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INTELLECTUAL OUTPUT 5

METHODOLOGICAL FRAMEWORK FOR DEVELOPMENT OF COMPETENCIES RELEVANT FOR PRACTICE

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Preamble

The main objective of the output is to identify teaching and learning approaches that combine theoretical and scientific knowledge on the one hand with practice-oriented action on the other. It represents an output of a research work on competences needed for practice. The output aims to provide teaching content as well as approaches to improve the knowledge and skills of graduates of PA programs that are needed in practice.

PART 1 – CONTEXTUAL FEATURES OF THE PROPOSED FRAMEWORK

1. Introduction

Before developing a methodological framework of competencies relevant to practice, insight will be provided into how PA is perceived as a discipline. This discipline is still characterized by the goal of raising awareness about it, rather than its methodology. An argument has thus been made that the study of the object itself should be given priority over any proposals relating to its method. In this view, PA is not a discipline in the "conventional sense" because at its core there is no mutual conditioning between object and method, a feature of the other sciences. This explains why approaches and methods from other social sciences are used in its field of knowledge, as the object of study takes precedence over the method. This does not mean that methodology is irrelevant to PA, but merely that greater importance has been attached to the analysis of the object of study than to the question of methodology.[1] This generates an important prelude to understanding also how PA is and should be taught.

Although there is an ongoing struggle, or in other words an effort, to standardize the teaching of PA, and despite several decades of Europeanization of HE, there is no single European model for the teaching of PA. Nor is there a unified model of public administration in practice, even though there is an expansion of the European political and administrative space in European countries and a pressure for convergence of the public sector. However, developments over the last thirty years have shown that PA doctrine has become Europeanized in two ways. First, PA programs now project European content into their curricula. Second, and more importantly, the Europeanization of PA has emerged as a shared understanding of the quality of a discipline that necessarily remains context-bound by its national, local, and international dimensions. Despite the growing European administrative and policy space and the push towards harmonization of European higher education, there continues to be a diversity of PA courses across Europe. This divergence is reflected in variations in the academic sponsors of the programs, the labels of the

[1] Guerrero-Orozco, O. (2014). Methodology in Public Administration (March 31, 2014). Available at SSRN: https://ssrn.com/abstract=2418266 or http://dx.doi.org/10.2139/ssrn.2418266

programs, their duration and their clients. This diversity may be attributed to some extent to the wide discretion that nation states still have in organizing higher education, and to the autonomy that PA academics have in the subjects in which they specialize. The diversity may also reflect the necessary attention PA programs pay to the employability of their graduates in local and national contexts. The results from Western Europe show that Europeanisation is more the result of the transnational activities of PA scholarly networks in Europe, encompassing a common understanding of the quality of PA programs in Europe, and to a lesser extent the Europeanisation of content. [2]

2. Current status of PA teaching in CEE countries

The same findings are found for the development and status of PA teaching and programming in CEE countries studied in IO1 and IO2 of the project. In summary, the historical background of PA education differs across the CEE countries, also reflecting the different political and economic contexts of these countries prior to the 1990s, and this can serve as a starting point for examining the development of PA education after the transition processes of the 1990s. We can work out from the cross-country comparisons that the historical context has an important influence on the development of PA education during the last thirty years. Therefore, we can conclude the existence of path dependency. The existence of PA education before the 1990s is an important factor in shaping the current content of PA education, as can be observed in the group of countries with such a tradition. Since in these countries PA education was largely linked to (administrative) law, and this was often due to the existence of teaching staff, even after the transformation curriculum development was often supply-based. In contrast, the evidence suggests that in countries where there was no specific PA education prior to the 1990s, this has led to a much more pluralistic design of PA education over the last three decades. This suggests that the existence of PA education prior to the 1990s acts as a catalyst for the development of PA education, with countries where there was no prior education showing much more freedom in shaping the focus of education in this area.

In this context, the influence of the PA ideologies that have emerged should not be neglected, as PA education has changed dramatically in recent decades, as reported. Although the path dependency has been significant, the programs have also changed due to the influences of the ideologies of New Public Management, New Public Governance, etc. Nevertheless, there are the variations in how much influence these evolving ideologies have had. In summary, this practice was much more readily adopted in countries where there was no pre-existing PA education, although some contextual factors were also important, including the positioning of PA programs

[2] Brans, M. & Coenen, L. (2016). The Europeanization of Public Administration Teaching, Policy and Society, 35, 4, pp. 333-349.

within academic fields that clearly called for differentiation in the form of increased multidisciplinarity and a clear departure from previous fields that embraced PA.[3]

Comparing these results with Western Europe, it can indeed be seen that no particular national models emerge from the curriculum content. But unlike CEE, Public Management programs occur throughout the region, and both governance and public policy are present in the majority of programs. The majority of programs show a mix of content in which PA is taught in a broad sense, including management, administration, governance, and public policy, spiced with some variations in response to particular client groups or faculty specializations.[4]

3. PA education uniformity and practical orientation in CEE countries

The implication of the above is that there is a lack of uniformity in PA education across CEE countries, where the country context is the main factor in shaping the structure and content of programs, in some cases even creating new 'sciences'. Thus, although one would expect that there would be some convergence in PA programs after three decades in which the transition began, it can even be argued that these programs are now more diverse. This would give internalization and/or international accreditation a special role in reshaping and reversing the processes of divergence in the future. Another challenge is the perceived consolidation of PA programs in these countries due to various factors (e.g., suboptimal fragmentation, demographics, declining popularity and demand, etc.) that would affect the number and structure of programs in the future. This would support convergence efforts, but at the same time negatively affect the perceived market impact of the programs.

The second issue addressed is the relevance of PA programs and teaching to practice. Within IO1, analyzes of the selected partners' programs were conducted, with extensive competency screening. On this basis, six key findings can be extrapolated.[5] First, what IO1 has pointed out, with the institutional analyses performed on PA education, is that PA programs should develop a more competency-based education approach that allows students to advance competencies that might better prepare them to deal with daily public administration challenges, handling public policy issues or delivering executive function. The second key lesson delivered from the analyses is that PA encompasses very different tasks and professions and the critical competencies vary depending on the profile of the public organizations, the specific position and the particular

[3] Pevcin, P., Špaček, D. & Klimovsky, D. (2019). Public administration education in the CEE countries: how has it developed during the recent decades. NISPAcee journal of public administration and policy, 12, 2, pp. 217-232.
[4] Brans, M. & Coenen, L. (2016). The Europeanization of Public Administration Teaching. Policy and Society, 35, 4, pp. 333-349.
[5] PAQUALITY - O1 - Assessment of Methodology and Materials of Public Administration Teaching and its Relevance for Practice. Analyses of practical relevance of programmes' competencies. Available at: https://www.nispa.org/paquality.php?proj_id=16&sid=1891.

responsibilities and activities of individuals in the position. When developing a training program, it is important to determine to what type of professional the university wants to train and which specific position and then identify the competencies are most essential for that position, which generates a challenge for uniforming. Alternatively, more multidisciplinary approaches are warranted within individual courses, taking into account not only the content but study methods and all program stakeholders' cooperation. Third lesson delivered stresses that PA education should utilize more the idea of dual education system, which combines long-term apprenticeships in one of the PA organizations and a theoretical learning part at the university.

Fourth lesson stresses the potential for the development of policy/change labs, where an advisory role for PA is fostered, which will create an active environment and facilitate exchanges of ideas. Fifth lesson stresses the role of practice/internships, i.e. the fact that higher levels of competences could be developed in practice, this support the principle learning by doing. This could be done either through existing or new courses, also via new forms of assignments, case studies focus and/or different methods of tuition, also involving cross-disciplinary learning, where courses start with problems, and their main purpose involves finding solutions. This problem solving approach in teaching could be prepared through faculty projects merging various competences and disciplines in collaboration with employers. Sixth lesson addresses the necessity to address the so-called "soft" competencies, which are difficult to be taught in the classroom, so focus there is more on the self-learning of this competencies.

Notwithstanding, an important issue addressed by the development of the competency framework is the issue of enrollment, as the majority of PA programs, regardless of continent, face challenges in enrollment numbers. The development and implementation of new, contemporary teaching methods can increase the career opportunities of first-year students, which may lead to an increase in enrollment.

4. PA programs' core competencies

Thus, it is generally accepted what PA programs should generally include to provide the competencies needed to work in PA. However, the challenge remains in structuring these competencies according to the different cycles that PA programs have, and more importantly, given the purpose of the research within the project, in what ways PA should be taught to achieve these competencies needed for practice. Modern PA teaching approaches include theory-practice studies and methods that professors commonly rely on to ensure the integration of theory and practice objectives in course lessons.

The need for building impact skills in PA curricula isalso increasingly emphasized in the literature due to the new emphasis on outcomes assessment in academic programs. Outcomes

assessmentpromotes a focus on the expected values and skills of graduates, i.e. 'the product', as a means of designing curricula and assessing their success. This takes the form of professional values and practical knowledge and skills required for successful work in public organizations andfor meeting the interests and needs of modern democratic societies. It is important to emphasize that there is a widespread belief that PA programs, especially at the master's level, should generally not be research-oriented, as few of the quantitative (research) skills are actually used within PA employment. Quantitative analysis techniques are importantfor PA training, but it should be noted which techniques are actually taught - they are useful in practice, but mainly to be used and understood in applied research.[6]

The teaching of theory and methods in PA should thus focus on theoretical competence, which means that graduates become "reflective practitioners." This means that they not only know PA as a field of study or research, but also have skills to meet needs in PA. Some authors here recognize the context of the paradigm shift in public administration, i.e. the move towards network governance as a new form of governance, and emphasize the importance of negotiation and persuasion for public sector organizations as a means of exercising their leadership. This, then, includes the political management skills at the core of the public value paradigm. For the teaching of PA this means starting with practice and working your way up, rather than starting with theory and working your way down.[7] This becomes all the more important in light of evidence reported in previous IO's that some degree of so-called supply-driven teaching exists, meaning that graduates are taught what teachers can teach, not what they really want or need for their future profession.[8]

NASPAA has provided the list of core competencies for PA, which are: to lead and manage in public governance; to participate in and contribute to the public policy progress; to analyze, synthesize, think critically, solve problems and make decisions; to articulate and apply a public service perspective; to communicate and interact productively with a diverse and changing workforce and citizenry.[9]

