



NISPAcee

THE NETWORK OF INSTITUTES AND  
SCHOOLS OF PUBLIC ADMINISTRATION  
IN CENTRAL AND EASTERN EUROPE

*Teaching of  
Public Management*

EDITED BY JAK JABES

THE FIFTH SUMMER WORKSHOP HELD IN  
BOROVETS, BULGARIA, JULY 6-10 1998

**NISPAcee**

The Network of Institutes and Schools of Public Administration  
in Central and Eastern Europe

And

**The New Bulgarian University**

**TEACHING OF PUBLIC MANAGEMENT**

Proceedings from the fifth Summer Workshop held in  
Borovets, Bulgaria  
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SIGMA

University of Ottawa

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## **TEACHING OF PUBLIC MANAGEMENT**

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## A FRAMEWORK FOR TEACHING PUBLIC MANAGEMENT

*Jak Jabes\**

The fifth Summer School of NISPAce took place in Borovets, Bulgaria and was devoted to the teaching of Public Management. After dealing with a number of topics covered in the field of public administration in the previous summer schools, it was time to tackle a subject matter which is not always well understood i.e. “public management” which is open to various interpretations, often culturally dependent.

In most schools where a public administration degree is granted, there exists a course called *Public Management* (or simply *Introduction to Management*). However, the term *public management* has various connotations. Sometimes, instead of a management course, students are asked to take a course in Organizational Behavior, whereas in some public administration programs, courses on organizational behavior and organizational development and change follow basic management courses. These may be compulsory or elective courses in both undergraduate and graduate degrees in Public Administration. Whatever the case may be, the idea behind an introductory course in Public Management is to impart a management background to the student - as opposed to administration, law, or political science.

In many schools, approximately 75 to 90 hours during the academic year are devoted to the subject matter of public management (6 credits in the North American sense). Courses often emphasize not only learning modern management thought, but also management functions together with socio-psychological dimensions of organizational life (as typically found in an organizational behavior course). Teaching often relies on the extensive use of case studies, role playing exercises and simulations, especially if appropriately small class sizes can be secured.

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\* Senior Counsellor, SIGMA (Support for Improvement in Governance and Management in central and eastern European Countries), France. SIGMA is a joint initiative of the Organisation for Economic Co-operation and Development and the European Union, principally financed by the European Union's PHARE Programme. SIGMA's goal is to support the development of effective public institutions which can sustain market economies, provide a base for pluralist systems of governance and implement public policies. The author is on leave from the Faculty of Administration, University of Ottawa, Canada. The ideas expressed in this article do not necessarily represent the official view of the OECD, the EC, or central and eastern European countries participating in the SIGMA programme.

The field of public management is perhaps more diffuse than any other subject taught in a Public Administration school - e.g. the cursus for a public finance or a public policy course is similar across institutions. The emphasis and approach given to the subject in the Anglo-Saxon world is not necessarily shared in public administration schools of continental Europe, where the administrative culture is much more oriented towards law rather than market, which is evident from the content of the material emphasized. However, one can discern certain similarities of the subject matter taught in an introductory course on public management by looking at what books are used for teaching purposes and what areas they cover.

Functions of management covered include organizing, directing, planning, controlling, motivating and delegating. Certain more recent texts in management see them not so much as functions, but as managerial roles. Communications, the management of human resources, budgeting and financing in the public sphere may be covered. Introductions to accounting, marketing and public policy may also be emphasized.

Behavioral dimensions covered can often be pulled together into individual and group level analysis. In the former, one looks at perception, motivation and job satisfaction and decision-making. At a group level, topics covered include group dynamics and performance, leadership, conflict, interpersonal processes and communication. In some cases this may be followed or replaced by an introduction to personnel (human resource) management in the public sector.

Most courses move the field to the meta-level of the organization, and towards the end, include topics such as the structure of organizations, organization and job design and culture. Finally, some attention is devoted to organizational change and development.

A course of this nature is an introduction to a field, which over the years, has grown tremendously in coverage and has a tendency to become diffuse. As with any introductory course that attempts to cover a wide range of topics, from necessity, one can only do an overview of areas, with no in-depth study of any of them. However, dosage is important and may show the instructor's biases resulting in certain subjects and areas receiving more attention than others. One also discerns differences in coverage across countries.

The objectives of the summer school on the "Teaching of Public Management" were:

1. To analyze course syllabi in Public Management courses in Western Europe and North America
2. To compare western syllabi with those used in Eastern Europe in Public Management
3. To design a model syllabus in Public Management useful for countries in transition
4. To discuss, share and exchange pedagogic methods in the teaching of Public Management

Instructors from Central and Eastern European countries participated actively in the workshop. Presentations on the French, German and U.S. approaches were enriched by presentations on country-specific approaches from the region, as well as round tables focusing on teaching problems related to the “Teaching of Public Management”.

The different presentations by those who were asked to lead the workshop and by the participants on their own countries’ approach have been reproduced in this book. It should be pointed out that the difficulties inherent cross-culturally in the teaching of the subject matter are reproduced in the articles that follow. Participants have undertaken the task in a variety of ways, some describing the content of a specific course in public management, whilst others describe programs, and the remainder talk about “public administration and management” education systems in general.

The discussion around which areas the subject matter of a course in public management should comprise, together with reflecting upon what the ideal type would be, led to some agreement. The following broad themes were emphasized:

1. Understanding the legal and regulatory framework, which shapes public management. The legal constraints are important in Central and Eastern Europe, and the degree of emphasis would depend on the extent to which students were exposed to legal studies. This theme would try to explain what is “public” about public management.
2. Types of public organizations. By studying structural and design issues related to public organizations, students will be made to understand the complexity of such organizations in society. The increasing variety of public and para public organizations in the CEE region makes this an important theme.

This theme, building on the previous one, provides an anatomy of the public sector and allows the development of typologies. Related themes



that would be covered here would be the environment of public management and the history and developmental trends of the public sector.

3. What do managers do? They control, they develop strategies, they are involved in policy-making and they plan and make decisions. These topics form a crucial part of the course.
4. What knowledge should managers have? This constitutes the fourth broad theme and is an area where much agreement exists on content. However, in the design of a curriculum, one must be careful and assess whether other courses offered within a program of study do not emphasize these domains of knowledge. If they do, then the weight given to them should be minimal. Notions of finance, budgeting, personnel management, accounting and economics would be covered.
5. How am I going to manage? Managers use leadership, they communicate and rely on team work. In other words, the course has to get to grips with the elements of organizational behavior and especially leadership. Motivating people and developing a vision is a necessary part of this set of behavioral skills.
6. For what purpose is the manager practicing leadership? Two related themes that require attention here are: policy development and implementation and changing organizations. Given the currently weak capacities for policy development, this theme would have to incorporate law drafting and impact analysis skills.

These broad themes would form the basis for the development of at least a year-long (approximately 90 hours) course in public management, utilizing not only lectures but case studies, simulations and role playing exercises to impart knowledge and skills. It should be emphasized that if such a course was being designed for the former communist states of the CEE, then the transition situation and environment would have to be captured, explained, analyzed and put into context at the very beginning of the course.

# **PART I**

# TEACHING PUBLIC MANAGEMENT IN GERMANY

*Dietrich Budäus\**

## **Introduction**

The actual “landscape” of public sector education and training in Germany is very complex. This is a result of:

- the structure of the Federal Republic of Germany,
- the complex system of German public services with regard to the classically inherited bureaucratic management of public administration
- the worldwide movement of New Public Management, which reached Germany in 1990 and which requires a new approach to training public managers.

These aspects determine the present contents and methods of teaching Public Management.

## **The Structure of the Federal Republic of Germany**

Germany is a federal state. The concept “state” embraces not only the Federation but also the sixteen constituent states (“Länder”) and about 15,000 local authorities (counties and county-free cities and below them municipalities). In certain limited fields, the states and even the local authorities may act independently of the Federation as autonomous units. Consequently the structure of the German political system and public administration are built upon three levels (see Figure 1). These three levels have their own education and qualification program for staff.

The first level is the Federation, governed by the federal government, consisting of a Federal Chancellor and Federal Ministers. The federal administration has its own administrative substructure down to the local level but only in exceptional cases where they are organized at three levels: federal ministries, intermediate authorities and local federal authorities. The administrative substructure comprises the federal finance administration, the federal armed forces administration and the administration of federal waterways and shipping. Most of the special functions of the Federation for the entire Federal area are fulfilled without any administrative substructure. They are executed by delegation to the administration of States and local

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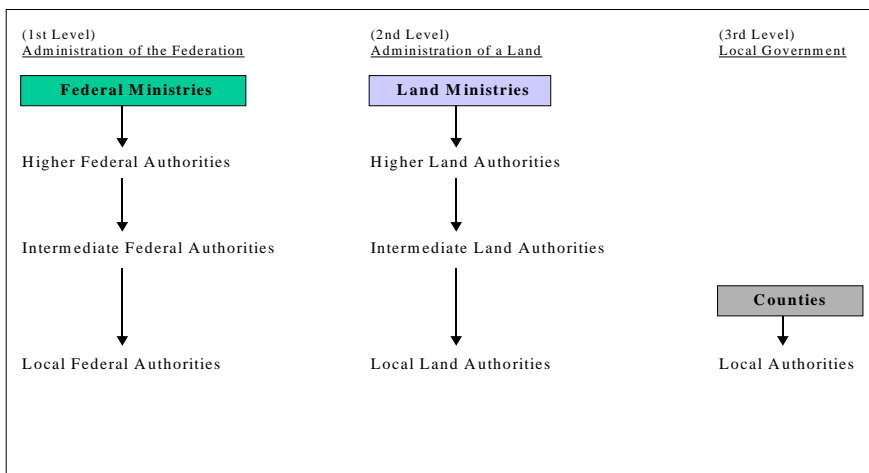


Figure 1 – Government and administration in the Federal Republic of Germany

authorities. Tasks in the administration of the Federation are also performed by a large number of semi-autonomous bodies, Federal corporate bodies and institutions under public law.

The second level in the public structure consists of the states, governed by the *Länder* government with the *Land* ministries. Despite carrying out similar tasks, there is no uniformity in the organization of public administration in the states because there are the large territorial states, the small territorial states and the three city states (*Stadtstaaten*). In particular, the large territorial states are divided into government districts, directed by the district chief executive, as in the *préfectures* in France. Other states either have chief county executives or departments in county offices as public authorities for general administration. The city states (Berlin, Hamburg, Bremen) combine the elements of state and local authority administration. The governments (senates) have to perform state and local authority tasks at the same time.

The third level - the local authorities - has a special position in the German public administration and governmental system. Local self-government has the general competence for issuing regulations and self-administration. This means that a local unit has the responsibility for all public affairs in its area insofar as they are not legally attributed to other

authorities (subsidiary principle). This also means that a local government unit may issue regulations which are binding for their citizens as long as they do not come into conflict with federal or state law. A local government unit may also manage its functions and services on its own responsibility without direction from other authorities, but in accordance with laws of the Federation and the State.

In fact, federalism and local self-government are above all formal principles. There is a so-called “co-operative federalism” with an increasing degree of overlapping duties and authorities amongst the three levels of government. A development is apparent and necessary towards close cooperation in planning, complex decision-making and financing between the Federation, the states and local governments. In the meantime there are “joint tasks” (fixed by the constitution) in the areas of university building and structural and economic improvements. In these areas, the Federation pays. Furthermore, the Federation may grant the states financial assistance for investments made by them or by the local authorities. This is used as an instrument to support economic and main policy objectives in special areas as well as the objectives of long-term growth together with a shorter-term control of cyclical movements. This has been applied mainly in the areas of public housing, urban redevelopment schemes, hospital building etc. In fact, the federalist principle of organization has been increasingly emasculated by the financing system because there are very few possibilities to increase the budget by taxation, especially for local authorities. In the financing of their public tasks, local authorities strongly depend on the states and the Federation.

The three levels of government in Germany with their different tasks are each involved in a rather complicated tax and fiscal system.

The different tasks at the different levels, the complex structure and the particularities of the financing system require a wide diversification of public management education.

### **The Public Service System**

In the Federal Republic of Germany there are approximately 6.5 million public servants:

- 0.7 million at federal level
- 2.6 million at *Länder* level
- 2.0 million in local government

- 1.4 million in public enterprises such as post/telecom, railway and other “indirect” services which are, in part, subjected to formal or material privatization.

Of this total:

- 31.5 % are “*Beamte*” (lifetime public servants);
- 44.3 % are “*Angestellte*” (public employees) and
- 24.2 % are “*Arbeiter*” (manual workers).

Public staff in Germany is divided into four service classes or cadres:

- administrative class (“*höherer Dienst*”) – upper management
- executive class (“*gehobener Dienst*”) – middle management
- clerical class (“*mittlerer Dienst*”) – lower management
- sub-clerical class (“*einfacher Dienst*”) – lowest management.

The traditional education of administrative staff is a university degree in law, terminating in a two-year preparatory course (“*Referendariat*”) with work experience in court, public administration and in public agencies. In the past, the study of law was a public education subject. This bias was shared by both the administrative and executive classes. There tends to be a monopoly held by lawyers.

Candidates for the executive class are educated at internal colleges for public administration (in each *Land* and at the federal level). Public and administrative law are dominant in the curricula. Public management and instruments to improve productivity, efficiency and economy play only a minor role. The degree obtained (“*Diplom-Verwaltungswirt*”) can be compared to a Bachelor of Public Administration (BPA). The successful candidate will remain in the civil service for life (see Figure 2).

In addition to this general system of education, there are many special institutes and academies run by federal, state or local authorities. At the federal level the German post-graduate school of Speyer is well known. At a local level there are numerous organizations training civil service staff, for instance the German Institute for Urban Studies at Berlin.

### **Influence of New Public Management (NPM)**

NPM is a worldwide movement to redefine the tasks of state and public administration. It encompasses the reform process of the public sector, a process which has been taking place at international level for over fifteen years. It can be defined as being the replacement of the bureaucratic model by a management model. This means a shift from a law-oriented and

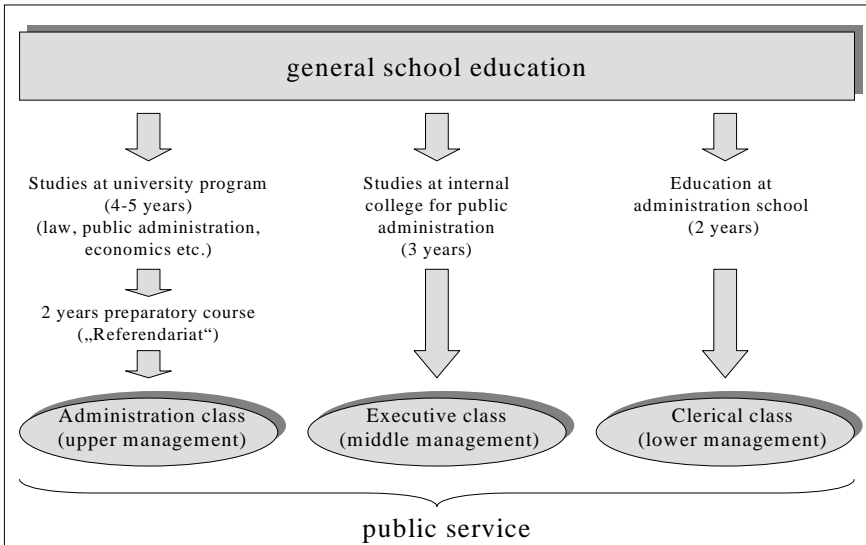


Figure 2 – Education in public service

formally structured organization to that of efficient management and allocation of public resources, based on a new economically defined role of state operations and functions.

NPM can roughly be separated into two fields i.e. changing external and internal factors and influencing costs and performance of the public sector (see Figure 3):

The first field of NPM refers to the reform of external conditions of public administration. The points mentioned in Figure 3 being well-known, it is therefore not necessary to repeat the arguments here. The pros and cons of this concept have been discussed as part of the economic theory for many years, especially that of public choice. Practitioners should not ignore these theoretical conclusions.

The second field of NPM refers to the internal process of public organizations which is described as managerialism or public management. Administration replaces its classic bureaucratic structure by decentralized centers of responsibility similar to those of a holding company. Accordingly, procedures and tools must be changed in the same way as qualifications and motivation of staff.

