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Urgent Problems in Learning the Public Administration (on the Example of Georgia)

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Abstract. Public management can and should be taught. Former Soviet Republics, including Georgia are facing this acute problem. Some attention is directed to management training, but public management stays in the background, although it is evident that major political and economic problems of Georgia and other countries of so-called “fledging democracies” arise due to the government theory neglect. The article considers development of administrative way of thinking starting from political doctrine to managerial approach, prospects for public management principles development, existing educational models. The epoch of classic universities is passing; with the help of textbooks students can only make courseworks. That’s why the use of innovative methods is necessary for students training.

Keywords. Public Administration; State Policy; Public Policy; Wilson; Goodnow; Weber; Manager; Administrator; Models of Education of Management; Bachelor of Public Administration; Master of Public Administration; Master of Business Administration; Vision; Mission; Action Learning.

At the end of the XX century, Georgia gained its independence for the second time and ultimately. A many-century-long battle of the Georgian people for freedom and independence was successful, and a new era started; the country joined the world commonwealth and had to face the local and foreign challenges. Only the state with the stable grounds is able to overcome such challenges, where the public administration system plays the supreme role.

For Georgia, as for the country on the way of development and attainments in the public sector, the scientific understanding of the subject matter needed to create an efficient system of public administration, is particularly urgent.

Despite a certain recovery in the scientific circles of Georgia in recent years, this business is much far from being perfect. The few books and articles concerning some individual aspects of theory and practice of public administration fail to fill the existing gap. As for the objective to reach, it is really very important; calking the methods and forms of actions in the Georgian reality described in foreign sources and studies is not a bit justified.

The objective implies not only ensuring a trouble-free performance of the public office, but also creating the atmosphere to stimulate the sense of statehood and justice among the members of the society.

Despite the long history of the public administration system, the development and perfection of this system is a continuous process and it is filled with the new content as the

society develops. Therefore, a thorough and consistent study is necessary to analyze the existing situation and foresee the future perspectives.

Teaching the disciplines associated with the administration are paid increasingly more attention in Georgia, though the accent is made on the questions of business management more... Business management and public administration are two constituent parts of one whole and no teaching of either of them in isolation from another can yield desirable results, as there is a 'vitaly important' link between the two.

The management of political and economic processes needs mastering the general principles of the management of political and economic processes and using them in combination. The right management of the political processes helps the efficient management of the economic processes and vice versa, the efficient management of the economic processes provides the preconditions for the successful management of the political processes, including public administration. However, even in terms of the most favorable preconditions, no satisfactory management is possible notwithstanding whether the object of management is large, small or medium business, country economy, state, its foreign or local policy, or society unless the principles of the management of such objects are clearly defined and realized in practice.

Unfortunately, we are not so successful in taking historical examples into account. Mistakes repeat themselves through formations and even epochs and could be avoided by us had we the skills to make conclusions from the historical lessons. The political-economic problems in the countries with transient economy and statehood are mostly the result of ignoring the theory of management. The state officials have an illusion that their decrees and instructions will be observed in any case notwithstanding whether they are aware of the theory of management or objective regularities characteristic to the management process or not. Another reason for this is that unlike technical or economic systems, the negative outcomes of wrong state decisions are not seen immediately. However, this does not change the state of affairs. The public administration accomplished only on one's own intuition, by the officials with inadequate education or training and by ignoring the scientific methods, will sooner or later collapse what is clearly proved by modern political processes.

In fact, a democratic style of management in Georgia is at the level of declaration, and there is little clear or scientifically understood in this direction. The works by scientists, political scientists and pedagogics researchers (which are quite few in number) fail to provide the necessary volume of research of the most important aspects of public administration.

The scientific analysis of the public administration issues in such a state as Georgia is, is a very important objective and is directly associated with the improvement of the citizens' wellbeing in the country and discharging the order they, as electors charge the authority with.

In order to establish a western-type democracy in present-day and future Georgia and develop it according to the principles necessary for the country's harmonious integration in the Euro-Atlantic space training the staff with adequate background is the most important task. Training the public administration specialists is a special process, where the transfer of thorough knowledge or studying urgent theories alone is not sufficient. A person equipped thoroughly must be brought up, who will set a human, his interests and problems as a priority and will be able to organize the business in the manner as to gain the desired outcomes and effect. The problem of lack of professionals is urgent in every field, but it is twice as responsible in the field of public administration and as mentioned above, the mistakes may show themselves after a long time when the chance to rescue the situation can be minimal.

What are the principal considerations when teaching the public administration? The simplest approach would be to copy the teaching systems with many-year practical probation in the leading countries of the world. Since the demolition of the Soviet Union, the first steps have been made in this direction and the higher institutions of Georgia have mostly relied on American programs and text-books what in fact embraced the whole education system of Georgia. The given approach has produced both, success and failure in the field of education and for the public administration system. The success was the new approaches having yielded the first effect, but later, under increasingly complicated circumstances, when the old unions and institutes were ultimately demolished, and the new ones could not be established due to the lack of professionalism and subsequent mistakes, it became gradually clear that the education system fails to discharge its function. Accordingly, significant obstacles in the process of state and economic management were expected what has been in fact proved by recent events.

