning the curricular content of the programmes and nomination of the categories of knowledge necessary to the specialization in the master programmes in public administration.

---

\* See also Matei, Lucica, (2008), "Europeanization or Curricular Harmonization in the Area of Administrative Sciences in Romania (Follow-up of Bologna Process). Comparative Analysis and Empirical Research", in *Transylvanian Review of Administrative Sciences*, No. 22 E/February, pp.92-124, as well as Matei, Lucica, Matei, A., (2009), "Compatibility of the Content of Bachelor Programs in Public Administration with the Needs of Good Governance. A Comparison EU-US", *Fifth TransAtlantic dialogue: The Future of Governance in Europe and U.S.*, Washington, D.C. Available at SSRN: <http://ssrn.com/abstract=1421166>

Also, more pertinent statistic analyses impose enlargement of the sample with a rich diversity of programmes belonging to a complete area for the South-Eastern European states.

## Appendix 4.1

### Master programmes in public administration, comprised in the analysis

No	State	University/ Faculty	Programme	Length	Abbreviation	Observations
1	Bulgaria	New Bulgarian University	State and Local Administration	3 semesters	NBU	
2	Croatia	University of Rijeka	MPA Scientific Degree in Public Administration	4 semesters	EFRI	
3	Greece	National and Kapodistrian University of Athens	State and Public Policy	4 semesters	NKUA	
4	Macedonia	Skopje University	Administrative Law and Public Administration	4 semesters	UKIM	
5	Moldova	State University of Moldova	Theory and Methodology of Public Administration	4 semesters	USM	
6	Romania	Babes Bolyai University, Cluj-Napoca	Public Service Management	4 semesters	UBB	EAPAA accredited
7	Romania	National School of Political Studies and Public Administration	Public Sector Management	4 semesters	SNSPA	
8	Slovenia	University of Ljubljana	Master's Study Programme in Administration: Administrative-Legal Programme	4 semesters	ULJ	EAPAA accredited
9	Turkey	Istanbul University	Master of Arts in Administrative Sciences	4 semesters	IUTR	
10	Ukraine	The National Academy of Public Administration	Master in Public Administration	3 semesters	UAPA	EAPAA accredited

#### **Master Program in State and Local Administration**

The program in state administration at the Master's Faculty of the New Bulgarian University was established independently and, therefore, it is not dependant on any other

programme. It is interdisciplinary in its spirit and structure and governance related subjects are given priority. In this sense, the NBU PA programme somewhat “violates” the state requirement (the latter were adopted after the NBU’s PA programme was founded) in that less weight is given to law and economics courses than in other universities. Hopefully, this will not harm this programme’s forthcoming accreditation review<sup>30</sup>.

### **MPA Scientific Degree in Public Administration**

The MPA program is carried out in cooperation with Cleveland State University, Faculty of Administration, University of Ljubljana and the Urban Institute Zagreb. The program is aimed at professionals in the public sector, specifically appointed officials at local government level and managers of public utilities and institutions, as well as in other public bodies<sup>31</sup>.

### **Master’s Degree in State and Public Policy**

It is a full time program that leads to a master’s degree. The course provides students with an advanced multidisciplinary understanding of the functioning of the contemporary state and public policy. It combines theoretical and methodological approaches from public policy, law and social policy. It offers a wide range of taught courses covering subjects such as public analysis, public administration theory and practice, public law, evolution of the modern state, social policy, local government, environmental law and policy, protection of human rights, Greek public administration, European integration and public administration reform<sup>32</sup>.

### **Master’s Study programme**

The curriculum is designed to be explicitly inter- and multidisciplinary, which suits the nature of academic research in public administration on the one hand and more demanding professional work on the other. The curriculum comprises core, specialized and elective subjects. Eight core subjects are basic subjects that ensure necessary basic and methodological knowledge that must be studied and mastered by every student in this programme: the ninth core subject is the obligatory research seminar paper. There are four specialized subjects that enable students to deepen their knowledge in a more specific field (administration and law, administration and economics and administration and information technology). Apart from these subjects, the students can also choose two elective subjects. Students can also choose specialized and elective subjects from among other second-cycle programmes with the permission of the master’s programme administration<sup>33</sup>.