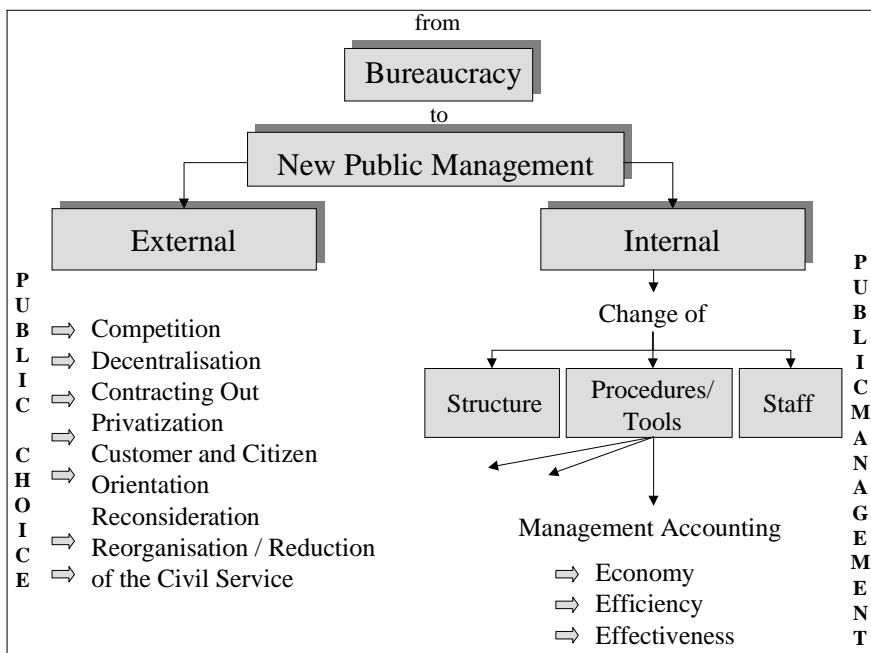


Figure 3 – New Public Management

In this context, the interdependencies between structures, procedures and staff are critical. Therefore, the necessity and practicability of procedural and structural specifications are predominantly determined by the organizational culture, i.e. the behaviour, qualifications and values of all staff members.

The concept of NPM is calling for changes in qualifications and in the traditional education system. Managerial skills are required particularly in:

- goal setting, general co-ordination
- strategic and operative planning
- accounting (cost accounting, accrual accounting)
- financial management
- controlling and reporting
- marketing
- staff management
- organizational development
- project management



There are different reactions to this in the education system. Some colleges are offering specialization in public management and/or postgraduate courses. Others, for example, two colleges in Berlin, have developed completely new curricula for public management. Furthermore, certain colleges no longer isolate internal education in public management from the other world of academic education. These colleges are open to students who do not wish to enter into public administration but who wish to work in non-profit organizations. During the last three years, the education concept has changed considerably but only in colleges, not in universities. There are few institutes for public management. It seems that universities are ignoring this requirement and the necessity for comprehensive public management education.

In spite of the paradigm of change from bureaucracy to public management, there still remain many questions such as:

- What should the basic structure of public management curricula be?
- What is the ideal mix of management science, law, political science, economics etc.?
- Which cultural, legal and social factors of a certain state may have an impact on the curriculum structure?

NPM cannot be standardized to cover each public administration. Every society has to find its own way, depending on culture, history and the economic situation. However, the changes necessary require a new managerial thinking and a readiness to learn from the concepts and experiences of other countries.

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# TEACHING PUBLIC MANAGEMENT IN FRANCE

*Jean-Michel Saussois\**

## 1. The Context in which Public Management Programmes are Developed

State intervention in France was developed at the end of the 19th century, culminating in the welfare state period following World War 2 when there was a wave of nationalization and a social security system was put in place. Nowadays, one active person in four works within the “public service” i.e. not only in central, but also in regional administrations, local authorities, industrial public services and state owned enterprises. Five million people are employed within this sector. For example, in the central administration, the Minister of Education manages centrally 400,000 teachers and is the most important single employer in France. Salaries and pensions for French civil servants represent 40% of the French budget.

The French public service controls important issues in France, three of which have to be taken into account in order to understand how public management is taught in France:

**Career evolution** - to the French middle class, being a civil servant, even at a lower level (e.g. a clerk at the post office or a teacher in a primary school) is a sign of social mobility and the opportunity to climb social ladders through one’s own merit i.e. by passing exams. It is the only way to remain independent and not be forced to rely on the whims of a private employer who can fire you at short notice because the market is falling apart.

**The difference between the private sector and the public sector** - these two worlds are completely different and do not share a common set of values. The French perceive the private sector as focusing on individual competition and on the role played by the marketplace; as well as being about success and financial rewards and the entrepreneurial spirit and being given a second chance after a failure, whilst the public sector is perceived as being about stability and seniority.

**The nature of the job** - there is, of course, a huge difference between careers e.g. policeman versus a surgeon or a teacher versus a judge. There

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\* Ecole Supérieure de Commerce de Paris

is a general feeling that public servants, whoever they are, are lazy and smugly satisfied with their regular income.

## 2. Three Layers of Teaching

Training centers prepare candidates for exams which are a pre-requisite for becoming a civil servant, otherwise one is a consultant (on contract) without the recognized status which civil servants seek, accepting modest salaries in exchange for not having to live with uncertainty, anxiety and risk.

The Ecole Nationale d'Administration (ENA) is, of course, the most prestigious school for training high level civil servants. One must pass a competitive exam which is designed for three categories of candidates i.e. 45% for students who are of an average age of 23 and who have graduated from either a university, "instituts des sciences politiques" or a business school; 45% from civil servants who are around 36 years of age and who are currently working and preparing for a specific preparatory program and the remaining 10% for candidates from the private sector around 36 years of age who have no experience in the public sector. Every year there are approximately 100 admissions (out of 1000 candidates). Ranking at graduation is crucial since the top ranks are reserved for the "*grands corps*" such as the "*conseil d'état*" or "*inspection des finances*". ENA is, in fact, a kind of vocational school which relies heavily on internships (from firms, local governments and embassies) and field studies with a specific theme (for example, two years ago I directed a seminar on a comparative analysis of how public utilities are regulated in Europe and how these public services perform compared to the private sector). The school has no permanent professors but recruits from professors and practitioners (mostly civil servants who have graduated from ENA) on a temporary basis depending on their knowledge of the topic chosen. The majority of those who teach at ENA are alumni.

For middle-range civil servants, there are other programmes which are located within the IRA (Institut Régional d'Administration). These institutes provide programmes to prepare graduates for official exams. There is also a specific training center (Centre de Formation de la Fonction Publique Territoriale) tailoring programs for a large variety of jobs such as "*administrateur territorial*" and "*secrétaire générale de mairie*" (town manager).

For ongoing education and preparation for specific exams, some ministries have their own training centers. One of the most respected is the Ministry of Finance. Another exists within the Ministry of Works and Transportation which develops high-level training programmes in order to promote social mobility. These centers provide hundreds of programs either with day classes or evening classes. The Ministry of Health also provides training for its hospitals. The Ecole nationale de la Santé in Rennes, Brittany, has training programs for the management of hospitals. Unfortunately there are no equivalent programmes for the management of prisons and schools. Prison managers receive on-the-job training and the same applies to directors of schools who are usually former teachers who have converted to management.

As one can see from the above, the situation is complex and very varied.

I would now like to present the program I am more familiar with i.e. the program developed in my business school which is the Ecole Supérieure de Commerce de Paris, the oldest business school in Europe which was created in 1835. I am fully aware that the difference between the university and the “*grandes écoles*” systems is difficult to understand if one comes from abroad. In reality it means that to enter the “*grandes écoles*”, such as a business school or an engineering school, one must prepare for an exam during two years after passing the baccalaureat. The exam is very competitive (250 out of 6000 succeed) and students are prepared during their secondary schooling.

I have been involved in this public management program for 20 years. The programme is offered to students at the end of their last year just prior to entering the labour market i.e. in third year. Annually there are between 25 and 30 students who are interested in specializing in this field whereas the remaining students can choose between the different programmes such as marketing, finance, international business and information systems. For the last two years, I have welcomed students from HEC, another business school which does not offer a public management programme.

Why do students choose this program? There are a wide variety of reasons, for example, religious, political, being attracted to power and influence and risk-taking. Some students (usually two per year) enter ENA after an additional year of intense work before going into the French administration, but the majority work as consultants with local or regional authorities or for private consulting firms with public clients. The main idea

behind the public management program is to train students to make them agents of change within the public sector. There is still much work to be done to modernize the French public sector. I believe that it is in need of a deep transformation with the health sector being a very good example of this. This is the main objective of the program I am running. My students have already attended courses on organization and management and on project management or on control and what I am doing is providing them with a framework which allows them to transfer certain methodologies. Sometimes the transfer of management tools developed within the private sector is possible and sometimes it is not. One cannot manage a city in the same way one manages an enterprise. Certain tools used in the management of human resources are still valid, no matter what the nature of the sector, be it private or public.

## **PUBLIC POLICY ANALYSIS AND MANAGEMENT AS A FIELD OF PROFESSIONAL EDUCATION**

*Jeffrey Straussman\**

Public policy analysis as a field of professional education has a brief history. In the United States, post-graduate education in public policy and management began about twenty years ago. Several universities initiated programs of study that were (and still are) designed to prepare students for analytical and managerial positions in governmental organizations, or organizations that have substantial interaction with government.<sup>1</sup> Graduates of these programs can be found in the budget and finance agencies of central and local governments, evaluation offices of government departments, the support staffs of legislatures, institutions such as the World Bank and the International Monetary Fund, and numerous consulting firms.

The study of public policy (as distinguished from its practice) is as old as the study of politics. Since politics are about the organization and power relationships in society and the distributional consequences of those relationships, public policy analysis is the assessment of the “products” of politics. Political philosophers have been pronouncing judgments on the means and ends of politics for centuries; consequently, a cynic of intellectual fashion would observe that policy analysis is simply a new term for an old practice.

Appraisals of the ends of political action have never been limited to reflective post hoc judgments but have also included prescriptions, or what we can call “advice giving.” The archetypal political philosopher who reflects this tradition is Niccolo Machiavelli whose recommendations in “The Prince” are legendary. Machiavelli was a precursor of contemporary policy analysts in three fundamental ways. First, he envisioned a relationship

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<sup>1</sup> Public administration, a “close cousin” of policy analysis began as a professional field of post-graduate study approximately fifty years ago in the United States. Some of the American public policy programs include: Kennedy School of Government, Harvard University; LBJ School of Public Affairs, University of Texas; Institute of Public Policy Studies, University of Michigan; School of Public Policy, University of California, Berkeley. Some of the public administration programs in the United States reorganized their curricula to be more compatible with the new policy schools. A good example is the program in public administration of The Maxwell School of Citizenship and Public Affairs, Syracuse University.

between his intellectual work and the world around him in an “active” way. His task was to study social phenomena, draw conclusions from them and offer advice (based on the conclusions) to those who held political authority. Second, Machiavelli cautioned that the advice giver must be judicious in choosing what to give advice about. In modern parlance we can say that not all subjects require policy analytic intervention. (In a contemporary context, the parameters of such intervention are created by the definition of what constitutes public problems and therefore legitimate subjects for policy analysis.) Third, analysis is shaped by social values.<sup>2</sup> To put it another way, since policy analysis tries to organize inquiry on contemporary public issues so that it may be useable (if not ultimately useful), it is necessarily prescriptive. The relationship between values and analysis is reciprocal since values shape and guide analysis. At the same time, analysis can shape social values.

These three features of policy analysis distinguish it from the traditional social science disciplines and have ramifications for how the professional education of policy analysts should be organized in universities. This article has two main objectives. First, I try to introduce the reader to the essentials of policy analytic education (as I understand it) with the aid of four public issues. These examples allow me to identify the major conceptual components of a professional policy analysis program. Second, I offer some advice about the structure of policy analysis in a university setting. A note of caution is in order. The advice I give is obviously based on my personal experiences teaching in one public policy and management program in the United States (though I am familiar with several others) and should be read and evaluated in this context.

## **1. Policy analysis as a craft**

Policy analysis is a craft.<sup>3</sup> The practice of policy analysis includes the interaction among skills, judgment and perhaps most important, creativity. Like all crafts, skills improve with practice. There is no better way to learn policy analysis than by doing it. Professional programs in the United States use various methods to inculcate in their students the craft of policy

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<sup>2</sup> For a more complete description of this view of policy analysis see D. Weimer and A. Vining, *Policy Analysis Concepts and Practice*, second edition (Englewood Cliffs, NJ: Prentice-Hall, 1992).

<sup>3</sup> For a description of policy analysis as a craft see Aaron Wildavsky, *Speaking Truth to Power: The Art and Craft of Policy Analysis* (Boston, MA: Little, Brown, 1979), chapter 16.

analysis through case examples, historical analogies and hypothetical decision-forcing exercises. The overarching purpose is to build a repertoire of skills through practice. I will try to demonstrate this method:

The case for and/or against public intervention: social justice and policy analysis: defunding organ transplants in the State of Arizona.<sup>4</sup>

The State of Arizona in the United States faced a problem. The state legislature decided that since it was unable to make Solomon-like decisions concerning which organ transplants to finance through the state's health plan (and who should receive the transplants), it would cease funding all transplant operations. Shortly after the legislature made this decision a poor 43-year old woman, who had been denied a liver transplant under the new ruling, died. The woman's death was well publicized in the media in Arizona.

The story should quickly provoke the question: what criteria ought to be used in public decisions concerning the financing of organ transplants? Is there an argument for such financing? The answer depends on the operational definition of distributive justice and a subsequent case for government intervention. Strict market equity would allow the price mechanism to allocate scarce organs, which would obviously skew recipients toward the high end of wealth distribution. Assume, instead, that the government officials believe that life and death should not be entirely left to the market place. The role of policy analysis now surfaces for we can ask the basic question: what criteria should be used to allocate government-subsidized organ transplants?

Any realistic analysis has to consider at least the following factors:

- types of transplants which will be covered;
- costs allowable for transplants that will be covered;
- probability of success as a condition of coverage;
- expected "return" on the government's investment.

Students are often uncomfortable with this policy case and claim that they do not want to play God. Nevertheless, as soon as they realize that there are more claims for transplants than available organs (and available funds to pay for them), choices cannot be avoided. Since students do not want to leave decisions to "arbitrary" criteria they begin the discussion.

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<sup>4</sup> This case appears in Jose A. Gomez-Ibanez and Joseph P. Kalt, *Cases In Microeconomics* (Englewood Cliffs, NJ: Prentice-Hall, 1990), pp. 110-124.



Asking the question, “Should an alcoholic be given a liver transplant?” will usually get them started! Some will answer in the affirmative. This is easily followed with a second question. Suppose you are reasonably sure that the alcoholic will continue to drink and will eventually be in need of a second liver transplant. Eventually students will see that economic analysis can sharpen some of the issues in this policy area. In particular, they apply crude cost-benefit tests to compare different candidates for transplants. For instance, they weigh the cost of a particular transplant against the cost of maintaining the person with government financed medical care. They also value the benefits of a successful transplant for a family wage earner by conceptualizing the future benefit stream of earnings and the likelihood that such earnings will keep the family off public assistance.

When I introduced the case method of instruction and assigned this case on funding organ transplants to a seminar at Budapest University of Economic Sciences in Spring 1992, one student suggested that appropriate reading in social philosophy should be required as background for the case analysis. I responded that it would be fine to read social philosophy; however, it was doubtful that the members of the Arizona legislature did such reading in preparation for their funding decisions. This was a trite response; nevertheless, the simple point is that policy analysis draws on several intellectual disciplines but the disciplines are not neatly compartmentalized in real policy settings. An appreciation of alternative theories of social justice may inform the political debate, but it is neither necessary nor sufficient in order to make choices. Another way of putting it is that more information is (usually) better than less information. But policy decisions are rarely made with complete information - even life and death choices such as allocating organ transplants.

### **Defining the Policy Issue: The Case of Heroin Use<sup>5</sup>**

Definitions of policy “problems” shape their solutions. A good exercise is to ask why heroin use is a public problem. We can begin by distinguishing supply versus demand dimensions of heroin use. In countries where heroin use is a policy issue, the drug is tightly regulated and not legally available. Restricted supply creates scarcity and the accompanying high price charged to heroin users. These high prices generate various incentives for poppy seed growers, international organized crime networks and street

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<sup>5</sup> see Mark H. Moore, “Anatomy of the Heroin Problem: An Exercise in Problem Definition,” *Policy Analysis 2* (Fall 1976): 639-662.

dealers. Because scarcity affects the price, the link between heroin use and crime is obvious since addicts turn to criminal acts (such as robbery and burglary) to support their expensive habit. Demand factors are different. Policy makers who emphasize the demand side of heroin use try to understand the sociological, psychological and economic reasons why some people become heroin users.

