

## Public Administration Teaching: compared study of Portugal and Spain

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## 1. Introduction

The teaching of the Administrative Science fundamentally guides itself by two paradigms originated in the Anglo-Saxon countries and in the countries from Continental Europe. In the United States, and particularly until World War II, Administrative Science was influenced by management theory, as a result of the contribution of Woodrow Wilson (1997), from Taylor's Scientific Administration (1912) and from the work developed by Luther Gulick (1937), among others. At the time, it was argued that management in the public and in the private sector involved the same functions and demanded the same competencies and skills (Stillman II, 1991), so there was no distinction between public and private management. This period corresponds to the identification of the Administrative Science with management, which resulted from the development of the dichotomy suggested by Wilson (1887) between politics and administration. As a consequence of that perspective, Administrative Science is studied and taught in business schools identifying the public management with the private.

This perspective was abandoned in the post World War II period, with the New Deal, during which we see a reinterpretation of the principles used in Public Administration, recognising the influence of politics and public policies. The effects of bureaucratic organisations and the political dimension of the Administration emerge at the time. The general principles which dominated the administrative thinking in that time are questioned, arguing that they are proverbs, and defending that the decision making process and the implementation of public policies are the central element of Public Administration (Simon, 1946; 1947). With this, the dichotomy politics and administration and the separation between Political Science and Public Administration ends (Shafritz and Hyde, 1997). The teaching of the Administrative Science guides itself to the areas of political economics, public policy, the political decision process and the participation of the citizens in the political-administrative decisions. Recently, with the independence of the Administrative Science subject, the teaching of the political process has a

central place linking it to the study of other sciences and techniques. Investigation and teaching pass to Public Administration Schools which assume a role in the academic community identical to other schools, like for example Law Schools or Medicine Schools.

In continental Europe, Administrative Law was considered the only Administrative Science very early (Kickert, 1996). The first book about Public Administration, published by Charles-Jean Bonnin in 1812 under the title *Principes d'Administration Publique*, is no more than an Administrative Law book, being this the main training area of civil servants. On the other hand, the spreading in Europe of the Napoleonic model emphasised the military principles and the Roman legal system, influencing the administrative systems of several European countries. Administrative Law was then in the centre of workers' training and Law schools had the future workers training exclusive. Therefore, Administrative Law appears as the scientific area which claims the study and teaching of Administrative Science.

In the study of Administrative Science in Europe is relevant to stress the part played by the *International Institute of Administrative Sciences (IIAS)*, founded in 1910 by academics of several European countries with the objective of discussing the problems of Public Administration improvement. In Mosher's opinion (1958), from the 50's, the juridical perspective of this institute spread to other perspectives which assumed identical part and importance. The study of Administrative Science in Europe becomes progressively multidisciplinary, searching contributions in different subjects, such as philosophy, law, sociology, economics and political science.

The teaching of Administrative Science in continental Europe was, for many years, essentially done in special schools contrary to the Anglo-Saxon tradition in which the teaching was done in universities. There are in almost all countries of continental Europe which aim to train civil servants. This is a tradition which goes back to the '*Cameralist*' time, in Prussia, and to the long French experience of workers' training (Chapman, 1966). Only after World War II, the universities started the teaching of Administrative Science.

### **1.1 How do we accomplish this compared approach in Portugal and Spain?**

Based on the previous approach, in the following lines we will try to bring nearer different and heterogeneous realities to the bearing and content of the studies about Public Administration in the Iberian Peninsula, always having in mind the limits of compared approach in this type of studies (Sartori, 1984; Román and Láiz, 2003). To accomplish our objective we must, on one hand, try to synthesise the paradigms, theories, approaches and schools which exist

about public organisations and, on the other hand, adapt those universal realities to the more concrete ones in the Administrations in study, this is, applying their processes and activities to the territory in which the public policies are developed.

In relation to the first part of the document, we established two main categories of thinking currents which gather the most representative study paradigms and opinions of the Public Administration. The Anglo-Saxon current would integrate (generally and without entering epistemological discussions; Kettl, 2000: 7-34) the Political Science and the Public Administration as theoretical frameworks which would shelter, among others: the study of the political parties and the political systems, compared politics, electoral behaviour, public policies, and the political economics (Pasquino, 1993); moreover the historical approaches to the Public Administration, The New Public Management, the Reinventing Government, the studies on bureaucracy and implementation, the Games theory and the Network theory (Kettl, 2000). The continental current emanating and originating from Administrative Law, would be related in Europe with the Administrative Science (Bañón, 1997: 20), as a sub-conception of the Political Science; Baena del Alcázar would define this concept as “...*the specialised part or branch of the political system which studies the administrative subsystem with its distinctive approach, analysing its relationships with the other elements of the political system*” (Baena del Alcázar, 2000: 58), in charge, therefore, of studying the Public Administration. From this, and according to the dominance of the schools in each of the countries where public organisations are studied, we are able to see the stances more or less integrated or separated, but always interconnected.

We have established the theoretical framework, but we should adapt it to the territory about which we are conducting the research. The reasons which take us to the search the second challenge would be sagaciously shown by Alcázar (2000: 27-38) when exposing the characteristics possessed by the different Public Administrations which deliver services in Portugal and Spain: specificity regarding private organisations; extension (structure and aims) and fragmentation (vertical, horizontal, social and entrepreneurial) of the Public Administration; contingency (linked to the territory, population and socioeconomic conditions of the surroundings) and history (connected to the genesis and evolution organisational processes, and also the political and social culture prevailing in each moment, as a sort of *path dependency*); and interdependency between politics and administration (adopted now by almost all the academy in the United States, Europe, Spain and Portugal, specially since the appearance of the governance paradigm in the 80s). In fact, all of it makes us talk of several Public Administrations which must be conceptualised and treated in its context: “The most important linear consequence of all of this is that there is not only one public organisation but a plurality of organisations and Public Administration, so when we talk about Public Administration in general we are using a language license” (Alcázar, 2000: 33).

Starting with Spain we mention the fact that sets of analysis of the Public Administration are included in the generic denomination of Political and Administrative Sciences, an area of higher knowledge with brings together professors and researchers of Political Science and Administrative Science; around these specialists we can distinguish between the followers of the pure

political approach (normative and empirical), also from the trend of the Administrative Science, inclusively from the Public Administration and/or from the public policies, coexisting in the different centres dedicated to the study of Public Administration (public, private, research or higher and workers' training), as we will soon see. According to this point of view, the Administrative Sciences would be included in the Political Science, as a sub-product, even being able to consider a Political and Administration Science, under which all the subjects typical of politics would shelter.