Based on and upgrading this, Tuning-PA has provided list of six clusters of competencies for PA, specifically acknowledging the European context. These clusters include “competences to manage in public governance”, “competences to participate in and contribute to the policy and

[6] Waugh, W.L., Hy, R.J. & Brudney, J.L. (1994). Quantitative Analysis and Skill Building in PublicAdministration Graduate Education. Public Administration Quarterly, 18, 2, pp. 204-222.
[7] Wu, X. & He, J. (2009). Paradigm Shift in Public Administration: Implications for Teaching in Professional Training Programs. Public Administration Review, SI, pp. S21-S28.
[8] Nemec, J., Larionov, A. & Hintea, C. (2017). National Curricula (Standards) in Public Administration (?). NISPAcee Journal of Public Administration and Policy, 10, 2, pp. 155-169.
[9] Shevchenko, A. (2016). The Essence and Structure of Masters' of Public Administration Core Competencies in the USA. Comparative Professional Pedagogy, 6, 3, pp. 62-68.

administrative processes", "competences to articulate and apply a public service perspective", "competences to communicate and interact productively in the public domain", "competences to analyze and to solve PA related problems by applying appropriate scientific methods", and "competences to understand the public domain".[10]

Our approach is not to question these competencies, but to focus on the innovative approaches to provide a roadmap for the delivery of curricular content and methods that enable these competencies to be positioned within their practical relevance. This means that we intend to provide insight into how to design the teaching of PA that is innovative, contemporary and relevant to the practical needs of graduates.

5. Nature of teaching PA

We assume that, based on the principles of postmodern fields of study, teaching PA should continue to draw on multiple disciplines that span the spectrum of hard-pure, hard-applied, soft-pure, and soft-applied sciences. Thus, PA's teaching domain can best thrive as a multi-, inter-, or trans-disciplinary field to provide integrative knowledge capable of dealing with the complexity of problems, issues, and phenomena without having to simplify them. In essence, PA teaching and research works at the intersection of multiple disciplines and a range of practical PA requirements, and PA should be seen as an interdisciplinary field rather than a traditional academic discipline, primarily for practical reasons.[11]

Teaching of PA is further complicated by peripheral macro (i.e., global) and micro (i.e., national) trends that must be considered. PA Given the above characteristics, teaching should fundamentally equip graduates with the kind of competencies that will enable them to become "flexible generalists" to deal with existing governance challenges. To achieve this, there are two options for teaching PA. These options can be seen as "extremes" for teaching PA and teaching the above competencies, i.e. strong discipline-weak interdisciplinarity approach versus weak discipline-strong interdisciplinarity approach.[12]

"Strong" disciplinarity refers to a situation in which students are actively anchored in a discipline. This anchoring has a breadth dimension and a depth (i.e., theoretical) dimension. "Weak" interdisciplinarity means that the linking of disciplines is not the main focus, but rather

[10] Reichard, C. & van der Krogt, T. (2014). Towards a set of specific competences for academic degree programmes in Public Administration in Europe, Paper for Working Group VIII on Public Administration Education at the 22nd NISPAcee Conference in Budapest, 22. 24 May, 2014.
[11] Thomson, P. & Walker, M. (2010). The Routledge doctoral student's companion: Getting to grips with research in education and the social sciences. New York, NY: Routledge.
[12] Van der Waldt, G. (2014). Public Administration teaching and interdisciplinarity: Considering the consequences. Teaching Public Administration, 32, 2, pp. 169-193.

supportive - to open up broader perspectives for students. In this case, then, there is collaboration between disciplines, but limited integration. The cross-disciplinary outcomes are not intended to integrate the disciplines, but merely to facilitate collaboration between them. In this option, the outcomes are formulated in such a way that they cannot be achieved without collaboration between the disciplines that are intertwined in the curriculum. In contrast, "weak" disciplinarity refers to a situation where interdisciplinarity is the primary focus (intended outcome) of the curriculum. The disciplines typically become a means to an end, and students are not exposed to disciplinary foundations and theoretical depth. Instead, the curriculum is designed to require disciplines to integrate content aimed at mastering interdisciplinary outcomes. Thus, there is intentional collaboration and strong integration between disciplines. The interdisciplinary outcomes aim to articulate the consequences and outcomes of interdisciplinarity. The focus is on project-based learning and on specific questions.

However, there is also a hybrid option based on the proposition that students cannot fully benefit from interdisciplinary studies until they acquire a solid foundation in the various disciplines that interdisciplinarity seeks to bridge. An interdisciplinary curriculum should only be used when the nature and complexity of the problem reflects the need to overcome fragmentation and construct knowledge in such a way that comprehensive "answers" to the problem can be found. The ideal situation in curriculum design may therefore be a hybrid option, according to which the case for interdisciplinarity is optimally accommodated within the outcomes of the course or qualification. In this respect, students should have a range of curriculum experiences that reflect both a disciplinary and an interdisciplinary orientation.

Putting the above in context, it can be argued that the first approach might be more appropriate for teaching PA at undergraduate level (first cycle), the hybrid option at masters level (second cycle) and the second option at doctoral level (third cycle). Taking this into account and assuming that we focus on the second cycle of studies, our framework would thus develop a roadmap for PA education based on the hybrid option.

PART 2 – METHODOLOGICAL FRAMEWORK FOR GENERATING PA COMPETENCIES RELEVANT FOR PRACTICE

1. Framework Methodology

IO5 of the project upgrades all four IO's, but the main input to the production of this output is based on the analyzes carried out within IO1, and partly within IO2. As the studies in IO1 were conducted using quantitative analyzes, this IO relies mainly on the qualitative analyzes and qualitative methodological approaches. We justify this methodological position with the results of IO1, which in general indicate a great diversity of existing PA programs in the region CEE, with differences in the course of development also observed.

The basis of our research concerns a deep understanding of the topic under study, relying heavily on individuals who are able to provide rich accounts of their experiences, and these experiences are used in particular to finalize the outcome during the Varna workshop. As only a small number of individuals will attend, we intend to sample by importance rather than frequency, so the research question addresses what is the most appropriate way in terms of methods and content to teach PA. Thus, a purposive sample is used, which refers to the deliberate selection of certain individuals, attitudes and experiences because they can provide crucial information that cannot be obtained as well through other channels.[13]

In this IO we deliberately focus on competency orientation, i.e. focusing on students' competencies in higher education. This approach is well established in educational research[14],and aims to more closely align higher education programs with the competencies expected in the workplace. The goal, then, is to consistently align degree programs with learning outcomes, and the identification of the competencies that graduates of degree programs should be able to demonstrate shows a shift from input orientation to outcome orientation.

The approach used here is to promote the establishment of a methodological competency framework to build consensus and promote standardization. Although PA education might be one of the most difficult areas to standardize, this endeavor attempts to follow this logic. This is represented by the so-called functional approach[15], and methodological framework developed accordingly should at least attempt to reflect standards - a defined level of performance expected

[13] Methodological frameworks and sampling in qualitative research. Available at: https://www.oup.com.au/__data/assets/file/0015/132018/9780195523911_SC.pdf.

[14] Baumgartner, A. et.al. (2018). Development of application oriented competency frameworks: Empirical findings from the validation of such a framework by means of an employer survey. The Journal of Competency-Based Education, 3, https://doi.org/10.1002/cbe2.1177.

[15] Mills, J. et.al. (2020). Proposing a re-conceptualisation of competency framework terminology for health: a scoping review. Human Resources for Health, 18, https://doi.org/10.1186/s12960-019-0443-8.

of an employer. In our case this means being able to work in a professional position in public administration. To make this clear, we will focus on developing a framework that is primarily concerned with what performance looks like in the context of a profession (i.e., functional approach) rather than how performance is achieved (i.e., behavioral approach), although we will not completely neglect the second aspect.

2. Renovation of teaching PA

2.1.Content dimension

In practice, however, as the results of our project and other studies show, the teaching PA is strongly influenced by the numerous different approaches as well as the existing paradigms, which, in addition to the national contexts, generates a diverse structure and content of the existing programs (e.g. traditional administrative-bureaucratic, New Public Management, New Public Governance). However, the divergence of paradigmatic orientations, embeddedness in particular disciplines, or institutional/personal thematic preferences may also be an indicator of several potentially negative effects. First, a strong, single paradigmatic orientation to teaching may risk isolating students from competing approaches that may be critical to their subsequent careers. Second, cross-sectoral interests in PA education, often observed through the entry of a significant percentage of students, particularly at Masters level, whose inspiration and career paths lie outside the public sector, can lead to the popularity of paradigms that downplay the distinctive characteristics of the public sector. However, this has a detrimental effect on the interest of the original target group of students - those who intend to continue their careers in PA. Finally, the uncritical adoption of paradigms from other environments may have little practical relevance to a particular country or situation where the functioning of administration tends to follow the ideas of other paradigms (e.g. traditional-bureaucratic vs. new public management paradigm).[16]

In this context, the above authors propose a version of a synthetic theoretical framework to deliver PA lessons. At its core are the values of the public sector, to which three key components - structure, resources and processes - are related. These three elements represent pedagogical focus of professional training: theories, practices, and professional skills. Values are those providing a society's normative consensus about goals that should be pursued by PA, and they tend to be shared equally by all paradigms. They often serve as criteria to measure outputs or outcomes produced by PA.

[16] Wu, X. & He, J. (2009). Paradigm Shift in Public Administration: Implications for Teaching in Professional Training Programs. Public Administration Review, SI, pp. S21-S28.

Hereafter, structure serves both as a constraint on the actions and behavior of public organizations and as a source of innovation in the sector. It is also an area where defining characteristics of different paradigms can be found. Resources are the inputs that public organizations use, with paradigmatic orientations differing in terms of resource availability, internal or external focus on acquisition and allocation, etc. Processes are the prevailing patterns of interaction between individuals, groups and organizations that can contribute directly or indirectly to the transformation of inputs into outputs. These include processes concerned with the internal environment, such as planning, organizing, coordinating, controlling, and decision-making; processes concerned with the external environment, such as policy processes, collaboration, lobbying, etc.; and processes concerned with determining and measuring public values, such as public consultation and benchmarking, evaluation, etc.; the role of different paradigmatic orientations in shaping these processes is also evident. In this context, a comprehensive approach enables graduates to assess the strengths and weaknesses of different paradigms, as well as their complementarities.

