

Public Administration education in Iran: (Given the proposed pattern of Dr. Robert Denhardt)

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Abstract: Robert Denhardt, an American researcher and writer, born in Kentucky in 1942. and in 1968, he received Phd of public administration at the University of Kentucky. Denhardt was getting famous because of works provided in the field of public administration theory and organizational behavior, especially in the category of leadership and organizational change. He began his work at the University of Florida as an Assistant Professor. In 2004, he received Dwight Waldo award due to a lifetime of effort related to the public administration from the public administration society of the America. 19 Denhardt books volume are: Dancing with leadership, New government services, Behavior resources management in government and nonprofit organizations, the importance of tracking, in the shadow of the Organization, Public administration theories, public affairs with pragmatic orientation, executive leadership in the public services, the public service revitalization, pollution and public policy and ... as well as hundreds of articles in authentic journals. Robert Denhardt in 2001 published an article as big questions in public administration education, studying the article persuades us to once again provide a review article in relation to the comparison of: 1. how to manage theoretical and practical public administration education in Iran; 2. the appropriateness of public administration education and the employment of graduates; 3. E-learning of public administration; 4. public administration skill development in education. After investigation denoted that Iran doesn't have a suitable position in public administration education in accordance with the foregoing factors.

Keywords: public administration education, skill development, curriculum planning of public administration

INTRODUCTION

Human capital has an undeniable role in development and the transformation of the organization. Since the productivity of any organization to a considerable extent depends on the storage of knowledge, skill, creativity and experience of the organization and the correct management of this capital, therefore it seems necessary the creation of a balance between development of the human resources and organizational and beyond organizational change. The importance of this necessity will be the time that each organization by regulation of education plan, the needs of individual, professional and organizational development, with the aim of creating a change in cognitive, skill and affective structures of the employees with respect to the two principles of continuity and integrity of training, extracted and used of all the capacities to provide them [1].

On the improvement of knowledge, skills and practice of managers, there are numerous patterns and methods. In a random approach, human in dealing with

the new conditions, the existing knowledge and attitude to be accepted completely natural and seemed internal, and applied them in the newer conditions. In this approach, any specific method or educational program is not planned.

In the planned approach for individuals and organizations to be able to apply the present knowledge in the environment, the scientific programs and scientific and coherent methods which are known as the learning process are exploited. Using this method will not only facilitate individual learning in the organizations, but also cause the organizational structure, culture tissue, design jobs and mental patterns of the organization to be revised and help to expand the organizational thought and strengthening the individual and organizational memory [1]. In the meantime, educational systems based upon the special education goals and the kind of people that profit from, have the various types of final target (Andragogy). In adult learning, making appropriate the knowledge and skills of students with the knowledge and skills needed for

jobs is different. Education of the personnel in this category can be classified. Promoting the level of knowledge and skills, creating the desired behavior and preparation of the personnel to perform the duties better, and potentially improving the knowledge, attitude, skill and behavior are the educational goals of the personnel [1].

From Pelite's opinion, who studied the transformation era and the dominant mental schema in recent decades of the managers training, providing the managers' educational programs is based on three different kinds of paradigm. Paradigm based on the Kahn (1983) represents a format or conceptual matrix consists of theoretical assumptions and rules and consistent collection of the propositions that studied data in relation to the knowledge that scientists and professionals take advantage of it in their career. Scientific paradigm is a common way to see the affairs in a scientific society [2]. Pelite believes that the paradigm shift takes place when a large number of people to reach the conclusion that the previous paradigm can not give consideration to the fact. Scientific progress, he said, takes place in the transformations that its effect completely or partly of a paradigm to be replaced with a different paradigm. Pelite describes the dominant paradigm in managers' education as follows [2].

1. The cultural logic; the first and oldest paradigm based on the cultural logic. The aim of managers' educational program in this paradigm is training a scholar individual to be familiar with the great cultural world that formed the structure of sciences, language and literature, and important academic courses [2].
2. The functional logic; the second dominant paradigm in preparing the educational program of managers is based on the functional logic. In this logic, the programs based on the technical expectations are formed and the functions and important tasks of management such as planning, organizing, budgeting etc. are identified and then based on that, the educational program is produced for the manager's mastery to the above tasks. In functional logic, management is considered as a practical science to be learned in the University. Berdson (1996) believe that educational programs of managers in France is more under the influence of the cultural paradigm while in the United States, especially after the second world war, the functional paradigm has been the dominant [2].
3. The professional logic. In recent decades a large number of the managers' educational program are revised relying on this paradigm. In the professional logic, management is introduced not as a practical science but as a social science that is the consistency of a profession. Educational

program of managers should respond to the social activity. This approach sees the management world more complex than the theory that can attract the theories presented by theorists and researchers without a change. Management education is not a simple, mechanic and repetitive activity, but deemed as an intelligently activity that requires the obligation, the power of understanding the situation, intuitive ability and requires manager's accountability [2].