In the case of Portugal, and in a similar way but not equal to Spain, the studies on Public Administration circulate between the Anglo-Saxon approach of Public Administration and the Administrative Law, achieving a peculiar fusion of the Administrative Science, characteristic because the Political Science plays a secondary part initially linked to Law (Sousa, 1989) even though it is now searching its own path between Administrative Science, Law (mainly International), or any of the trends of Social Sciences which can bring knowledge (Lara, 2004). What seems clear is the presence, greater every day, of the Administrative Science, more or less juridical more or less politicised in relation to its orientation towards Public Administration, the Administrative Law or Political Science in the different Lusitanian study plans about the public organisations; but it also seems to evaluate this growing evidence the weight of the Public Management itself and the processes of administrative reform which have been undertaken by certain organisations in the last decades (Rocha, 1991).

By all these reasons, we approach the study of Public Administration (since the Political Science and Administrative Science) in Portugal and Spain, both in its public professional perspective (Administration Schools) and its higher education perspective (Universities and Higher Study Centres) in each of the countries. We will still conduct a short reflection about these studies in our nearest surroundings (Galiza and North of Portugal); finally we will draw some conclusions which allow us to establish some links about the double reality of the studies of public organisations in the two main political-administrative systems effective in the Iberian Peninsula, and especially in Galiza and the North of Portugal. The analysis is carried out based in data collected from official publications from the institutions (professional schools and university institutions) which offer training and courses of Public Administration, mainly the curriculum, the programmes and the regulations of the mentioned courses. We analysed the Licentiate Degrees of six Portuguese universities and the diplomas of Management and Public Administration of the Spanish universities, following the works of Fernández (2003: 1-12) and the White Book about the titles of Political and Administrative Sciences, Sociology, Management and Public Administration (Study Plan design project and Title Degree in Political and Administrative Sciences, Sociology, Management and Public Administration)<sup>1</sup>. In what concerns the civil servants' training it was analysed the offer of the Central Administration civil servants in the training school existent in Portugal and in the four main training schools of the autonomous regions of Spain: Catalan, Basque, Galician and Andalusian, through their yearly study programmes.

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<sup>1</sup> Send to the national Agency for Quality Accreditation Evaluation (*Agencia Nacional de Evaluación de la Calidad y Acreditación (ANECA)*) in July of 2005 and approved in April 2006.

## 2. The study and teaching of Public Administration in Portugal

It is in the beginning of the 50s that, as a result of the administrative reform movement originated by the implementation of the National Development Plans (*Planos de Fomento Nacional*) and the creation of the Welfare State, was tried to introduce training in Public Administration. It was especially in the execution of the Intersperse National Development Plan (1965-1967) and the preparation of the III National Development Plan (1968-1973) that the necessity of qualified technicians to implement the reforms was greatly felt (Gonçalves, 2000:32). Therefore, there were several initiatives which seemed to show a new path in the study and teaching of Administrative Science. It is important to point out that in the Portuguese case professional qualifications were not necessary for the public managers. The necessity of providing the Public Administration with technicians possessing the skills necessary to promote the development of the state of social welfare only appears with the National Development Plans (Júnior and Araújo, 1989). With the publication of the Law Decree 49410 of 24<sup>th</sup> November 1969 a group of technical personnel was created, drawing to Public Administration licentiate people, through a higher salary, originating what would become the Superior Technical Career.

In the sphere of concern with the new social functions of the State was created the Social Study Institute in the Corporation Ministry which offered training in the social policy area. This institute had also the objectives of cooperating with universities for the training and research in social politics.

This new guideline was present when, in 1965, a study magazine of the Administrative Science was published under the title '*Administrative Sciences*', and whose director was Prof. Marcelo Caetano. The Office for Administrative Reform, responsible by the administrative reform process, released a bulletin of Organisation and Methods which was the result of the group work of that office and some Ministries (Caetano, 1982). It is then in this period that the necessity of a new scientific approach to the study and teaching of Administrative Science seems to be sketched. On the other hand, the National Section of the International Institute of Administrative Sciences changed its constitution and was then named Portuguese Institute of Administrative Sciences. This institute's functions were: promotion of studies on issues related to the knowledge and progress of Public Administration, participate in the search for improvements in Public Administration and cooperate with universities in teaching and researching of Administrative Science (IIAS, 1968: 196). We can see that the administrative reform movement initiated in the 60s originated a wide trend whose objective was the study and teaching of Administrative Science and, consequently, the recognition of the importance of this scientific area.

Nevertheless, in the view of the teaching of Administrative Science there was an exception which consisted in the training of administrative and technical personnel to fulfil administrative functions in the ex-colonies. The creation in 1906 of the Colonial School was a sign of concern with the training of future

workers, searching like this to provide appropriate preparation to the practise of administrative and technical tasks (Araújo, 2005). This course suffered changes, and originated two other – Colonial Administration and Overseas Administration Courses – and the school was then designated as Superior Institute of Overseas Studies. These were professionalizing courses which aimed to give the future workers the necessary knowledge to perform their role in the colonial administration. In 1967 the first course of Administrative Science was produced, but its existence was very short, because it was considered illegal (Gonçalves, 2000).

Until April 25<sup>th</sup>, even though there were some recommendations in the sense of organising training and improvement courses for the workers, there was almost no preparation for the civil servants of Public Administration. The preoccupation with workers teaching, and particularly with civil servants', arises after April 25<sup>th</sup> when the politicians of the constitutional governments were confronted with a poorly qualified and demoralised civil service. Teaching the workers, and mainly the higher technicians, became a priority for governments. To fill this gap they instituted the Central Personnel Department with the goal of systematic workers' training. This structure was subsequently transformed in the Training Centre for Public Administration, but had a short life.

## **2.1 The professionalizing training**

The systematic and structured offer of professionalizing training in Public Administration only happens in 1979 with the birth of the National Administration Institute (*Instituto Nacional de Administração – INA*), responsible for the training of civil servants. The INA constituted an important sign in this subject. It is since then that professionalizing training met a great development through the short-term training courses offered by this entity.