2.2.Dimension of teaching methods

If we anticipate the attractiveness of the hybrid option for teaching PA mentioned above, this option involves the development of interdisciplinary units of study or modules. The roadmap should include selecting a focus or thematic topic, generating ideas or connections between related topics, establishing guiding questions for the scope and sequence of the unit of study, and designing activities to meet the goals of the unit. To address these issues, tutors should design features for curriculum design, including a scope and sequence, a cognitive taxonomy to promote thinking skills, behavioral indicators for attitude change, and a robust assessment scheme. Tutors should then facilitate both disciplinary and interdisciplinary experiences for students in the curriculum.

Some teaching methods are better suited to interdisciplinary teaching PA, such as case studies, experimental/experiential learning, problem-based learning, team teaching, and comparative public administration. Therefore, our proposed framework would involve developing themes around the contemporary challenges of PA, developing both disciplinary foundations and interdisciplinary perspectives and solutions to the specific challenges, and then proposing the most appropriate teaching method. In essence, the aim of this work is to bridge the two main existing approaches and develop a methodological framework that would support the teaching of PA, particularly at Masters level.

First, we begin with Comparative Public Administration (CPA), which is the study of administrative concepts and processes across organizations, nations, and cultures. The main purpose of CPA is not only to identify similarities and differences among administrative systems

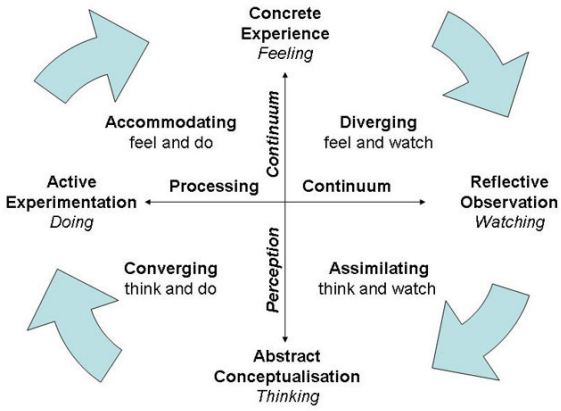
and functions, but also to establish general patterns and to discover and define successful or unsuccessful practices. An interdisciplinary approach could guide graduates to gain a broader perspective on such patterns and practices.[17]

From this, the strong argument is derived to implement Problem-based Learning (PBL) in teaching PA in order to achieve competencies that are relevant to practice. The literature highlights the following five principles that should guide PBL problems and/or cases, i.e. learning outcomes should be holistic and not separated by narrow disciplinary boundaries; problems should reflect professional practice; problems should be ill-structured; and problems should be contemporary.[18] Designing PBL cases or problems can be challenging. Each PBL problem should have a decision element where students must make a decision and justify their decision. Problems should be ambiguous and can be designed in multiple stages that provide new information as the course progresses. Problems should be complex enough to allow all group members to collaborate and participate. Finally, the cases should connect the course concepts and objectives. One of the challenges for PBL is identifying problems for students; ensuring that problems are holistic, ambiguous, current, and connected to course objectives. The advantage of unstructured or ambiguous problems is that they mimic real-world problems, which are often ambiguous, messy, and dynamic. The problems should also be contemporary. The MPA program provides an excellent context for implementing PBL because public administrators and managers must solve problems and make decisions every day, often with incomplete information.

Another group of methods for practice-based teaching PA comes in the form of Experiental Learning (EL). EL can come in the form of traditional internships, professional projects, professional portfolios, or even service learning if we focus on the PA program perspective. However, these forms are not excludable. The first is more traditional, but it is often absent, particularly in master's programs, where students are assumed to already be working. However, the last three options tend to be more appropriate in this context. Practice classes should focus on professional projects and internships. In the classroom, professors' lectures should include real-world scenarios and application of public administration theory to help students become problem solvers in the public workplace.

Kolb conceptualized experiential learning in the following framework.[19]

[17] Van der Waldt, G. (2014). Public Administration teaching and interdisciplinarity: Considering the consequences. Teaching Public Administration, 32, 2, pp. 169-193.
[18] Goodman, D. (2008). Problem-based Learning in the MPA Curriculum. Journal of Public Affairs Education, 14, 2, pp. 253-270.
[19] Kolb's experiental learning cycle. Available at: https://www.simplypsychology.org/learning-kolb.html.



The characterization of the EL approaches are:[20]

- Internships are used to bridge the gap between classroom learning and basic practices in administrative careers. Students are exposed to the characteristics of the work environment and learn to use soft skills (interpersonal talents) and hard skills (research, problem solving).

- Professional projects involve working in the community in a public organization to solve a problem; presentations (panel, instructor only) and peer review assessment tools can be useful to evaluate the appropriateness of the project and the quality of the work performed by the student.

- Professional Portfolios require students to collect documents (letters from organizations, others) and analytical work of issues facing public organizations and make presentations using Power Points, and/or collect the work over the semester. The portfolio is designed to develop competencies required in public service professionals.

- Service learning is likely to enhance understanding of course material. This is typically accomplished through immersion in service activities that require students to apply the course material to real-life situations in the workplace. It represents another mechanism by which students learn, and in addition to reaching auditory and visual learners in the classroom, service learning involves the application of concepts, i.e., it represents "learning by doing." Most know this type of learning as "kinesthetic" or learning by touch. Service-learning projects are often assigned within a particular course and require

[20] Garth-James, K. (2017). Exploring Experiential Learning (EL) in Masters of Public Administration Programs. American Journal of Educational Research, 5, 10, pp. 1009-1016.

the participation of faculty, students, and outside organizations. While an internship focuses largely on student education and on-the-job experience, service learning serves as a mutually reinforcing relationship that focuses on the surrounding community. Internships typically offer more immersion in workplace scenarios because they require more hours from students, but service learning offers more focus on a specific problem facing a public organization. Internships are often done alone, service learning projects encourage group work, and they also have the classroom component and are much more close-knit and focused. The EL approaches are worthwhile in helping students gain hands-on experience for learners without on-site work experience. It also provides an opportunity to address some of the students' perceptions of what is wrong in PA and how to make public organizations work effectively and cost-efficiently, while allowing them to discover problems and possible solutions.[21]

- Very similar to experiential learning is experimental learning, which is concerned with familiarizing graduates with the role model of the public manager. Here, the need for practical reflexivity in curriculum design is emphasized, and the pedagogy proposed for this endeavor is referred to as "experimental management." This method requires graduates to conduct experiments in public organizations and then reflect on and analyze their results using concepts taught in the curriculum.[22]

[21] Gerlach, J. & Reinagel, T. (2016). Experiential Learning in MPA Programs: A Case for Complementarity between Internship and Service Learning Requirements. PS: Political Science & Politics, 49, 1, pp. 132-138. doi:10.1017/S1049096515001158

[22] Van der Waldt, G. (2014). Public Administration teaching and interdisciplinarity: Considering the consequences. Teaching Public Administration, 32, 2, pp. 169-193.

PART 3 – OUTPUTS FOR THE METHODOLOGICAL FRAMEWORK GENERATED BY THE VARNA WORKSHOP

1. Introduction

The main aim of this output is to develop skills relevant to practice. Besides the role-preparatory activities and the pre-developed induction scheme and framework, this intellectual output is also based on the results of the workshop in Varna. This workshop was based on the analyzes of the current PA programs and their relevance to practice. The main objective of the activity is to identify teaching and learning approaches that combine theoretical and scientific knowledge on the one hand with practice-oriented action on the other. To achieve this goal, the working group will focus on innovative teaching and learning methods, assessment methods, resources and competences that lecturers need to support students in developing skills and competences in public administration that are relevant to practice.

The methodology of competency-based curriculum development will be used. This will link theory to practice and bridge a gap between the competencies needed in practical work in public administration and those taught in educational programs. Therefore, the review of the value of core competencies of study programs in PA for practice is explored when relevance to practice is claimed. The development of competency-based curricula is based on the fact that the outcomes of the competencies drive the goals of the curriculum and the programs have a learner-centered orientation; therefore, the identification of specific competencies of public administrators is necessary to develop effective and appropriate curricula.

As the research has shown, the discrepancy was found in the so-called program-specific/ PA generic competencies as well as soft competencies/ pervasive skills that relate to practical work in PA but are not necessary and relate to the knowledge of PA.

To specify for the first dimension, following Bloom's taxonomy + PA general framework/competencies, PA /PM MA graduates currently often do not reach the higher levels of the pyramid (they acquire knowledge, mostly understand relevant issues, are able to apply theory in practice, but struggle with several dimensions of analysis, evaluation and design). Since MPA programs should primarily offer these levels to help improve PA practice, also in line with employer expectations, it seems worthwhile to consider these learning outcomes in particular. Regarding the revised Bloom's taxonomy as of 2001[23], moreover, conceptual and metacognitive knowledge about theories, principles, generalizations, strategies, etc. is particularly relevant to MPA programs as an upgrade over factual and procedural knowledge.

[23] https://cft.vanderbilt.edu/guides-sub-pages/blooms-taxonomy/.

Currently missing, but important general competencies to be included at PA would therefore be, for example, that students know how to:

- evaluate public policies and legislation analytically and critically in order to improve them;
- be able to plan sectoral public policy, legislation and strategic management through coordination between different sectors (e.g. to overcome conflicts of interest such as economic development vs. environmental protection);
- develop better regulation and public policies;
- be able to argue and defend their opinions, proposals and reasons;
- evaluate and develop innovative mechanisms of participatory and collaborative public administration.

For the second dimension, specify that general/specialist competencies are neither subject nor program specific, so they are important but should not be neglected, only if we focus specifically only on PA, as they are still relevant to the PA practice dimension. These competencies are sometimes referred to as pervasive skills. These, following the definition taken from various competency frameworks[24], include ethical behavior and professionalism (i.e., protecting public interests, acting with honesty and integrity, exercising due care, being objective and independent, avoiding conflict of interest, protecting the confidentiality of information, enhancing the profession's reputation and adhering to professional conduct); personal attributes (i.e., demonstrating self-management and leadership, taking initiative and showing competence, adding value in an innovative manner, managing change, treating others in a professional manner, understanding the national and international environment, being a life-long learner, being a team member and demonstrating time management); and professional skills (i.e., critical thinking, problem-solving, effective communication, supervising and managing, understanding the impact of information technology etc.).