Our analysis now moves to the policy interventions that may affect supply and/or demand. On the supply side, governments may try to enforce border police operations to reduce supply. Given the incentives to drug dealers and realistic cost estimates of policing, it quickly becomes apparent that border control would be an ineffective supply-oriented strategy. Similar arguments apply to the option to use vigorous enforcement to discourage growers because the economic benefits to growers are so large.

One supply-oriented proposal often discussed is legalization. The case for legalization is based on two arguments. First, people do many things that are harmful to themselves but require no government intervention. This “freedom of individual choice” perspective assumes that if all harmful effects are restricted to the individual, the case for the prohibition of drugs is no stronger than the case for the prohibition of other “vices” such as alcohol or tobacco. Moreover, some advocates of decriminalization argue that economic incentives would be removed from the heroin market since users would be able to purchase the drug legally. Addicts would no longer have to commit crimes to support their habit since heroin would be affordable.

Whatever the merits of legalization, it has not achieved political acceptability. Since supply-oriented strategies are either of questionable effectiveness or politically unacceptable, strategies tend to focus on the reduction of demand for heroin. For the sake of brevity, let us say that these strategies fall into one of two broad categories: (1) educational programs that teach about the harmful effects of heroin use (“Say no to drugs.”) and (2) quality of life interventions that reduce the conditions that presumably give rise to heroin use. Both are long term (particularly the latter strategy) and require continual political reinforcement to have any significant probability of success.

This excursion into the area of heroin use as a policy issue is intended to illustrate one main point. Definitions of problems shape the strategies chosen to solve public problems. There is a natural inclination to define

problems quickly and narrowly. Elected officials, who operate within short-time horizons, will usually prefer a solution that promises visible results in time for the next election. This is not a cynical observation; rather, it reflects the political realities that shape policy formulation. Nevertheless, while strategies are ultimately chosen by political authorities, part of the advice-giving dimension of policy analysis is to help political leaders to define public problems in ways that will increase the likelihood that they can be solved.

### **Evaluating Alternatives**

It takes no great insight, rather merely casual observation, to learn that public transportation in Budapest is not accessible to many people with physical disabilities. The same can be said for public buildings. Imagine that accessibility becomes a public policy priority and, for our purposes, let us focus only on public transportation for illustration. It is not impossible to calculate the cost of making the transit system accessible to those with physical disabilities. Suffice to say here that it will be very expensive to redesign metro stations, put special lifts on trams and buses, and install ramps where necessary.

What are the alternatives (other than the status quo)? If we define the policy issue in terms of the mobility of the handicapped then one option is to provide eligible persons with a taxi service financed from public funds. The administrative details of this proposal would include the determination of who is eligible, the amount of the benefit (that is, the total amount of payment to be made per eligible recipient over a fiscal year), the method of payment (probably a voucher of some kind) and some regulations concerning the taxis. Assume, for the sake of argument, that this is a viable option. Any careful cost analysis will surely conclude that this option is less costly than the option of making the transit system in Budapest accessible.

The taxi option (and similar “call a ride” vehicles that respond to individual requests for transportation service) ignores an important dimension of the policy issue. Let us imagine that the physically disabled do not merely want increased mobility. Rather, they want to be integrated into society as much as possible to reduce the stigma associated with disabilities. Notice that now the less costly taxi alternative is problematical because it works against this second objective. In fact, the second option perpetuates segregation in transportation. Is the segregation argument relevant to the

analysis? One could try to answer this question on a philosophical level and advance arguments about accessibility being an entitlement. Alternatively, one could estimate the political influence of interest groups representing disabled persons as a factor in the policy equation. What, at first, appears to be a straightforward cost-benefit comparison of alternatives turns out to be a bit more complicated because there are multiple and often competing objectives which have to be “balanced” when developing new programs.

### **Multidimensional Criteria in the Analysis of Alternatives**

The above example shows that policies are usually evaluated against multiple criteria. This is a deceptively simple point since it is understood in principle but difficult to apply in real policy contexts. To illustrate, consider the criteria used to compare alternative programs to provide social aid to low income persons. The criteria would include the following: the determination of who is eligible to receive aid, the amount of money that would be given to eligible recipients, the form that the benefit takes (cash, vouchers, in-kind benefits), the extent of the stigma that is associated with the program, the administrative ease in implementing the program, total program cost and political feasibility. This last criterion refers to the likelihood that any given alternative would actually be accepted by the political authorities.

Even a casual glance at this list should indicate that some of the criteria are inherently incompatible with one another. For example, if the benefit level is high then the total program cost will also be high unless eligibility criteria are stringent. If the program is costly then this condition will conflict with other political goals such as a desire to maintain budgetary discipline. Similarly, high benefit levels will, at some point, affect the work effort of recipients (when the benefits approach the expected wage level). The administrative ease of implementing income support programs is improved when the benefit is cash. Cash benefits also eliminate much of the stigma associated with poor relief programs. Yet, if stigma is minimal people not eligible for programs may try to obtain benefits. This would increase administrative errors and the total program cost. On the other hand, if considerable stigma is associated with the program, certain people in need of government benefits will choose to do without them, thereby reducing the effectiveness of the program.

The tensions among criteria are inherent in any comparison of alternatives. The task of policy analysts is to identify the criteria that should be used to

compare alternatives and estimate, to the extent possible, the likely consequences of choosing one alternative versus another. Naturally the “weights” given to some criteria versus others would depend, in part, on the social values that frame policy areas.

### **Implementation as a dimension of policy analysis<sup>6</sup>**

There is ample evidence to show that well-intentioned programs fail when there is little or no consideration given (in advance) to their implementation. We can continue the example of income support for low-income persons to illustrate this point.

Assume that eligibility is determined by local government case-workers who are supposed to administer central government means test rules.<sup>7</sup> Ideally, in the spirit of Max Weber, there should be no variation across case-workers and local governments in the administration of the program. Eligibility criteria should be applied with no regard to those concerned. This is unlikely to happen in practice. Government workers will differ in their understanding of the rules and therefore apply them differently. Workers also have different preconceptions and hold different values. Furthermore, their experience and competences vary. Perhaps most important, in doing their jobs, workers exercise discretion (which creates variation among individual workers). Since discretion in “face-to-face” government activities such as education, social casework and policy are integral to the service, discretion is not only inevitable but should be encouraged.

Let us now look at the example of drug addiction as an implementation problem. Suppose the issue is framed in such a way that the policy intervention concentrates on the rehabilitation of drug addicts. Assume that there are no specialists in drug addiction in the government agency responsible for rehabilitation. Should the manager hire new staff? Should he contract with other organizations which could provide the new services? Here are some criteria that should be considered when making the decision:

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<sup>6</sup> For an overview of implementation see Weimer and Vining, chapter 10.

<sup>7</sup> I realize that this hypothetical illustration does not reflect the structure of social aid in countries of Central and Eastern Europe. Nevertheless, any program created at the centre and administered at the local level would share the basic implementation problem outlined. A “means test” is a procedure where a government official documents the economic condition of the applicant to determine whether the applicant’s income (and other economic attributes) fall within the eligibility criteria established in the program.

- cost
- monitoring the activities
- availability of professionals who can be hired
- choice of contractors

The manager would outline the positive and negative features of each implementation alternative using the above criteria. For example, hiring staff allows the manager to choose personnel directly. On the negative side, the manager may not appreciate the qualities necessary for the position. A positive feature of contracting is that the manager does not have to spend time choosing competent personnel. The contractor does it, but then the manager obviously loses control over the selection process.

History may help in this decision. If the manager reflects upon past “social diseases” he will come to the conclusion that they generally last a long time. Putting this fact in the pros and cons “balance sheet,” the manager will recognize that one of the positive features of contracting - the ability to terminate a program when it is no longer needed - is not a compelling reason to choose the contracting option in the drug addiction case. Once government decides to tackle this social disease, it will be involved with drug rehabilitation over a long period of time.

Implementation strategies evolve since they cannot remain static due to political shifts in policy priorities. In a representative democracy, such shifts may initiate or be responsive to changing social values. Returning to our drug addiction example, even when the saliency of the issue changes, the policy analyst should keep a programmatic focus on the broad goals - reducing dependency on drugs, changing the opportunities available to addicts and improving the health of drug users. In other words, there is a delicate balance between serving those who hold legitimate political authority and advancing the craft of policy analysis through professional competence.

## **2. Public Policy Analysis as a Field of Professional Education in Universities**

As with any craft, policy analysis requires basic knowledge and skills. The essential skills - which are taught in all public policy and management programs in the United States - are embedded in the case illustrations described in the previous section. First, students in policy programs learn to be comfortable with data. Arguments about organ transplants or the effectiveness of alternative strategies to reduce the consumption of illicit drugs require some data analysis. This means that at least basic statistical

techniques and methods of quantitative inquiry are essential. Second, the tools used to evaluate programmatic and policy options require a knowledge of economics (particularly microeconomics). Social scientists often bristle at the “intellectual imperialism” of the discipline of economics and its immodest practitioners.<sup>8</sup> Yet it cannot be denied that economics shapes the analysis in all of the illustrations described above. Recall that in the transplant case above, any reasoned analysis would include the benefits of providing one type of transplant versus another, as well as the assessment of tradeoffs across individuals (for a particular transplant). Similarly, the analysis of alternative drug reduction strategies would include estimates of the “price elasticity” of the drugs in question.

Since policies cannot be divorced from their institutional settings, organizational and political analysis is a third important component of public policy and management education. The drug addiction illustration shows why this component is important. Recall that strong arguments, resting on sound economic reasoning, have been made for the legalization of addictive drugs such as heroin. Nevertheless, the case for legalization has not been taken seriously. Why not? The answer is simple. Elected officials do not want to select an alternative that looks like defeatism. They do not want to risk being accused of being “morally bankrupt” by their opponent in the next election. Other political arguments could surely be offered to illustrate why a seemingly reasonable economic alternative fails the test of political feasibility. Political and organizational analysis teaches policy and management students that they must identify the relevant actors in the decision context, the motivations of the actors, and the resources that they bring to the environment.<sup>9</sup> While these concepts may lack precision, they are no less important than the tools of economics in policy analysis. Students and future practitioners who ignore political feasibility will learn that their analysis is similarly ignored.

Since policies are implemented by organizations, a fourth component of public policy education is management. Management is sometimes thought to be the “soft” side of public policy education - less amenable to quantitative specification and analysis. Even worse, some faculty (usually the economists!)

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<sup>8</sup> Having known more than a few economists in my professional life, it never fails to amaze me how my economist colleagues will either reduce complex issues to a few core economic assumptions (or assertions) or, when this is not possible, quickly lose interest in content that is not susceptible to “rigorous” economic analysis.

<sup>9</sup> Weimer and Vining, pp. 314-318.

believe that management can be learned “on-the-job” and is undeserving of formal education. It is always interesting to hear former students say that what they do most often in their professional roles is not economic and statistical analysis. Rather, they work in groups; they negotiate with superiors and subordinates; they manage budgets, information and people; they take part in the design and implementation of organizational strategy. Together these items form much of the content of public management. Teaching this as part of the policy curriculum prepares students for the challenges (and frustrations) of government.

### **3. The Organization of Public Policy and Management Professional Education in a University**

Now that the main content areas of policy analysis and management have been identified, the next task is to locate them in a university. Universities are organized into departments and schools. Public policy is not so organizationally tidy. The social science disciplines have developed extensive vocabularies, formal and informal modes of inquiry and professional norms which guide (and regulate) individual and institutional behavior. Included in the latter (at least in the United States, but certainly in other countries as well) are rules governing publication procedures, prestige rankings of publishing outlets for scientific work, and status attributes of individuals, institutes and universities. More generally, scientific work that advances theory (however defined) is more prestigious than work that is “applied”. Within a discipline, specializations also fall into rank order as to their prestige - or lack thereof. The discipline of economics as practised in the United States offers a simple illustration of this latter point. The history of economic thought in most American universities has relatively low prestige these days. Economic development of the applied type is also not highly regarded (compared with other areas of specialization). Applied public finance ranks lower on the prestige scale than “theoretical” public finance. Meanwhile, every social science experience ebbs and flows in intellectual fashion. In political science “positive theory” was quite the fashion for a decade. “Critical theory” in sociology is a spent force - looking rather silly now in the aftermath of the events in Eastern Europe in 1989.

Academics who study and teach public policy are often renegades from their own disciplines. They are uncomfortable with the norms and fashions that guide their disciplines and often feel some detachment from them. Their intellectual curiosity traverses disciplines and they are rarely motivated



by method alone. Rather, academics genuinely interested in policy often have specific interests in policy areas such as health, education, defense, public welfare and environment. There is a normative dimension to their substantive interest and, on occasion, they would like to have some impact on real programs and policies.

Capturing the renegade spirit is one of the best ways to build a public policy and management program. To do this it is important to bring faculty together who share the professional values listed above. This is accomplished by creating an institutional home - whether it is called a department, a school, or an institute.<sup>10</sup> Professional policy and management education thrives when faculty members are committed to the educational, research and service missions embedded in the field of public policy. The commitment is strengthened when faculties with similar values have primary appointments in a policy and management department, school or institute. In this way faculty members are not torn by values associated with professional education and the disciplinary values from which they are retreating. Similarly, establishing a separate organizational unit in the university helps to reduce the possibility of second-class status which afflicts faculty which are branded as “too practical” or “too applied.” Establishing a separate department, school or institute also recognizes the essential reality that professional education requires activities that do not neatly fit into the traditional incentive systems of disciplinary departments. These include applied policy reports for government agencies, advice giving to parliamentary committees and other political bodies, and government service. This last activity provides the policy and management academic with a way to test theory against practice. It also provides the scholar with an opportunity to formulate research in a way that bridges the gap between phenomena that are both theoretically challenging and grounded in policy reality.

I would like to end my remarks about professional education in policy analysis and management by listing specific suggestions that may enhance this new specialization in Central and Eastern Europe.

Research centers: Research centers organized by substantive policy areas (such as social policy, health, aging, environment, etc.) should be

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<sup>10</sup> The comments that follow are obviously drawn from my own experiences in higher education in the United States. I realize that some of my suggestions may be feasible in Central and Eastern European countries given the current fiscal and political conditions in higher education. I still believe that they represent the best prospects for successful policy and management education in the long run.

initiated to bring faculty from different disciplines together to do collaborative work. Research centers help to break down the barriers that divide academic disciplines. In addition, research centers provide the organizational context for enlarging the conceptual understanding of substantive policy problems (through collaborative work). Research centers may also provide the structure to accomplish the next two objectives.

Student involvement in policy analysis: Students should receive first-hand experience in policy analysis by conducting studies for government and non-governmental organizations. This is most effectively done through small groups supervised by the faculty. Projects should be realistic, serve the needs of clients and provide students with the opportunity to practise their policy analytical skills. Ideally, this part of the students' professional education would come at the end of their formal studies. It serves as the transition between student and practitioner and it sharpens the skills of the faculty responsible for supervising student projects.

Publication series: The reputation of a professional education program is built over time. High quality alumni enhance the reputation of any professional program. In addition, the program can increase its visibility through the publication of timely policy studies. An ongoing publication series of papers which addresses current policy issues is an effective way to accomplish this objective. Such a series also provides an outlet for the work of the research centers and provides additional training for students. An effective series is one that deals with current public issues, is written for a wide audience (free from jargon, for example), published in a professional manner and maintains non-partisanship. This last point is especially important. Policy reports can certainly make recommendations but they should not be identified with a particular political party for reasons that should not require further elaboration.

Mid-career education: Special programs for retraining and updating the knowledge of professionals in government service are needed to facilitate the adjustment to the new economic, social and political realities in transition countries. Initially, training should be focused in the following areas: (a) financial and economic problems of the public sector in a market economy, (b) the consequences of establishing democratic institutions for public policy-making and public management, (c) introduction of modern quantitative and computer-aided methods of analysis, evaluation, forecasting and decision-making and the applications of these methods in public organizations.

These training programs should be of relatively short duration and should be designed, at first, for individuals at the “middle management” level of government organizations. Such programs serve two main purposes. First, they provide new knowledge and skills to individuals who are most likely receiving more and more responsibility for analysis and management. Second, (and perhaps more important) such programs provide instructors with a “reality check” to insure that what they are teaching is both current and useful. Mid-career students are invariably the most challenging and critical!