The curriculum of public administration

This trend of management first time was held in the year 1333, under the title of behavioral sciences at the Institute of Administrative Sciences under the supervision of the Faculty of law, University of Tehran in cooperation with the University of Southern California. Now the field in most of the country universities under the title of the Public administration and with different trends in B.S., M.A. and Ph.D. levels is being taught. The latest legislation in bachelor and master courses on the "Public administration" in the country is related to the year 1376. That during this legislation, management trend in the bachelor level is being taught as Public administration in the most of universities in the country, and in the master level, five trends are being taught in the country universities: A) The structure of organizations and methods; B) Human resource management; C) Information systems management; D) Organizational change management; and E) Public financial administration. The mentioned trends have 20 joint curriculum units and the difference between them is 8 units. In the PhD level course has four trends:

1. Decisions and public policy making;
2. Organizational behavior;
3. Human resource management;
4. Adaptive management and development [3].

With this explanations and considering the dynamic space and evolving constantly administrative and national and international arena, it seems this program lacks the innovation, dynamics and evolution worthy and in accordance with the time and place requirements.

The Big Questions

Denhart has an article titled the big questions in training which was published in the Public Administration Review journal, in 2001. He raised the questions in this regard, he raised the referred questions as follows [4]:

1. Do we seek to educate the students with respect to theoretical principles or practice?

2. Do we prepare the students for their first jobs, or for the jobs in the future will be eager to have it?
3. What are the appropriate mechanisms for MPA(Master of Public Administration) courses and curricula?
4. What personal obligations should we create as public administration educators?[4].

Therefore, considering the above questions and the article referred, we decided to do a library research in this regard in Iran.

The First Question

Do we seek to educate the students with respect to theoretical principles or practice?

In fact, if the tension between politics and public administration is the center of public management course, then the tension between theory and practice is the center of public administration education. The question of theory/practice is split to the different perspectives. Some of these views point out that the theories of General Organization provides a basis for understanding of the act and performing all of the acts are reported as "the reflection of the job". Some of these views point out that theory are normally different with practice and so understanding the theory cannot help to practice and practice is what makes the difference. The other views are more moderate and reason that theory learning is equivalent with learning of the course's "logic" and the students need to understand the basic logic of the course more than understanding the essential details of the action today (and not perhaps tomorrow). However, some argued that the students not only need to learn the logic, but they need to learn the skills that allow them to use the logic in practice. Finally, a special group with the same view know the distinction between theory and practice equivalent with the difference between the knowledge and skill, and reason that the students need to a basis of knowledge. But it is necessary that they develop the special skills that can be used in the development of management positions [4]. It should be noted that Denhardt's emphasis on the lack of a best way in the educational goal setting of public administration educations because of the interdisciplinary nature of the field. This field unlike the many interdisciplinary fields, next to the theoretical and practical space with "practical and functional space" is also high tensioning (training theory or practice tension). Hence, the goal setting of public administration education as an important part of the curriculum of this course requires its own special requirements. It seems, the axis of the setarget requirements is guaranteeing a kind of "at the same time the multitude of unity". The multitude derived from the theoretical space and the necessity of realization of interdisciplinary multifaceted and look

into the issues among students and the unity prompted by solving the scientific and public issues by the students in action [3].

Take a look at education in Iran with respect to the above question

Scientific-practical management means knowledge-based management. That is experienced in action. The distinguished property of this management is the ability and dominance on the scientific approaches and executive functions in the practical environments. But how can foster managers with experienced knowledge in management system? By giving a breeding structure in managers fostering system and in the total surface of all present and future managers is from the basic principles of success in planning for the management in the society; and to this end to provide the attention to two aspects of knowledge and experience as the active governances of a manager is of great importance in administrating affairs. For fostering knowledgeable and experienced, there are pattern, program, strategy and mechanisms based the substructures of educational and executive systems in each community that by educational and executive institutions coordination and activities and the other complementary institutions such as social institutions, these mechanisms are executed correctly and among this process the efficient and expert managers are paraded [5].

The structure and manner of implementation of this process is not the same everywhere and the systems within educational and executive institutions in every society have to some extent different characteristics and therefore, could not prescribe common prescription for all places. If we localize our discussion to our country, due to the separation and distance and rapture which are in coordinating and planning between the educational and executive institutions and the ..., as a result favorable positions cannot be provided for fostering managers of education [5].

