

## Theory and practice of modern public administration

### Outline

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.

### Target audience

The course is aimed at all MSc students interested in public administration.

### Conveyors

Andrei Yakovlev, PhD, Tim Jaekel, PhD; Michael Rochlitz, PhD, Alexander Kalgin, PhD; Alexandra Shubenkova, PhD, Olga Minchenko.

### Course programme

	Topic	Conveyor	Total hours	Classroom hours		Self study
				Lecture	Seminar	
1	The changing role of government in the economy	Andrei Yakovlev	10	4	0	6
2	Organizational Theory and Management	Alexander Kalgin	8	2	2	6
3	Managing Human Resources	Alexander Kalgin	10	2	2	6
4	Politics and Public Administration	Michael Rochlitz	10	2	2	6
5	Public Decision Making	Tim Jaekel	10	2	2	8
6	Intergovernmental Relations	Tim Jaekel	10	2	2	8
7	Public Performance management	Alexander Kalgin	10	4	2	6
8	Public Budgeting	Olga Minchenko	10	2	2	6
9	Strategic planning in the public sector	Alexandra Shubenkova	10	2	0	8
10	Technology and Public Administration	Alexandra Shubenkova	10	2	2	6
	Final Essay (3000)		16			16
			114	24	16	82

The main textbook for the course is [Holzer and Schwester \(2011\) Public administration : Introduction](#)

## Course structure

### Topic 1. The changing role of government in the economy

Conveyor: Andrei Yakovlev

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.

### Topic 2. Organization theory and management in the public sector

Conveyor: Jesse Campbell

Objectives: 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. Managing human resources

Conveyor: Jesse Campbell

Objectives: The government's human resources are the cornerstone of performance in the public sector, and therefore the question of how to acquire, develop, and retain the best employees are questions of crucial importance for public managers. This lecture focuses on how managerial and organizational factors influence the behavior of public employees and thereby shape organizational performance. Various aspects of public organizations, including leadership, job design, and incentives, are discussed. We will also discuss the question of whether the unique values and missions of public sector organizations demand an equally unique approach to human resource management.

Readings: Holzer and Schwester (2011) chapter 3; Wright, B. E., Moynihan, D. P., & Pandey, S. K. (2012). Pulling the Levers: Transformational Leadership, Public Service Motivation, and Mission Valence. *Public Administration Review*, 72(2), 206–215; Yang, K., & Kassekert, A. (2010). Linking Management Reform with Employee Job Satisfaction: Evidence from Federal Agencies. *Journal of Public Administration Research and Theory*, 20(2), 413–436. doi:10.1093/jopart/mup010

#### **Topic 4. Politics and public administration**

Conveyor: Michael Rochlitz

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

#### **Topic 5. Theories of Decision Making in the Public Sector**

Conveyor: Tim Jaekel

Objective: To inform students about different theoretical concepts on the questions “why do public managers act the way they act”. The lecture reflects theoretical concepts from administrative sciences, public economics, (social) psychology, and sociology. Key concepts include Risk taking under uncertainty, risk-aversion of public managers, and prospect theory.

Readings: Meier et al. 2015 *on a Bayesian Logic of Decision Making*; Niskanen 1971 *on Bureaucracy and Representative Government*; Carpenter and Krause 2012 *on Reputation in Public Administration*. Kenneth J. Meier and Gregory C. Hill 2009 *on “Bureaucracy in the Twenty-First Century”* (The Oxford Handbook of Public Management. Edited by Ewan Ferlie, Laurence E. Lynn Jr., and Christopher Pollitt, OUP 2007.). Anthony Downs on an “economic theory of democracy Theory of Bureaucracy”.

#### **Topic 6. Intergovernmental relations**

Conveyor: Tim Jaekel

Objective: Local government accounts for 22 % of total public expenditures on OECD-average. Hence local authorities play a pivotal role in delivering public services, from waste collection and leisure facilities to protecting vulnerable children from mistreatment. Inadequate service delivery risks local citizens’ well-being. The way central and local government share responsibility for public policies varies widely across countries, however. The objective of the session is to identify similarities and differences in local government systems systematically by focusing on de-jure institutional / constitutional arrangements and de-facto levels of political and fiscal autonomy of local bodies.

The relevance of local authorities for public service delivery can be read from its share in general government spending. Comparing the political clout of local authorities across countries is more challenging. To step beyond storytelling about local government requires a consistent set of theories and methods.

The relevance of local authorities for public service delivery

*Required reading:* Sellers, Lidström 2007; OECD 2013.

*Recommended reading:* Loughlin, Hendricks et al. 2011.

Theories and methods of comparative local government analysis

*Required reading:* Loughlin 2011; Wolman 2008.

The size of local authorities, in terms of inhabitants, varies widely, both across and within countries. Municipalities that are too small are not able to deliver public services

economically. This imposes risks to the public purse and the well-being of its citizens. Two paramount questions arise: Is there an optimal size for efficient local jurisdictions?

*Required reading:* Erlingsson, Ödalen. 2013; Hansen, Houlberg et al. 2014.

*Recommended reading:* Holzer, Fry et al. 2009.

### **Topic 7. Performance Assessment and Benchmarking in the Public Sector:**

Conveyor: Tim Jaekel

Objectives: Benchmarking is used to measure and compare the performance of a given local government against that of its peers, generally by using policy-related indicators. It is commonly held that there are two main benefits of doing so: the first being the prevention of under-performance, and the second being improvement of performance by sharing knowledge about innovative practices. The way performance is compared and benchmarked among local governments varies widely. The session examines the methodologies, procedures, and ranking criteria of various assessment and benchmarking approaches in different political and administrative contexts. It analyzes the empirical evidence on whether or not local government performance has improved over time. The course also examines the general question of why some local governments participate in voluntary benchmarking projects while others do not. The focus is on local government/ local public sector.

Readings: Kuhlmann/Jäkel 2013 on *Varieties of Performance Benchmarking Exercises and their institutional foundations*; Ammons/Kroenigk 2014 *with a state of the art report*.

### **Topic 8: Public budgeting**

Conveyor: Olga Minchenko

Objective:

This topic will help students understand main terms of budgeting and answer some questions like «what is a public budget?», «what are the major components of it, what means balanced budgeting?» etc. Also this topic will inform students about different conceptions of public budgeting (line-item budgeting, results based budgeting). The session will discuss budgeting process in general and in different countries. In conclusion we will discuss a distinction between federal and budget processes and will introduce the concept of budget federalism.

Handbook on Public Budgeting and Financial Management, edited by Jack Rabin and Thomas D. Lynch

### **Topic 9: Strategic planning in the public sector**

Conveyor: Alexandra Shubenkova

Objective:

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.

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**

Conveyor: Alexandra Shubenkova

Objective:

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.