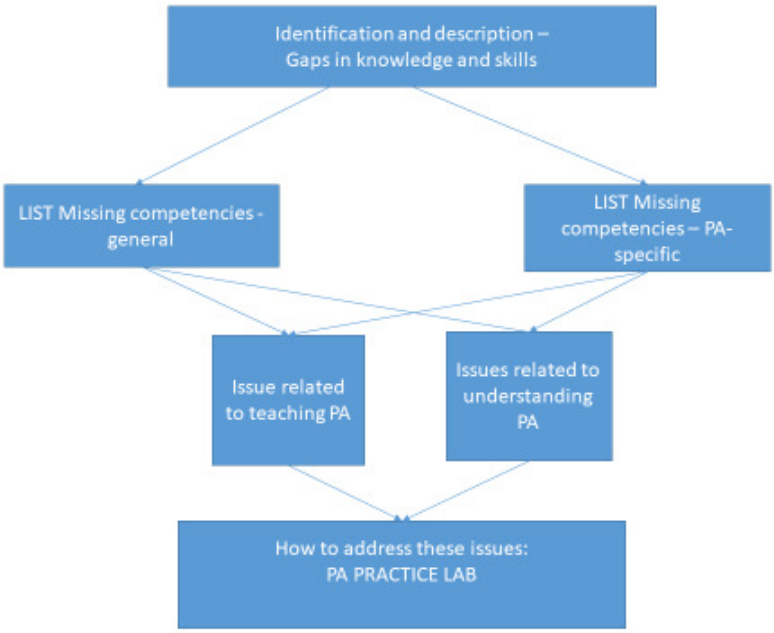
2. Know-do gaps acknowledgement

Based on this, we tried to cover both dimensions, that is, to focus on the competencies needed in practice PA and to integrate their teaching as much as possible. Thus, we started the journey by identifying topics relevant to experiential learning. As a result, an application of appropriate teaching and learning methods was pursued, with the proposed mix of these methods aimed at improving the levels of competences relevant to PA practice, thus avoiding perceived 'know-do' gaps between PA teaching and practice.

[24] See, e.g., https://www.accountancysa.org.za/influence-the-development-of-pervasive-skills/#:~:text=Pervasive%20skills%20are%20the%20so,and%20harmoniously%20with%20other%20people'.

Evidence suggests that for both types of these competencies or skills, one of the effective teaching methods in the form of various EL techniques are of great value as the studies suggest that they contribute significantly to professional development. So this obviously suggests that if we use EL we can address both softer competencies and program specific competencies at the same time, which was a theme raised during the workshop and a theme to be delivered to maximize the impact of the project.

Essentially, the logic of the output in the results session roughly follows this structure, as shown in the image below.



2.1.Gaps in PA-related general competencies

Consequently, the first phase of activities involved identifying and describing the relevant issues that preoccupy the practice of PA and thus should form the input for problem definition and formulation of experiential learning and problem solving. The identified issues are presented in the table below.

Issue /Challenge / Problem (number of revelations in brackets)	**Problem/effect description**	**Guidelines for potential problem-solving direction**
	sub-optimal size problems of small municipalities (in terms of their capacities, compliance with law, quality of services,	horizontal cooperation, outsourcing, utilization of shared services and responsibilities.

Capacity and capability Effectiveness and Efficiency of PA (8) Excess demand for certain public services. E.g. health care	undeveloped potential of inter-municipal cooperation	
	lack of analytical units or professions / approach within PA from Local to Central Government	Increasing necessity for critical and analytical thinking, directed at solving of interdisciplinary problems of PA, incl. at the development of strategic and policy documents
	Lack of planning skills Fire fighter management approach (reactive, not proactive	Proactive instead of Reactive Creative behavior *Entrepreneurial mind-set development*
	overall managerial capacity of PA sector managers	bridge manager mindset to contemporary managerial tools and instruments, in order to deliver innovations in the overall management, structure of processes and to line-up with best practices
	Coordination - Intergovernmental relations Lack of coordination between administrative layers or same layer	
	Collaboration – silo effect	
	Excess demand for certain public services. E.g. health care - creates pressures for waiting lines and waiting lists, as supply cannot meet demand.	Rationalization is required, but the problem remains for government, service providers and users, leading to issues in following public interest. Problem solving requires complex measures and interventions.
	Increasing diversity of residents - generates pressures for diversification of the content of services (form, language etc.), which affects uniformity in service delivery modes, increases inputs and costs.	Involvement of external stakeholders is required – e.g., NGO's etc.
Politics and not evidence based policy making; non-participatory decision-making (7)	Populist politics and not long-term consistent polices are delivered, huge costs for the nation.	
	politicization of PA, authoritarianism	
	lack of continuity in the public policies implementation Increasing necessity for policy impact assessment	
	Lack of data / databases to fundament decision making /gauge the importance of certain problems	
	Lack of transparency and citizens/business/NGO participation in the regulatory cycle of adopting (better!) legislation, e.g. public	Transparent procedures / practices Public consultation Citizen engagement

	consultation or citizens engagement is limited to publishing drafts for 2-3 days instead of true civic engagement according to OECD and EU guidelines and national resolution and rules	
	Difficulties in engaging the civil society in the process, the practice is to passive inform the society, but not to enhance the active awareness, which is related to pure communication plans and instruments, as well	enhance active awareness
	Lack of transparency in disclosing information in a usable manner	
Lack of strategic planning & management (4)	low quality or just formal use of strategic plans, • plans lacking evidence-based approach and the use of associated methods, • priorities are not well argued, • absence of inner lines of thought between analytical and implementation parts, e.g. problem => solution, • implementation part is often too general lacking concrete measures, • indicators are usually output and not outcome oriented, • lack of differentiating between making strategic plan and strategic planning or between strategic planning and strategic management, formal use of strategic plans - usually a static exercise without dynamic features required for strategic management	evidence-based approach use of associated methods
	Regulatory quality or robustness and scrutiny of regulatory system	high administrative burden, high level of scrutiny, sometime absence of rationality or adequacy in the system
	limited innovation capacity (limited to adoption of good practices)	Involving universities, research, innovative companies and society

Corruption (3)	formal measures to combat corruption are issued, but the real risk of sanction is very limited issues with public procurement	
Level of development of e-government / Digitalization (3)	Slow development Approach is not systemic in terms of interdisciplinary problem solving Lack of / databases not inter-connected	Digital transformation simultaneously providing legal grounds, introducing IT solutions, civil servant trainings and external promotion Need of qualification and prequalification of the employed in the PA domain in terms of their essential and digital skills
E-government / Digitalization (3)	Slow development Approach is not systemic in terms of interdisciplinary problem solving Lack of / databases not inter-connected	Digital transformation simultaneously providing legal grounds, introducing IT solutions, civil servant trainings and external promotion Need of qualification and prequalification of the employed in the PA domain in terms of their essential and digital skills
Issues specifically revealed by COVID-19 pandemic (3)	Impact on local budgets, delivery of public services, decision-making, communication of measures	
	not sufficiently flexible yet sound general legislation on civil service (working remotely) and admin procedures towards parties (to be run online predominantly but are only partially digitalized with questionable legal grounds and interpretations)	
	Increasing social, economic, organization and technological uncertainty	

The second stage of the process focused on identifying know-do gaps that can be attributed to the lack of knowledge and skills in the various sub-areas of the PA discipline. These know-do gaps are summarized in the following table.

GAPS IN PA GENERAL COMPETENCES RELATED TO	**Specification of gaps - description**	**Description of possible activities**
POLICY-/LAW-MAKING	developing participatory/collaborative	Students work in groups of 4; there are pairs of groups that participate on a chosen subject

	governance	pro & contra – debate and simulation
	complex and rapid decision-making (conduction regulatory/admin/procurement procedures, work-flow processes in PA)	Focus is on stakeholders facing problems regarding application of procedural law in individual life events. Interpretations of law in these cases were provided by MA students under the supervision of mentors and published online in a generalized form with over app. - research work in the concept of problem-based learning, combining legal knowledge, IT and communication skills, competences of law application, argumentation, team work, etc.
	coordination of policies/legislation	Directions of administrative reforms - students are required to find out a select current PAR program. and outline its aims and their reasons during the seminar – team work
	handling public procurement procedures	Analysis of concrete procurement case both from legal and efficiency point of view – case studies
STRATEGIC MANAGEMENT AND IMPLEMENTATION	problem-solving and change management	Student upon deciding on the organization involved is assigned with the role of managing director of this organization, and he/she needs to prepare comprehensive evaluation of the organization – role-playing.
	public budgeting (planning)	Exemplifying, how municipality/school/non-profit etc. is preparing, approving and executing its budget – case studies.
	project management	Students are required to apply for a team project, for a given a problem-oriented topic – problem solving and problem-based learning.
DIGITAL TOOLS	managing e-data bases, e-operation, digitalized systems	Students are provided about existing knowledge on determinants of e-government implementation and about failures of existing projects – teamwork and practitioners.
	file management systems	Students were given a task to apply a claim via web portal administration for real (i.e., not simulating - e.g. requesting a certificate of birth). Then they evaluate their experience in small groups of 3-4 and provide proposals for systemic improvement of the procedure regarding user-friendly web service and supporting legal grounds - PBL and between-course cooperation.

2.2.Pervasive skills identification

This part focuses on the identification of pervasive skills relevant for PA practice. The table below presents the summarization of identified skills that need to be promoted by PA teaching.