In the USA, in the country exemplary in respect of its constructive approach to the public administration, as well as in Europe and Asia, they look for new methods, consider the experience of different schools, analyze the committed mistakes and gradually improve the teaching system.

In our opinion, partially in those countries and particularly in Georgia and Post-Soviet countries, one of the most common mistakes is attributing the public administration to the pure humanitarian field and total ignoring the need for the mathematical or technical basic education as a result.

Right from the outset, the theory of public administration had been developed as one of the directions of the political doctrines and has been established as a scientific direction on its own since the XIX century. In this period, a legal school in Germany and a school of Political Sciences at Columbia College (further named as Columbia University) in the USA were established to teach public administration. Further, similar specialties were introduced to European and other US universities. They taught the problems of public administration here in complex with the political sciences; however, as time went, the need for special training of public administration officials was becoming obvious as a result of the complicated societal and public administration structures. Aiming at regulating the labor of the officials employed in the public sector, a legislation about the state office was created (one of the first legislations was the law "On Public Office" adopted in the USA in 1883). The need for special training the state officials and administrators has become clearer as time went.

At the end of the XIX century, professor Woodrow Wilson (the 23rd USA President later) started to theoretically investigate the problems of public administration. He developed a '*model of administrative efficiency*' where he considered the possibility to use the methods of business management in public administration. An American political scientist Frank Johnson Goodnow worked on the same issues. Wilson and Goodnow tried to develop the model of bureaucracy acceptable for a democratic society, which Wilson realized in practice during his public office. Later, the theory of public administration was developed in a scientific direction and the issues of management were reviewed in isolation from the state political ideology.

So, the theory of public administration had the management system developed, which did not depend on the political ideology. Aiming at spreading the principles of theoretical management in practice, soon (since the 1920s), they started to create special organizations in the USA. They included municipal research bureaus, developing rules and procedures of management for public administration structures. It is absolutely natural that in the developed countries, which proved the efficiency of the existing systems of public administration and economic management and thus, relevant education system, the concept of administration is often associated with the concept of business. However, at

the same time, it is necessary to make a distinction between the concepts of business and administration (management and administration) so that to differentiate between relevant education systems.

A manager, administrator within the public administration system is not a political figure, does not make political decisions and a public official is not (must not be) a politician, but he/she executes the instruction of the political authority. For this purpose, the public administration staff (bureaucratic staff) must be proficient in mastering the rules of controlling the public administration process (bureaucratic process).

Besides, there is always a potential danger of the public administration staff (bureaucracy) caring about their own and not public interests. In such a case, the bureaucracy tries to monopolize the administration techniques by using the ways, such as the information classification, keeping 'official secrecy', etc. Generally, as Max Weber noted, bureaucracy strives to extend the sphere of its influence and go beyond the limits of its rights and obligations. Such a bureaucracy is guided by a 'power instinct'. In order to efficiently manage the affairs, the bureaucracy must enjoy certain independence, but in terms of 'excess' independence, the bureaucracy is granted the option to monopolize the state authority, which a willfully acting bureaucracy, so called 'total bureaucracy' will necessarily try to use. In such a case, the establishment of a policy of diktat is well expected in the country.

One of the most important objectives of public administration is to clearly define the authority of public officials (bureaucracy) and strictly control the efficiency and quality of discharging their obligations. Thus, public administration is an independent interdisciplinary branch of science needing thorough research and mastering.

Being aware of this, at the beginning of the 1990s, one part of the administration of Georgia needed to take pains to help launch the training of public administration specialists. The first to respond to such an appeal was Georgian Technical University: a Georgian-American Institute oriented on educating the masters was established at Georgian Technical University, and since 1995, the Humanitarian-Technical Faculty of the Technical University started to train public administration officials. This undertaking was much responded by other higher institutions.

In 2001, even a special chair of 'Public administration official' was established at the Technical University. They reviewed the curricula, elaborated the programs, and a two-level training of public administration specialists was introduced: at the baccalaureate and magistracy. The Chair also offered training for the students of two more specialties - state policy bachelors and urban managers. It should be noted that the Chair of 'Public administration official' was distinguished for its exemplary material and technical basis and novel and modern methods of teaching. The Chair was much supported by state structures, with more than one high-rank statesmen delivering lectures at our University. The students had their in-depth trainings at governmental establishments, and active scientific work has been accomplished in the given sector since then. Since 2005, a scientific journal "The Power and Society (history, theory, practice)" has been published. The journal contained many interesting articles concerning the questions of public administration. It is 5 years now the international scientific conferences have been organized on the initiative of the mentioned journal. The conferences pay particular attention to the issues of public administration and policy, economics and law. The conference allows the scientists of Georgia, United States of America, Japan, Russian Federation, Kazakhstan, Ukraine, Azerbaijan, Armenia, Baltic and other countries participating in live discussions about any urgent problems of the interaction between the state and the society.