The INA has the mission of 'contributing, through teaching, scientific research and technical advice, to the modernisation of Public Administration and valuation of its workers' (Law Decree n<sup>er</sup> 144/92). Besides training, the INA develops study and investigation activities and supports these events through the promotion of Sabbatical, international cooperation and publishing books and a magazine.

On the training side, INA carries out a set of events which aim the upgrading, updating and specialised preparation of public managers and technicians of Public Administration, through short-term courses, seminars and workshops. In 2005, the number of civil servants who participated in training sessions rose to 17159 (INA, 2006). These sessions approach a wide variety of thematic areas, mainly Public Policies, Public Management, Systems and Information Technology Management, Accountancy and Financial Management, Behaviour, Leadership, Personal Communication, among other (INA, 2003). Besides the training mentioned above, INA had in 1995 an

Advanced Studies Course in Public Management (*Curso Estudos Avançado em Gestão Pública – CEAGP*) (Regulation 1319/95) with the objective of qualifying public managers and higher technicians linked to civil service. However, this course only started in 2001, after some adjustments introduced by Decree Law n<sup>er</sup> 54/2000, which widened the access to newly licentiates who intend to have a career in the Public Administration. The one-year course offers post-graduate training and allows, under protocols established between INA and several universities, students to obtain the Master's Degree. The course's structure comprehends two cycles: the first called 'Framing' aims to introduce concepts of Public Management, Economics, Internet, Mathematics and Information Technology; the second cycle, 'Deepening', deals mainly with themes such as Management, Public Management, Public Policies, Finances and Financial Management, Economics, Internet and Electronic Government and Administrative Law. It is a course guided for Public management which aims to form technical boards.

The recent change in the High Civil Servants Statute for Central, Regional and Local Administration (Law n<sup>er</sup> 51/2005 of August 30<sup>th</sup>) defined the compulsiveness of approval in specific training courses, which present a training matrix clearly managerial, to perform superior and intermediate management functions. These courses include the following training areas (Regulation 1141/2005 of November 8<sup>th</sup>):

- Organisation and administrative activity;
- Personnel Management and leadership;
- Managing human, budgetary, material and technological resources;
- Information and knowledge;
- Quality, innovation and modernisation;
- Internationalisation and communitarian affairs.

It is a training course with a strong management component, and whose duration and structure seems inappropriate to train Public Managers. Central themes of Public Administration are left out, as for example, the analysis and implementation of public policies.

Therefore, the regulation of the Law 51/2005 of August 30<sup>th</sup> (High Civil Servant Statute) establishes, for the workers who might be nominated for higher directive positions, the approval in the Advanced Public Management Course (*Curso Avançado de Gestão Pública - CAGEP*). The goal of the course consists in developing technical and transversal skills of modern public management. For the workers who will perform the duties of intermediate management it is required approval in the Public Management Training Programme (*Programa de Formação em Gestão Pública - FORGEP*). This course has the same goals of CAGEP; the main difference is their duration. CAGEP lasts 65 hours and FORGEP has 55 hours. When the nomination for the manager's post falls upon an individual without a link to the Civil Service, then he must attend a Public



Management Seminar (*seminário Sobre Administração Pública - SAP*) which has the duration of 50 hours (Regulation 1141/2005 of November 8<sup>th</sup>).

Parallel to these courses, and in the scenery of managers training, was created, in 1999, a High Management Course for Public Management (*Curso de Alta Direção em Administração Pública - CADAP*) whose objective is form managers in the Public Management area. It is a 430 hours professionalizing course, and it is constituted by presence classes, seminars and e-learning. It includes the following subjects Organisation, Leadership and Strategic Development, Managing Human, Financial and Technological Resources, Legal, Juridical and Institutional Framing – National and European-, Information and Knowledge, Quality, Innovation and Modernisation and Internationalisation and Communitarian Affairs. Attending this course replaces the frequency of the above mentioned courses. Any of them has a period of validity of 5 years, after which is necessary new attendance with approval.

As one can deduce of what was said above, there is nowadays great concern in Portugal with managers training. This training is guided by the development of managerial skills, in line with what New Public Management has defended. The concept of manager in the French tradition is being replaced by the public manager concept. The change in management of Public Managements and the introduction of objective management reinforce the managerial guideline of the profile of the managers in Portuguese Public Administration.

## **2.2 University training**

Similar to what happened in other Continental European countries, where the study of Administrative Science was conditioned to the study of Administrative Law, the same tendency manifested itself in Portugal (Gonçalves, 2000). Until middle XIX century, teaching Administrative Science was done in Law Faculties as part of Law teaching together with the subject of Administrative Law.

The reform of the university teaching, initiated in 1853, recognises for the first time the need to create a special course that provided the necessary qualifications for the career in Public Administration. The first attempt to create such a course is made in the University of Coimbra, after a complicated process of opinions about its contents. A year after the reform the Administrative Course was working, with a structure which included, besides the law subjects, political economics, statistic, agriculture and arts (Decree of June 6<sup>th</sup> 1854). The objective of this range of subjects was to provide the students with essential knowledge to exercise public functions. With this course it was also tried to create a Faculty of Administrative Sciences, but it was not successful since the jurists from Coimbra's Law Faculty rejected the separation of Law into two areas.

During its existence, the Administrative Course had advances and setbacks, undergoing several changes that made the course look like a reduced Law degree (Marcos, 2006). The last change introduced in 1901 transformed the Administrative Course into a Law Course. The education reform operated in 1901 ended up extinguishing the course. Administrative Science remained a subordinate and subsidiary of Administrative Law. The university teaching in Public Administration was dominated by Law Faculties. On the other hand, the studies published about Administrative Science, although trying to go beyond the juridical and normative perspective, present it as a subordinate and subsidiary of Administrative Law. Nevertheless, there is the conviction, even from known law professors as Freitas do Amaral that “it is, nevertheless, the Administrative Science, as one can see – and the previous indications are not exhaustive at all – a very wide area of scientific knowledge, which is not confused, close or far, with Administrative Law, though such confusion has happened for a long time and even today is not completely clear” (Amaral, 1986: 181).

