

**"Национальный исследовательский университет
"Высшая школа экономики"**

[Факультет социальных наук]

Программа дисциплины

[Теория и механизмы современного государственного управления (на английском языке).
Theory and mechanisms of modern public administration]

для направления/ специальности [38.04.04 "Государственное и муниципальное
управление"] подготовки магистра
для магистерской программы [Население и развитие (Population and development)]

Автор программы:

[Тим Екель, Александр Калгин, Джесси Кэмпбэлл, Ольга Минченко, Михаэль Рохлиц,
Александра Шубенкова, Андрей Яковлев]

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*Настоящая программа не может быть использована другими подразделениями
университета и другими вузами без разрешения кафедры-разработчика программы.*

1. Course Description

a) Title of a Course

Theory and mechanisms of modern public administration. (Теория и механизмы современного государственного управления)

b) Pre-requisites

No prerequisites. Students would benefit from basic knowledge of management and economics.

c) Course Type (compulsory, elective, optional)

Compulsory.

2. Abstract

The aim of this course is to provide students with an introduction to public administration. The course will introduce students to the evolution of theories of management, theories of decision-making in the public sector, intergovernmental relations, performance management, budgeting, strategic planning, managing human resources, the role of e-government as well as current trends of public sector reforms. Upon completing the course students will be familiar with theoretical foundations of public administration and the state of practice in the field.

3. Learning Objectives

1. To introduce students to a variety of topics covering most important aspects of modern public administration as a science and as a managerial practice.
2. To introduce basic concepts of public administration.
3. To familiarize students with up-to-date scientific discussions in the field of public administration.
4. To show students the significance of public administration to issues related to demography and development.

4. Learning Outcomes

1. Students will have become familiar with foundations of modern public administration as a science and as a managerial practice.
2. Students will become familiar with terminology in the field of public administration.
3. Students will engage with up-to-date discussions in the field of public administration.
4. Students will discover the importance of public administration for solving modern global and local developmental issues, particularly related to demographic problems.

5. Course Plan

	Topic	Conveyor	Total hours	Classroom hours		Self study
				Lecture	Seminar	
1	The changing role of government in the economy	Andrei Yakovlev	14	4	0	10
2	Organizational Theory and Management	Alexander Kalgin	12	2	0	10
3	Basic Terms and Concepts of Public Administration	Tim Jaekel	14	2	2	10
4	Behavioral Public Administration (BPA) and Decision Making in the Public Sector	Tim Jaekel	12	2	0	10
6	Intergovernmental Relations	Tim Jaekel	14	2	2	10
3	Politics and Public Administration	Michael Rochlitz	14	2	2	10
7	Public Performance management	Alexander Kalgin	12	2	0	10
8	Public functions and services	Olga Minchenko	14	2	2	10
9	Strategic planning in the public sector	Alexandra Shubenkova	12	2	0	10
10	Technology and Public Administration	Alexandra Shubenkova	14	2	2	10
	Final Essay (3000)		20			20
			152	22	10	120

6. Reading List

Readings are provided below for each topic covered in lectures.

7. Grading System / Guidelines for Knowledge Assessment

1. 40% final exam / 20% seminar tasks / 40% term paper.
2. Exam will consist of multiple choice and open questions. Length of the exam – 2 academic hours.
3. In order to prepare for the exam, look through the slides and your notes. Read the papers indicated by at a lecture/seminar.
4. The term paper is an essay of max.3000 words on a discussion topic related to one of the course topics. How to write the essay will be discussed during seminars.
5. Presentations and performance at the seminar activities is assessed on both individual and group basis.

8. Methods of Instruction

The course consists of lectures and seminars. During the lectures the main concepts and ideas related to the topic will be introduced. As a follow-up for the lectures seminars will be carried out to let students engage with the material through individual and group exercises. Students are expected to prepare for the seminars by reading recommended materials and completing group tasks handed out by the lecturer.

Course outline.

