

**"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:

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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

Students would benefit from their basic knowledge in management, public administration, political science and economics. No special prerequisites are required.

c) Course Type (compulsory, elective, optional)

The course is compulsory.

2. Abstract

The course aims at providing students with basics of contemporary public administration. The course introduces to the evolution and current state of theories of public management, role of state in economics, demands and limitation for state regulation, problems and ethical issues in public sphere, theories of decision-making in the public sector, intergovernmental relations, performance measurement and management in public organisations, budgeting, strategic planning, management of public human resources, the role of e-government as well as current trends and agenda in 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. Students will be capable to evaluate the state of development and problems in public administration of national cases.

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 and practices of public administration.
3. To familiarize students with up-to-date academic 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 academic 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	Basic terms and concepts of public administration	Tim Jaekel	12	2	0	10
3	Politics, State Violence and Law Enforcement	Anton Kazun	14	4	0	10
4	Decision making in public administration	Tim Jaekel	7	2	0	5
5	Performance of public administration	Tim Jaekel	12	0	2	10
6	Ethics of administrative professionals	Tim Jaekel	12	0	2	10
7	Public Service	Valeria Utkina	7	2	0	5
8	Evolution of public administration theories	Alexander Kalgin	14	2	2	10
9	Performance management in the public sector	Alexander Kalgin	14	2	2	10
10	Strategic planning in the public sector	Alexandra Shubenkova	14	2	2	10
11	Technology and Public Administration	Alexandra Shubenkova	16	4	2	10
	Final Essay (3000 words)		20			20
			156	24	12	120

6. Reading List

Reading list is provided below the abstract of each course session.

7. Grading System / Guidelines for Knowledge Assessment

1. 40% final exam / 10% seminar tasks / 10% class attendance / 40% term paper (essay).
2. Exam will consist of free writing to open problematic questions. The students will be offered to answer 3 questions from a set of 5. The set embraces the variety of topics discussed at the lectures and seminars. Duration of the exam – 4 academic hours. The exam is held in the close-book format.

3. In order to prepare for the exam, look through the slides and your notes. Read the papers indicated in the session description.
4. The term paper is an essay of max.3000 words on a discussion related to one of the course topics. How to write the essay will be discussed during seminars.
5. Seminar activities, presentations and participation will be organized both on individual and group basis.
6. Course attendance is evaluated as 10% of the final score. Zero score for attendance is given when 3 and more session are missed without a legitimate reason.

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 a lecturer.

9. Course outline.

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

Conveyor: Andrei Yakovlev, PhD, Professor at the Department of Theory and Practice of Public Administration, HRU HSE.

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.

Required 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. Basic terms and concepts of public administration.

Conveyor: Tim Jaekel, PhD, Assistant Professor at the School of Public Administration, NRU HSE.

Session will introduce key terms and concepts of public administration, such as government agency, organization, public services and policy. Students will get accustomed with the concept of goal ambiguity, multiplicity and complexity in administrative organizations. Organizational features such as horizontal and vertical specialization will be introduced. Group and individual activities will be used to apply input on real-life examples.

- Wilson, James Q. 1989. Bureaucracy: What Government Agencies Do and Why they Do It. New York: Basic Books. [Print version available in HSE's Main library in 20 Myasnitskaya, please use the electronic catalogue to identify record]

Topic 3. Politics, State Violence and Law Enforcement.

Conveyor: Anton Kazun, Research Fellow at the International Center for the Study of Institutions and Development, NRU HSE.

This lecture focuses on problems of public administration in «limited access orders». We will discuss reasons for predatory behavior of state agencies and analyze different types of predation (abuse of authority, corruption, administrative barriers, corporate raiding etc.) and

instruments for protection. Conclusions will be drawn regarding the development of entrepreneurship in states with weak institutions and economic development overall. Finally, the we will discuss ways to improve the situation.

Required readings:

- Baumol, William J. “Entrepreneurship: Productive, Unproductive, and Destructive.” *Journal of Political Economy* 98, no. 5 (October 1, 1990): 893–921.
- Gerber, Theodore P., and Sarah E. Mendelson. “Public Experiences of Police Violence and Corruption in Contemporary Russia: A Case of Predatory Policing?” *Law & Society Review* 42, no. 1 (March 1, 2008): 1–44. doi:10.1111/j.1540-5893.2008.00333.x.
- Djankov, Simeon, Rafael La Porta, Florencio Lopez-De-Silanes, and Andrei Shleifer. “The Regulation of Entry.” *Quarterly Journal of Economics* 117, no. 1 (February 2002): 1–37. doi:10.1162/003355302753399436.