Just like professionalizing teaching, the teaching of Public Administration in universities is recent, without impediment of the attempts which occurred in the past and already mentioned. The first degrees in Public Administration appear in the late 70s beginning of the 80s. Bearing in mind the concern with training and the imperative modernisation of the Public Administration, the State, through its universities, created Licentiate Courses in Public Administration (initially in University of Minho and in Superior Institute of Social and Political Sciences), searching to supply at the entrance the training needs of its higher boards. After the birth of these courses, other institutions from university education, public and private, started offering this type of training. Without articulation, university education institutions answered the need for qualification in Public Administration, providing training profiles which cover the most important areas, without forgetting the generalist character – not confusing it with generalities – presenting the necessary training flexibility. The bet of universities in training their teachers in Public Administration, the teaching projects in the same area, and the research are a strategic investment for the renovation of the boards in Public Administration and a very important contribution to the modernisation of Portuguese Civil Service.

In 1979, was created in the University of Minho, the degree in Public Administration and, after, it was created in Superior Institute of Social and Political Sciences, of the Technical University of Lisbon, the degree in Management and Public Administration. In more recent years, the offer of degrees in this area has grown, either in the public or in the private universities. There are, nowadays, six degrees in the scientific area of Administrative Science (see Table 1).

The courses reflect the interdisciplinary area of Administrative Science. We can see that there is a core of scientific areas which are central and are present in the syllabus, such as Political Science, Management, Law and Economics. It is possible to identify courses with a Law guided matrix, other guided to Political Science and others to Management. There is however a common transverse aspect to these degrees: they aim to form the future higher boards with skills in public management. Nevertheless, it is convenient to stress that the weight of these areas in the different syllabus reflects the guidance that

each university will search to introduce in the profile, but above all, and as referred by Rocha (2006), the syllabus reflect the correlation of forces between the traditional scientific areas and the new areas, such as Administrative Science. Until 1986 there was no one with a PhD in Administrative Science in Portugal.

**Table 1- Distribution of Scientific Areas of the Degrees in Public Administration**

Scientific Subject	Licentiate Course in Management and Public Administration - ISCSP	Licentiate Course in Regional and Local Administration - UI	Licentiate Course in Public Administration Pública - UC	Licentiate Course in Public Administration - UA	Licentiate Course in Management and Public Management - IPB	Licentiate Course in Public Administration - UM
Administrative Sciences	8%	8%	17%	10%	9%	39%
Political Science	20%	8%	7%	-	3%	7%
Communication	-	-	-	13%	-	-
Law	-	28%	42%	13%	12%	9%
Economics	16%	16%	-	7%	12%	14%
Geography	-	4%	-	-	2%	-
Management	16%	20%	17%	27%	45%	23%
IT	-	8%	-	3%	7%	5%
Languages	8%	-	-	7%	-	-
Mathematics	4%	-	10%	13%	9%	5%
Sociology	16%	8%	-	7%	2%	-

Source: [www.uminho.pt](http://www.uminho.pt); [www.iscsp.ut.pt](http://www.iscsp.ut.pt); [www.ui.pt](http://www.ui.pt); [www.fd.uc.pt](http://www.fd.uc.pt); [www.ua.pt](http://www.ua.pt); [www.estgm.ipb.pt](http://www.estgm.ipb.pt).

ISCSP – Instituto Superior de Ciências Sociais e Políticas

UI – Universidade Independente

UC – Universidade de Coimbra

UA – Universidade de Aveiro

IPB – Instituto Politécnico de Bragança

UM – Universidade do Minho

Of the degrees in Public Administration analysed, the course from University of Minho is the one which presents a higher weight in the scientific area of Management and, particularly, in subjects of public management. Truthfully, it is the only degree, in which the specific area has the heaviest weight in relation to the other areas (39% to Administrative Science), standing out, by its specific profile of public management, from the scenery of the remaining degrees in Public Administration.

The teaching of Public Administration, and mainly the teaching of public Management, suffered a great development in the last years, either through the

offer of higher education courses or through research and published works. It is an independence and consolidation process of the subject which is still taking its first steps, but its consolidated dynamic in the research already made, signals that Administrative Science already has an important part in the Portuguese academic scenery. However, this is a path which is built individually in each of the universities without the existence of an interchange in what concerns the sharing of training experiences.

### *The changes introduced with the Bologna Declaration*

One of the objectives of the Bologna declaration rested in the comparability of the degrees offered by the higher education European systems, as a way of allowing students' mobility. However, the adjustment of the courses to the new system, even with the reflection which existed about the scientific training areas, was not an object of articulation between the universities. Except the training areas where the professional activity demands recognition from the professional orders, which imposed some uniformity in the syllabus, there was no connection between universities in what concerns the definition of the syllabus. An example of that was what happened in the adjustment of the Public Administration courses. Each of the universities changed the plan of studies without having previously discussed and defined a set of core subjects, common to all courses. The Bologna Declaration was a lost opportunity for the definition of a set of common subjects in the Administrative Science training.

Of the six courses presented above, there are two which still have not been adjusted – the course from the University of Coimbra and the one from the Superior Institute of Social and Political Sciences. The rest of the courses were subject to adjustments.

Of the analysis of the syllabus of the adjusted degrees, we can observe two common characteristics: the introduction of training flexibility by including optional subjects and the increase of subjects from the area of Administrative Science. The distribution of the ECTS by the optional subjects is shown in Table 2.

**Table 2- Percentage of Optional Subjects by Course**

<b>Licentiate Courses</b>	
Licentiate Course in Regional and Local Administration – Universidade Independente	14%
Licentiate Course in Public Administration - - Universidade de Aveiro	27%
Licentiate Course in Management and Public Management – Instituto Politécnico de Bragança	10%
Licentiate Course in Public Administration– Universidade do Minho	11%

Source: [www.uminho.pt](http://www.uminho.pt), [www.iscsp.ut.pt](http://www.iscsp.ut.pt); [www.ui.pt](http://www.ui.pt); [www.fd.uc.pt](http://www.fd.uc.pt); [www.ua.pt](http://www.ua.pt); [www.estgm.ipb.pt](http://www.estgm.ipb.pt).

The scientific areas of the optional subjects are varied and reflect the multidisciplinary nature of the training in Public Administration.

Among the analysed courses, the one from the University of Aveiro is the one that presents a higher percentage of optional subjects. This percentage is due to the fact that this course predicts three specialisations which occur in the last year. They can be: Public Policy, Political Science or Territory and City Planning.