### **Conclusion**

Public policy analysis is an integral part of democratic governance. For sure it is not the first step in any political transition. But the art of negotiation and compromise requires information to make reasoned choices. In an age where public issues are complex, choices cannot be made solely on the basis of rhetoric, ideology and references (and accusations) about the past. For sure, these factors enter political discourse, but policy choices based on these factors alone will invariably lead to bad choices - and bad choices will ultimately erode the citizenry’s faith in the new political order. It takes much, much more than policy analysis to build democratic institutions. But building the next generation of professional advice givers may provide some modest help to this great challenge.

## **PART II**

## TEACHING PUBLIC MANAGEMENT IN KYRGYZSTAN

*Asel Bektenova\**

After the break up of the Soviet Union, each of its former fifteen republics became independent states. The Kyrgyz Republic, one of those new states, declared its independence on August 31, 1991. The country has started on its own way to democracy carrying out reforms in the public sector. The positive effects of the many efforts towards the country's economic transition have been slowed down by unknowledgeable, unskilled and inexperienced management. Taking this fact into consideration the government has decided to review the outdated management and public administration mentality.

In this respect, a number of international organizations were asked to give some technical assistance to the Kyrgyz Government, including the United Nations Development Program. In 1993 the UNDP and the United Nations Office for Project Services (UNOPS) organized a training course called "Management Development in Kyrgyzstan" which has been implemented in the Academy of Management of the President of the Kyrgyz Republic.

Since 1994 this project has been aimed at MBA training. To solve the problem of training and retraining of civil servants in 1996, the President passed a resolution that the Academy should launch a "Master of Public Administration" program. The program consists of a number of modules which are:

- Introduction
- Foundation
- Integration
- Concentration
- Implementation

The courses which are the core of Public Administration itself are:

- Public Policy
- Organizational Development
- Human Resources Management
- Public Sector Management

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\* Academy of Management of the President of Kyrgyz Republic

- Local Government
- Public Budget and Finance

Each of these courses is 90 hours and a total of 3 credits.

For example, in the course “Public Policy” the following subjects are covered:

- Introduction to Policy Analysis
- Problem Identification
- Policy Formulation
- Policy Alternatives Evaluation
- Policy Implementation in Policy Process
- Policy Actors
- Policy Types, Modules and Implementation
- Political Environment of Policy Making
- Types of Policy Evaluation
- Managerial and Political Aspects of Evaluation
- Legislative Supervision on Policy Implementation

The course “Organizational Development” includes the following subjects:

- Characteristics of administration management
- Basic ideas of management
- Motivation of activity; process of motivation
- Strategic organizational management
- Forecasting the activities of the organization
- Examples of administrative reforms
- Organizational issues of reform and development of public bodies

The course “Human Resources Management” includes:

- Strategic directions in HRM
- Personnel Management System
- Human Resources Planning
- Recruitment
- Selection
- Training and Career Development
- Performance Appraisal
- Compensation System
- Motivation
- Leadership

- Process and Management Style
- Psychological aspects of Personnel Management

The course “Public Sector Management” includes:

- State and social-economic development of the society
- Role of the state in public products and services delivery
- State regulation on public products and services delivery
- Health sector; Education; Culture; Ecology.
- Telecommunications; Transport
- Energy supply; Water supply
- Municipal Economy; Personal security and protection
- Public sector effectiveness
- Marketing of public products and services
- State and improvement of public products and services delivery

The course “Local Government” includes:

- The conception of Local Government
- The models of local government systems
- Different levels of local government
- The principles of the division of functions amongst central and local governments
- The state functions
- The functions of regional government
- The functions of urban and rural municipalities
- The functions of local budgets and the principles of their formation
- The revenues and expenditures of local budgets
- State and local taxes and duties

A group of 15-20 students will graduate from the one-year MPA program every year on a full-time basis and approximately 25-30 students will graduate from the two-year MPA program on a part-time basis.

Admission requirements include:

- higher education degree,
- practical work experience of not less than 2 years in leading positions in Public Administration bodies.

Teaching methodology involves lectures, discussions, project assignments, field work, role-playing, exercises, and case studies. The case method of teaching is a special strength of the MPA. Cases describe actual situations and bring into the classroom actual problems and opportunities faced by managers. Students use this method to develop their decision-making

abilities and problem-solving skills. They analyze problems, evaluate alternatives and recommend appropriate solutions. On the other hand, exercises, lectures and guest lecturers supplement the case studies and provide a more integrated study program combined with teaching methods.

This year a “Bachelor in Public Administration” program has commenced in the Academy of Management.

Specialists in the field of public administration are trained under various programs in Kyrgyzstan: traditional 5-year programs of higher education, 4-year programs of basic higher education, and those of master’s degree and second higher education. Public Administration is taught at the Kyrgyz State National University, Bishkek Humanitarian University, International University of Kyrgyzstan and others. The Academy of Management however is so far the only institution where a post-graduate program in Public Administration is being implemented.

The system of targeted training of public servants which is being built up and based on the 4 and 5-year programs is, to some extent, redundant. The problem here is to ensure quantity compliance with the actual needs of the public administration system. Higher educational institutions have one or two groups of 20-25 students each year majoring in public administration. However, there are approximately 15,000 positions in the Republic’s administration. Many graduates cannot immediately fulfil such functions. The reason for this is not only a lack of professional experience, but also the drawbacks of general training, especially at full-time institutions. This approach does not take into account the specificity of different government agencies. Under these circumstances, it is more expedient to shift the focus of training to additional education, aiming at specialists of different professions who have already acquired a higher education, some experience in government bodies and who are willing and capable of working with these bodies.

This approach seems to be more efficient and adapted to today’s requirements. The Civil Service is open to everyone, but promotion is determined by more professional growth, and the acquisition of new knowledge depends on the needs which are constantly changing. In practice, the suggested approach can be introduced by arranging more targeted and special-purpose training courses, higher education and Master’s degree programs in the field of public administration.

Together with MPA programs, the Academy is authorized to organize and conduct short-to-long-term courses for retraining of officials and public



administration experts. The Academy of Management intends to implement several programmes both in the head office of the Academy and in its 2 regional branches:

- a programme of initial training for officials starting in the civil service;
- a promotion programme which is aimed at middle-level officials to prepare them for further promotion in government bodies. The program will remain over a long period of time and will provide the possibility of on-the-job-training;
- a programme of intense training for higher level officials which is addressed to candidates who are nominated by Ministries and Agencies;
- a program of development of managerial skills of the highest officials;
- short-term, middle-term and long-term upgrading skills programs for public officials.

Beginning in November, 1997 the Academy of Management organized a series of short-term training courses for high and middle level Civil Servants from different regions. In this area, the Academy closely cooperates with UNDP, TESIS and other international organizations. The Academy's activity concentrates on the analysis of international and national public administration experience for its research in this area. The development and improvement of the system of retraining and skill upgrading of civil servants is based upon:

- transfer of advanced methods and knowledge obtained by the Academy's professors abroad;
- invitation of foreign experts;
- experience of leading scientists and expert practitioners occupying key positions in the administrative agencies of Kyrgyzstan;
- utilizing the knowledge of students themselves in the course of discussions by sharing experiences and other forms of active training.

The most important aspect of the Academy's experience is upgrading students' skills, promoting active sharing of experiences and ideas and feedback between the Academy and its graduates who occupy various positions in public administration agencies.

## **TEACHING PUBLIC MANAGEMENT IN THE CZECH REPUBLIC**

*Bobumila Cabanova and Karel Lacina\**

Contemporary management of the public sector in the Czech Republic developed its traditions during the period between the two World Wars. In the 1930s especially, at universities and in some ministries, experiences from public sector management in other European countries began to be studied. Simultaneously, the principles of private sector management were studied intensively in banks and in certain industries. The effective system of management implemented by Thomas Bata became very famous, not only in European countries. Its principles have been further improved and developed since the Second World War when they became an important component of the different systems of effective management in various countries in the world.

The development of positive managerial skills and approaches was interrupted by the implementation of strictly centralized economic principles at the end of the 1940s. Attempts to develop management as an instrument of effective development, not only of economics but also of social life on the whole, implemented in the middle of 1960, were completed in 1968.

A new environment for managerial skills and approaches in both economics and the social sphere, was created gradually during the 1980s. New streams in management were studied at universities, in some specialized training institutes and in research centers. The knowledge and information accumulated became the basis for educational and training programs implemented in Czech universities from the beginning of the 1990s.

Differences existed in the educational programs of management teaching at the beginning of the 1990s, not only from the point of view of the quality of the educational process, but also between the quality of business sector management and public sector management teaching. This was caused especially by the fact that the public sector had to be developed and transformed as one of the important components of the complex transformation of the economy and the whole political and social life which began at the end of the 1980s.

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Problems of public management development were and still are, studied and taught in the different Czech and Moravian universities and institutions. The first teaching programs evolved based on the experiences of the development of the public sector in western European countries, the U.S.A. and Canada. The fact that management teaching is closely connected to the new legislation is another important feature of the courses in public sector management in the Czech Republic.

Implementing the principles to strengthen local government in the political, economic and social spheres became the norm at the beginning of the 1990s. As municipalities' economic activities play an especially important role in the public sector, it was not surprising that the teaching of public management became a popular discipline in the country. These specialized courses are, of course, developed and implemented in the framework of the explanation of the role of public policy principles in a democratic state. Questions concerning such matters as public policy practice, the decision-making process in the management of society, the role of the public administration and public sector as regulators of society, as well as the relationship between the private and public sectors, have an important place in almost all courses and seminars organized in the Czech and Moravian universities.

Certain universities provide only limited teaching but others have developed their own specific training programs offered to municipalities (their elected representatives and municipal offices' staff) and to district offices (the principal authorities of the local state administration).

The cooperation between universities and specialized training institutes with consulting companies began to develop and this contributed positively to the further improvement of the public management teaching system in the country. Experience gained thanks to this cooperation is now studied very carefully and is and will continue to be utilized in the new courses and seminar projects being put in place.

## TEACHING PUBLIC MANAGEMENT IN POLAND

*Jacek Goledzinowski\**

The phrase “administrative science” is still in wider use in academic discourse rather than “public management” or “public sector management”. It is normal practice to denote the names of organizational units of academic institutions (usually parts of Faculties of Law at the universities - e.g. Chair of Administrative Law and Administrative Science) dealing with the subject matter. The difference is not only in the phrasing. It also conceals distinct scope, focus and approach and a divergent frame of reference other than the Anglo-Saxon public management concept. The reasons for this are partly of a historical nature since the pre-second world war period has been characterized in Poland by a highly sophisticated administrative law theory (including local government) although heavily influenced by both Germany and France (legal-positive, continental approach). Thus the legal aspects of administrative activity were covered more extensively and thoroughly with various linkages to constitutional and philosophical thought. There was the Polish edition of Henri Fayol’s “*Administration Industrielle et Générale*” whose Polish followers were numerous.

During the-post war period of real socialism with a centrally planned command economy and a powerful, all-controlling state bureaucracy as an extension of the communist party apparatus, what was taught as administrative science, was a rather strange blend of Marxism and scientific organization and management ideas called “scientific management of society” (*nauchnoye upravlenye obsbchestvem*). However, to be fair, one has to emphasize the contribution of a relatively independent Polish sociology to the development of organizational theory and production of many interesting empirical studies covering important issues. Quite often, dialectic-materialism addresses in introductions to Polish editions of western literature were merely lip-service to obtain permission to publish certain books (e.g. Herbert Simon’s “Administrative Behavior”).

Since 1989 the situation has changed, with the beginning of transition to a free market economy and a representative, pluralist democracy, especially

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\* College for Public Administration, Lodz

after effectively challenging five state monopolies resulting in the re-emergence of genuine local government. The political monopoly of one-party rule, of state power eliminating all other forms of public authority, of state ownership which destroyed communal municipal property rights, of state finance which merged local resources into one all-embracing state budget and the monopoly of state administration, subordinating local officials to the bureaucracy of the central state were all effectively abolished. Now that a system of democratically elected local-government has been established, there is a need for highly-qualified, motivated staff. This has resulted in the Foundation in Support of Local Democracy launching a network of, firstly, High Schools for Self-Government and Administration and Colleges for Public Administration with *Licencjat* diploma - the equivalent of a Bachelor degree.

Efforts were also made, although not very successfully, to modernize the curricula of administration courses at the faculties of law and administration at the universities. They remain mostly content and not skills-oriented courses focusing on legal aspects of administration covering academic disciplines and related issues.

After the boom of business and management education and training and the launching of various business schools, and M.B.A's, etc., the time has come for Master in Public Administration courses to be co-organized in cooperation with American and Western European Universities, and with the validation of diplomas, e.g. the M.P.A. course of Wielkopolska Business School with Nottingham Trent University from UK.

When referring to teaching public administration in Poland, one must mention at least three establishments where this is undertaken. First, is the National School for Public Administration in Warsaw which is a center of excellence providing staff for higher positions in the Civil Service which has many links with equivalent institutions abroad, modern curriculum and interactive teaching methods.

Second, there are universities, mostly faculties of law, whose courses in administration are characterized by the dominance of the legal aspects of administration and a traditional, lecture-type, approach. The content of those curricula quite often reflect the vested interests of the faculties' staff rather than the needs of trainees and the public administration system itself. One must mention high quality, specialized, post-graduate courses in technical disciplines which are frequently joint undertakings between Ministries, consulting firms and academic institutions.

The third source is that of Colleges for Public Administration established by the Foundation in Support in Local Democracy which are trying to develop and introduce an innovative, interdisciplinary and problem-oriented approach. Whilst the awareness of the high level of inadequacy of the traditional coverage of the subject-matter is there, it is also important to note the obstacles those schools are facing, for example the fact that they have to rely to a large degree, on part-time staff - mostly academics who are unwilling to dramatically alter their standard input. Colleges must be self-sustainable and this is another burden. Some have agreements with local Faculties of Law and Administration so that the graduates of the Colleges may continue their education for a further two years at the universities in order to receive a Master's Degree (see Annex 1).

To obtain a full picture of the situation, it should be mentioned that there is a dynamic development in the training of public administration targeted at local government staff in the various technical areas such as public procurement, physical planning, etc., (also provided on a commercial basis) and connected to the challenges of the prospect of European integration (approximation of the law, preparation of staff, etc.). There have also been successful efforts to develop long-distance learning materials in those areas important to public administration.

As the public sector transformation is a very important item on the reform agenda in Poland, there is a growing interest in the study and pursuit of careers in that field. Those already working in the public sector have begun to understand the need for constant professional development and the acquisition of new skills in a changing environment. Prospects for the introduction of second and third levels of local government, fundamental reform of the social welfare and health care systems, changes in the financing of those services and providing municipal services, create an enormous demand for education and training including the quality and professionalism of the education provided. Therefore, much emphasis should be placed on the development of modern methods and techniques of teaching, needs analysis, curriculum development with the input of all stakeholders and a learner-centered approach.

## Annex 1

### Curriculum of College for Public Administration in Lodz 3 years, 6 semester

	<i>Legal subject matters - 530 hours</i>	<i>Hours</i>
–	Introduction to law	30
–	Constitutional basis of Republic of Poland	30
–	Introduction to Civil Law	45
–	Financial Law	60
–	Administrative Law	120
–	Administrative Procedure	90
–	Obligations	15
–	Financial Aspects of Local Government	30
–	Labour and Social Insurance Law	45
–	Commercial Law	30
–	Banking Law	20
–	Penal Aspects of Public Administration Activity	15
	<i>Economic Subject-Matters - 330 hours</i>	
13.	Macro & Micro Economics	60
14.	Public Finance	30
15.	Banking and Financial Markets	30
16.	Basics of Management	30
17.	Statistics/Demography	6-
18.	Accountancy	30
19.	Municipal/City Economy	30
20.	Policy of Municipal/City Development	45
21.	Basics in Marketing	15
	<i>Interdisciplinary Subject-Matters - 207 hours</i>	
22.	Public Services Management	30
23.	Land Management	30
24.	Environment Protection	45
25.	Ethics in administration and in business	30
26.	Physical Planning	30
27.	Basics in Public Policy	30
28.	Management for Success	12
	<i>Others - 750 hours</i>	
29.	Sociology	60
30.	IT/Computers	135
31.	Psychology	30
32.	Office Management	30
33.	Foreign Languages	300
34.	Art of Negotiation	15
35.	Diploma Seminars	60
36.	Fitness	120
	<b>Total</b>	<b>1817</b>

+ 2 months' summer internships

# TEACHING PUBLIC MANAGEMENT IN LITHUANIA

*Ieva Lazareviciute and Eugenijus Chlivickas\**

## **Background**

The purpose of this paper is to describe the Lithuanian Public Management and Public Administration's educational and training systems covering both university programmes and in-service training systems for public servants. The paper is based on research of the Lithuanian PA training system capacity carried out for the EU/Phare programme in Lithuania and analysis of the Kaunas Technical University (KTU) Public Administration programmes prepared by the KTU PA Department Director of the MPA programme.