Therefore, it seems due to the problems that exist in the educational system, we were not so successful in science and practice era that the corner of it is pointed out as follows:

Of the issues that causes separation and difference in the planning and practical implementation between the two institutions shall be referred to the following cases [5]:

1. The thing that is taught in the educational institutions could not necessarily be used in the executive institutions that this would decrease the motivation for learning in the student because nonfunctional interactions between

these two institutions in the field of action is evident sensibly.

2. Placing the student in two one-way routes that one ends to learning the knowledge and the other experiencing of this knowledge. This affair causes that the student fails to experience in act more of what that learns and when the action, also much of what learned are forgotten due to the time lost (of course this is when each knowledge has a chance to experience).
3. Less attention of the educational institutions to the necessary issues of and the executive institutions and also the unkindness of the executive institutions to the subjects that are learned by the student also causes to weaken the educational institutions and dropping the practical position and more distance between the institutions.
4. From other issues that our community has sometimes been seized with and it causes the weakening of the role of educational institutions is the kind of executive managers' selection in some executive institutions which sometimes are not entitled to the required practical load and experience.
5. The most important issue is not using desirable of an expert and planner collection. On the other side, if these institutions are together in the desirable interaction, with more knowledge of the needs step was created in more harmony, and will be developed and promoted. Therefore, the steps of knowledge and experience in educational and executive structure should be carried out on a ladder up to passing through the knowledge step then experience it, and next to the experience step was created to the next step of knowledge and during the balanced way in the point of this was to the two parallel lines to arrive.

But in addition to the problems in practical education in Iran, teaching and research administration (former Public Administration Education center) also has problems in this regard that we explain it:

Education through teaching and research administration (former Public Administration Education center)

According to note 3 article 44 national employment law, approved in the year 1967 based on the establishment of an institute for administrative science education, an institute in 1969 with the name of "public administration education center" dependent on former employment and administrative organization of the country was formed and began its activities within the framework of missions and duties defined by law [6]. The major activities of the public administration

education center in the first years was focused on short-term occupational education (at the time of service and in-service) of managers and employees of the executive systems, but on, October 24, 1972 the Council of higher education spread of the country, the license of the first long-term education course in public administration at the graduate level course for the public administration education center issued [6]. From the beginning to 2002, the activities were in the form of two short-term and long-term educational program, that in this year and in line with the implementation of the Decree of the Supreme Council of the administrative, was integrated with the former management and planning organization and up to 2007, continued its activity under the title of teaching and research administration [6]. But in 2007, after the merging of the management and planning organization of the province with the Governors under the development and management of human resources vice-president, "the Office of the Governor's education and research" was formed, and was responsible for other tasks such as the validation of private educational institutions at the provincial level and evaluation of the performance of the executive systems education [6]. However, by the studies done it became clear that a prerequisite for development of personnel education in the executive systems: firstly the educational policy integration with other organizational policies and determine the education strategy and improvement of human resources at the level of the State (in General), and the level of each of the departments of organizations, and State companies (in particular); and secondly: pay attention to the elements outside the organization associated with the category of education and personnel improvement [7].

The Second Question

Do we prepare the students for their first jobs, or for the jobs in the future will be eager to have it?

The majority of the MPA students before serving, they find way to their own graduate programs to situations that are primarily technical and analytical. Like budget analysts, personnel or administrative assistants analysts. A few of them find way straightly to the administrative positions; however, many of them expect to Be delegated the jobs with top management responsibilities including administrative responsibilities (and it's not interesting that we want to predict accurately that what students have the potential to manage, because their educational standard grades are not a suitable criterion for this prediction) [4].

On the other hand, the students in service, that is, those who have worked for many years will probably find promotion from their initial analytical position to administrative job. In addition, many of them have been working in areas such as human services,

transportation, justice and so on. But when promoted to an administrative position, all of a sudden they find their own experience and history in their "home" scientific field that indeed they are not ready to work as General Manager. In fact, many of those who have returned to the educational environment, such as students in service, have taken away out of a desire to learn about their new job as an admin [4].

Academic education of admins in Iran

If in the not too distant past, having an academic degree in a good field of study in an accredited university was the best reason for finding the right job; today having a degree is not a reason for having the right job. In fact, the market demand is not for graduates!