Topic 1. The changing role of government in the economy

Demand for regulation, risks of state capture, costs of corruption. Transitional experience: state capture, kickbacks in public procurement and firms performance. Globalization, value chains approach, new industrial policy and the role of regional governments. Russian experience: recent tendencies.

Readings:

- Olson, Mancur. *The Logic of Collective Action: Public Goods and the Theory of Groups*. Harvard University Press, 1965.
- Stigler, George J. (1971) *The Theory of Economic Regulation* // *The Bell Journal of Economics and Management Science*, Vol. 2, No. 1 (Spring, 1971), pp. 3-21
- Shleifer A., Vishny R. W. (1993) *Corruption* // *The Quarterly Journal of Economics*, Vol. 108, No. 3 (Aug., 1993), pp. 599-617
- Hellman Joel S., Geraint Jones, Daniel Kaufmann (2003) "Seize the state, seize the day: state capture and influence in transition economies" // *Journal of Comparative Economics*, Volume 31, Issue 4, December 2003, Pages 751–773.
- Kaplinsky Raphael (2000). 'Spreading the gains from globalization: what can be learned from value chain analysis?' IDS working paper No.110, 2000.
- Rodrik, Dani (2004). 'Industrial Policy for the Twenty-First Century'. CEPR Discussion Paper No. 4767, November 2004.
- Yakovlev, A. (2006). The evolution of business – state interaction in Russia: From state capture to business capture? // *Europe-Asia Studies*, 58 (7), 1033–1056.

- Doner, Richard, and Ben Ross Schneider. 2016 (forthcoming). “The Middle-Income Trap: More Politics than Economics.” *World Politics*

Topic 2. Organization theory and management in the public sector

Public administration scholarship has long overlapped with a number of related fields. In particular, theories of organization, that is, theories of how and why organizations come into existence the role of management within them, have been central to the study of public administration. This lecture familiarizes students with a range of ideas and theories relevant to the management of public organizations and also highlights how these ideas are used in some contemporary studies. Special attention is given to how the unique environment of public organizations helps define (or distort) their goals.

Readings:

- Denhardt, R. B., & Baker, D. L. (2007). Five great issues in organization theory in *Handbook of Public administration*, pages 121 to 147;
- Stazyk, E. C., Pandey, S. K., & Wright, B. E. (2011). Understanding Affective Organizational Commitment: The Importance of Institutional Context. *The American Review of Public Administration*, 41(6), 603–624;
- Sager, F., & Rosser, C. (2009).
- Weber, Wilson, and Hegel: Theories of modern bureaucracy. *Public Administration Review*, 69(6), 1136–1147.

Topic 3. Basic Terms and Concepts of Public Administration”

The lecture recalls basic terms, definitions and concepts of Public Administration, including:

- Public Administration
- Government agency
- Organization
- Politics-Administration dichotomy
- Public Policy
- Max Weber’s Model of Bureaucracy
- Goal ambiguity
- Standard operating procedures (SOP)

I.e. the lecture introduces / recalls / refreshes students' knowledge about "what government agencies do, why and how they do it" (Wilson 1989).

In a second step two case studies will illustrate all aforesaid terms and concepts. Students will learn about the activities of two important public administrations: Mosmetro (=the agency running and maintaining Moscow's famous underground rapid transport system); and Mospark (=Moscow City government agency responsible for 11 or so big parks / recreational areas in the city).

Readings:

- Wilson, James Q. 1989: *Bureaucracy: What government agencies do, and why they do it*. The Free Press: New York.
- Simon and March 1958 (2nd ed. 1993) *Organizations*.

Seminar "Basic Terms and Concepts of Public Administration"

Students will apply basic terms and concepts. Seminar includes introductory input by the course instructor, group work activity and classroom discussion.

Topic 4. Behavioral Public Administration (BPA) and Decision Making in the Public Sector"

Behavioral Public Administration (BPA) links beliefs, motivation, ambition and preferences of civil servants to decision making in the public sector. The lecture introduces relevant terms, and concepts from economics, psychology, administrative and organization science, including:

Expected utility (EUI) models + homo economicus

Prospect Theory + Aspiration Level (AL) Models

We continue with an application to Public Administration, including *Public Service Motivation* (PSM), and *Personality Traits*.