### **Master of Arts in Administrative Sciences**

As a part of Istanbul University, Public Administration Department carries out a MA program that contains compulsory and elective courses. The program must be completed

---

<sup>30</sup> NISPAcee, Positioning Academic Programmes in Public Administration in Relation to the Disciplines to which they are Most Closely Related, <http://www.nispa.sk/reports/Bulgaria/part3.html>

<sup>31</sup> <http://www.efri.hr/english/>

<sup>32</sup> National and Kapodistrian University of Athens, <http://www.uoa.gr>

<sup>33</sup> University of Ljubljana, Faculty of Administration, <http://www.fu.uni-lj.si/studij/en/>

in two years; students are allowed to pursue coursework in the first year and write a thesis in the second. MA program aims training the students for professionalization and research in this area. This program is designed not only for students working in public administration to deepen their knowledge but also for numerous other professional researchers in this discipline<sup>34</sup>.

### **Master in Public Administration**

This professional development program for Master in Public Administration offers training in public administration for specialists who are able to provide a European level of administrative services based on putting the principles of democratic governance into action.

The Program trains the student in specific disciplines:

- competence in the use of the instruments of democratic governance in national and local government and in cooperation with Europe;
- capacity to analyse and forecast and to develop and rationalise effective governing decisions;
- communication, team work, cooperative and conflict resolution skills<sup>35</sup>.

---

<sup>34</sup> Istanbul University, Public Administration Department, <http://www.sbf.istanbul.edu.tr/english/>

<sup>35</sup> [http://www.academy.gov.ua/eng\\_new/masters\\_programs.html](http://www.academy.gov.ua/eng_new/masters_programs.html)

## References:

- Adelman, C. 2009, *The Bologna Process for U.S. Eyes: Re-learning Higher Education in the Age of Convergence*, Washington, DC: Institute for Higher Education Policy. Location reference: [www.ihep.org/Research/GlobalPerformance.cfm](http://www.ihep.org/Research/GlobalPerformance.cfm).
- Bouckaert, G., 2008, “*TEACHING PUBLIC ADMINISTRATION: SOME TRENDS IN EUROPE*”, *THE FUTURE OF THE EUROPEAN UNIVERSITY*, KÖZ—GAZDASÁG, 2008/3, SPECIAL ISSUE, p.9-14.
- Connaughton, Bernadette, and Randma, Tiina, “*Teaching Ideas and Principles of Public Administration: is it possible to achieve a common European perspective?*”, [www.ul.ie](http://www.ul.ie)
- Davies, H., 2009, “*Survey of Master degrees in Europe*”, EUA, [www.eua.be](http://www.eua.be)
- Frederickson, G.H. 2005, “*Whatever Happened to Public Administration? Governance, Governance Everywhere*”, in *The Oxford Handbook of Public Management*, ed. Ewan Ferlie, Laurence E. Lynn and Christopher Pollitt, Oxford University Press. pp. 282 – 304.
- Jabes, J. 2008, “*On the Way to Bologna: Developments in Public Policy Programs in Europe*”, in *Public Administration and Public policy Degree Programmes in Europe: The Road from Bologna*, ed. Gyorgy Jenei and Karoly Mike, NISPAcee Press, Bratislava, p.11-25
- Karseth, B. 2006, “*Curriculum Restructuring in Higher Education after the Bologna Process: A New Pedagogic Regime?*”, The Third Conference on Knowledge and Politics at the University of Bergen, May 18-20th, 2005, in *Revista Española de Educación Comparada*, 12 (2006), pp.255-284
- Matei, A. 2005, *Measures to Implement the Provisions of Bologna Declaration*. Bucharest: SNSPA Press.
- Matei, L. 2007, “*Europeanisation of Higher Education in the Area of Administrative Sciences in Romania*”, in *Lesson and Recommendations for Improvement: Central and Eastern European Public Administration and Public Policy*, ed. Juraj Nemeč, NISPAcee Press, Bratislava, pp.87-131.
- Matei, L., 2008, “*Europeanization or Curricular Harmonization in the Area of Administrative Sciences in Romania (follow-up of Bologna Process). Comparative Analysis and Empirical Research*”, in *Transylvanian Review of Administrative Sciences*, nr.22E / February / 2008, pp.92-125
- Matei, Lucica, Matei, A., 2009, “*Compatibility of the content of Bachelor programs in public administration with the needs of good governance. A comparison: EU-US*”,

The Fifth TransAtlantic Dialogue “The Future of Governance in Europe and the U.S.”, 11-13 June, 2009, Washington, D.C.