Skills	Identified gaps	Teaching methods
Ability for dealing with uncertainty	• Gaps in self-learning and self-management abilities • Gaps in managing emotions	• Virtual reality (VR)
Ability for critical and analytical thinking, directed at solving of interdisciplinary problems of PA	• Gaps in reasoning, understanding, acting • Gaps in problem identification abilities	• Project based assignments • Idea generation • Innovation camps • Anticipating problems through games • Problem-based learning
Ability for performing policy impact assessment and policy implementation	• Gaps in knowledge on file management systems	• Case study • Debate • Comparative PA
Ability to promote co-creation and co-production	• gaps in ability for communication with stakeholders	• Intrapreneurship projects • Practitioners in class
Ability to make decisions	• Gaps in entrepreneurial mindset	• Role playing
Ability to communicate	• gaps in abilities for internal communication • gaps in communication with stakeholders/clients	• Model case based on role playing and team work • simulations

3. Integration of content-related gaps and pervasive skills-related gaps – teaching PA through "PA Practice Oriented Lab"

The ultimate effort of this IO5 builds on the integration of recognized and identified knowledge gaps between PA teaching and practice, with the goal of bridging these gaps. To this end, an innovation lab has been created in the form of modular lessons that teach both specific competencies for PA practice and pervasive skills, and the approach focuses on integrating the teaching of both simultaneously to improve candidate readiness for work in practice.

Overall, the above elaboration raised several potential issues/problems that are of particular relevance to current PA practice. These include challenges such as capacity and capability issues of PA, non-evidence based and non-participatory style of policy making, lack of strategic planning and management, lack of readiness of PA in the areas of e-government and

digitalization, and the need to focus on crisis management and anti-corruption in PA. The last point can be identified as one of the main problems plaguing PA in this particular context.

The identified issues are taught in a way that also aims at improving competencies throughout. The particular focus is on increasing skills in dealing with uncertainty, enabling critical and analytical thinking directed towards problem solving, conducting policy assessment and policy implementation, promoting co-creation and co-production, enabling decision making and improving communication at all levels and aspects. This will be achieved through the use of innovative teaching, learning and assessment methods, as described in the detailed structure of the modules.

PART 4 – PRACTICE-ORIENTED TEACHING LAB

The idea for a hands-on laboratory for teaching PA was supported by the fact that the social sciences have seen an emergence of problem-based approaches but have not adopted a laboratory-based model, a gap that has also been extrapolated for PA discipline. The term "lab" is used not to limit the technique to a single pedagogical approach, but to include complex case studies, applied policy problems, management tasks, etc. As illustrated, labs provide a way to use class time for application purposes without fully transitioning to a flipped classroom model whose purpose is to demonstrate real-world applicability of academic topics. If we follow the empirical evidence, they fundamentally increase student satisfaction and self-reported learning.[25]

We have used an approach consistent with laboratory design, consisting of several modules that can be used independently or integrated into existing curricula, including their partial use. The focus of the modules is to specifically integrate problems and topics that are of particular relevance to practice PA. As it has been noted that these issues are sometimes missing from PA practice, we have recognized that they should be particularly and specifically addressed in order to align teaching PA with the needs and problems of practice. Recognizing this, the proposal is provided for four separate teaching modules that can be used to align teaching with practical needs in PA. These proposed multi-topic and multi-purpose modules are: Strategic Management and Planning in PA, Capacity and Capability in PA, E-Government and Digitalization in PA, and Crisis, Change and Issue Management in PA. Each module consists of a brief introduction, intended outcome, expected entry level knowledge, time required, working methods, description of appropriate learning environment, suggested reading and instructions for exercises. It is worth noting that although the modules are labeled as thematic, they are also designed to develop relevant pervasive skills and can be used as parts of existing courses or alternatively as separate courses.

As mentioned above, the modules have been streamlined in line with the findings and outcomes of the Varna workshop to take into account the specific context of teaching PA in CEE while deviating as little as possible from the prevailing structuring of teaching in order to avoid resistance to the use of the 'new' approaches. Furthermore, as there have been recent changes in circumstances that also require hybrid or distance learning, this is taken into account in the proposed modules. The working methods and learning environment are equally suitable for traditional, hybrid and distance learning, as for the latter two, classrooms can be organized using

[25] Engbers, T. (2019). Between lecture and flipped: The use of “labs” in the public administration classroom. Teaching Public Administration, 37, 3, 312-326. https://doi.org/10.1177/0144739419858692.

standard videoconferencing and distance learning tools (e.g. Moodle environment, etc.), allowing, among other things, the creation of separate 'teaching and learning spaces'.

1. MODULE 1

Title:	**STRATEGIC MANAGEMENT AND PLANNING IN PA**
Short introduction:	Public administration is traditionally regarded as a system characterized by inertia, rigidity, and immovability. It is not usually associated with concepts such as entrepreneurial spirit or managerial approaches; it rather implies a legalistic and conservative approach (Hintea, 2008). However, public administrations face tremendous politic, economic, technologic, and social challenges (Pollit, Bouckaert, 2000), and, being faced with an ever increasing array of problems, are expected to implement and develop strategies necessary to respond in an efficient manner. At the same time, there are numerous instances where they are seen as part of, or even the source for problems (Hintea et. al, 2019). Strategic management is an approach to strategizing by organizations (public and private) that integrates strategy formulation and implementation, and typically includes strategic planning to formulate and implement strategies, and represent a source for continuous strategic learning (Bryson and George, 2020). Strategy is omnipresent in government, and many approaches tied to strategy—such as strategic planning and management—are part of the standard toolbox of public managers and policymakers (Ferlie & Ongaro, 2015). Facts: - all successful private companies use strategic planning and management tools which are embedded in the normal functioning of the organization; - the public administration has also started to be interested in strategic planning both at the central level (strategies and policies at the national level) and at the regional and local levels; - the local level is confronted with more and more complex situations (transfer of responsibilities form the central level, and, at the same time diminishing resources from the central budget; increasing expectation of citizens combined with increased competition from other communities / administrations in the battle for resources – talent and businesses). Issues/context Analyses undertaken at national level (at least for Romania) identify several issues: - the absence of a systematic coordination approach (in a context of a high number of strategic documents)

	- divergent approach between the national and regional and local plans; - an evidence-based approach is missing, which leads to the absence of inner lines of thought between analytical and implementation parts. (even those strategies having a fair quality analytical component fail to identify strategic problems or transpose the identification of problems into useful solutions); - formal use of strategic plans - usually a static exercise without dynamic features required for strategic management.
Intended outcome	At the end of the module students will be able to: - understand the need for strategic management and planning - understand the value of strategic management and planning - analyze the competitive situations faced by organizations and communities - analyzing strategic dilemmas of organizations that face a dynamic environment (changing trends and technology advancement that pressures PA) - identify and build on strategic approaches
Expected entry knowledge	No prerequisites
Number of classes/hours (needed to conduct the exercise)	Session one: 2 contact hours for the game and discussion + 4 hours for home assignment + reading Session two: 2-3 contact hours (one for the discussion of answers to questions + 1 or hours for model adaptation) Session three: 2 hours (reading) + 2 contact hours (one for the discussion on stages of the planning process + 1 for the case study) + 2 hours for preparing the homework for the next session Total: 7 contact hours + 8 (homework and readings)
Proposed working methods	Experiential methods - games / simulations - debate - problem-based learning - case studies
Explanation of learning environment	The module consists on both, in class activities, and individual homework. The module combines exercises, theoretical models adaptation and case studies. The module, at this stage does not aim at being comprehensive, but proposes type of interventions in the educational activities which could be connected with mainstream approaches of teaching Strategic management and planning, therefore we consider that our proposals could fit in a wider area of approaches of the topics pertaining to the general theme.

	The optimal group of students is 15 to 20
List of proposed or recommended reading materials	Porter, M., The Five Competitive Forces That Shape Strategy, Harvard Business Review, January, 2008, Available at: http://hbr.org/2008/01/the-fivecompetitive-forces-that-shape-strategy/ar/1 Vining, A.D., Public Agency External Analysis Using a Modified "Five Forces" Framework, 2011, International Public Management Journal 14(1):63-105 DOI: 10.1080/10967494.2011.547819 Blakely, J. E. and Green Leigh, N., „Planning local economic development", 2010, Sage Publications Inc., London, UK or Blakely, J. Edward and Bradshaw, K. Ted, „Planning local economic development", 3rd edition, 2002, Sage Publications Inc., London, UK
Instructions for the proposed exercises	**Learning activities** **Session one** – ***Competition environment and strategic thinking*** The aim of this session is to place public administration into the competitive environment. It could be useful in a larger discussion on rivalry, importance of differentiation and strategic approach **Name of the exercise**: The paper chase game (adapted from Coff and Hatfield) **Purpose:** The game proposed below could be used as an introduction in a discussion over the need of identifying competitors and the importance of a having a strategic approach. This could also be a valid starting point for a discussion focusing on the balance that has to be kept between the internal processes of public organization and the external world in which organization resides and operates, and that both have to be carefully planned. **Resources needed:** two piles of paper (preferably used sheets of paper), a wider classroom **Context:** The paper fight is an exercise /game that simulates competition and make students aware of the importance of rules (and how such an environment could be seen as an opportunity), engagement, planning, performance or success measurement, importance of resources Strategies emerge but are perfectly imitable. As a result, a strategy will not create an advantage beyond one period. Each round might also be used to simulate different stages of the organization's life cycle. **Preparation:** 1. Place two uneven piles of paper on each side of the room (uneven allows to talk about different resource endowments). 2. Invite two groups to the front (on each side) 3. With no warning or explanation, say "We are going to have a paper fight. Ready, go!"