In a third step the instructor provides empirical evidence from two own research projects:

Case study 1: Innovative behavior of civil servants

Case study 2: Job preferences of PA students

Readings:

- Olsen, A. L. (2015), "Simon Said," We Didn't Jump. *Public Admin Rev*, 75: 325–326. doi:10.1111/puar.12330
- Meier, Kenneth J., Nathan Favero, and Ling Zhu. 2016. "Performance Gaps and Managerial Decisions: A Bayesian Decision Theory of Managerial Action." *Journal of Public Administration Research and Theory*.

- Zhu, Xufeng, and Youlang Zhang. “Political Mobility and Dynamic Diffusion of Innovation: The Spread of Municipal Pro-Business Administrative Reform in China.” *Journal of Public Administration Research and Theory* (first published online September 18, 2015)
- Tversky, A. & Kahneman, D. *Journal of Risk and Uncertainty* (1992) 5: 297. doi:10.1007/BF00122574
- Esteve, M., Witteloostuijn, Arjen van, & Boyne, G. (2016). Public service motivation ad fonts: Personality traits as antecedents to serve the public interest. *Journal of Public Administration Research and Theory*
- Markus Tepe (2016) *In Public Servants We Trust?: A behavioural experiment on public service motivation and trust among students of public administration, business sciences and law*, *Public Management Review*, 18:4, 508-538, DOI: 10.1080/14719037.2015.1014396
- Fernandez, Sergio (2015) “Understanding and Overcoming Resistance to Organizational Change”. In: *Handbook of Public Administration*, 3rd Edition. James L. Perry, Robert K. Christensen (eds.) ISBN: 978-1-118-77555-4. Jossey-Bass

Seminar “Behavioral Public Administration (BPA) and Decision Making in the Public Sector”

Students will apply basic terms and concepts. Seminar includes introductory input by the course instructor, group work activity and classroom discussion.

Topic 5. Intergovernmental relations

The lecture introduces relevant terms, and concepts, including:

Federalism

Decentralization

Problems of multilevel governance

In a second step two case studies will illustrate terms and concepts:

Case study: Refugee crisis in Germany

Readings:

- Pollitt, Christopher (2006) “Decentralization. A Central Concept in Contemporary Public Management.” In: Ferlie, E. et al.: *The Oxford Handbook of Public Management*. pp. 371-397.
- Nicholson-Crotty, Sean (2015) “Using Grants to Achieve Public Purposes”. In: *Handbook of Public Administration*, 3rd Edition. James L. Perry,

Robert K. Christensen (eds.) ISBN: 978-1-118-77555-4. Jossey-Bass, pp. 197-214.

- Donald F. Kettl (2015) “Governing in an Age of Transformation”. In: Handbook of Public Administration, 3rd Edition. James L. Perry, Robert K. Christensen (eds.) ISBN: 978-1-118-77555-4. Jossey-Bass, pp. 5-22.

Seminar “Intergovernmental relations”

Students will apply basic terms and concepts. Seminar includes introductory input by the course instructor, group work activity and classroom discussion

Topic 6. Politics and public administration

Outline: Bureaucratic incentives and the success of state-led development policies in Russia and China / How to measure bureaucratic incentives / Regional administrations and economic growth / State predation / Roving vs stationary bandits / Informal networks.

