

The Basis of Public Administration Teaching

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Abstract

Economically and/or politically viable functioning of any country is impossible without effective Public Administration system and relevant experts. Today this is well known everywhere, including the former Soviet Union.

Georgia is paying more attention to teaching of the subjects connected with Public Administration. There is a question – how should we teach Public Administration and coupled subjects as Public Policy, Strategic Planning, Public Relations, Governing, Management, etc.

The primitive operation should be only to take the system of teaching, which already has a long history of practical use in the successful countries of the world: USA, European countries, “Asian Tigers”. In Georgia the first steps were made just in this direction. The universities are guided mostly by American programs and tutoring materials that covered almost the whole educational system of Georgia. This approach gave the Georgian educational system and public administration system both good luck and conspicuous failures. Success because of the new approach itself made progress, but later in the more difficult conditions (the existing old links and institutions finally collapsed, but the new institutions weren't settled, because of unskilled personnel and relevant mistakes) it was clear that the educational system doesn't fulfill its function. As a result, it is awaiting the inhibition of effectiveness of the public administration process.

Leading universities (including both USA and European universities) seek new methods, take into account one another's experience, analyze the mistakes, and step by step improve the teaching system. The article analyzes the experience of various schools of thought of public administration. It is shown that one of the common errors is to relate public administration totally to the humanitarian sphere, and not use mathematical and technical education at all.

Key Words: Public Policy; Strategic Planning; Public administration; Governing, Management; Public Administration.

The article argues that public administration and coupled disciplines related to synthesis direction and their teaching will be achieved at the turn of technical and humanitarian education. The fundamental basis of public administration disciplines is formed: the general queries, which are the same for all countries, including the theory of optimal control; the specific characteristics of each country's technical education, including mathematics and cybernetic; humanitarian education, including philosophy. The masters and bachelors programs of Public Administration department of Georgian Technical University is formed using this approach.

The Basis Of Public Administration Teaching

Introduction

Georgia has been an independent state for 15 years. In spite of this fact, the country couldn't find a way of stable development. One of the proofs of this is that the constitution completely changed three times during these 15 years. The political or military revolution, coup d'etat, or dismissal of president (monarch or dictator), first of all means the collapse of the existing system of governing. It happened in Georgia - the crisis of public administration became the main reason for overthrowing the government of the president - Zviad Gamsaxurdia and the Rose Revolution as well.

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It's well known that even in the Soviet Union, Georgia was meant to be an oasis of democracy. In the country where it seemed that the basics of marketing economics were prepared, the impression was. In the case of changing the communist regime, the country would be able to gain political independence, and that pretty soon Georgia could be a prosperous country like, for example, Switzerland. But events were directed in a different way: the country was involved in a civil war, and we're reaping the negative results even nowadays: hundreds of thousands of refugees or illegal immigrants living abroad, the temporarily lost territories of Abkhazia and Southern Osetia, a collapsed economy beginning to revive only during the last some years (after Rose Revolution), the poverty of the most of population, complicated ethnic and political antagonism and etc., All those caused the revolutionary crisis of 2003.

Was it possible to avoid all these processes? Did Georgia (separated from the Soviet Union) have a chance to make a peaceful passage on the new economic-political life, as the Baltic States (the former Soviet States) did? We think – no! We consider that one of the main reasons of the problems of both Georgia and post Soviet countries is the ineffective method of state governance.

State Rule And Education

The system of the state and economic management of the USSR was based on so-called “Scientific Communism” (in politics) and Administrative-Command system (in economics) without any feedback in the process of governing. Such a system of governance was one of the main reasons that USSR (“A Giant on Clay Legs”) collapsed. Despite the fact that Georgia has chosen the Western way of democratic development, we still have problems of national reform because of Soviet mentality still existing in parts of Georgian society.

We know that for the new (normal) state and economic ruling of the country we need a new educational system. Economically and/or politically viable functioning of any country is impossible without an effective administrative system. But in order to administer the affairs of the state, its politics and economics, it is necessary presence of the relevant experts in sphere of such interconnected directions as Public Administration, Business Administration, Public Policy, Strategic Planning, Public Relations, Governing, Administration and Management, etc., And the problems of education should be considered in connection with the queries of the system of state governing and economic management.

So, the problems of state ruling and educational system are connected to each other more closely than any other directions of the state functioning. Today this is well-known everywhere, including in the former Soviet Union.

The effectiveness of the management system is most simply and clearly shown in business management, as poor control leads to bankruptcy of the company and, on the contrary, qualitative management is shown in the increase of income of the company. It is difficult to estimate effectiveness of the system of state governance (i.e. Public Administration) as its results are not rapidly shown. Therefore, it is useful to consider methods of business management and to try to adopt in state governance those methods which have proved effective in business management. The same concerns the educational system as well. It is necessary to do so in particular if we shall consider that administration and management isn't related only to humanitarian sphere, and we have to also use mathematical and technical education for development of administration and management directions.