**Table 3- Distribution of Scientific Areas of the Degrees in Public Administration After the Adjustment**

Scientific Subject	Licentiate Course in Regional and Local Administration - UI	Licentiate Course in Public Administration - UA	Licentiate Course in Management and Public Management - IPB	Licentiate Course in Public Administration - UM
Administrative Sciences	23%	18%	22%	44%
Political Science	10%	14%	0%	16%
Law	24%	11%	11%	6%
Economics	20%	18%	7%	11%
Geography	2%	0%	0%	0%
Management	15%	9%	43%	14%
IT	3%	5%	8%	0%
Languages	0%	4%	0%	0%
Mathematics	3	12%	9%	9%
Sociology	0%	9%	0%	0%

Source: [www.uminho.pt](http://www.uminho.pt); [www.ui.pt](http://www.ui.pt); [www.ua.pt](http://www.ua.pt); [www.estgm.ipb.pt](http://www.estgm.ipb.pt).

UM – Universidade do Minho

UI – Universidade Independente

UA – Universidade de Aveiro

ESTGM/IPB – Instituto Politécnico de Bragança

The growth of the number of subjects in the area of Administrative Science (see tables 1 and 3), phenomenon which happens in the adjusted degrees, is the reflex of the consolidation process of this scientific area in the Portuguese universities. In fact, research and the number of people with PhDs in Administrative Science have been growing in the last years. This increase is due, not only to teachers who go to foreign countries to attend PhD programmes, but also to the PhDs which take place in Portugal, like in the University of Minho where there are Administrative Science PhD programmes.

Synthetically, we can claim that in the last thirty years there was a consolidation of the teaching and study of Administrative Science, both in the

professional and the higher training. From within the existent paradigms in the study of public organisations, the training offer in the professional and higher education emphasises the guidance to the area of Administrative Science and particularly, to public management. Nevertheless, we can still observe dissimilarity in students' training. The most recent changes introduced by the Bologna Declaration were not enough to homogenise the syllabus. Training still favours the multidisciplinary scientific orientation, in spite of the common base of the Administrative Science, in spite of the consolidation of its weight in the different areas of knowledge.

### **3. The study and teaching of Public Administration in Spain**

Even though we can situate the origin of the studies on Public Administration in Spain in the Old Regime and connect them to the Police Science or the Cameralist Science (the same way as in Portugal and basically by French influence: Alcázaer, 2000: 68-72; Rocha, 1991: 13-31), this object of study was traditionally taken in by Administrative Law, having been conceptualised, researched and taught by its academics until the second half of the 20<sup>th</sup> century in an almost hegemonic way in relation to other scientific-social subjects.

For the Spanish case this contributes for that in the beginning and evolution of the subject Public Administration, from all its possible views or approaches, results a plural scientific-social reality in the normative and prescriptive, to which we add other areas of knowledge, other scientific views, with a special reference to the Political and Administrative Science; this has been a relevant area in the last three decades for illustrious political scientists, surging as most relevant the works of Blanca Olías de Lima (1977), Baena del Alcázar (1985 and 2000), José Manuel Canales Alliende (1987), Joan Subirats (1994), Rafael Bañón (1997), Olmeda (1999), or Molina and Colino (2000).

In Administrative and Political Science we must explicitly draw attention to the fact that the larger part of the studies about the subject Public Administration have been produced by researchers closer to the theme Administrative Science; although this does not mean that the experts in Political Science, in Administrative Law or in Constitutional Law have not approached it (mainly because from these last people appeared the others we mentioned).

Next we will briefly describe the genesis, evolution, consolidation and the breakpoint where the studies about Public Administration in Spain in the beginning of this century are, not just from the point of view of civil servants training and the centres which concentrate the training and researching activities, but also from the optic of the Spanish higher education centres (state, private and third sector).

### 3.1 The professionalizing training

The training structures of civil servants in Spain did not change substantially until middle of the twentieth century, since across the nineteenth century and part of the twentieth the training and teaching of the subjects related to Public Administration were in the hands of Administrative Law. The dominant teaching perspective for the public organisations personnel was, therefore, juridical, which can not constitute a surprise either given their structure and the legal, formalist and hierarchic conceptual bases, exposed by Weber in the beginning of the past century. At this stage there are not too many differences with our Lusitanian neighbours, except in what concerns the typical training and teaching management structures in the administrative organisations. Moreover, it is emphasised the contribution of the Political Science to this matter as even though there was not a total pursuit of the study of Public Administration from this perspective, it was done through continuous references to the political and administrative system (with the undeniable background of the Civil War and the Dictatorship conditioning these contributions). This way, we can mention the creation of the Political Studies Institute (*Instituto de Estudios Políticos* - 1939), the Local Administration Studies Institute (*Instituto de Estudios de Administración Local* - 1940), the beginning of the publication of the Magazine of Political Studies (*Revista de Estudios Políticos* – 1941), and the origin of the Faculty of Political and Economical Sciences in Madrid (1944) as cores of knowledge incentive and research and training stimulation regarding politics and the public, place where political scientists and sociologists were born with unquestionable influence in the Spanish political-administrative scene from then until now (Manuel Fraga Iribarne and Emilio Lamo de Espinosa are good examples), and, since then, of affirmation of the new subjects regarding Administrative Law.

The scenery of the 50s, which lasts until middle of the 70s and the Spanish Transition, results in the key to the analysis of the Public Administration and the training of civil servants in Spain, moment in which an inflexion point is produced, a “true re-foundation of the Spanish administration” (in the words of Joan Subirats, 1994) in what refers to the processes of administrative reform (of technocratic guidance) commanded by Laureano López Rodó and carried on by Eduardo García de Enterría, who answer, from Administrative Law, for the change of structures of Francoist public organisations (Baena, 2000:71). This favours a climate for creating institutions, for a methodological opening (sociology, economics, political Law, studies on bureaucracy and personnel management since public officers themselves...) and for referenced publications closer to the Administrative Sciences rather than Administrative Law itself (Law-Decree of December 20<sup>th</sup> 1956 – from the General Technical Office - *Secreteria General Technical* of the Governments’ Presidency). As an outcome of this slow process of institutional and academic change appear in 1958, as most significant actions, the birth of the Training and Upgrading Centre of Workers and the magazine *Documentación Administrativa*, although with strong juridical tendency, brings to the Spanish arena the most updated debate about the administrative change and public management in Europe and the United States of America.