	4. Let them go for a short period of time (until you see a strategy of any kind) 5. Have a discussion about what happened. 6. Invite two other groups (or another group to challenge the winner) to do it again. Possibly repeat a third time. **First round:** Usually, the first time, the groups will hesitate. There are no rules – this is an undefined landscape (embryonic environment). Sometimes, it will not even be clear that they should "organize" as two "entities" and they will fight amongst themselves. Generally, they will attack the other team after a short hesitation. However, they will often hold their position more than chase the other team around the room (no flanking maneuvers, or more complex strategies). The organization will either have the same people crumpling and throwing or people will specialize in crumpling or throwing. ***Discussion questions:*** Why did you fight? Why did you hesitate? - Who won? Why do you say so? (criteria for success/org performance - number of paper wads on the other side vs. number of hits scored) - What were the internal structures of the "organizations"? - Resources – were the teams on equal footing? What resources mattered (not the amount of paper)? - What strategies emerged? Did it matter? How did the other side respond? **Second round:** The second time we tend to see more complex strategies and organizations. The landscape is changed and they can now throw back the crumpled wads from the last bout. Strategies include: 1) have everyone throw back wads and no one crumples, 2) flanking maneuvers, 3) steal the other team's paper, 4) movement around the room. ***Discussion questions:*** - What was different this time? How did the rules change? - What does it take to win now? Would the same strategy work again? - What were the internal structures of the "organizations"? ***Homework for students*** Answer to the following questions: - What would happen if a third round would take place? And after that? How long is a strategy useful? (note for each strategy, there is a response that neutralizes it) - How does competition affect strategic planning? Readings:

	Porter, Five forces *Number of hours*: 2 contact hours for the game and discussion + 4 hours for home assignment + reading **<u>Session two</u> – Forces that shape strategies** ***Framework:*** Based on the homework, students are asked to present and discuss their answers, with the instructor focusing on improvements in strategic approaches and the role of competition in shaping strategic actions. In the second part of session two, based on the readings (Porter + Vining) students are asked to adapt the model to public organizations as a group effort. *Number of hours*: 2-3 contact hours (one for the discussion of answers to questions + 1 or 2 hours for model adaptation) **<u>Session three</u> – Strategic planning process – approaches and roles** **Framework:** this session is based on the reading of chapter V of the book Blakely, J. E. and Green Leigh, N., „Planning local economic development" (altough it is focused on local economic development the authors discussion over type of approaches and roles of organizations in the strategic planning process is useful) and should be connected with the presentation/discussion of the stages of the planning process (any specific in advance reading is suitable here, depending on the instructor). **This session could be used as a preamble for a following session focused on stakeholders / stakeholder analysis / stakeholder engagement.* **Case study** – Kannapolis, North Carolina (at the end of the chapter, or, if suitable, use a previous edition Blakely & Bradshaw – Camelot case study). **Purpose:** identify approaches and roles assumed by organizations in strategic planning and implementation efforts, identify community resources and actors **Contents / Short description**: The authors identify four types of strategic roles (Entrepreneur/Developer, Coordinator, facilitator and Stimulator) and four planning approaches (Preactive, Reactive – impact planning, Interactive – contingency planning and Proactive – strategic planning). The case study consists of a short presentation of a community (economic situation and forces that shapes its situation) The instructor should prepare handouts consisting on the case study and a short presentation of the theory ***Homework for students***: Students are encouraged to individually evaluate strategic planning processes from different communities and identify roles and approaches of community leaders/leading organizations Number of hours: 2 (one for the discussion on stages of the planning process + 1 for the case study) + 2 hours for preparing the homework for

	the next session **<u>Session four</u> – Stakeholder analysis and engagement in the planning process**

2. MODULE 2

Title:	**CAPACITY AND CAPABILITY OF PA**
Short introduction	Traditionally, the subject of **PA Capacity & Capability** is being referred as one of the most significant problems towards the contemporary public management. The purpose of this module is to **increase the understanding of administrative capacity as a concept**, as in the everyday use it often is hyper exploited and loaded predominantly with negative connotations - "weak", "low", "missing". However, it is indisputable the connection of these problems with identified defects in the functioning of administrative structures, such as: ● *functioning below the optimal size;* ● *untapped potential for coordination, collaboration and opportunities for cooperation with other administrative units and management levels;* ● *lack of overall management capacity and applying a reactive approach to the provision of public services, etc.* The present module aims at connecting the **PA Capacity & Capability** with the overall concept and **principles of Good Governance**, in the context of the necessity to educate PA generalists, acquired the necessary skills for implementation of their normatively set engagements, being part of the PA domain. More specifically, the application of the **principle of Efficiency and Effectiveness** would contribute to increasing the potential and flexibility of PA system to realize the expectations of society and stakeholders in an effective, efficient, result full, transparent, responsible and fair manner.
Intended outcome	Being directed at dealing with concrete know-do gaps, the module is intended to contribute for increasing the following core competencies of students: ● ability for critical and analytical thinking, directed at solving of interdisciplinary problems of PA (gaps in reasoning, understanding,

	acting and problem identification abilities); ● ability to make decisions (gaps in entrepreneurial mindset); ● ability to communicate (gaps in internal and external communication). These competences are crucial for the formulation of solutions to problems, related to the Capacity & Capability of PA: ● shared services and responsibilities; ● applying of complex measures to interdisciplinary PA problems; ● entrepreneurial mind-set development (creativity and innovativeness); ● collaboration, coordination and cooperation with stakeholders.
Expected entry knowledge	The achievement of learning outcomes, especially regarding the ability for solving the complex problems of PA, requires basic knowledge of: *fundamentals of PA; government and administration; local self governance; management and planning; marketing, sociology, other related to constructing and/or conducting surveys.* The development of abilities to make decisions and to communicate requires upgraded knowledge about: *socio-economic development; change management; administration and media; PR, civil control on the administration.*
Number of classes/hours (needed to conduct the exercise)	**Workload**: 15 working hours **In-class workload / contact hours:** 6 **Out of class workload:** 9 (preparation of assignments)
Proposed working methods	**Teaching methods:** ● Idea generation ● Problem-based learning ● Practitioners in class **Teaching techniques:** ● brainstorming and brain writing ● crowdsourcing and discussions ● reflecting and debrief ● self-learning
Explanation	The training process in the module is both applicable in present and distant

of learning environment	learning modes. Independently of the mode of study, planned are in-class (team activities) and out-of-class (individual/self-learning activities and PBL based group assignments). The in-class activities are intended to introduce and discuss the theoretical background, clarification of requirements for fulfillment of PBL based group assignments, as well as presentation of results and collecting feedback through crowdsourcing. The out-of-class workload is directed at the practical development of altogether 3 teamwork assignments, directed at the application of Civil Monitoring procedure on the public service of waste disposal and trash removal. Personal efficiency of students is stimulated through their freedom in planning of the working time and activities, as well as in the distribution of their roles in the development of the different elements of the teamwork assignments. General resources, needed to ensure the educational and training process are: - In-class activities: classroom, PC, multimedia, Internet connection, flipchart posters A3, white board markers, posted notes; - In-class activities in distant learning environment: a platform to conduct the plenary sessions (virtual classroom); an online tool to conduct the brainstorming and brain writing (sli.do; mural; google sheets); - Recommended tools for out-of-class work: shared documents; tools for online surveying; meeting platforms for team discussions. The optimal size of the participants in the module is between 15 to 25 students, divided into teams of 3 to 5. Recommended is to include a team building exercise in Session 1, if the class is newly established or the participants do not know each other. The module is intended to be realized as a part of compulsory, elective or optional disciplines, such as: *Local Self-Governance, Regional Development, Interaction with the structures of the Civil Society; Policies and Practices in the Local Self-Governance; Civil Control on Administration; Strategic Planning and Management in Public Sphere; Marketing of Public Services; PR, etc.*
List of proposed or recommended	1) Standards on democratic governance, https://www.coe.int/en/web/good-governance/standards

reading materials	2) 12 Principles of Good Governance, https://www.coe.int/en/web/good-governance/12-principles 3) European label of governance excellence benchmarking good governance benchmark, https://rm.coe.int/1680746d9f 4) Building Public Awareness Tool Kit, https://www.reddeer.ca/media/reddeerca/recreation-and-culture/community-programs-and-information/Public-Awareness-Toolkit.pdf
Instructions for the proposed exercises	**Teaching and learning activities – description by sessions:** **Session 1. Introduction to the module.** ***Workload:*** 2 hours - in-class;5 hours - out-of-class workload, for individual/teamwork and developing an assignment for the next class; ***Purpose and contents*:** Session 1 is intended to introduce the students to the good governance concept as predisposing the European democratic values. The Strategy on Innovation and Good Governance at local level will be discussed. The focus will be set on the 12 Principles of Good Governance. The accent of the practical activities in the Module will be put on Principle 3 - **Efficiency and Effectiveness** (of the local public services). ***Step 1. Brain writing activity & discussion.*** **Instruction for the lecturer:** Before the class, prepare posters (flipchart sheets A3), white board markers and posted notes. On each flipchart, write one of the questions below. Stick the flip chart on different places in the classroom. Ask the students to get some posted notes and a whiteboard marker and to pass through each of the posters, with the purpose to answer the questions they see. ● What is **efficiency** and what is **effectiveness**? ● When is achieved efficiency and effectiveness of **local public services**. Provide concrete examples? ● What are the possible **instruments** to measure the efficiency and effectiveness of public local services? **Reflections and feedback by the lecturer at the end of the step:** Summarize the answers of the students on the posters. Based on that, iInitiate a discussion and explain the general characteristics and **instruments** of the Efficiency and Effectiveness Principle. Present the corresponding benchmark, given in the EUROPEAN LABEL OF GOVERNANCE EXCELLENCE BENCHMARKING GOOD

	GOVERNANCE BENCHMARK (p. 6). ***Step 2. Division of teams and explanation of the group work assignment:*** **Instruction for the lecturer:** Divide the students into teams (3 to 6 students each). Present the content of the exercise: ● **Name of the exercise:** Civil Monitoring on the provision of public service ● **Background:** Application of Civil Monitoring is one of the possible instruments for evaluation of the provided public services at local level ● **Purpose**: To elaborate a procedure for Civil Monitoring on the provision of waste disposal and trash removal as public service, delivered on local level ● **Explanation to students**: The lecturer should explain the **prerequisites** for conduction of result full Civil Monitoring: *citizens require quality at a reasonable price; local authorities wants to control effectively the delivery of public services, by receiving feedback from the citizens; companied, which provide local services strive at satisfaction of the society in an effective and efficient manner*. The process of Civil Monitoring on the provision of public services is explained, by commenting the following steps: *1. Establishing of a working group; 2. Development of questionnaire for collecting data about the quality of public service; 3. Development of public awareness campaign; 4. Conduction of the survey; 5. Data processing and presentation of results.* **Instruction for the students:** **Assignment 1**: **1.** Each team chooses municipality/neighborhood, to conduct a survey on. **2.** Each team has to develop a questionnaire for collecting the necessary data about the quality of waste disposal and trash removal as public service (ex.: cleaning of streets and green areas; solid waste collection, etc.) Parameters of the questionnaire: 20 questions, single choice, option for open end-question; plan on how to conduct the survey and why – online/physical mode. **3.** Each team is free to decide an appropriate manner to present the questionnaire in front of the class during session 2. Duration of the

	presentation: 5 min. **Assignment 2**: **1.** The team members get acquainted with the Building Public Awareness Tool Kit and brainstorm on the steps of building of public awareness campaign; **2.** Students are challenged to build a plan for raising the awareness and attracting the attention of citizens, local community and stakeholders to the problem of efficiency and effectiveness of waste disposal and trash removal as public service and to motivate them to become part of the Civil Monitoring. **3.** Each team is free to decide an appropriate manner to present the plan in front of the class during session 2. Duration of the presentation: 5 min. **Session 2. Crowdsourcing for improvements.** ***Workload:*** 2 hours - in-class; 4 hours - out-of-class workload, for conduction of the survey; ***Purpose and contents*:** Session 2 is intended to present and discuss the developed assignments 1 and 2, as well as collecting feedback and crowdsourcing for improvements in the developed questionnaires and plans by the class. ***Step 1. Presentations.*** **1.** Each of the student teams presents on assignment 1 and 2 for altogether 10 min. **2.** Feedback from the class / Q&A session: 10 min. ***Step 2. Clarification on the survey conduction.*** **Instruction for the students:** **1.** Each team should integrate the questionnaire into the plan for building public awareness and decide on an approach to conduct the survey. **2.** The teams should agree on division of roles of the team members and formulate the next steps needed for the conduction of the survey. **Assignment 3**:

	1. Each team conducts the survey. **2.** Teams process data on the satisfaction level of respondents and draw conclusions. **3.** Based on the results of the survey and their own experience, all teams have to formulate the advantages of the Civil Monitoring for the different stakeholders - municipality/Mayor, companies – providers of the service and citizens. **4.** Each team is free to decide an appropriate manner to present the survey results in front of the class during session 3. Duration of the presentation: 7 min. **Session 3. Debrief of the activities in the module.** ***Workload:*** 2 hours - in-class, for final presentations; ***Purpose and contents*:** Session 3 is intended to be the final presentation of the results of the Civil Monitoring. Students are expected to share their reflections and experience in the different stages of the process. *Optional:* Practitioners are invited in class with the purpose to initiate discussion and summarization of the challenges, opportunities and perspectives of the Civil Monitoring in the practice of local authorities. Recommendations for the increased implementation and utilization of the Civil Monitoring towards other public services at local level are drawn.

3. MODULE 3

Title:	**E-GOVERNMENT AND DIGITALIZATION OF PA**
Short introduction:	Broadly defined, e-government is about the implementation of information and communication technologies (ICT) in and around public administration (Homburg, 2008) and encompasses all government roles and activities, shaped by ICT (Brown, 2005). E-government represents a sexy topic in public administration reforms across the world. It has been developing more than two decades and become a global phenomenon. Its initiatives of varying scope and complexity have been implemented at the municipal and other levels of government throughout the world (Rose and Grant, 2010), yielding various values (Twizeyimana and Andersson, 2019). Governments have invested heavily in e-government, because of the suggestion that the use of ICT provides efficient and quality governmental services to citizens, employees,

	businesses and agencies, and increases the convenience and accessibility of government services and information (Angelopoulos, Kitsios and Papadopoulos, 2010). Although e-government policies and projects have always been ambitious, gaps between the revolutionary potential of ICT (e-government hype) and evolutionary reality, as well as barriers to e-government development and diffusion have repeatedly been identified and discussed (e.g. Heeks, 2006; Garson, 2006; Rana, Dwivedi and Williams, 2013; Müller and Skau, 2015). Available benchmarking studies indicate that in many CEE countries e-government is underdeveloped on the national as well as local level according to various benchmarking studies. This module will focus on reasons behind slow development of e-government in CEE countries. We will discuss determinants of e-government implementation and failures of existing projects. In doing so, we will work with current research outcomes and real cases on good and bad practices.
Intended outcome	After passing this module you will be able to • better understand the complexity of e-government, • identify relevant problems and their causes and • think critically about e-government development and potential solutions to its problems in your country.
Expected entry knowledge	No special knowledge is required for this module.
Number of classes/hours (needed to conduct the exercise)	About 14 (6 hours for face-to-face meetings, 8 hours for preparation of assignments)
Proposed working methods	In this module particularly the following working methods will be used: • problem-based learning • idea generation • debates • case studies • comparative public administration.
Explanation of learning environment	This module will be based on a combination of face-to-face meetings (or online meetings if education cannot be organized face-to-face due to a lock-down etc.) and individual and team preparations of students. During the meetings with students and emphasize will be put on discussions with students based on their ex ante preparation. Tasks will be assigned to students prior to meetings. Their preparation will be either individual or students will be required to work in teams.

	The size of teams and organization of tasks for individual meetings (that is specified below) will reflect number of students in the module. In the situation when a number of students in the module is small (about 8), individual preparations of students for the meetings will be preferred to their pre-meeting teamwork. Still, meetings with students will be based on group-discussions that will be moderated by a lecturer. He/she will be expected to moderate the meetings with an aim to make discussions relevant, critical and structured, because in order to achieve the learning objectives meetings should motivate students to talk, enhance their critical and structured thinking, facilitate idea generation and looking for solutions of problems. A synthesis should be made by a lecturer at the end of every meeting. At the end of each meeting lecturer should also ensure that students are clear about their tasks for the next meeting.
Module structure and instructions for the proposed exercises	The module will have the following structure: **1) Introduction to e-government and its complexity** *Content of the session* During the first session of the module, students will be introduced to e-government theory and trends of its policies. Various theoretical models will be introduced and discussed together with current trends of e-government policies in Europe or more globally. A combination of lecturing and group discussion will be used during this session. Students will be asked about the following questions on which the discussions will concentrate: • Have you heard about or researched e-government? How would you define e-government? • How e-government is defined in literature? (*lecturer*) • Have you used some e-government service? If yes, when and what service and what where your experiences? • What would you expect from e-government? • What is expected from e-government? What trends of e-government can be identified in the current e-gov policies on the national and local level? (*lecturer*) *Assignment for the next session* Students will be required to prepare the following tasks for the next meeting. Preparation will be based on team working. It would be good to have at least two or three teams. Each team will be required to prepare the following in the form of presentation: • Select a country that belongs to the top-5 countries with the most developed e-government according to the last available e-gov benchmarking study. (A lecturer will select the benchmarking study. He/she can also prepare a template for the assignment.) • Summarize what is behind its successful e-gov development according to the study. • Point out 1 project/case of good practice and explain why it was

	selected. • Then select a country that belongs to 5 countries with the least developed e-government according to the study. • Summarize what is behind its not so successful e-gov development according to the study and according to your opinion considering the first more successful case. • Prepare points for improvement for the country. If there are more students in the module the task can be adjusted and two or three groups can deal with countries with more developed e-government and two or three groups can focus on countries with less developed e-government. There should always be one additional (separated) group that should deal with the developments of e-government policy of a country in which the module is taught. This group will be required to prepare the following tasks: • Summarize the main developments of e-government in our country. • Where is the country in the e-gov ranking and why? (For this the same benchmarking report that was used for differentiated top and least developed countries in the previous groups should be used.) • What good cases can be found? Why do you consider them as good cases. (Number of cases can be limited to 2 or 3.) • What would you improve in next 3/5 years. *Number of hours expected:* 2 hours for the introduction about 8 hours for preparation of tasks for the next meeting **2) Determinants and problems of e-government development** *Content of the session* The second meeting will be focusing on determinants and problems of e-government development. The meeting should start with presentations of the group. After the presentations and their discussions a lecturer should prepare a synthesis in a close cooperation with students. This synthesis that would contain main factors facilitating and hindering e-government development that were stressed in the presentations. Tools for visualization can be used. Then a lecturer should compare the factors stressed in the presentations with factors identified in the current literature. He/she should differentiate factors on the macro level (related to e-gov policy, legislation, PA system etc.) and on the micro level (mostly related to project management, legacy systems etc.). A discussion with students should follow focusing on their opinions and experiences. Additional points for improvements on the national and micro

	level etc. For the 2nd meeting an expert from the central or local authority can be invited also. But not for a lecture. He should assist with moderating discussions, giving additional insight, outlining main experiences etc. *Number of hours expected:* From 2 to 4, depending on number of teams and time that can be allocated. **3) Additional meetings** There can be another session that would deal with quality of e-government services. For this module students can be required to • read some paper (selected by the lecturer) outlining quality criteria of e-government services • select a life event e-gov service that is available online in their country (either on national/local level if this separation can be made) • evaluate and discuss quality of the related services • prepare points for improvement. Or the e-gov topic can be also incorporated in other modules dealing with evaluation – e.g. in terms of CBA-like analyses of e-gov cases etc.
List of proposed or recommended reading materials	For this module a combination of these sources would be beneficial: • papers outlining and discussing current trends of e-gov development in a comparative perspective, inc. last EU policies etc. • available benchmarking studies • papers dealing with factors behind e-gov development. The following may be recommended: 1) OECD. 2003. E-government imperative, available online. 2) OECD. 2005. e-Government for better government, available online. 3) The last EU e-government plan 4) The last selected e-gov benchmarking studies (UN e-gov survey, benchmarking for the EU etc.) 5) The last national e-gov strategy (the case of country where the module is taught) 6) Twizeyimana, J. D., Andersson, A. 2019. A public value of e-government – A literature review. Government Information Quarterly 36(2) 7) Garson, G. D. 2006. Public Information Technology and E-Governance: Managing the Virtual State. Maynard: Jones & Bartlett Learning (especially its part on failures of ICT projects).