Nemec, J., 2008, “*Accreditation Process in Slovakia and Neighbouring Countries in Central Europe: Current Problems and Possible Improvements*”, in Public Administration and Public Policy Degree Programmes in Europe: The Road from Bologna, Gyorgy Jenei and Karoly Mike,(ed.), NISPACEE Press, Bratislava, pp.47-51

Phelps, R.P., Dietrich, G.L., Phillips, G. and McCormack, K.A., 2003, “*Higher Education: An International Perspective*”,pp.14-15, Location reference: <http://www.thirdeeducationgroup.org/Review/Resources/IntlHigherEducation.htm>

Pollitt, Ch. and Bouckaert, G., 2000, Public Management Reform, Oxford, Oxford University Press.

Reichard, Ch., and Kickert, W., 2008, „*PhD Education in Public Administration and Management in Europe*”, in Gyorgy Jenei and Karoly Mike, (ed.), 2008, Public Administration and Public Policy. Degree Programmes in Europe: the Road from Bologna, NISPACEE Press, Bratislava

Guri-Rosenblit, S., 2007, “*Higher Education in the 21st Century: Seven Pairs of Contrasting Trends*”, in Towards a cartography of higher education policy change, CHEPS, University of Twente, the Netherlands, p.309.

Guri-Rosenblit, S. and Sebkova, H., 2004, “*Diversification of Higher Education Systems: Patterns, Trends and Impacts*”, UNESCO Occasional Forum Series, Paper No. 6 - Diversification of Higher Education and the Changing Role of Knowledge and Research, Paris: UNESCO Forum of Higher Education, Research and Knowledge, pp. 40-69.

Rutgers, M. and Schreurs, P., 2000, “*Briefly Noted from Europe: Discovering the European Idea of Public Administration*”, Administrative Theory and Praxis, Vol.22, No.3, pp. 621-29

Scott, P. 2009, “*Access in Higher Education in Europe and North America: Trends and Developments*”, UNESCO Forum on Higher Education in the Europe Region: Access, Values, Quality and Competitiveness, 21-24 May 2009, Bucharest, Romania

Usher, A. 2009, “*Ten Years Back and Ten Years Forward: Developments and Trends in Higher Education in Europe Region*”, UNESCO Forum on Higher Education in the Europe Region: Access, Values, Quality and Competitiveness, 21-24 May 2009, Bucharest, Romania

European Commission, 2003, *The Role of the Universities in the Europe of Knowledge*. Brussels: European Commission.

European Commission, 2008a, *Eurostat Yearbook 2008: Europe in Figures*\_(Tertiary Education, Lifelong Learning), Brussels: European Commission, pp. 173-179, 180-182.

Eurydice, 2009, Report “*Higher Education in Europe 2009: Developments in the Bologna Process*”, EACEA P9 Eurydice

*Report of the Committee on Public Administration of the Association of Universities in the Netherlands, Dutch version (VSNU), June 1998, comprising also “Basic Principles for Public Administration”*, <http://www.eapaa.org/Archive/1999/Basics.html>

OECD, 2008, *OCED Statistical Extracts: Education and Training* (Students enrolled by type of institution: tertiary education and advanced research programmes, Graduates by level of education: tertiary education and advanced research programmes), [http://stats.oecd.org/WBOS/index\\_](http://stats.oecd.org/WBOS/index_)

OECD, 2007, EDU/WKP (2007)1, *Funding Systems and their Effects on Higher Education Systems - International Report (Education Working Paper No. 6)*