There are two areas of concern in Public Management training and education. The first is university programmes and in this paper we will discuss the status and capacity of the various Lithuanian universities' PA programmes and specifically Kaunas University of Technology PA programme as the only full PA programme with undergraduate, graduate and doctoral PA programmes. The second part of the paper covers PA in-service training programmes.

## **University**

Lithuania has an extensive educational and training base which can be used to provide qualified teachers and trainers for its civil service system. Unfortunately, it lacks teachers in the field of public administration and programmes which are designed to prepare students for civil service careers. It has a very good national secondary, undergraduate and graduate school system composed of high schools, 2 to 3-year colleges, and Universities. This system is capable of producing the required entry level qualifications for civil service personnel and mid-career educational/development programmes for those civil servants who desire additional knowledge and skills. It will, of course, depend on the national policy, effort and support given to the development of such programmes. The current civic and democracy courses designed to educate young people on government and democracy do not provide the necessary skills or knowledge required for public administration officials or policy formulation.<sup>1</sup>

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\* Kaunas University of Technology and Ministry of Finance Training Centre, Lithuania

<sup>1</sup> Research of PA training systems capacity, 1997



There are several universities where Public Administration and Management courses are included in the curricula. Some of them have taken a political science approach to public management and others, a legal perspective. The KTU PA programme takes a managerial approach. The following two tables represent the university PA programme status and potential student output over 6 years including 1997.<sup>2</sup>

They also show that there is a great potential to produce civil servants with University degrees in Public Administration. A national concentrated programme could produce 688 MPA degree holders and 350 bachelor of arts degree holders with the entry level requirements during the next five years.

**Table 1**  
**University PA Programme Status**

	KMA	KTU	LPAU	VDU	VG TU	VU
One Yr. PA Programme.	No	Yes	Unknown	No	No	No
PA BA	No	Yes	Unknown	No	No	Modified
MPA	Yes	Yes	Unknown	In Development	No	Starts in 1998
Ph.D.	No	Yes	Unknown	No	No	No

The public management discipline was introduced to Lithuanian students in 1992 at Kaunas University of Technology when an introductory course on Public Administration was given to undergraduate students in the Business Administration programme. The MPA programme began in the Fall semester of 1994 and the Department of Public Administration opened on September 1, 1995. Since then the programme has been developed based on the best US and European examples, although the American influence was the stronger. Seven professors specialize in issues of Public Administration and teach and research the development and application of the theory of Public Management under Lithuanian conditions. They have each spent at least a semester of PA post-doctoral studies in various US universities within the last five years. Some of them have also had long-term internships in Cambridge and Oxford, UK.

Currently over 60 students are enrolled in the MPA programme and approximately two-thirds of them hold various positions in local and

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<sup>2</sup> *Ibid.*

**Table 2**  
**Potential student output<sup>3</sup>**

	1997	1998	1999	2000	2001	2002	TOTAL	TOTAL	TOTAL
								MPA	BAPA
<u>KMA</u>									
MPA			25	25	25	25	100	100	
<u>KTU</u>									
BAPA					50	50	100		100
MPA	31	22	40	40	40	40	213	213	
Ph.D.	4	4			4	4	8		
1 Year Prog.			20	20	40	40			
<u>KU</u>									
BAPA				25	25	25	75		75
MPA				25	25	25	75	75	
<u>LPAU</u>									
BAPA						50	50		50
MPA				25	25	25	75	75	
<u>VDU</u>									
BAPA						25	25		25
MPA				25	25	25	75	75	
<u>VG TU</u>									
BAPA				25	25	25	75		75
MPA				25	25	25	75	75	
<u>VU</u>									
BAPA						25	25		25
MPA				25	25	25	75	75	
							<b>TOTAL</b>	<b>688</b>	<b>350</b>

central government institutions ranging from the vice-mayor to young university graduates at the start of their public careers. Admissions policy to the MPA programme includes a requirement for the class to include over 50% (preferably two thirds) of students who have some experience in public management. The basis for this decision is the need for better-educated public servants and the fact that these students already have some tacit knowledge in the field. They are therefore more likely to take advantage of such training, as well as preventing “degree-shoppers”

<sup>3</sup> (Figures in italics are the number of students admitted to the programme, VU - Vilnius University, KTU - Kaunas University of Technology, LPAU - Lithuanian Public Administration University (former Law Academy), VG TU - Vilnius Gediminas Technical University, KMA - Kaunas Medical Academy, VDU - Vytautas Magnus University, KU- University of Klaipeda.)

from entering the programme i.e. those who do not take a public-career seriously.

In 1997 and 1998 approximately 100 students enrolled in the bachelor's PA programme but during the first two years they take a general university course with studies in their principle area only starting in September 1998. 8 Ph.D. students (6 of whom already have MPA degrees from Lithuanian and USA universities) are studying in a joint KTU - Hamline University, MN, USA doctoral programme.

Domarkas and Staponiene (1998) in comparing Kaunas University of Technology with the South West Texas University PA programmes, write "Almost all MPA programmes of American universities are designed to provide a broad spectrum approach to public management applicable to all levels of government and to the non-profit sector. The curriculum is designed to produce professionals for the public service capable of intelligent, creative analysis and communication by combining courses requiring a solid background in political institutions with courses that offer a theoretical framework and require application of analytical skills. The core courses include theory and applications in the areas of applied management, organization theory, policy analysis (including evaluation, administrative structures, and implementation), budget preparation and analysis, personal administration, ethics, the legal and judicial framework of the public sector, application of computer skills to problem solution and analysis, etc. It is essential that many American universities, in parallel with general training in PA, offer the possibility to specialize in some sub-branches of PA by introducing the curriculum components of the different career support areas. Unfortunately, KTU still is unable to do this; a number of the career support curriculum components are insufficient and, in general, a specialization is taken in account only by preparing a master's thesis."

The MPA programme at KTU is oriented towards general public administration (see Table 4). The core courses of this Programme are similar to those of South West Texas University and include Problems of Public Policy, Organization Theory, Research Theory and Methodology, State and Local Intergovernmental Relations, Public Finance, Administrative Law and Public Personnel Administration, etc. There are also specific courses related to the contemporary problems of Lithuanian development. For example, since taking into account that Lithuania is preparing to become a member of the European Union, a course in the "Processes of European Integration" was introduced.

**Table 3**  
**KTU Bachelor's programme in PA**  
**curricula Programmes of the PA bachelor's studies**

	<b>Kaunas University of Technology</b>
1.	Lithuanian Language Culture
2.	Foreign Language x3 <sup>4</sup>
3.	Humanitarian Education x2
4.	Social Sciences x2
5.	Mathematics x2
6.	Computer Science x2
7.	Introduction to Business and Management
8.	<i>Management</i>
9.	Microeconomics
10.	Macroeconomics
11.	Information Systems and Analysis of Social Data
12.	<i>Qualitative and Quantitative Methods of Social Science Research</i>
13.	Social statistics
14.	Accounting
15.	Introduction to Finances
16.	<i>Public Finance Administration and Budget</i>
17.	<i>The Basics of State</i>
18.	<i>Introduction to Public Administration</i>
19.	Introduction to Public Administration Theory
20.	<i>Politics and Basics of Public Administration Analysis</i>
21.	Ethics and Responsibility
22.	Constitutional law
23.	<i>Administrative and Civil Law</i>
24.	<i>Labour Law</i>
25.	<i>Systems of State Government and Administration</i>
26.	<i>Principles of Self-government and Administration of the Municipalities</i>
27.	<i>Management of Public Strategic Programmes</i>
28.	<i>Public Personnel Administration</i>
29.	<i>Managers' Work Organization in Public Institutions</i>
30.	Ecology, Society, and Technology
31.	<i>Introduction to Urban Planning and Development</i>
32.	· Introduction to European Integration · Business Communication
33.	Electives x2
34.	<i>Internship</i>
35.	<i>Graduation Paper x2</i>

The methods of teaching at KTU PA programme include lecturing for larger classes and training elements such as group-projects and discussions,

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<sup>4</sup> Figure shows to what extent the actual volume of the course exceeds the standard volume of the course.

**Table 4**  
**KTU MPA programme curricula**

	<b>Kaunas University of Technology</b>
1.	Principles and Comparative Analysis of Public Administration
2.	Politics and Analysis of Public Institutions
3.	Intergovernmental Relations
4.	Theory of Public Organizations
5.	Management of Public Human Resources
6.	Strategic Planning in Public Administration
7.	Ethics of Public Administration
8.	Public Finance Administration and Budget
9.	· Information Systems of Management and Administration · Computerized Project Analysis
10.	· Processes of European Integration · Administrative Law
11.	· Urban Planning and Development · Leadership
12.	Applied Research Project
13.	Applied Research Project
14.	Applied Research Project
15.	Master's thesis

cases and course projects based on actual situations in local and central government agencies, etc.

### **Training Centers**

The capacity of the Lithuanian public administration training centers is based, to a large extent, on their present status. The four main training centers, which have been providing in-service training, have been doing an admirable job considering their trial and error approach and lack of a clear national policy. Less is known about the training activity in the different ministries. However, they have also progressed in their methodology and expertise. The Ministry of Finance training programme appears to be a good example of what can be accomplished. Given a firm policy, resources and non-political leadership in the training area, much headway can be made to improve the Lithuanian civil service. Other ministries are probably also doing an admirable job; however, researchers could not obtain information concerning their activities. Besides, these institutions are specialized centers, such as the Public Servants Language Training Center in Vilnius.

The Ministry of Finance has its own training center and a training policy which seems to be based on the national fiscal system's requirements. It has a strategy and training programme to carry out that policy. Foreign donors, through various programmes, have trained its Director and top officials and its management participates in international conferences. It provides training to its field agencies and central office personnel.

The training centers are capable of expanding their programmes and increasing their training capacity to a total of 5000 officials a year. To accomplish this, a national policy will be created and resources must be allocated. Dysfunctional government policies must be avoided. The selection and training of instructors must be of the utmost importance. Those sent to training courses and seminars should be qualified people who will teach after they return to work and not simply be politically selected individuals.

In-house training programmes, on-the-job training and half-day local specialty seminars can provide upgrading of skills and qualifications to a considerably larger number of officials. Process consultation programmes to ministries, other government agencies and local governments would further alleviate ineffective practices and create a climate that would help the development of government organizations. Effective national policies, rational and functional edicts and current funding for training can accomplish the transition of the Lithuanian civil service within six to seven years.

#### **Four Main Training Centers**

Since 1993, Lithuania has acquired four main training centers which provide public administration/management training to its central and local government officials. These centers have developed and become institutionalized with minimum formal policy guidance from official government agencies or the ministries charged with this function. It is important to note that all four centers have a different development history, and different connections with central government, modes of operation and vision. However, all four have contributed to the in-service training and development of current Lithuanian civil servants.

#### **Other Training Organizations**

The four main training centers are not the only public administration training or education institutions. The following list gives other training organizations which conduct or are capable of conducting some training in the public administration field. Many foreign organizations do not offer training themselves but either fund or arrange training activities.

- **Ministry Training Centers:** Ministry of Finance Training Center
- **Others:** Agribusiness Training Center, Non-Government Organization Support and Information Center, Public Servants Language Training Center, The Lithuanian Law Academy
- **Foreign Organizations:** Continuous Education Center at VGTU, EU/Phare, F. Neuman Fund, K. Adenauer Fund, Partners for International Education and Training (PIET), Soros OSF, U.S.-Baltic Foundation, UNDP, National Forum Foundation (USA).

All four Centers conduct training programmes and conferences and work with foreign donor organizations. With the exception of PSTRC, all have conducted research projects contracted by foreign donor organizations. All four Centers solicit and seek training and research projects.

PATC: Most of the PATC's programmes have been designed with the assistance of its foreign partners. Its programmes concentrate on those areas of public administration which emphasize general management, personnel management, effective public and interpersonal relations, and management processes and documentation in organizational activities. PATC is and has been, heavily involved with foreign donor organizations in the implementation of training systems in Lithuania. This was also the agency which coordinated activities amongst the main participants. It has recently become active in coordinating foreign programmes involved with training and development of other centers' staff and faculties.

PSTRC: Most PSTRC programmes are arranged through coordination with the organizations requiring a certain type of training. Based on this need, PSTRC arranges, coordinates and hosts the training. It does not offer its own programmes but acts as an agent. Because of this mode of operation, it hosts programmes dealing with all types of training – political, administrative, professional and in some cases very specialized. Its diversity, scope and size allows it to support many different programmes and activities for almost all state organizations. It is especially suited for large training conferences and activities.

KTU-MTC: It has the expertise to develop its own training and development programmes and materials based on its own needs analysis or specifically requested training in Lithuania by Lithuanians. It concentrates on public management, administration and leadership type of programmes connected with programme or project implementation. Since 1996, it has developed and implemented programmes contracted by foreign donors or Lithuanian government organizations. It has also developed training materials

and provided instruction under contract to other training centers and government institutions. Since 1995, the Center conducts organizational development/consultation programmes for local government institutions to improve their effectiveness and research in the policy development areas. In 1996, KTU-MTC began its public manager qualification programme, which after successful completion, graduates are awarded a certificate and four university credits in public administration. The Center also conducts training programmes for Non-Government Organizations and Citizen Participation in Government processes.

SDA/CLGS: The SDA/CLGS programmes include a variety of fields and participants. Many of its programmes have been based on material provided by foreign donors and consultants. As with PSTRC, SDA/CLGS hosts training events in Lithuania for foreign donor organizations. Its programmes include business management, local government officials, training of trainers and professional training. Many of the School/Center programmes are offered to foreign nationals at foreign locations. They had only one project sponsored by a foreign organization, which is currently being carried out. It is the project they are currently doing together with the OSI/Budapest “In-Service Training in Lithuania”.

### **Lithuania’s Existing Training Systems’ Capabilities**

Based on the information provided during the research of the PA training capacity, the current training capability of the four major training centers is as follows:

<b>CENTER</b>	<b>PERIOD</b>	<b>SEMINARS</b>	<b>PARTICIPANTS</b>
PATC	1996	68	1651
PSTRC	Jan-Jun 1996	28	1755
KTU-MTC	Sep 96 – June 97	57	1040
SDA\CLGS*		26	780

<b>TOTAL</b>	<b>5226</b>
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*Assumed. Based on facility and instructor potential.*

During the research, over a hundred lecturers were identified by the staff of the four training centers, although only 50 of them responded to a survey questionnaire and only 13% of those said that they were using active training techniques. This number of trainers is obviously too small for the growing need within the Lithuanian civil service, especially in view



of the fact that after the adoption of the new Civil Service Law, the number of civil servants will dramatically increase from approximately 20,000 to 320,000. Because of this, various Training for Trainers programmes have been and will be implemented. However, there are still many problems linked with trying to meet the needs for PA in-service training and university education.

The main obstacle to its successful development is the absence of a strategy at central level. Another acute problem is the lack of coordination amongst the institutions. Finally, the situation in Lithuania is peculiar due to the wide variety of foreign experts' proposals adopted by the Lithuanian Government, which did not determine the shape and contents of various programmes in the field. Unfortunately, there was a lack of coordination and consultation during the process. Lithuania is therefore facing a situation whereby a Public Management Academy is being established. Universities are not included in policy formulation. The PA training system model was suggested by the Finnish Management Institute. Training programmes, together with their contents, are prepared for local officials by the French. Top public officials will be trained based on a programme prepared by the British and the Law on the Civil Service, which will shape the Lithuanian public sector and its professional development framework, is heavily influenced by the Spanish. We believe that this would not have happened if there had been more coordination within the country on the Government's side, and more attention given to the opinions and ideas presented by local experts and other players involved from the foreign experts' side.

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## TEACHING PUBLIC MANAGEMENT IN UKRAINE

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The idea to create an Institute of Public Administration came about after the Referendum on State Independence held on January 1, 1991 and following the elections of the President of Ukraine. On March 4, 1992 the President of Ukraine, Leonid Kravchuk, edicted Decree No.126 on establishing the Institute of Public Administration and Local Government, Cabinet of Ministers, Ukraine (IPALG). The tasks of the Institute are as follows:

- to investigate theory and practice in the field of public administration and local and regional government;
- to provide public administration and local and regional government bodies with highly skilled human resources;
- to train managerial personnel for state enterprises.