The issue of higher education graduates in recent years has been more important and sensitive. In the current situation, more than 350 thousand students are graduated annually from universities and higher education centers, but more than half of them in the first year of graduation are not successful to find jobs commensurate with their academic disciplines. The result is that 750 thousands of unemployed graduates that are to maintain until the end of the year in search of the proper job; the number that will be added each year. Human resources are the most important factors in the development of any society and In this regard, the graduate and expert people have more important role. Employment of graduates is one of issues that always has been of interest to planners and policy makers in different countries. This consideration is due to the importance of the labor market as the economic and social gravity center and the social role too that will be delegated to the graduate people to achieve the country's development goals. The unemployment of graduates is a dilemma in the current community graduates that becomes more acute everyday. Every year the number of people enter the higher education system that are graduated in a distance of a few years and are send towards the labour market and this is in the situation that the economic growth and capacity of the employment creation is not commensurate with the growth of the graduates [8]. From one side, the country's economy lower capacity for creating jobs and the weakness of policies supportive of entrepreneurship, and on the other hand the weakness of academic adaptation with the needs to the industry and the weak education and entrepreneurship skills of the students, cause difficulties in the employment of graduates. It's clear that the weakness of a definite vision in the labor market, directly affected on the educational motivation of and will affect on the quality of learning. Entezari on the basis of the data center statistics have shown that the share of the work force with degree has been 9% of the total active work force, higher education of the country

has been in 1996. According to the calculations in the same source, this index in over 8 years has increased to an average of 6 percent, and in 2004, is reached to 13%. World Bank data shows that the average share of the higher education graduates in 1995 of all labor in Iran has been 3 times of economies that this ratio based on knowledge in the next years is decreased continuously, and in 2001 is reached to 2/8. This process shows that from one side, the learning capacity and utilization of knowledge in the economy in comparison with knowledge-based economies is improving, but on the other hand it indicates that it does not exist the capacity of absorption of sufficient size of graduates in the Iranian economy structures [9].

In table 1 shown the unemployment rate of the year 2011 is presented based on the breakdown of educational courses [10].

As you see, the rate of unemployment rate in the field of business and administrative sciences (20/3) is more than the average total unemployment rate (19/4) it shows that we have not been successful in terms of recruiting administration graduates in Iran.

The Third Question

What are the appropriate mechanisms for MPA courses and curricula?

The question has become a common question in the recent years. Because it will be with us for a long time and in various statements. Today, the question is that the technology especially remote education, how can change the supply of courses and curricula and how can correct the things that our students learn if the students are taught through remote education. Is there the loss of the interactions between a student and the master and students with students in this type of education? How can we create remote education methods that allow more than read and write things?[4]. Administrative courses in Iran as said earlier are often designed by the teaching and research administration. That its share of the virtual courses is small and more relies on the public and non specialized courses. Perhaps it is because of the lack of technical and specialized support. Asremote education requires the creation of a highly effective applications of optimal technical and administrative system for the development, remote education users including managers, personnel require and administrative network and sustainable and reliable administration to achieve their goals and subjects, and for the effective use of the administrative and management network must have access to adequate and proper resources in the form of the service, the useful soft wares and appropriate support services [11].

And The Forth Question

What personal obligations should we create as public administration educators?

Denhart says: I want to review these questions by providing the proposes that the process of learning/education in general management deeply by personal development issues both for students and for teachers is limited by time. As a result, our answers to the big questions of public management education should reflect both of the psychological and spiritual needs and interests of our students and us. Let me start with three points that next I will illustrate the details carefully [4]:

Firstly, general administrators not only need the acquisition of knowledge about their own field, but also they need to develop the skills in order to make changes in the public sector. And they need to have a specific maturity and psychological growth to accomplish tasks in the form of more effective and responsibly. Not only managers need to understand the communications, they need to have the ability to communicate. They not only need to know about relationships, but also need to have the ability to steer. They need to have the ability to "bargains" [4].

Secondly, general administrators have the needs that depends on their position and how they work in the

organization. Those who work at the technical level (which includes most of the graduates in their primary job) have a set of educational needs, while those who work in the executive levels (generally those who have been out of the educational environment for some time) have a different set of needs [4].

Thirdly, according to the educational process that typically involves the interaction between teachers and students, we have to acknowledge that the needs of the students with a radical development of radical development needs of the collection of professors is parallel and the dynamics of the interaction between a professor/student is the key to more effective and more responsible teaching/learning [4].

Denhart says that from this view, I argued the value of thinking about public administration education (cognitive development, interpersonal and behavioral skills and personal or practical skills). And I offered the different requirements for various authorities in a person's job positions (from the technical levels to administrative and executive levels). In table 2 these issues are combined together and the personal growth is located in a vertical row and a career development in the horizontal row. I have also brought some examples of the variety of learning and development that seems appropriate for each topic in table-2 [4].