From this moment on, and entangled in the dismantling process of Franco's dictatorial regime, the two largest centres of national reference dedicated to the study of Public Administration take their first steps and strengthen themselves: in first place the *Centro de Estudios Constitucionales*-Constitutional Studies Centre- (Royal Decree 1707/1980, of August 29<sup>th</sup>), which 15 years later would become in the present *Centro de Estudios Políticos y Constitucionales*- Political and Constitutional Studies Centre- (Royal Decree 169/1997, of July 24<sup>th</sup>); in second place, and based in the *Instituto de Estudios de Administración Local y el Centro de Formación y Perfeccionamiento de Funcionarios* previously mentioned, it is approved in 1987 the constitution of the National Public Administration Institute (*Instituto Nacional de Administración Pública*- INAP, reformed by Royal Decree 1661/2000 of September 29<sup>th</sup>) as a reference centre of training and knowledge about issues proper of the state organisations and their personnel, besides initiating reference publications in the academic and professional world, such as *Gestión y Análisis de Políticas Públicas* and *Revista Iberoamericana de Administración Pública*.

But it will be in the 90s with the training of workers changing in a qualitative and quantitative way by incorporating the Autonomous Communities and their organisational structures, together with the public autonomic function – *función pública autonómica* (Serna, 2005:129-151), the workers' training (in 1998, 677.160 civil servants; in 2005, 1.196.223 people serving the Autonomic Administrations; vide Registro Central de Personal, 2005:1-32, [www.map.es](http://www.map.es)); some of the most significant autonomic Public Administration Schools: the Catalan (*Escuela de Administración Pública de Cataluña*), the Basque (*Instituto Vasco de Administración Pública*), the Galician (*Escuela Galega de Administración Pública*) or the Andalusian (*Instituto Andaluz de Administración Pública*), with their respective reference publications. The professional training of the civil servants incorporates this way the new multilevel frame (Fernández-Torrecilla, 2005:1-8).

Besides the effects of the political- administrative decentralisation and its clear influence in the training of civil servants (already state, autonomic or local worker), we can not avoid the integration of Spain in the European Communities and with it the alleged appearance of a new multilevel training scenario that will be creating and specialising itself in the teaching of good management practices, not only for community civil servants, but also for the rest of the workers in the Public Administration of the member states. The impulse given by the European Commission and the European Institute of Public Administration of Maastricht (IEAP) has played an important role, as a way of achieving a certain homogenisation of management techniques in central organisations (above all the quality ones); therefore, since 1998, coordinated programmes are executed between the Communitarian Institute and workers' training Schools of the member states.

At local level, as active or more if referring to aspects related to the training of municipal or provincial civil servants (we can not forget the Local Administration Studies Institute – *Instituto de Estudios de Administración Local*, which decades later would become the Local Studies Centre- *Centro de Estudios Locales* assigned to the National Public Administration Institute), we must name by its own right the Spanish Federation of Municipalities and Provinces (*Federación Española de Municipios y Provincias*- FEMP) as the



uniting entity of the municipal movement in Spain, which has decisively contributed for the inclusion of Local Administration and Government in the area of study and professional public training, and which counts numerous educative activities ([www.femp.es](http://www.femp.es)) and its own publications, among which the *Carta Local* and *Cuadernos de Administración Local*.

Closing the multilevel frame, we must mention other semi-public and private training institutions for the personnel of the different Public Administration in a very open and competitive market, and where besides the traditional public university centres or their assigned centres (*Instituto Universitario Ortega y Gasset*, *Instituto Complutense de Ciencia de la Administración*, *CSEGAE*, all of these belonging or assigned to the *Universidad Complutense* of Madrid, the ICPC of the *Universitat Autònoma* of Barcelona and the *Diputació de Barcelona*), work intensely the traditional Business Schools (emphasising the example of ESADE), or the Foundations (review also the CEACS of Juan March or the CEPS Foundation of Valencia), and of course, the great institutions or corporative Administrations that have contributed so much for the presence of political scientists in the job market, as the illustrious *Colegio Nacional de Doctores y Licenciados en Ciencias Políticas y Sociología* and the *Asociación Española de Ciencia Política y de la Administración* (AECPA).

### 3.2 University Training

If in what refers to professional training of civil servants, the picture has gone from less to more, contents have been homogenised (inclusively with the participation of the European Union) and have been extended to the length and width of the Spanish autonomous political-administrative tissue, when we refer to higher training we must quarantine not its surging but the growth (most of time in an incremental way and accumulating opinions) of the subjects which discuss the issue “Public Administration” (comprehended as the one carried out in the superior public-private research centres). Not because this expansion has not taken place, on the contrary, but because its great uncontrolled increment, without the necessary follow up to each of the syllabus in the public centres, in such a way that what was achieved is a large number of titles with low focus to the study subjects pertaining to public organisations, like the Political Science and the Administrative Science; we will return to this in the next lines.

It must be said that as in what happened with workers training, the dominant academy in the scientific study of Public Administration has been Administrative Law, at least until the beginning of the 70s; in fact and, as we were able to see in the previous lines, some professors of this area of knowledge questioned this so-called hegemony, turning its perspective towards what today is known as Administrative Science.

The scenery evolves then very slowly in the twentieth century, remaining in control the administrative classics of the nineteenth century until the 50s and 60s, when the alleged technocratic-reformist inflexions are produced in the Francoist organisations, and where the aiming towards Administrative Science begin with a certain strength. During these decades, and until the 70s-80s, the studies around varied research lines on public organisations begin: the sociological studies (Juan José Linz, Amando de Miguel and Carlos Moya) which besides translating the classics, bring a small amount of sociological knowledge to public organisations (Miguel Beltrán, *Universidad Autónoma de Madrid*); the professional studies about civil servants' reality (Oliva and Gutiérrez Reñón through the Spanish Public Administration Associations); and the studies about bureaucracy (especially from the *Facultad de Ciencias Políticas y Sociología de la Universidad Complutense de Madrid*) related to the history of Administration (José María García Madaria), and about general themes of philosophical characteristics or about structure of the Spanish administration organisation, like the cases of Manuel García Pelayo or Alejandro Nieto with his *Organización del Desgobierno*, a reference classic about Spanish Public Administration. Therefore, the 70s are the moment of creation of the subject "Administrative Science" (Course 1974-75 in the Degree of Political Sciences and also the Sociology Degree), besides motivating this specialty in both qualifications. This subject will consolidate in 1985 with the appearance of the first academic book of Administrative Science (*Curso de Ciencia de la Administración. Volumen I*) of Mariano Baena del Alcazár and the first Professor Administrative Science in a Spanish University. After the mentioned book two more have followed, already in the end of the 90s, the one by José Antonio Olmeda, *Ciencia de la Administración, Volumen I – Teoría de la Organización y Gestión pública*, and the one from Xavier Ballart and Cales Ramió, *Ciencia de la Administración*.