While IPALG existed, 7 core programmes were developed:

1. Master in Public Administration Programme;
2. Training Programme for Human Resources of Public Administration and Local and Regional Government Bodies;
3. In-service Training Programme for Public Servants and Elected Representatives;
4. International Centre of Perspective Investigations Programme;
5. Training Programme for National Enterprises Managerial Personnel;
6. Teaching Economics and Finance and Economic Policy Programme for Public Officials;
7. Training Programme for Bank Staff.

On 30 May 1995, the President of Ukraine L. Kuchma edicted Decree No. 398 according to which IPALG was transformed into the Ukrainian Academy of Public Administration, Office of the President of Ukraine (UAPA). In 1994, a branch of IPALG was established in Dnipropetrovsk (the main industrial Centre of Eastern Ukraine). The Decree of 1995 determined the requirements for establishing three more branches - in Odessa, Lviv and Kharkiv.

The Odessa Branch of the UAPA was established by Decree No. 824 by the President of Ukraine on 11 September 1995. The Branch functions as

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\* Ukrainian Academy of Public Administration, Odessa-Kiev

an autonomous institute of higher education with level IV accreditation. The Odessa Branch covers the Crimean Autonomous Republic and Vinnitsa, Mykolaiv, Odessa and Kherson Oblasts. Thus, it is the school of higher education for South Ukraine whose goal is to provide local bodies of national government and local self-government bodies with staff, by using world standards in public servants' training and professional development.

The Master of Public Administration Programme (MPA) which was elaborated in IPALG became the main programme of UAPA.

The MPA programme is the same for all branches of UAPA and similar to the courses in Central and Eastern Europe. The course syllabi were developed in co-ordination with the Secretariat of the Ukrainian Parliament, the President of Administration and Cabinet of Ministers, Ukraine. The issue has been discussed in co-operation with specialists from France, Germany, Spain, Great Britain, the USA and Canada.

The course "Public Administration Management" is a component of the training programme. It is one of the core courses for all students (listeners). The course is taught during the academic year and emphasizes teaching of the main functions of public service, problems of democracy, organization development and behavior, personnel management, public policy and planning, leadership, communication strategy and innovation process management. The role of the course is to integrate the knowledge, skills and experience obtained in the MPA course and to resolve the problems concerning the State goals in a democratic society and the necessity to reform managerial practice.

### **Objectives of the course**

- To represent the actions of the state with regard to society process management;
- To give systematic knowledge in the field of public administration and train the participants to use the knowledge obtained in their future work;
- To give the participants orientation towards developing native management culture;
- To assist the participants in learning the theoretical basis of the public administration institution;
- To represent foreign and national experience in public administration.

The course consists of seven core modules and three optional/supported ones (the optional modules place a stronger emphasis on developing

modern managerial skills such as effective communications and public relations.

### **Core Modules**

Each core module consists of 24 academic hours: 18 hours of Lectures and 6 hours of Seminars. It is equal to 10 credits.

### **Module Objectives of “Introduction to Public Administration”**

1. To understand the subject of public administration during the period of state development, its historic perspectives and multifunctional character;
2. To be able to evaluate the problems which appear during the learning process and apply theory to practice.

### **Topics**

- History of the development of management thought;
- Theory of management: concept, matter and system:
  - Management, Social Management, Public Management,
  - Management models of Japan and the USA,
  - Functions of management,
  - Executive authorities.
- Scientific base of the state:
  - Evolution of State Management,
  - Conception of Public Management,
  - Executive Authorities: relations with Public Management.
- State as a subject of public process management:
  - Conception of the state and the role of the state in society development,
  - Public function of the state.
- Public administration and executive authorities: their relationship and power distribution;
- Organization and legal regulation of the executive power in Ukraine;
- Principles of management and mechanisms of implementation:
  - General principles of management,
  - Special principles of management.
- Main objectives of Executive Authority’s functioning;
- Institution of public administration: functions and activity;
- Management cycle: functions of management and their interrelation:

- The concept of the Management cycle,
- Content of Management functions.
- Cabinet of Ministers, Ukraine: structure and competence;
- Public administration bodies and their competence;
- Branch and regional management during the transition period to a market economy.
- Public Management reforms:
  - Goals,
  - Process,
  - Subjects,
  - Principles,
  - Three main streams.

### **Module Objectives of “Philosophy of Public Administration”**

- To represent humanitarian principles of managerial activity;
- To form the skills required in communication technologies to public organizations’ activities.

### **Topics**

- Philosophy of management;
- Managerial ethics and official etiquette;
- Technology of Business negotiations and conflict regulation;

### **Module Objectives “Public Administration Structure and Organization Theory”**

- To understand general organization theories and principles of organizational functioning;
- To understand the problems concerning structural rebuilding of state power in Ukraine.

### **Topics**

- Theoretical principles of organization management;
- Structure of public administration mechanisms;
- System approach as methodology of public administration;
- General problems of management systems analysis;
- Organizing management systems: components and regulatory mechanisms;
- Strategic and situation management;
- Information and communication issues in management.

### **Module Objectives “Fundamentals of local Self Government”**

- To learn conceptual bases, world forms and history of local self-government;
- To review the processes of self-government system development in Ukraine;
- To develop skills in utilizing the knowledge obtained to solve professional tasks.

### **Topics**

- Notion of self government;
- Problems of self government in the framework of political and legal and management concepts;
- Traditions of local self government in Ukrainian history;
- Modern world systems of local self government;
- Current development and main trends of local self government;
- General principles of local self government;
- Functions and tasks of local self government;
- Notion and composition of the local self-government system.

### **Module Objectives “Organization Management”**

- To represent a modern situation of organization management technology and state management technology;
- To form practical skills to apply to a theoretical thesis of management.

### **Topics**

- Principles of organization management;
- Scalar principle: managing channels of organization communication;
- Mechanism for realization of organization management functions.

### **Module Objectives “Public Service: Theory and Organization”**

- To learn conceptual, legal and structural principles of public service;
- To learn trends of public service development as well as foreign experience of public service modernization.

### **Topics**

- Subjects, tasks and sources of the course “Public Service: Theory and Organization”;
- Theoretical and applied principles of public service;
- Principles, organization and functioning of public service;

- Public service position. Public servant: notion, statute and competence;
- Control in the public service system in Ukraine;
- Self management of the public servant;
- Selection and instrumental achievement of public servants.

### **Module Objectives “Management Psychology”**

- To understand tactics and strategy of management communication;
- To realize the role of a manager’s personality in managing.

### **Topics**

- Subject and principles of management psychology and its significance for the public servant;
- Notion and content of management communication;
- Information exchange processes in communication between manager and subordinate;
- Methods to influence psychologically the partners in the process of management communication;
- Interaction between manager and subordinate in the process of management communication;
- Interactive side of management communication.

### **Optional Modules**

Each optional module consists of 20 academic hours: 14 hours of Lectures, 6 hours of Seminars.

### **Module Objectives “State Administration and Politics”**

- To form an idea of political aspects of public administration;
- To examine the mechanism for identifying problems in the public administration system and solving them.

### **Topics**

- Public administration in the system of social and political relations;
- Legitimization of the political system as a factor of public administration effectiveness;
- Public administration relations in a democratic society;
- The citizen in public administration;
- Pressure groups’ influence in public administration: methods, forms and regulation;
- National security concept to reveal national political priorities.

### **Module Objectives “Project Management”**

- To understand the different approaches of project management in the field of public administration;
- To learn methodological principles of project management.

### **Topics**

- Projects in modern organizations;
- Project manager;
- Project development;
- Project evaluation and selection;
- Project realization.

### **Module Objectives “Public Relations”**

- To demonstrate communication structures;
- To teach ways and means of managing a national organization image;
- To teach skills in working with the media.

### **Topics**

- Public relations: history and tasks in the framework of a public administration system;
- Theoretical and methodical principles of public relations;
- Civil organizations and public attitudes in public relations;
- Methods of work with the media.

The full-time MPA students are:

- employees under the age of 45 in state administration bodies, other government offices and local self government bodies who have served at least one year in a government job and hold no less than a Rank 10 position;
- government employees under the age of 45 with a service record of 3 years or more who have been planned for promotion to a position in the categories I-IV as reserve replacements;
- other employees under the age of 30 with a work record of 3 years or more

The part time MPA students are government employees under the age of 45 with a total work record of 3 years or more who have been planned for promotion to positions of categories I-IV as reserve replacements and who have the appropriate recommendation.



At present, there are changes taking place in MPA teaching. In the beginning, the MPA full-time programme lasted one year and the part-time programme, one year and ten months. As from the 1998/1999 academic year, these will be 18 months and 30 months respectively. The public administration and management course will consist of six core and five optional modules.

### **Core Modules**

- Modern problems of public administration (Lectures - 12, Seminars - 12);
- Organizational and legal fundamentals of public administration (L - 24, S - 24);
- National power and organization of government bodies' activities (L -12, S - 12);
- Public service: theory and organization (L - 16, S - 8);
- Organization management (L - 12, S - 12);
- Management psychology (L - 16, S - 12).

Total: Lectures - 92, Seminars - 80

### **Optional Modules**

- Public administration in foreign countries (L - 20);
- National human resource policy (L - 20);
- Manager in the field of public administration (L - 20);
- Control in management ( L - 20);
- Conflicts and public administration (L - 20).

Total: Lectures - 100

Total academic hours - 272.

### **Pilot Study on the Impact of the MPA Programme on Public Administration Reform in Ukraine**

Under the crisis conditions which have penetrated all spheres of life in Ukrainian society, public administration reform has become of particular importance, especially with regard to human resources. The overall direction of the transformation process in Ukrainian society - whether it be towards traditional autocratic, totalitarian or real democratic and civil society development - depends a great deal on those who will implement the public administration function and how they will carry this out. The current situation and requirements for further societal development means that

sound preparation and implementation of a comprehensive administrative reform is of primary importance. The reforms must radically change the public administration system in all spheres of society and this has become a key factor for advancing economic and social reforms. One of the most important issues of administrative reform is human resource development in order to ensure a high professional level of reform of public service personnel, public servants' training and in-service training system.

We have a new generation of public servants in Ukraine. They are Masters of Public Administration who have graduated from the Ukrainian Academy of Public Administration, Office of the President of Ukraine. A pilot study was undertaken whose main objectives were to:

- study how the new generation of public servants perceive the public service;
- assess the impact of the MPA programme on the professional career of public servants;
- identify the requirements of the personnel working in the public service;
- assess the input of masters of public administration-IPALG/UAPA graduates to public policy development and implementation;
- identify the strong and weak points in the MPA and internship programs and suggest improvements to their content and structure;
- analyze the challenges and difficulties which graduates encounter in their efforts to introduce reforms in the organizations in which they work;
- study the ways in which they overcome those difficulties;
- study how public servants feel (their psychological and somatic health conditions);
- study public servants' system of values.

## **Methods**

The study was conducted using the focus groups method and interviews with IPALG/UAPA 1993-1997 graduates and students currently at the Academy.

The members of the focus groups were 15 women and 19 men aged between 25 and 44. 31 of them graduated from UAPA and the remainder are now students and post-graduate students of the Academy.

A set of questionnaires was distributed to 34 people. 20 were completed.

## Conclusions

- For UAPA graduates who took part in the pilot study project, the MPA programme encouraged progress in both personal and career development. It also opened up new opportunities and provided the chance to establish new professional contacts.
- The study shows that one of the challenges for IPALG/UAPA graduates in their professional activity is understanding and identifying their personal contribution to the development and implementation of public policy in Ukraine and to the development of the organizations where they work. At the same time, almost 40% of respondents believed that they had personally suggested and implemented a number of innovative and reform-oriented initiatives and introduced changes in their organizations.
- Whilst assessing the impact of the MPA and internship programmes, respondents remarked that the most valuable outcomes were: establishing professional contacts; building up an *esprit de corps* of professional administrators; gaining professional experience; realizing that the main characteristics of a public servant should be professional competence; good administrative skills; accuracy and discipline; self-control and the ability to analyze and make important decisions promptly.
- Amongst the weak points were the domination of theoretical education over practical training and significant gaps between the training contents and the real practical needs in future jobs.
- The preliminary results of this pilot study show that an important part of the Administrative Reform Strategy should be to focus on the identification of concrete approaches to the optimization of both the system and structure of the Ukrainian public service. The increase in motivation to work in the public service and linking career advancement with professional training and in-service training should be considered priorities.

The data obtained through the pilot study confirms that there is a need for more professional and reform-oriented public servants of a new generation i.e. masters of public administration to provide the Ukrainian public service with highly qualified personnel. Their capacities are currently under-utilized.

- Many of the deficiencies and bottlenecks in the functioning of the Ukrainian government *apparat* might be overcome with the introduction of “fresh minds” i.e. a new generation of highly educated professional

bureaucrats, equipped with modern administrative techniques and not overloaded with the burden of outdated administrative stereotypes. It is in this area that efforts should be made in order to be able to carry out a reform of the administrative system and improve significantly its efficiency and effectiveness. It would be beneficial to reach a balance of experience, knowledge and skills of both the “old” and “new” generations to work together to mutually complement and enrich each other professionally. In this way, the reform of the public service would be carried out under stable conditions and continuity of best practice and experience.

- Important measures which must be undertaken to ensure the efficient utilization of professional and reform-oriented capacity of masters of public administration are:
- Development and introduction of efficient methods of post-academic support and upgrading graduates' professional capacity; seek and implement more active ways to utilize their professional capacity to the benefit of the Ukrainian people and state and establish effective inter-relations and mutual support between masters of public administration.

# TEACHING PUBLIC MANAGEMENT IN SLOVENIA

*Zdravko Pecar\**

## History

The School of Public Administration of Slovenia has been in existence for 42 years. It is a member of the University of Ljubljana and offers a 3-year professional program. It was founded in 1956 by the Slovenian government and its primary role was to provide administrators for the Slovenian public administration.

In the past, the school offered a 2-year college programme. In the former Yugoslavia, the only similar school was in Zagreb (Croatia).

Besides the enrollment of regular students, there are a large number of part-time students spread over nine regional centers.

In 1995, we began a new 3-year program on the basis of a Tempus-sponsored international project. The partners in the project included experts from Verwaltungswissenschaften Hochschule of Speyer, Caledonian University of Glasgow and the Liverpool Institute for Public Management at the University of Liverpool. That same year we enrolled the last students in the 2-year program. We are the only school in Slovenia that specializes in public administration.

The subject of management was first included as an integral part of the course “Economics in Enterprises”. As an independent course, it is now included in the new 3-year program mentioned above and described below.

The course, “Management in the Public Sector” is offered in the second semester of the 3<sup>rd</sup> year of studies. It contains 50 hours of lectures and 55 hours of seminar work.

## 1. Course objectives

The course is developed to enable the future public manager:

- To learn the context, methods, and techniques of management and their use in the improvement of public administration;

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\* School of Public Administration, University of Ljubljana, Slovenia

- To explore the management specifics of public administration in the various areas of the public sector and different managerial functions;
- To develop their skills for future tasks;
- To learn of other countries' experiences to improve public sector performance and the steps to be taken to implement the new public management (NPM);
- To learn from practical experience when solving the problems of public service providers and local self-government cases during the seminars.

## **2. Course content**

### 1. Management in general:

What is management?

History of development (managerial schools, methods);

Managerial decision-making (diagnosis, solutions);

Managerial functions;

Methods and levels of management;

Supervision.

### 2. Characteristics of supervision and management in the public sector:

Characteristics of public sector functions;

The role of management in the public sector.

- Characteristics of management tasks:

\* in the state administration;

\* in local self-government;

\* at public service providers.

- Managing public services:

\* health services;

\* education;

\* culture;

\* housing;

\* law and order;

\* social services, social security.

Economy, efficiency, effectiveness and social responsibility in the public sector.

### 3. Planning public services provision:

Planning in general;

Different kinds and phases of planning;

Process of planning  
Management by objectives.

4. Organization of public sector (centralization, decentralization)
5. Management in public sector organizations:
  - \* human resource management
  - \* communications
  - \* motivation theories
  - \* leadership
6. Controlling.
7. Public sector and project management.
8. Influence of globalization on public sector management.

### **Students**

We enroll over 3000 students (ca 400 full-time and 2,600 part-time). Part-time studies are organized and carried out by SPA staff in 9 regional centers.

Full-time students are not necessarily the top elite from high school graduates, but they work harder and perform better every year.

### **Future trends:**

We plan to start a 4-year university program and master's degree in P.A. in the near future. The program is near completion and will be given for approval to the University bodies and the Ministry of Education for final approval. We expect to enroll students for this 4-year program in the year 2000.