Models Of Business Education

In the developed capitalist countries which have practically proved the efficiency of systems of the state and economic management, and, hence, appropriate educational systems, concept management, management very often adjoins to the concept of business. We shall emphasize a difference between these concepts to differentiate appropriate educational systems.

Business is the activity directed towards getting profit by creation and realization of certain products or services. Business management is the management of commercial, economic organizations. Along with this, practically as a synonym, is applied the term of business administration. The term "management" is applied to any types of the organizations, but if it is a question of the state bodies of any level, to use the term public administration (state governing) more correctly.

Accordingly - the businessman and the manager -are different concepts. The businessman is the one who "makes money," the owner of the capital., He determines the politics of development of the organization, does not occupy any constant post in the organization, but is the owner of its shares and, maybe, is a member of its board. The manager necessarily holds a constant post; there are people in his command. In Georgia and in the majority of the countries of transitional economy, the businessman, the entrepreneur and the manager rule as the same person, which, it is possible to say with confidence, prevents the development of the economy in these countries.

There are three main models of business education in the world.

1. The traditional model, which can be named German, is based on idea of preparation of the qualified leader (manager). In this case, the presence of high vocational training, giving basic knowledge, and a speciality (engineering, economic, legal or engineering-economic) is necessary. Formation of the leader (manager) occurs by increase of their qualifications during practical work, as a rule, on a short-term basis. Listeners acquire such special knowledge and skills, which are necessary for concrete work in the field of management and economic activities.

2. The American model is based on formation of the professional manager. It assumes reception of the high vocational training in the field of management on the basis of an available diploma in general higher education of a bachelor's degree in any major- engineering, natural-science, humanities, etc. Except, in the USA, there is also a speciality Bachelor of Business Administration, BBA. However, as a rule, in frames of the American model, before receiving graduate vocational training in the field of management, the student should accumulate some experience of practical work in order to understand what business and management is in real life. After that, he chooses the career path of a manager, and comes back into university to gaining serious knowledge in the field of business and management, which becomes, for him, the primary profession.

The requirements of such education corresponds to the degree Master of Business Administration (MBA), prevalent throughout the world. The MBA programs usually consist of students in the age of 25-30 years, having a degree of the bachelor's and not less than two years of practical work. MBA programs provide the cores of leading business schools. They have very intensive program of study and guarantee a high quality of experts. Recently, evening programs of MBA programs for heads-experts and top managers (Executive MBA) have become popular.

However, the American business schools, taking a great interest the academic and scientific side of education in the field of management, began to criticize, as quite often it appeared, that graduates of some business schools had high ambitions, but did not know real life, were not able to adapt to changes. To strengthen connection between science and practice, many business schools prefer to

invite professors working in supervisory posts in firms and government, and at the same time having an advanced degree, skilled in training and research, is a special category of teachers very valuable to business schools.

3. The Japanese model: The American way of forming professional managers has strongly pronounced opponents. In Japan, there are only three business schools, mainly for preparation of those who intend to work abroad. The leaders are trained in their firms on the basis of the concept "teaching by means of experience," systematically moving them to different posts. It allows to specifically perceive various aspects of business and to thoroughly study the firm. Only at the age of 30 - 35 years do employees have chance to get their first supervisory post. Experts training in foreign educational centers - business is infrequent, for example, there is Matsusita Academy, where capable young men with higher education train for five years. But this exception is for elite.

There is a British system business in the Europe that is the closest to the American model: Education though the basics part make MBA programs on the job, and the German model, until recently, was predominant in Austria, Switzerland, and east-European countries.

The majority of the Western-European countries (Italy, France, Spain and the Netherlands,) adhere to the mixed model, in which the traditional European system of high school preparation of the German type is combined with the American type. The duration of training in them usually is a little bit less than that of professional managers in USA, but greater value is placed on work above projects, practice in firms and other methods of "training by action," where "academics," essentially, is a lesser a component, than in more traditional programs. The overall objective of the advanced European and many American programs is to give the person a new career prospect.

Georgian Paradox

Which way of development of educational system should the countries of transitional economies should choose? This question is particularly acute for former USSR republics (except for the Baltic countries,) including for Georgia. Georgia also pays more attention to teaching of the subjects connected with Public Administration sphere. There is a question – how should we teach Public and Business Administration and coupled subjects such as Public Policy, Strategic Planning, Public Relations, Governing, Management, etc.

All abovementioned countries have had considerable success both in economy and in the state governance and the resolution of social problems despite of the use of various models of education. Hence, all the specified models of education are effective, if they are reasonable for use.