The outcome is clear, as the public administration specialty graduates, particularly masters, occupy significant positions at public offices and in business. The index of

employing the graduates with the given specialty is much higher than that for the graduates with other specialties. For the short period, we were able to train four young lecturers, who successfully teach the future officials.

It must be noted that for years, the given specialties and particularly that of a “public administration official” has been considered a competitive specialty, and the competition ratio at the entrance examinations constituted 1:9. The number of applicants to this specialty during the first national examinations was also great: 40 university entrants filled 40 declared vacancies, with over half of them with full state financing. As for the others, they also got good marks. The university entrants, who became the first-year students with the specialty of an urban manager, were no less enthusiastic.

Unfortunately, instead of continuing with the same indicators, in 2005, the Ministry of Education of Georgia abolished the specialty of public administration and urban manager on the list of bachelor’s specialties (so called classifier), and they are classified as a minor specialties at present. Fortunately, this specialty was not abolished at the magistracy and the number of entrants is great. The popularity of this specialty is clearly evidenced by numerous students wishing to acquire it as a secondary specialty in the academic year of 2010–2011. There are 9 university groups established with 20 to 25 students in each group on average.

The work at the institution of doctoral candidacy is no less active. In 2011, three doctoral theses were defended in the specialty of public administration.

We consider that abolishing the mentioned specialties on the list of baccalaureate was not justified due to many reasons, including the following:

- High-qualified staff is needed to construct a young state, particularly in such directions, as public administration, state policy and urban management are; they must be trained with a special programs; trying to prove that the bachelor’s degree is not sufficient for a public administration official has no grounds, as the public office offers not only high posts and a specialist equipped with adequate knowledge is needed in any position. Training such contingent at the baccalaureate is absolutely possible.

- The lack of specialists is a very acute problem in the regions of the country (it was for the purpose of filling this gap a special school was opened in Kutaisi);

- These specialties are competitive on the labor market of Georgia;

- A scientific study with the active participation of students and undergraduates is underway and this work must continue, moreover when the branch of public administration of the Faculty of Business engineering at Georgian Technical University has established business contacts with more than one education and scientific sectors of similar specialties worldwide.

- There are many specialized schools and educational establishments in America and Europe successfully training bachelors and masters; it is their experience used by the Technical University.

Owing to great efforts of Georgian Technical University and a number of other higher educational establishments, a certain outcome about the new list of specialties approved by the Ministry of Science and Education of Georgia is gained. Public administration is included in an autonomous group of areas included in the unit of sciences, as a master’s and doctoral specialty, as well as bachelor’s specialty. However, there is still one awkward moment about this point - teaching the given specialties as bachelor’s ones is possible from 2012–2013 academic year only, as according to the existing rules, the programs in question will be reviewed and proved at the end of the year.

In the process of training the public administration officials, the particular initiatives and constant searching for novelties is necessary, and using the methods of interactive learning is a necessary precondition for success.

Unfortunately, there are still many novelties impossible to introduce in our country. In 2004, on the basis of the public administration branch (chair by that time) of the faculty of business engineering at Georgian Technical University, we launched a 6-month-long curriculum of distance learning. This method is widely used all over the world. However, it proved inefficient in Georgian reality. This is not caused as much by poor material-technical base or poorly elaborated programs, as by the ignorance of the educational system executives. To present, Georgian legislation does not recognize the method of distance learning and it depends on the efforts of individual enthusiasts.

Recently, there have appeared certain hopes in this respect, too, as the Parliament of Georgia got interested in the given issues and some consultations are underway.

As a conclusion, we may say that the time of classical universities is gone. A student may only create a student's work by using a text-book. It is necessary to provide the system of education designed in the public administration learning concept, which was developed by our participation and published by the association of 'Open Diplomacy' as far back as in 2008. The concept underlines that **the training of public officials must rely on the following fundamental grounds:**

- * **Awareness of the general issues of public administration;**
- * **Technical education, including mathematical and cybernetic education;**
- * **Humanitarian education, including historical and philosophical education.**

And this must be reached by using innovative methods, based on the worldwide experience.

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Актуальные проблемы обучения государственному управлению (на примере Грузии)

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Аннотация. Искусству Государственного управления можно и нужно учить. Эта проблема особенно остро стоит в бывших советских республиках, в т.ч. в Грузии. Проблемам обучения управлению в Грузии обращается определенное внимание, однако вопросы государственного управления остаются в тени. При этом, очевидно, что главные политические и экономические проблемы, как Грузии, так и стран т.н. «молодой демократии» связаны с игнорированием теории управления. В статье рассмотрены пути развития управленческого мышления от политических учений до менеджерского подхода, перспективы развития принципов государственного управления, существующих моделей обучения. Эра классических университетов уходит, учебниками студенты смогут подготовить лишь студенческие работы. Поэтому, для обучения студентов необходимо использование инновационных методов.

Ключевые слова. Государственное управление, управление государством, публичная политика, стратегическое планирование, менеджмент, объекты управления, искусство управлять государством, Вильсон, Вебер, принципы управления, модели образования в области управления, бакалавр государственного управления магистр государственного управления, магистр обучение действием.