In-Service Training for Public Administrators:

SPA offers over 40 different seminars per year to those already employed in the state and local administration.

## TEACHING PUBLIC MANAGEMENT IN THE REPUBLIC OF KAZAKHSTAN

*Bayana Shalgymbaeva\**

CIS countries are facing major changes within the whole spectrum of public and private management issues revolving around transition to a market economy. Whilst the commitment of every government is to achieve the highest economic growth and employment rate and to contribute to the economic and social well-being of its people, the governmental “team” has to be effective and efficient in order to positively affect the operating environment of the private sector.

Whereas markets are expanding globally, the new independent state of Kazakhstan is trying to find its place in the world competitive scene. The present day environment is more complex and therefore, management in the public sector must be changed and reoriented to a global market economy. Managerial skills and managers’ knowledge must continually expand in response to today’s environment and organizational problems.

In Kazakhstan there are five main institutions helping civil servants to “stay in the race”:

- National Higher School of Public Management,
  - *Core and the only activities* are teaching of public administration to those who have experience in the civil service,
  - *Degree* - bachelor in public administration
- Institute of Further Professional Development,
  - *Core activities* - short term programs in different fields
  - *Degree* - none, certificates
- Kazakhstan Institute of Management, Economics and Strategic Research (KIMEP),
  - *Core activities* - academic programs: MBA, MA, MPA, English language program
  - *Master’s Degree*
  - *Other activities* - Summer school of Economics, evening program

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\* Almaty School of Management, Kazakhstan



- East-Kazakhstani State University
  - *Core activities* - bachelor programs in different fields such as economy, technology, humanities, etc.
  - *Other activities* - MPA program
  - Bachelor Degree and masters degree
- Almaty School of Management (ASM)
  - *Core activities* - Master programs: MBA, MPA, tailor made academic programs
  - *Master's Degree*
  - *Other activities* - short term programs in different fields, tailor made short term programs, international projects, business class academic program for high school students.
  - *Competitive priorities* - small customer oriented groups, personal development through a unique module of personal development, emphasis on team building, neuro-linguistic programme, negotiation, communications and presentation skills plus others.

The first ASM experience in teaching public management was in 1995 with the Kazakhstan Civil Service Reform Project directed by the Ministry of Economy, Republic of Kazakhstan, the Australian Department of Employment, Education and Training, co-ordinated by ASM and the Australian National University, and the University of Canberra. Amongst the participants in the project were representatives from central ministries and regional administrations such as the Ministry of Economy, Tax Inspection, National Bank, State Committee on Property Management, Ministry of Agriculture, Ministry of Finance, Construction Ministry, Ministry of Mass Media, Health Care Ministry, Labour Ministry, Ministry of Transport, Ministry of Science and New Technologies, Privatization Committee, the President's Office and a number of others.

A critical component of this project was to conduct three in-country seminars which would form the basis for supporting key civil servants and trainers in developing and understanding the role of the civil service in a market economy. The seminar program was designed with the goal of a) enhancing knowledge on a market economy, the way it operates and its impact on the organization and structure of civil services, and b) developing managerial skills. The syllabus of the programme is included in Annex 1.

At the beginning of 1997, a new program was required by the Mandatory Health Insurance Fund under the Government of the Republic of Kazakhstan

for a group of employees. A Master in Public Administration program with specialization in Social Sphere Management was tailor-made for this requirement. Master programmes at ASM are designed to develop managerial skills and the intellectual and technical capabilities required to be effective top managers. The aim of the course is to provide participants with practical skills and a broad knowledge of decision-making tools in the major areas of public management. The Programme is available in modular form (seven modules of ten days with a break of three months between modules) and includes the following courses:

- Team building
- Organization Management
- Macroeconomics
- Social Policy, Perspectives of Labour Market Development
- Financial Accounting
- Training: Communication Skills
- Social Protection System in the Republic of Kazakhstan, Medical Insurance
- Managerial Accounting
- Training: Presentation Skills
- Financing of Social Programs
- Foreign Experience of Public Administration
- Training: Negotiation Skills
- Public Relations in Public Sector
- Financial Management
- Human Resource Management in Public Sector
- Training: Conflict Management
- Organizational Behavior
- Management Control and Information Technology
- Ethics within Non-Profit Organizations
- Strategy Formulation
- Organization Restructuring and Change Management
- Legislative Matters of Insurance Activities

## **Annex 1.**

### **Seminar Programme**

#### **Seminar 1: ORIENTATION TO A MARKET ECONOMY**

Market Economies

Background

Nature of the Mixed Economy

Role of Government in a Mixed Economy

Reform of Civil Services

Issues Arising from Reform

#### **Seminar 2: THE CIVIL SERVICES IN A MARKET ECONOMY**

Review of seminar 1.

Civil Services

Organization of Civil Services

Accountability

Roles and Functions of Civil Services

Implications for Civil Services in Kazakhstan: Planning for Change

#### **Seminar 3: MANAGEMENT SKILLS FOR THE CIVIL SERVICES.**

Strategic Planning

Financial Management

Delivery of Services

Human Resource Management

Evaluation

# TEACHING PUBLIC MANAGEMENT IN ESTONIA

*Kristiina Tonnisson and Mia Lokk\**

## **History of Teaching**

In Estonia, public management is taught in three Universities (The University of Tartu, Tallinn University of Educational Sciences and Tallinn Technical University) and in the Estonian Institute of Public Management.

Public management programmes were established due to the reinstatement of the Estonian Republic and the lack of educated professional civil servants. The history of teaching public management is very strongly connected with the history of teaching public administration. All public administration programmes were established with the aim of the improved organization and functioning of the state at all levels.

The first step was taken by the University of Tartu. A special programme for educating civil servants was re-established, firstly within an interdisciplinary School of Social Science and then in 1994, as a major. The first wave of public administration undergraduates graduated from the University of Tartu in 1996. In Tallinn University of Educational Sciences and Tallinn Technical University, a separate programme in public administration was established in 1994. In the University of Tartu, public management has been taught since 1993 and in the other two Universities, since the establishment of separate programmes in 1994. The Estonian Institute of Public Administration was founded in 1994 and one of its main tasks is to offer competency training programmes for civil servants. Public management has been taught in the Estonian Institute of Public Administration since the autumn of 1997.

## **Contents of Public Administration Courses**

In the universities and in the Estonian Institute of Public Administration, there are different courses which more or less cover the field of public management:

1. The University of Tartu - Management of Public Organization.

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\* School of Social Sciences, Tartu University and the Estonian Institute of Public Administration

2. Tallinn Technical University - Special Course on Public Administration and Management.
3. Tallinn University of Educational Sciences - Public Administration.
4. The Estonian Institute of Public Administration - Management of Public Organizations.

#### Management of Public Organization (University of Tartu)

The objective of the course is to analyze management methods and techniques with emphasis on public organizations and management of change. The course covers the following topics: development of management theories, management and leadership, strategic management and planning, peculiarities of management of public organization, managing change, effectiveness of public organizations, management and ethics, loyalty, participative management, internal controls of organizations, total quality management, services management, public relations for public organizations, human resource management, management by objectives, project management, management in different cultures, management of international organizations and foreign aid and different civil service systems and management.

#### Special Course on Public Administration and Management (Tallinn Technical University)

This course covers the following topics: independence, history of the state, democracy, cabinet, jurisdiction, president and constitution, Republic of Estonia from the viewpoint of developing political parties, Estonia and international cooperation, civil servants and government agencies, local authorities and local civil servants, the office as a working place, officials, information and international communications.

#### Public Administration (Tallinn University of Educational Sciences)

This course covers: the principle and peculiarity of public management, cabinet and control in public management, the goals of public organizations, formulation of the goals, mission of the organization, public organization and its environment, the socialization process and organizational culture, efficient organization, values and evaluation of efficiency, changes and their control in organization, traditional model of public management, modern model of public management, analysis of the Citizens' Charter, management of public organizations, state and market, marketing strategies of public organizations, contract system and development strategies of the public sector.

## Management of Public Organization (The Estonian Institute of Public Administration)

This module covers the following: principles and specific problems of public management, traditional (bureaucratic) and contemporary (based on balance mechanisms) public management, models of management of public organizations, responsibility and supervision in public management, objectives and duties of the activities of public organizations, environment of public organizations and evaluation of the environment, effective public organization, criteria and evaluation, shaping and carrying out of strategies, definition of a strategy, top-class management, top officials and strategy, composition of a strategy, methods of working out and contents of the components of a strategy as well as the possible use in public administration, strategy implementation, the essence of strategic management, establishment of a strategic position, analysis of the potential of an organization, techniques and means of evaluation and decisions on possible variants of strategic development and strategic management in a turbulent environment.

In the universities, all these courses are compulsory for undergraduate PA students. The students receive 3 credits for the courses (only a special course in Public Administration and Management gives them 3.5 points. A 3-credits course should contain 32 hours of lectures and 88 hours of individual work.

In the Estonian Institute of Public Administration, the course on Management of Public Organization is part of the module in the 204-hours' competency training programme for higher public servants. The module covers 16 hours. The subject of public management as a single module-subject has not yet been put forward as a training programme and neither has this subject been included in any other programmes of seminars and courses. In addition, the programme includes Public Economy which lasts 40 hours and has similar problems to public management in the sphere of finance.

It is obvious that the substance of these courses varies greatly. Faculty members in all Universities have the freedom to build on these courses in their own way and often use different sources for the preparation of their courses. The substance of these courses has not been agreed upon between the three Universities. Often, different lecturers speak on the same subjects differently. Therefore the analysis of syllabi does not really demonstrate the real similarities and differences in the content of the syllabi.

## **Methods**

The main method of training until now has been lectures. Only rarely do lecturers try to organize brainstorming or discussion sessions. Sometimes case studies are included. During their university courses, the students have to take a mid-term and final examination.

## **Students**

Students taking these courses are usually undergraduate PA students or students with interdisciplinary interests. Students who wish to receive credits for courses at the University of Tartu must be students there. Tallinn Technical University and Tallinn University of Educational Sciences have signed a contract which allows their students to take courses at both universities.

The target group for the course "Management of Public Organization" in the Estonian Institute of Public Administration is higher civil servants. In 1997/98, six groups of higher civil servants were trained and 135 higher civil servants attended the lectures.

## **Future Trends**

In Estonia, the number of lecturers competent in the field of public management is quite small because the basic training methods in this subject are still being worked out. There are also some problems with reading materials.

The universities will continue to teach public management according to the syllabi. Training frequently changes, depending on how many new courses have been developed. The department of Public Administration and Social Policy at the University of Tartu in particular has made massive efforts to improve and supplement the syllabus. There are also graduate students who are working on preparing courses which are connected in some way with the field of public management.

The Estonian Institute of Public Administration has no full-time lecturers in this field at present. Specialists in the corresponding fields at Tartu University have been hired. Beginning in the autumn of 1998, public management will be one of the subjects in the programme for further training of civil servants but the scope has not yet been decided. In the framework of the Phare project, the Institute is engaged in selecting and training new lecturers and project managers.

## **TEACHING PUBLIC ADMINISTRATION IN THE REPUBLIC OF ARMENIA**

*David Tumanian\**

The teaching of Public administration in the Republic of Armenia does not have a long history and is directly connected to the founding of the Public Administration School in 1994. The training process began in 1996. It is carried out at the Public Administration School and lasts for either two or two and a half years. Entrance is through competitive examinations - both external and internal. State institute graduates who are under 30 years of age (irrespective of their profession) have the right to take part in the external competitive examinations for permanent education. Citizens who are no older than 45 and who are state institute graduates who have worked in the bodies of an executive government system for longer than two years can take part in the internal competition. Graduates acquire the professional skills of a civil servant.

There is also a short training course where civil servants can raise the level of their professional skills. These methods are used during teaching: lectures, case studies, organization of discussions and work in small groups.

Permanent and short-term training is organized by training departments at the school in the following:

1. Political Bases of Administration
2. Judicial Bases of Administration
3. Economic Bases of Administration
4. The Organization of Public Administration
5. Foreign Languages

The Organization of Public Administration is covered during a course lasting 388 hours. Teaching of the subject lasts one term. Table 1 demonstrates the distribution of department hours by subject.

As you can see from this table, there are 15 courses in Public Administration. One of them is "The Organization of Public Administration" which is covered during a course lasting 40 hours. The subject of the course is "The Organization of Administrative Activity in Public Institutes". The following are studied: organization as an administrative function, the

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\* Armenian School of Public Administration



division of labour and cooperation, public administration organization process, rational use of working places, the originality of work organization in large state institutes, executive non-formal control, the organization of administrative communication and the organization of meetings. The course is divided into two parts - lectures and seminars. Seminars explain the organization concept (work in small groups), organization of meetings and their fulfillment and the establishment of appropriate structures according to the functions of administration.

**Table 1**  
**The Organization of Public Administration Courses**  
**by Contact Hours**

<i><b>NO</b></i>	<i><b>Name of the subject</b></i>	<i><b>Total</b></i>
1.	Administration Theory bases	50
2.	The organization of Public Administration	40
3.	Acceptance of Administrative Decisions	28
4.	Personnel Administration	40
5.	Administrative Psychology	26
6.	Administrative Sociology	24
7.	Information systems	26
8.	Crisis Administration	20
9.	Marketing Administration	30
10.	Administration, Culture and Ethics	24
11.	Strategic Administration	20
12.	Administrative Efficiency	20
13.	Conflictology	20
14.	Administrative Documentation	20
		388

# **TEACHING PUBLIC MANAGEMENT AT THE UNIVERSITY OF SOUTH AFRICA**

*E. J. Van Der Westhuizen\**

## **Introduction**

The theme of this paper will focus on the following: (i) history of teaching of Public Management at the University of South Africa (hereafter referred to as UNISA); (ii) contents and teaching methods; (iii) student profile and (iv) future trends. The approach of this paper is descriptive in nature and it does not seek to provide comprehensive or theoretical explanations of the teaching of Public Administration/Public Management at UNISA.

## **History of Teaching Public Management at the University of South Africa**

Attempting to define the actual starting point for teaching Public Management at UNISA is not an easy task. A major difficulty in arriving at a precise and universally acceptable time arises in part from the absence of official documentation pertaining to the origin of the first decision that was taken to implement such a course. Auriacombe, a senior lecturer at the Department of Public Administration, largely set the tone by confirming those actions which were the basis of the historical development of the subject. In recounting past events, Auriacombe paid special attention to specific actions that were taken by the university authorities with regard to the implementation of Public Administration courses. In a masters dissertation entitled "The Origin and Development of the Subjects Public Administration and Municipal Government and Administration at the University of South Africa" the author made a significant contribution towards understanding the development of the subject at UNISA. She identified various dates which can be regarded as landmarks in this development.

The following briefly sets out the context in relation to the development of Public Administration/Management as an academic discipline at UNISA. The benchmark date for Public Administration to be taught for the first time as an academic discipline dates back to 1918. Initially, the subject was presented at undergraduate level in the B.A. and B. Econ. courses with the

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emphasis on the development of administrative knowledge and skills of those officials at the higher echelons of public sector institutions. During this time, UNISA served only as an examining institution. This means that no official teaching took place. It was only from 1922 to 1970 that the teaching of Public Administration received serious attention. During this time the post graduate degrees B.A. Honours and B.Econ. Honours, M.A. and M. Econ. and D. Litt. et Phil. were introduced. Simultaneously during this time, the option was given of a course in Municipal Government and Administration. The importance of combining Public Administration and Municipal Government and Administration was realized by the different role players and in 1956 the implementation of such a course was approved and soon afterwards, implemented. From 1980 things changed and the B. Econ, B. Econ. Honours, and M. Econ. degrees were replaced by the B. Admin., B. Admin. Honours, M. Admin., and D. Admin. degrees. In 1981, a two-year Advanced Diploma in Public Administration came into effect for those students who did not qualify to enroll for the degree. This course was specifically directed at senior officials and served as an intermediate qualification for those who were not interested in following a full-time degree. As an indication of Public Administration's importance for senior officials, a Masters Degree in Public Administration (MPA) was introduced in 1982. This course consists of eight honours courses in Public Administration and students must also complete a dissertation of limited scope. Although the above Public Administration courses did not *per se* include "Public Management", major components thereof, as it is taught today, appeared in the study material. It was simply referred to as "administration."

Public Management was first taken seriously in the Department of Public Administration in 1993. During that year, it was introduced as a separate course (at third year level) within the broader Public Administration course. This was done largely as a result of the "public management movement" that was taking place in South African universities and also in the public service. Issues that are touched upon include, amongst others, discussions on the concept of management, the public management environment, public management functions and management aids.