But besides Administrative Science, new focus and researchers irrupt in the Spanish scientific set who, under the auspices of Administration and Political Science, contribute to widen the study space about Public Administrations, like it is the case, among others, of the analysis about public policies (Joan Subirats, Ricard Gomá or Quim Brugué), the studies about public management (Carles Ramió, Xavier Ballart, Rafael Bañón, Blanca Olías, Manuel Villoria or José Antonio Olmeda), the approaches to the intergovernmental relations (Manuel Arenilla, Rafael Bañón, Francesc Morata, Ernesto Carrillo, Juan Antonio Ramos, Jaione Mondragón Ruiz de Lezana or Eduardo López Aranguren), to the regional governments (Juan Luis Paniagua, Manuel Mella Márquez or Pablo Oñate), to local (José Manuel Canales, Ernesto Carrillo or Guillermo Márquez), to communitarian (Francesc Morata, Argimiro Rojo or Carlos Closa) or Iberian-American (Manuel Alcántara); without forgetting the wide variety of sector studies that the intergovernmental and multilevel setting has generated, and where we find: public social policies, environmental, new technologies...

It is clear, even if we have not signalled explicitly, that on the moment when new focus and new schools irrupt, new qualifications are created all over national territory. In the second half of the 80s the Degree of Political Sciences appears in the University *Autónoma* of Barcelona, after which other qualifications are created in the *UNED (Universidade Nacional de Educación a*

*Distancia*) and in the University of Granada, to which we must add successively the ones from Santiago de Compostela, Salamanca, the Basque Country...; several poles of knowledge about Public Administration were this way generated in Spain, and they will reinforce the respective schools. The rest of the Degrees in Political and Administration Science and Sociology are incorporated, totalising 23 nowadays ([www.mec.es](http://www.mec.es))<sup>2</sup>, either a first cycle, or of second cycle. Almost in parallel to the expansion of the Degrees, it is approved the Decree which creates Diplomas in Management and Public Administration (Decree 1426/1990 of October 26<sup>1</sup>), which had been designed as specific qualification destined to the study of management in Public Administration, supposing in theory a new nest for the area of Political and Administration Science which should that way obtain active and core presence in the different Diplomas approved in Spain. Reality was different, as pointed by Molina and Colino (2000: 223-250) and as reflected in the study done by Pérez Fernández (2003: 1-12) for CIGAP: in these fifteen years, the heterogeneity of the syllabus among the 26 Diplomas in Management and Public Administration in Spain has been evidenced, as were the qualifications in centres dominated by some subjects' knowledge areas, and with a clear final predomination of Law and Economics over the area of Political and Administration Science (only in one of the twenty-six Diplomas – Madrid – has majority core presence in the political area, despite the 1990 Decree; vide [www.mec.es](http://www.mec.es))<sup>3</sup>.

In spite of the lights and shadows of superior studies about Public Administrations in Spain, this last decade could be declared as the birth of these studies and the true maturity of Political and Administration Science in the different areas of Spanish political and administrative life. This matter remains a tendency in the view of the conclusions reflected in the *Libro Blanco* where some criteria are included, such as establishing a series of contents common to all the qualifications of Political and Administration Sciences and of Management and Public Administration, and also their own contents that each university would establish, for the total of 240 ECTS credits proposed. In the first case, the reinforcement of the subjects assigned to the area of Political and Administration Science is significant, since the design of the thematic Blocks: Block I: Political Science (36 ECTS), Block II: Administration Science and Public Policies (18 ECTS), Block III: Public Management (20 ECTS), with a total of 74 ECTS; in the meantime the rest of the areas would obtain a total of 70 ECTS (Political and Public Economics; Public Law; International Politics; Research Methods and Techniques; Sociology; and History of Political Processes). In the second case, we anticipate that we would have to wait and check the effort that each of the respective universities would be willing to make to maintain their

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<sup>2</sup> University Autónoma de Madrid, Barcelona, Burgos, Carlos III (Madrid), Miguel Hernández (Elche), Murcia, Pablo de Olavide (Sevilla), País Vasco, Pompeu Fabra (Barcelona), Salamanca, Santiago de Compostela y Valencia.

<sup>3</sup> Law Faculties (Universidades de Alicante, Almería, Barcelona, Castilla-La Mancha, Extremadura, Girona, León, Murcia, Salamanca y Sevilla); Faculties and Schols of Economics and Business (Universidades de Zaragoza, Politécnica de Valencia, Burgos y Oviedo); Faculties of Social Sciences, both of communication and Law (Vigo, Rey Juan Carlos, Jaime I Castellón, Granada, Jaén, Castilla-La Mancha, Carlos III Madrid y Cádiz); There is only one degree in Management and Administration in a Political Science and Administration which is in the Faculty of Political Science and Sociology in the Universidad Complutense de Madrid.

existent qualifications in a context of competency and enrolments' reductions between qualifications inside each Autonomous Community.

### 3.3 Conclusions about the studies in Spain. Brief reference to Galiza

As a way of partial conclusion, and because it concerns Spain, we can stress the consolidation of the studies of Public Administration, not just in its more professional training point of view but also of superior/higher education; although we must also emphasize the “crystal ceiling” where many of these studies have arrived during the last two decades, on one side are the reference qualifications about Public Administration which have achieved the maximum number of students, and on the other side, and as a consequence of the classic indefinition of the different existent paradigms in the study of public organisations, we have confirmed the necessity of a revision of this heterogeneity of study plans/syllabus, searching a more multidisciplinary scientific, academic and research guidance, and, therefore, of market, but also a common minimum denominator in the contents and in the weight of the different areas of knowledge, especially of the Political and Administration Science.