However, many universities in Georgia used more "radical" way. They have selected model even more American than American model – there are everywhere schools which prepared and prepare for Bachelors of Management, Bachelors of Business Administration, etc. thus as practical examples using cases of giants of American or world economy. It is clear, that such experts have no prospect to find suitable work by virtue of an economic condition of the country. Even in case of developed economy Georgia can't to use the huge quantity of really experts not speaking about not qualified. We shall notice that even in the USA graduates not prestigious business schools have problems with employment. Such position is real Georgian phenomenon which should be considered. It is characteristic, that up to recent time in Georgia there were 220 universities. After certification activity of many so-called universities has been suspended, but now universities are a great many (more than

100) for such small country as Georgia. And their majority again teaches managers and administrators. What is the reason of the above mentioned situation?

As mentioned above, one of the reasons of this situation is the post- Soviet mentality of the part of Georgian Society. Existence of “homo-soveticus” in Georgia caused e.g. these false success that Georgian Socialist Republic as if had in economics, educational or scientific fields. In Georgia there are more engineers than in the states of Western Europe put together. For example before unification in Federal Republic of Germany – in the country of engineering industry, there were only 900 machine-builders. Georgian Technical University prepared thousands of engineers every year (it lasts even nowadays). We all know the quality and level of their knowledge. After gaining independence the situation has been changed to the worst in educational field. There is only difference-instead of engineers, we have lawyers, managers, economists, and administrators. Unfortunately the majority of students are interested in getting diplomas, but not knowledge, and sometimes, they pay money not to get knowledge. And so-called “Universities” and “Academies” in every corner have contributed much to these processes. Nowadays, some the parents even help their children in get diplomas without any knowledge, as they did in the Soviet period, though every parent wants to have educated child - one more Georgian paradox.

What And How

The primary categories are WHAT & HOW - "If you know HOW to make something - you will always have a job, but the one who knows WHAT is necessary to make, you will always be your own boss." And in Georgia, everyone wishes to be the boss. But thus it is forgotten, that this saying is fair for America, Europe, and the developed countries where graduates of universities perfectly understand HOW to make, and among them are those who have the talent to define WHAT it is necessary to make, who become the managers, the heads.

Observing enterprises and organizations which achieve success in the post- Soviet space and in Georgia included, we are more convinced, that in real management the scientist, the expert, perhaps isn't so important, as a person of the head who let has been not so formed, but management owns sacraments as arts by virtue of the personal qualities, talent, experience, skills and sensible judgments of the managers. The necessity of scientific knowledge has receded into the background. But this effect, of so-called "new Georgian", "new Russian", etc. with development of the economic level of the countries, the aggravation of competition becomes fast a braking element for many companies and will leave them bankrupt, which is already is shown in practice. Only with the connection of talent and scientific knowledge is it possible to achieve the necessary results, which no one currently denies. In addition, it is necessary to know that to studies in management is important not only at the beginning of the career, but throughout the entire career.

Another sample of the harm of blindly copying any models of education is visible from researches which from time to time are spent in the USA. For example, it is well-known, that in the USA, the reasons of bankruptcy or failures of leaders (top-managers) are the caused by the following circumstances: managers are interested only in high salaries, symbols of their position, and in person; they take credit for the results of the employees, lead a secluded life and are self-isolated from the collective, etc. In order to prevent the last risk-factors, psychologists' advice to top-managers is to meet collectively on a regular basis, to arrange the days of the company, excursions together with employees, etc. It is clear, that this problem for Georgia does not exist; relations with friends, a feast, etc. are normal elements of the Georgian culture.

Considering the system of management training for official structures, it is necessary to take into account the existing system of the government. It is necessary to explore some questions: What is role of the official in a control system? Whether is it the official the politician? Whether he participates in political decisions? Participates in lawmaking? On the other hand, there is the role of officials as technical experts on whose conclusions politicians' base increasingly depends.

Conclusion

Proceeding from all above stated, it is necessary to understand that administrative and managerial specialties represent synthesis education - technical, natural sciences (mathematical) and the humanities. A prevalent substantial error is to consider administration (to a greater extent) and management (to a lesser extent) as a humanities specialty, and consequently completely to ignore mathematical and technical knowledge. It is necessary to recognize that the mathematics is the basis of all sciences, including in particular administration & management. According to the legend Plato did not accept in the school of philosophy of those who did not know mathematics.

Therefore, the education system of Georgia, in our opinion, should be constructed on the basis of mixed (more German) models. And the system of training of administration & management should be constructed mainly on the Master's level using the following knowledge:

- The general questions of administration & management including queries of the optimal control theory and cybernetics;
- Professional technical education including in particular knowledge of mathematics;
- Arts (Humanities) education, including in particular knowledge of philosophy.