### **Contents and teaching methods**

During 1995 to 1997 the Department of Public Administration embarked upon a comprehensive scientific curriculum development process. This was done in light of a conscious need to adapt to the changing new

circumstances in the political, legislative and administrative environment in South Africa. The curriculum development process was carried out under the auspices of the Bureau for University Teaching at UNISA whose staff have the necessary expertise in this respect. Among the more significant aspects relevant to the cooperation between the Bureau and the Department, was the introduction of specific pedagogic teaching strategies, methods and principles suitable to distance education. Six different phases can be distinguished during the process: (i) a model was developed to serve as a foundation for further discussions; (ii) a needs analysis was carried out to ascertain the needs of all the different role players; (iii) specific aims and objectives were developed after the needs were identified; (iv) the course was then structured into specific themes based on the inputs received from the role players; (v) lecturers began developing course material and (vi) the first year course was implemented during the 1998 academic year. The aforementioned model was also placed on the Internet (world wide web - <http://www.unisa.ac.za/dept/depart.html>) and the Department still welcomes feedback on this. The tuition of the new curriculum is based on an interactive approach which is more user-friendly in nature. In practice, this means that students are more actively involved in the learning process. This also implies that tutorial content consists of interactive tuition techniques such as case studies, self-activity exercises, review questions, analysis questions, self-assessment exercises, skill building and other related exercises. One of the key principles of this method of studying is the self-development of the student. The net result of the scientific curriculum development process shows the Department of Public Administration's conscious awareness to become a skills-oriented management profession and discipline. What is also of interest, is that the course will be presented in module format in six months semester periods as from the 1999 academic year. In total, the new course has a substantial public management component which will be presented at third year level from the year 2000. The following briefly sets out the main modules to be presented for the Public Administration curriculum:

## **Condensed Syllabus for Public Administration**

### **First Year**

Module 1: The nature, content and scope of public administration. The student is introduced to Public Administration by means of a broad overview of the field.

Module 2: The structuring and functioning of public services. The student is introduced to the structuring and functioning of public services by focusing on, amongst other things, macro government institutions and the management of public services (which is introductory in nature).

## **Second Year**

Module 1: Foundations of public administration

- (a) Rights and obligations in public administration. The student is led to comprehend the rights and obligations upon which public administration rests.
- (b) General government functions. The student is led to comprehend how certain government functions (such as the treasury, central personnel authority and public works) provide support to the line function departments.

Module 2: Protection services. The student makes a study of protection services (such as policing, correctional services and the administration of justice).

Module 3: Creation of wealth. The student makes a study of services for the creation of wealth (such as commerce, agriculture and forestry).

Module 4: Welfare and social services. The student makes a study of welfare and social services (such as housing, health and social security).

Module 5: Culture and education. The student makes a study of services for the improvement of culture and education (such as science and technology, education and culture).

Module 6: Environmental affairs. The student makes a study of services connected with environmental affairs.

For each of the above modules, specific public management determinants will be presented. This means that management issues (such as organization culture and affirmative action) which are relevant to that specific service will be analyzed and presented in a practical manner so that the student understands the effect thereof on public administration in its broadest context.

### **Third Year**

- Module 1: Public management skills. Theoretical and practical knowledge of public management skills are conveyed to and facilitated in the student.
- Module 2: Public human resource management and organizing
- (a) Human resource management. The student makes a detailed study of public human resources.
  - (b) Organizing.
- Module 3: Public policy and finances. The student makes a detailed study of the following public management functions:
- (a) Policy.
  - (b) Finances.
- Module 4: Reflective public administration. The student is led to reflect on:
- (a) Public Administration as a subject.
  - (b) Methodology of Public Administration.
- Module 5: Ethics in public administration and administrative justice. The student makes a study of the following:
- (a) Ethics in public administration. Norms and values conducive to democratic public administration are studied and students are empowered to make responsible ethical choices in public administration.
  - (b) Administrative justice. The student makes a detailed study of the principles and application of administrative justice.
- Module 6: Comparative public administration, government and politics.
- (a) Public administration, government and politics. The student is led to reflect on the interaction between public administration, government and politics.
  - (b) Comparative public administration. The student gains insight into public administration by comparing systems, cases and research results.
- Module 7: Public administration dynamics.
- (a) Transformation. The student is led to comprehend the phenomenon of transformation.

- (b) Interactional dynamics of public administration. The student is led to reflect on the role, place and impact of public administration on society and *vice versa*.

### **Student profile**

In the light of the fact that the student profile is continuously changing, it is important that a proliferation of practical applications appear in the study material. This is viewed as an advantage and not as a disadvantage. Throughout the process of scientific curriculum development, the profile of the students was taken into consideration to ensure that the content of the study material reflected the needs of those to whom the Department directs its services. Statistics with regard to the student profile were gathered from the Bureau for Management Information on a continuous basis and in general these indicate the following: (i) currently the Department has approximately 5,000 students (the total number of students registered at UNISA for the 1998 academic year is around 124,000); (ii) 80% of first year students are black, of whom Zulus and Xhosas are in the majority. Only 11% of first year students are white; (iii) the average age is 32; (iv) 66% of first year students are female, whilst only 37% of the second and third year students are female; (v) English is used 90% as the first year students' correspondence language whilst only being 11% of students' mother tongues; (vi) only 50% of the first year students have matriculation exemption; (vii) 45% of first year students are nurses, but there is a drastic decline in this figure at second and third year level; (viii) 8% of students are so-called "full time students"; (ix) 7-10% of students cancel their studies after they have registered; and (x) the geographical distribution of the students is as follows:

- Gauteng-35%
- Kwazulu-Natal-18%
- Northern Province-12%
- Western Cape-8%
- Eastern Cape-8%
- Free State-5%
- Eastern Transvaal-5%
- North West-1.5%
- Northern Cape-1.5%

Foreign students make up 5% of the total number of students - 50% from Zimbabwe, 20% from Namibia and the remainder from other countries.

The above demographics could have serious implications for the different courses if not carefully taken into consideration when planning to develop a new curriculum. Furthermore, if these demographics are not properly processed through the right channels one might, for example, not satisfy the needs of specific groups of students to the fullest extent. This could have a negative effect on the attitudes of potential students towards the course. Obviously, the net result is, to put it blatantly, a lack of student enrollments.

### **Future trends**

By embarking upon the above scientific curriculum process, the Department of Public Administration at UNISA has shown that it is sensitive to the demands made upon the students and is endeavouring to adapt the study of Public Administration/Public Management accordingly. It is obvious that the Public Administration student of tomorrow will require various knowledge levels, skills and attitude pre-dispositions in order that he/she is equipped to cope with the demands of the new dispensation. The White Paper on the Transformation of the Public Service clearly stipulates that whilst South Africa must clearly find its own solutions to its own specific problems, it is also important that the process reflects lessons learned from other countries. In the last decade or so, many countries have embarked on a thorough re-evaluation of the role of the state and the public sector. What are the reasons for such an introspective approach? The most important reasons include: (a) the growing impact of global markets, competition and financial mobility; (b) the increasing trend towards economic liberalization and political democratization; (c) the increasing international spread of communications and information technology and (d) the worsening economic crisis in the developing world.

How did the above approach influence the change processes in the South African public sector? The Government has identified the following priority areas for change: (i) a move away from centralized and corporate planning; (ii) a redefinition of the role of the state to that of facilitating economic and social development rather than acting as principal agent; (iii) trimming state expenditure and the size of the public sector by means of strategies such as commercialization and privatization; (iv) a redefinition of the political-administrative relationship to ensure greater accountability,



while at the same time promoting greater devolution of managerial autonomy; (v) an increasing emphasis on quality, effectiveness and productivity; and (vi) a change in organizational culture in order to develop a more effective customer orientation.

In the light of the above changing priorities of public service delivery it is obvious that existing and future public managers (who are the potential Public Administration students) will require different competencies. Obviously, the implications of the principles listed above are profound. However, it is fundamental that public managers and students equip themselves for these new realities. In moving towards this ideal, it is important that specific areas for development be identified for the public manager of tomorrow. Most important amongst these competency development areas are the conceptual aspects. These refer to the cognitive skills associated with comprehending important elements of the job. These skills provide for: (i) political awareness; (ii) policy development; (iii) constitutional considerations; (iv) democratic public administration; (v) initiating and planning of change; (vi) awareness of the institution's mission; (vii) understanding of the institution's interaction with the larger external and internal environment; (viii) comprehension of the institution's culture and its values, beliefs and norms; (ix) visualizing the future of the institution and (x) long and short-range planning. Further, since public sector institutions place more emphasis on services to customers and on participatory work processes, proper communication competencies are expected. What skills will the public manager need here to be successful? These basic communication skills include: (i) the ability to communicate with a variety of people, groups, individuals and institutions; (ii) the willingness and ability to influence people at all levels, both within the institution and externally, and (iii) the ability to relate with higher management, colleagues, subordinates and the public. Perhaps the most obvious competency to acquire is that of administration. Administration takes place in accordance with particular rules or procedures, and is part of the management process. How can the public manager of tomorrow acquire the emerging administrative skills? To be a good administrator one must understand the following: (i) the limits prescribed by legislation and regulations on issues such as occupational health, affirmative action, equal employment, human rights, ethical codes and labour-management relations; (ii) the special nature of the public sector, including government's role in service provision, inspection and regulation and (iii) to having democratic ideals such as public accountability and responsibility, responsiveness, and professionalism. Finally, it is essential to have competencies in the technical area. In other words, to obtain skills in

the actual work that is to be done, for example, the provision of health services, policing and teaching. Competence here involves skills associated with the improving of work processes and methods, using new equipment, machines and technologies. Significant developments in this regard are the use of cell-phones and the internet (for example, e-mail).

### **Concluding remarks**

What lessons can be drawn from the ideas put forward in the above paragraphs that might guide the Public Administration/Public Management practitioner/student/academic? One way of beginning to answer this question is to summarize the points of departure highlighted here. Many of the thoughts seem to suggest that:

- (i) The history of Public Administration/Public Management must always be taken into consideration when one embarks upon a process of scientific curriculum development. An understanding of the history (origin) of the subject not only puts current developments into perspective, but also facilitates the prediction of future conditions.
- (ii) The content of the subject and teaching methods continuously need to be related to the needs of the different stakeholders by following a comprehensive scientific curriculum development process. Scientific curriculum development ensures that the needs of the market are dealt with in a pro-active manner, thus placing the academic institution in the best position to take advantage of future opportunities.
- (iii) Student demographics (profiles) need to be balanced with attention to the content and teaching methods of the subject. Student demographics are constantly changing in ways that affect the curriculum. Thus, processes such as the scientific curriculum development process and systems, must permit and encourage the entire academic membership of the institution to contribute regularly to the balancing of these demographic changes.
- (iv) Future trends in the public management environment must be looked at in setting the tone for curriculum development. Clarity with respect to future trends will ensure that the different required competencies are identified in a timely fashion so that they can be incorporated in the curriculum pro-actively.

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## **TEACHING PUBLIC MANAGEMENT IN BULGARIA**

*Lidia Varbanova and Anguel Doraliyski\**

### **History of Teaching Public Management in Bulgaria**

The general management theory appeared as a specialized academic subject in Bulgaria sometime in the middle of the 1960s. Under the programme of UNDP with the support of the International Labour Organization, a Center for Management Training (CMT) was established in Sofia with branches in the towns of Varna and Plovdiv under the Ministry of Labour. The main methods of training were short courses (one-two weeks) and mid term (one-three months). Management theory was incorporated into courses orientated to practical methods for modern management. Some of the subjects included in the curricula of the management programs were: Organizational Structures, Organizational Design, Organizational Behaviour, Personnel Management, Decision-making, Decision Support Systems, Value Analysis and Cost-benefit Analysis. For the first time, case studies, computer simulation and games were used in teaching. CMT was later transformed into the Institute for Social Management within the Academy of Social Sciences and Management, which later became the Institute for Management and Administration (IMA) under the Council of Ministers.

At the end of the 1980s, the University of National and World Economy began to offer specialized courses in management in the public sector in the three faculties: “Business Management and Administration”, “Economics of Social and Cultural Activities” and “Regional Systems”.

The need for education and training in public administration and management became obvious at the beginning of the 1990s. The first program in Bulgaria on Public Administration was established at the Faculty of Management at the Free University in Varna. The Faculty of Administrative and Political Sciences was created at that time with several programs - Public Administration, Political Sciences, International Relations and National Security. In 1997/98 a course on Public Administration Basics was implemented for all these programs. The course covers a total of 45 academic hours and is studied in the first semester of the Bachelor Degree program.

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The New Bulgarian University has been offering public management courses since 1993/94. General Management Theory is an obligatory subject for all academic programs. "Public Management" is a specialized subject for students in the Public Administration Program. The average duration of these courses was previously 45 hours but the tendency now is to double the academic hours and to design the course in 90 hours. The idea is to include more interactive methods, to discuss video films and work on case studies.

### **Contents of the Programs**

The "average training package" of a course in Public Management at the New Bulgarian University covers:

- General managerial subjects - introduction to management, evolution of management theories, system approach and situational approach in management, strategic management and planning, decision-making, management and administrative structures and control cycle.
- Human resource management - motivation theories, leadership, selection and recruitment of staff, team building, training frameworks, performance appraisal and career development.
- New subjects - project management, networking, organizational culture, communication skills, managing change, managing conflict. A new course for the Master program in public administration is "Philosophy of Management" where the emphasis is on an analytical approach towards management functions and roles.

The course in Public Administration Basics at the Varna Free University covers the following topics: comparative public administration, NGOs and public administration, policy-making functions of public administration, executive, control and regulatory functions of public administration, public services, civil services, modernization and reforms in public administration.

### **Teaching Teams and Methods**

Teaching teams comprise three types of specialists:

- University professors. They know the general subjects, but sometimes they are far removed from public administration practice.
- Practitioners. They are sometimes guest lecturers on specific topics. They have practical experience and skills, but many of them do not have teaching experience.

- Lecturers from abroad. This is a very good, but temporary approach. Foreign experts come for a limited time and are not part of the overall educational policy of a certain university.

Methods of training are based partly on lectures and partly on interactive approaches - case studies, role playing, business games, discussions, tests and seminars. The interim and final control is through evaluation of written essays, oral exams and tests based on questionnaires.

### **Profile of Students**

There are mainly two target groups who study public management:

- Young people who have completed their secondary education. They generally study bachelor programs. They are around 18-23 years' old and in most cases do not have practical experience. Some of them work to earn money, but their jobs are sometimes far from the public administration field.
- Practitioners who study master programs, or join the intensive courses in public management. They already have a bachelor's degree in various areas and their experience in public administration helps them to combine theory and practice.

### **Future Trends**

- Increasing the role of public management during periods of change. The radical political and economic reforms in Bulgaria were accomplished through great economic difficulties. New structures and new trends required the development of more programs and courses in the field of public management. This is becoming increasingly important.
- Public management should become an indispensable component of the national educational policy. There is a misunderstanding of what public management is. Some experts and politicians are suspicious of what exactly such courses or programs should cover. Public management suffers, in general, from a lack of credibility and is still not well recognized as an academic field. The design of the programs and curriculum of the courses is not based on certain approved national standards and requirements.
- Constant restructuring and changing of the programs. In Bulgaria, where political and economic transformation is very painful and rather chaotic, training centers are sometimes forced to change the curricula and the

logic of the courses several times a year. This reflects negatively on the stability and long-term approach in designing the courses.

- Involvement of several institutions in the training process. There is a need to establish consulting services and independent agencies to support writing and implementation of public management projects and training of trainers and practitioners. The government, local authorities, NGOs and training institutions should co-operate in the development of public management.
- Balancing theory and practice. Courses in public management should be linked with internships, placement and practical experience. Contacts and co-operation between the training centers and public organizations are not a necessary part of the training at the moment. Students must do more self-research oriented work in the future and realize practical projects.
- Development of study materials. There is a lack of young researchers and national publications which cover the unique public management practice in Bulgaria. Motivation of graduate students to continue their research and to deal with teaching is vital. Periodicals in public management could help for dissemination of information among different institutions.
- Dissemination of information. There is a need for translation of articles and monographs from various languages to Bulgarian and vice versa. The use of Internet and new technologies is vital for the development of computerized networks and for better access to world achievements.
- Joint initiatives. Training centers in the field of public management should co-operate in various ways - exchange of students and staff, development of joint study materials, internship for students and training programs between neighbouring countries.

**NISPAcee Summer Workshop  
“Teaching of Public Management”, Borovets, Bulgaria, July 6-10  
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