As we have seen, these and other matters are emphasized in the *Proyecto de diseño de Plan de Estudios y Título de Grado en Ciencias Políticas y de la Administración, Sociología y Gestión y Administración Pública* (draft from July 2005 approved by ANECA in April 2006), recently presented by the Spanish Universities which impart the qualifications of Political and Administration Science, Sociology, Management and Public Administration in relation to the 3<sup>rd</sup> *Convocatorias de Ayudas para el Diseño de Planes de Estudio y Títulos de Grado de la Agencia Nacional de Evaluación de la Calidad y Acreditación*, and in the European Convergence Programme; aspects such as the new title degree on Public Administration, or the different post-graduate courses in which the Spanish universities bet, or the need to search professional profiles for the graduates.

Performing a small incursion in the Galician political-administrative reality, as a way of closing this type of analysis, we could say that in Galicia both the training and studies about Public Administration have achieved great highlight since the past decade especially after the approval of the Degree of Licentiate in Political and Administration Sciences in the University of Santiago de Compostela (Royal Decree 1423/1990 of October 26 and whose study plan/syllabus was renewed in 1999), to which, some years after, followed the Diploma in Management and Public Administration of the University of Vigo (Syllabus from 11-8-1999)<sup>4</sup>. The 90s were the moment of greater impulse for

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<sup>4</sup> Without forgetting the presence of the scientific subject of Political Science and Administration in the degree course of Sociology of the University of the *A Coruña* and in the centres of the *Universidad Nacional de Educación a Distancia* located in Galicia.

these studies also in the area of Autonomic Administration where we cannot forget the role of the Galician School of Public Administration (*Escola Galega de Administración Pública* – EGAP, autonomous institution dependent of the Council of Presidency, Public Administrations and Justice) working since 1989 and which has set in motion course, seminars and studies about the reality of the public Galician organisations. But, besides EGAP, in the Galician territory other public-private organisations coexist and dedicate themselves to the production of training activities, specially the *Federación Galega de Municipios e Provincias* (FEGAMP) and the *Escuela par las Administraciones Públicas Caixanova*, that complete a complex territorial and political-administrative scenery, very diverse but rich in training and research solutions, approaches and opinions in what relates to public Administrations.

#### **4. Final comparison about the studies and the training in the Public Administrations in Portugal and Spain**

The studies about Public Administration in the Iberian Peninsula have a common starting point in Administrative Law, but with different paths and an arrival point to our days qualitatively different.

If we refer to the training of civil servants we must mention the political and administrative evolution of each of the countries, with clear incidence in the territorial variable and therefore in the training structures of their human resources, more intergovernmental and multilevel in Spain, more centralised in Portugal. What seem common are the orientations of the training programmes unquestionably influenced by the globalising proposals of the international economic organisms (especially OCDE) and by the proposals of the European Union itself; in this case both in Portugal and Spain (independently from the territory) the contents are similar: public management, quality, citizen guidance, financial management.

In relation to the guidance in higher academic education matters, the differences are also emphatic given the predominance in Spain of only one area in the subject of Political and Administration Science (not free of problems), and of a coexistence, in diversity, of the areas of Administration Science and Political Science in Portugal. In this case, the different Portuguese and Spanish study plans of the Degrees and Diplomas in Political Sciences and Public Administration show a great variety of options in what concerns the percentages of participation of the different scientific and knowledge areas. As in Portugal, where the Administrative Science area has a rather large weight in the core of the Degree in Public Administration of University of Minho; in Spain, only the Diploma in Management and Public Administration of the University Complutense, in first place, and the same diploma in the Universities Carlos III

and Rey Juan Carlos of Madrid and Vigo obtain core teaching loads of similar importance. We can observe then the still scarce presence of these areas of knowledge in qualifications of completely related character, being therefore the path to walk long and not free of complex curricular negotiations.

As a sample, we show the conclusions in a summary scheme of the two qualifications which are more similar between the two neighbour countries of the Iberian Peninsula: the Degrees of Management and Public Administration of University of Minho and of the University of Vigo (Pontevedra); not only for the geographical proximity (both are in a ray of 100 km), but also because of contents affinity (Administrative Science) and research lines (public management and public policies), as exposed in the following tables:

**Table 4 – Scheme of the Degrees of Management and Public Administration**

	<b>PORTUGAL UNIVERSIDADE DO MINHO</b>	<b>GALICIA UNIVERSIDADE DE VIGO</b>
Structure	4,5 years	5 years
Entrance Age	18 years	18 years
ECTS:	270 credits	202,5 credits <sup>5</sup>
Degree	4,5 years	3 years

Source: Adappted from to the structure of the Study Plan of the course of Management and Public Administration, Universidad de Vigo (11-8-1999) and Study Plan of the course of Public Administration, (2001).

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<sup>5</sup> Nowadays has not been implemented the ECTS model in this Diploma.

**Table 5 -- Distribution of Scientific Areas of the Degrees in Management and Public Administration**

Scientific Subject	Degree in Public Administration (Univesity of Minho)	Degree in Management and Public Administration (University of Vigo)
Economics	11%	28%
Law	6%	26%
Administrative Sciences	44%	-
Sociology	-	11%
Political Science	16%	21% <sup>6</sup>
Statistics	-	4%
Others	-	10%
Management	14%	-
Mathematics	9%	-

Source: Adappted from to the structure of the Study Plan of the course of Management and Public Administration, Universidad de Vigo (11-8-1999) and Study Plan of the course of Public Administration, (2006).

## 5. Conclusion

In conclusion, we can state that the teaching in Public Management in the last decades deserved great attention from the academic community in Portugal and Spain. The data show that the Administrative Science has consolidated through the years in both countries. Nevertheless, we have to mention that, as a result of the differences in the political and administrative system and the direction which the administrative reform process had in the two countries, the training programmes reflect that path.

However, there is a significant difference in the development of the Administrative Science in university degrees. In Portugal, there is a bigger diversity in what concerns scientific training areas, even existing a reinforcement of the Administrative Science area with the adjustment of the degrees to the Bologna process, which seems to indicate the strengthening of the autonomy of this area of knowledge. In Spain, the Administrative Science maintains a strong connection with the Political Science.

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<sup>6</sup> Included in this Scientific Subject others like Management and Administrative Sciences.

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