4. MODULE 4

Title	CRISIS, CHANGE AND ISSUE MANAGEMENT IN PA
Short introduction	PA theory and practice acknowledge that government's failures to anticipate and respond to the risks and crisis are often the symptoms of the government's broader inability to adapt how it manages problems to the ever emerging new and contemporary challenges. The occurrence of crisis events and their aftermaths dramatize the need for effective performance from governments agencies both in dealing with critical situations and in preventing crises from ever reaching that point. The evolution of the various public sector approaches, i.e. the concepts of New Public Management, Public Governance, and Lean Government assumes an introduction into the public sector of market rules of operation and management methods that originated in the business sector. An important area for such changes is the development of various measures and management control procedures, and is manifested in the growing importance of risk management. PA is sporadically, but continuously, subjected to various shocks that change the routine functioning. These shocks come either in the form of economic downturns, financial and fiscal crisis, natural disasters, security and law-enforcement challenges, health crises (as current coronavirus pandemics) etc. This requires both managing the critical situations themselves but also the transformation of governmental functioning itself in order to address these major challenges effectively. As starting point is directed towards dealing with concretely identified know-do gaps for PA practice, the module contributes towards generating the following knowledge and skills of students. I.e., students should be able to understand the importance and necessity to implement changes in PA, the should be able to use different models of change management, they should be able to understand relations between changes, risks and potential crisis situation occurrence, and they should be able to assess risks and deal with uncertainty in specific situations. These competencies tend to be crucially developed when formulating the solutions to the problems, related to managing risks, uncertainty, changes and issues in PA.
Intended outcome	The focus is on gaining the knowledge and skills to solve practical problems, identifying and obtaining relevant data and information to perform sound decision-making in order to implement changes and manage risks and crises, delivering roadmaps for current organizational

	status improvements and change implementation, and on solving conflicts and crisis situations. Specifically, building pervasive skills related to ability to analytical and critical thinking, dealing with uncertainty and ability to decision-making is targeted. Intention is to develop abilities to identify and assess risks in PA organizations, to make and implement decision-making and problem-solving in crisis, and finally, to think strategically and utilize relevant information. Finally, portions of in-class activities are focusing on how to effectively work under stress.
Expected entry knowledge	The achievement of learning outcomes requires basic knowledge of general management, theory of PA, public management and decision-making, public relations and data analysis. More generally, there is requirement on the acknowledgement of the existing general socio-economic context, and revelation of relevant data and information sources.
Number of classes/hours (needed to conduct the exercise)	**Workload**: 40 hours **Contact (classroom-based) hours:** 15 hours **Homeworks:** 25 hours
Proposed working methods	Teaching and learning methods: ● Idea generation, brainstorming ● Case study analysis ● Problem-based learning ● Simulations (simulation-based training) ● Role-playing The purpose of the methods is to boost effective risk and crisis management skills, which involve strategic planning, problem solving, message production, information management, communication management and issues management among others.
Explanation of learning environment	The learning process is applicable in class-room, distant learning or hybrid learning modes. Activities are organized as individual and group-based, where both in-class activities and homeworks are envisaged. The module starts with the introduction of basic concepts of uncertainty and risks, as well as with risk and change management theory and

	practice. Thus, it is necessary to provide at least basic theoretical foundations to the topic. Following, clarification of requirements for fulfillment of assignments is provided, and teaching and learning methods are explained, in particular the context of their learner orientation. The module continues with the delivery of the assignments and exercises. The exercises are mainly delivered as homeworks, followed by in-class presentations of the results, but some are produced individually, some as group works. The focus of the homeworks is on developing skills related to analytical and critical thinking, problem identification and solving, and ability to work in uncertain environment. If in classroom, PC, whiteboard and internet connection is needed. For the distant learning environment, a platform to conduct the plenary sessions (virtual classroom) is needed, and the features should be added, that separate virtual classrooms for different teams could be created. The optimal size of the participants in the module is between 6 to 15 students, divided into teams of 3 to 5, for the session 2. Lower or slightly larger number of participants is also applicable. This module can be organized either as a separate course, or it can be incorporated into specialized courses dealing with strategic, change and risk management, decision making and decision sciences, or it can be incorporated in more general courses like Public management or Public relations, among others.
List of proposed or recommended reading materials	1) Risk Management in Public Sector Organizations: A Case Study. International Journal of Business and Management Studies, 3(3), 129-143. 2) Change Management in Government. https://hbr.org/2006/05/change-management-in-government. 3) Transforming Government through Change Management: The Role of the State CIO. https://www.nascio.org/wp-content/uploads/2019/11/NASCIO-Transforming-Govt-Research-Brief.pdf. 4) Challenges in Teaching Crisis Management: Connecting Theories, Skills, and Reflexivity. https://journals.sagepub.com/doi/abs/10.1177/1052562912456144. 5) Using Crisis Simulation to Enhance Crisis Management Competencies: The Role of Presence. https://aejmc.us/jpre/2017/12/29/using-crisis-simulation-to-enhance-crisis-management-competencies-the-role-of-presence/

Instructions for the proposed exercises	**Description of sessions:** **<u>Session 1. Introduction to the risk and crisis management.</u>** ***Workload:*** 4 hours – classroom activities; 5 hours – individual homeworks; ***Purpose and contents*:** Session 1 is intended to introduce the students to the concepts of uncertainty, risks, risk and crisis management theory and practice. Instructor prepares handouts to elaborate on the theory. Instructor elaborates on the nature of risk and uncertainty, social costs of risks, risk management process (identification, evaluation, responding), global risks, risks specific for PA, crisis and disaster management. Session concludes with individual brainstorming activity, serving as an input for the homework. Purpose is to focus on the ability to idea generation, continuing with improving abilities for analytical and critical thinking. **End of session activity and homework 1:** Crisis and disaster analytics – students are instructed to perform individual brainstorming and select/find an example of a crisis/disaster situation. They present their selection to the instructor. Following, homework 1 is distributed among students, where they analyze selected crisis/disaster situation. Written description should follow the logic: (1) event description (place, time, stakeholders), (2) factors contributing to the event, (3) event evolvement and conclusion, (4) consequences and implications of the crisis/disaster. Volume of the written assignment: 1,500-2,000 words. **<u>Session 2. Crisis and issue management communication.</u>** ***Workload:*** 4 hours – classroom activities, instruction + team work; 5 hours – individual homeworks; ***Purpose and contents*:** The session starts with the instructors' elaboration on crisis management planning and communication concepts. Instructor should prepare the handouts on CM planning and CM communication strategies. The stress should be given to the aligning the effective crisis management to the success of organizations. Following the assignment is delivered to students. **A. In-class room activity:** **Framework the instructor:** The activity is based on Simulation-based training (SBT), which is a useful pedagogical tool used

	in crisis management training. Viewed as a type of PBL, SBT is more effective at imparting complex applied competencies, can lead to learning in a short period of time, is simple to learn, is learner-controlled, and is inherently more engaging. It is an experiential learning experience where students learn through discussion, group work, hands-on participation and applying information outside the classroom. Therefore, the assignment follows crisis simulation activity, three steps are necessary: instructions, simulation and debriefing. Students work in small groups of 3-5 students. They are simulated as PR personnel to work in advising the client who approached them for counsel on the crisis (role playing is thus also involved as a method). In order to maximize realism of the scenario and student involvement in the activity, an specific event of crisis is taken (e.g., corruption scandal, but other possibilities are also relevant), where certain PA organization (municipality, agency, ministry, government, etc.) was involved in the past. If possible, the event should be from the past and realistic. If possible, students should not be aware of the occurrence of the event and specific detail. By the assumption, the crisis escalated through three stages, corruption suspected as whistleblowing occurred (1), corruption rumors – media coverage and cover-up intentions (2), and corruption confirmed – debriefing intentions (3). For this, it is recommended that the materials and quotes on each stage from news and other coverage on the actual crisis and key events. **Framework for the students:**[26] The framework of the activities consists of three stages, each lasting for 15 minutes. The first stage starts with submission of the initial brief to students, where they read it and discuss the questions on the brief to provide counsel to the client. Assumption should be made that the challenge for the client is that the issue does not become public. Students are asked to assess the situation to decide if this was already a crisis at this stage, who the key publics were, what key messages needed to be prepared and what plans needed to be in place for both short-term and long-term challenges. The second stage continues immediately to simulate the urgency and stress during times of crisis, and thus boosting the skills to work under these circumstances. Here, the assumption is that rumors are already out by the media, so the activities of students now focus on the

[26] Framework is adapted from Wang, M. (2017): Using Crisis Simulation to Enhance Crisis Management Competencies: The Role of Presence. Journal of Public Relations Education, 3, 2, pp. 96-109.

	analysis of situational factors of publics is targeted. The third stage contextualizes that there is already a fully developed corruption scandal. Given the revelation, the activities of students are related to organizing briefing session for media – they are instructed to brainstorm potential questions that the media might ask and to prepare corresponding key messages and supporting facts to address these questions. After the third stage is completed, students' activities also involve planning and simulating of a press conference, and each team sends one student to form a committee, consisting of client representative, PR professional, and scandal discoverers. Others field questions, thus they role-play as invited media representatives. At the end of the class, students and the instructor discuss appropriate plans at each stage of the crisis and critically analyze the answers from the panel at the simulated press conference as a debriefing for the whole simulation activity. **B. Homework 2:** Students individually prepare a report on the main issue, findings and appropriate practices for dealing in a specific simulated situation. A note at the end should be given how they individually coped with situation, and how other team members coped with situation. Volume of the written assignment: 1,500-2,000 words. **Session 3. Crisis and change management planning - 1.** ***Workload:*** 4 hours – classroom activities, instructions+ brainstorming work; 15 hours – individual home works; ***Purpose and contents*:** The session is based on the same principles as the session before, although this time, current and future dimensions are stressed. Instructor should present the handouts on the principles of sound contingency planning, either for dealing with crisis or inducing organization transformation and change. Following the assignment is delivered to students. Students perform individual brainstorming on the organizations dealing with crisis or/and dealing with necessary changes. **End of session activity and homework 3:** Student upon deciding on the organization dealing with crisis or change are assigned to prepare a comprehensive contingency plan (following standard methods of planning) to deal with crisis and/or anticipated necessary changes and organizational transformation. The plan should be action-oriented and self-evaluated also. Volume of the written assignment: 3000-4000 words.

	<u>Session 4. Crisis and change management planning - 2.</u> ***Workload:*** 3 hours – classroom activities, presentations. ***Purpose and contents*:** Students presents the assigned contingency plan to the role played groups of "quasi stakeholders" of this organization (instructor and selected co-students), and they put up questions, evaluate the feasibility and appropriateness of the plan according to the standard methods for plan evaluation. Since students are also competing with each other, they are motivated to be involved in scrutinization of the documents, as they are ranked at the end, and grades are delivered subsequently.