Required readings:

- Li H., Zhou L. (2005) ‘Political Turnover and Economic Performance: The Incentive Role of Personnel Control in China’, *Journal of Public Economics*, 89: 1743-1762
- Reuter J., Robertson G. (2012) ‘Subnational Appointments in Authoritarian Regimes: Evidence from Russian Gubernatorial Appointments’, *The Journal of Politics*, 74(4): 1023-1037

Recommended readings

- Li H., Liu P., Zhang J., Ma J. (2007) ‘Economic Returns to Communist Party Membership: Evidence from Urban Chinese Twins’, *The Economic Journal*, 117: 1504-1520
- Libman A., Kozlov V., Schultz A. (2012) ‘Roving Bandits in Action: Outside Option and Governmental Predation in Autocracies’, *Kyklos*, 65(4): 526-562
- Reisinger W., Moraski B. (2012) ‘Deference or Governance? A Survival Analysis of Russia’s Governors Under Presidential Control’, in Reisinger W. (ed.), *Russia’s Regions and Comparative Subnational Politics*, London: Routledge, pp. 40-62
- Rochlitz M. (2013) ‘Corporate Raiding and the Role of the State in Russia’, *Post-Soviet Affairs*, 30(2-3): 89-114
- Xu C. (2011) ‘The Fundamental Institutions of China’s Reforms and Development’, *Journal of Economic Literature*, 49(4): 1076-1151

Topic 7. Performance management in the public sector

Performance management is one of the main elements of modern approach to public administration known as New Public Management. Performance management is a technic that consists in measuring performance of an organisation (or a country) and linking performance measures to incentives to motivate civil servants to work most effectively. The practice is widely used in modern practice of public administration. Some of the most important performance indicators from a government point of view are demographic characteristics, such as fertility, mortality etc. Can the government affect these measures? If yes, then how? We will look at benefits and disadvantages of performance measurement in the public sector.

Required readings:

- Behn, R. D. (2003). "Why measure performance? Different purposes require different measures." *Public Administration Review* 63(5): 586-606.
- Hood, C. (1991). "A public management for all seasons?" *Public Administration* 69(1): 3-19.

Recommended readings:

- Pollitt, C. (2006), 'Performance management in practice: A comparative study of executive agencies', *Journal of Public Administration Research and Theory*, 16 (1), 25-44.
- Smith, Peter (1995), 'On the unintended consequences of publishing performance data in the public sector', *International Journal of Public Administration*, 18 (2), 277 - 310.
- Hood, C. (2006). "Gaming in targetworld: The targets approach to managing British public services." *Public Administration Review* 66(4): 515-521.

Topic 8: Public functions and services

This topic will help students understand the difference between public functions and public services and answer questions like «what does a «public function» mean?», «what types of public functions are most widespread?», «what is the main distinctive feature of public services?» etc. Also this topic will introduce basic principles of functional analysis, foundations of public regulation and key mechanisms of public service providing. The session will also inform about different examples of public services in Russia and in other countries. In conclusion we will discuss actual tendencies in public service sector: e-government, the role of international globalization, innovation and change in public services.

Readings:

- Miles I. D. Handbook of Innovation and Change in Public Services
- The Oxford Handbook of Public Management (Edited by Ewan Ferlie, Laurence E. Lynn Jr., and Christopher Pollitt)

Topic 9: Strategic planning in the public sector

The session will draw a distinction between planned economy and contemporary strategic planning approach to the public money management. It will review the scale of existing strategic planning application on the federal, sub-federal and local level in different countries with the touch to the public finance. It will be expanded with the procedural circle of strategic practice which contains: forecasting, planning, implementation, evaluation, and managerial obstacles for strategic approach. The topic will be concluded with the discussion of strategic planning impact on regional and local governance measured in some academic studies.

Reading:

- Bryson, John M. Strategic Planning for Public and Nonprofit Organizations: A Guide to Strengthening and Sustaining Organizational Achievement.
- John Wiley & Sons, 2011. Moore, Mark Harrison. Creating Public Value: Strategic Management in Government. Harvard University Press, 1995.

Topic 10: Technology and Public Administration

This session will acquaint with the current international agenda about using technologies in public administration and their applications worldwide. Technologies drive a large-scale process of increasing cyber forms of interactions within public system and between the system and citizens as consumers of public goods. Technologies redirect financial flows from material sphere to IT, thus reshaping the construction of public budget itself. The session will discuss key topics: big data for public administration, e-governance, human right to Internet access, cyber security and cyber threats.