Table-1: The employment and unemployment Table of 23 main university courses

Educational group	number	employed	unemployed	The rate of unemployment
Teacher pedagogy and cultural sciences	330011	304688	25323	7/7
Art	87802	64582	23220	26/4
Human sciences	582856	494038	88818	15/2
Manner and social sciences	295421	235027	60394	20/4
Journalism and Inform	36967	25766	11200	30/3
Mercantile and administrative sciences	795693	634102	161590	20/3
Law	184650	137788	46862	25/4
Vital sciences	106283	77989	28294	26/6
Physical sciences	177813	133328	44485	25
Mathematics and statistics	124670	100936	23733	19
Computer sciences	11129	7740	3388	30/4
Engineering and engineering professions	894740	696949	198790	22/2
Industry and production	39795	23223	16572	41/6
Architecture and building	354952	272995	81957	23/1
Agriculture, forestry and fisheries	153376	115335	38040	24/8
Veterinary medicine	16763	13375	3388	20/2
Hygiene	297694	273851	23842	8
Hygienic services	19408	15574	3833	19/8
Personal services	51831	41487	10344	20
Transportation services	8068	7754	313	3/9
Environmental services	6779	5458	1318	19/5
Security services	66483	60575	5908	8/9
Total	4643618	3741999	901619	19/4

Table 2: Personal development and career administrator

	technical	administrative	organizational
Cognitive knowledge	The basic analytical skills in human resources, budgeting and financial processes, administration information (including computer literacy), analytical methods, and understanding of the public policy and institutional environment.	The understanding of administrative and technical systems as well as the design and operations of an enterprise, the latter includes titles such as power and influence, stimulants, representation staff and supportive communication.	Understanding the relationships within the enterprise and institutional environments, including those associated with both the political and executive roles.
Individual skills	Basic communication skills such as speaking, writing, listening, and capacity to work in a corporate environment, including teams and other groups.	The abilities and skills needed in the internal administration of public organizations and the necessary capabilities to support the political process includes influencing others, the establishment of communications, delegation etc.	The ability to plan the organizational processes to the public and conduct detailed negotiations, facilitate and build consensus across organizational boundaries.
Interpersonal skills	The maturity and enough confidence to function more efficiently and responsibly in public organizations.	skills growth in the field of self introspection and self criticism, increasing their understanding and the others.	strong psychological background, the gained views about the organizational and environmental relations, and empower the role of public organizations in the government system independently.

But in Iran, the common tradition of university fields planning has been that one or some of the graduates of a specific field with a pattern of overseas university programs, design a program and offer for the professional councils' approval to the Ministry of science, this council were also often a selection of the masters of the same academic field. This is while reflecting on the interdisciplinary nature of the public administration field clearly shows that the specialists of different disciplines-including economics, political science, sociology, or philosophy and... are stuck in the design of this program [3].

Also, it seems it is the time of Denhardt's proposed skills are used.

CONCLUSION

As you have seen, the comparisons done show that public administration education in our country have no acceptable reply to Denhart's big questions, but it should be noted that the native and time requirements of and the missions of an Iranian Islamic University must also be considered, in other words the requirements and

missions can be found in the judgment of the governing policies and the conductor of the public administration curriculum goals that ultimately led to formulate the major goals. The necessity of access to the Iranian Islamic pattern of progress, the necessity to translate the vision of the twenty-year-old with the appropriate public policies, the increasing need of the country in the fields of analysis, the formulation of implementation and evaluation of the public policies in order to avoid trial and error in the important arena of policy making that join the serious damage to the system 's efficiency and moving the government from the enterprise role to the ruler ship, and consequently, of the direct policy investment is one of the most important requirements of the decade before the Islamic revolution which should be considered to set the major targets in the planning for the public for the administration education at this juncture.

Suggestions

1. The scientific and practical interaction between thinkers and university on the one hand, and on the

other hand the public sector administrators to draw up an effective educational planning.

2. Educational development to enhance individual skills, interpersonal skills as well as the skills related to (IT).
3. Investigation of the standard of public administration courses by international validation institutions.
4. Offering licenses to International educational organizations of the public administration to raise the gradation level of educational courses.
5. Reviewing of the public administration courses every two years due to the rapid change of technology and the ever-increasing developments.
6. Inviting the world's great masters of public administration and visiting the public administration educational centers.
7. Dispatching the professors to the grand countries in the field of public administration.
8. Conducting field research about the effectiveness of the public administration education in Iran.
9. Formation of the public administration education center of the Islamic countries with the centralization of Iran and holding the annual Conference.
10. Assessment of the public sectors and considering them in the content of courses.
11. Preparation of the technical infrastructures to deliver the wider e-learning.

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