Recommended readings:

- North, Douglass C., John Joseph Wallis, and Barry R. Weingast. *Violence and Social Orders: A Conceptual Framework for Interpreting Recorded Human History*. Cambridge ; New York: Cambridge University Press, 2009.
- Yakovlev, Andrei, Anton Sobolev, and Anton Kazun. “Means of Production versus Means of Coercion: Can Russian Business Limit the Violence of a Predatory State?” *Post-Soviet Affairs* 30, no. 2–3 (May 4, 2014): 171–94. doi:10.1080/1060586X.2013.859434.
- Yakovlev, Andrei. “The Evolution of Business – State Interaction in Russia: From State Capture to Business Capture?” *Europe-Asia Studies* 58, no. 7 (November 1, 2006): 1033–56. doi:10.1080/09668130600926256.
- Rochlitz M. (2013) ‘Corporate Raiding and the Role of the State in Russia’, *Post-Soviet Affairs*, 30(2-3): 89-114
- Olson, Mancur. *The Logic of Collective Action: Public Goods and the Theory of Groups*, Second Printing with New Preface and Appendix. Revised edition. Cambridge, Mass.: Harvard University Press, 1971.
- Paneyakh, Ella. “Faking Performance Together: Systems of Performance Evaluation in Russian Enforcement Agencies and Production of Bias and Privilege.” *Post-Soviet Affairs* 30, no. 2–3 (May 4, 2014): 115–36. doi:10.1080/1060586X.2013.858525.
- Schultz, André, Vladimir Kozlov, and Alexander Libman. “Judicial Alignment and Criminal Justice: Evidence from Russian Courts.” *Post-Soviet Affairs* 30, no. 2–3 (May 4, 2014): 137–70. doi:10.1080/1060586X.2013.856574.

- Volkov, Vadim. *Violent Entrepreneurs: The Use of Force in the Making of Russian Capitalism*. Ithaca, NY: Cornell University Press, 2002.
- Leeson, Peter T., and Claudia R. Williamson. “Anarchy and Development: An Application of the Theory of Second Best.” *The Law and Development Review* 2, no. 1 (2009): 77–96. doi:10.2202/1943-3867.1032.

Topic 4. Decision making in public administration.

Conveyor: Tim Jaekel, PhD, Assistant Professor at the School of Public Administration, NRU HSE.

The session introduces how different types of motivation and work-related contexts antecede the behavior of administrative professionals. The session addresses four questions in particular: How do individual decide; do civil servants behave differently compared to private sector employees; how do organizations take decisions; and whether public sector organizations decide differently than business firms do.

Required readings:

- van Witteloostuijn, Arjen, Marc Esteve, and George Boyne. 2017. Public Sector Motivation ad fonts: Personality Traits as Antecedents of the Motivation to Serve the Public Interest. *Journal of Public Administration Research and Theory* 27 (1):20-35. <http://dx.doi.org/10.1093/jopart/muw027>

Topic 5. Performance of public administration

Conveyor: Tim Jaekel, PhD, Assistant Professor at the School of Public Administration, NRU HSE.

The way public agencies measure, compare, and sometimes ignore the quality of their public service delivery varies across time and countries. Performance management has a potential to improve public service delivery and raise performance; but has to struggle with unintended side-effects. Real life examples of performance-related tools will illustrate the pros and cons of performance-centered public administration.

Required readings:

- Harry P. Hatry (2015): Tracking the Quality of Services. In: *Handbook of Public Administration*, James L. Perry, Robert K. Christensen (eds), 3rd edition, April 2015, Publisher: Jossey-Bass, p. 312-332 (Chapter 17).

- Tim Jaekel (2016) “Benchmarking and Comparisons of Performance of Local Governments in Germany—Approaches, Advantages and Side Effects” In: COMPARATIVE STUDIES ON VERTICAL ADMINISTRATIVE REFORMS IN CHINA AND GERMANY, G. Faerber et al. (eds), pp. 289-303. http://www.foev-speyer.de/files/de/fbpdf/vti_cnf/FB-285.pdf#page=301
- Wouter Van Dooren et al. (2010, 2nd edition 2015) „Performance Management in the Public Sector.“ (Routledge masters in public management), Routledge. ISBN: 978-0-415-73810-1 (2nd ed. Paperback), ISBN: 978-1-315-81759-0 (2nd ed. E-book)

Topic 6. Ethics of administrative professionals

Conveyor: Tim Jaekel, PhD, Assistant Professor at the School of Public Administration, NRU HSE.

How can we prevent unethical behavior, and promote ethical behavior and positive deviation from the norm? What role for professional norms in modern public administration?

Required readings:

- Milena I. Neshkova and Allan Rosenbaum (2015) “Advancing Good Government through Fighting Corruption” In: Handbook of Public Administration. 3rd edition. James L. Perry and Robert K. Christensen (eds.). San Francisco: Jossey-Bass. ISBN 978-1-118-77555-4 (paperback), 978-1-119-00432-5 (epub), 978-1-119-00408-0 (epdf), Chapter 6: pp. 132-152.

Topic 7. Public Service

Conveyor: Valeria Utkina, PhD, Senior Lecturer at the Department of Public and Local Service, NRU HSE.

We’ll discover theoretical backgrounds of public service is the core element of public administration. We will analyse what is the difference between Weberian bureaucracy and new public management approach to civil service. Then we will move to Good governance paradigm and finish with Effective state. Various aspects of public service will be covered, including competence requirements. We will also discuss the ethical aspects and anticorruption expertise within this context. Also we will look at Russian experience, recent tendencies in Russian civil service.

Required readings:

- Andrews, M. (2010). Good Government Means Different Things in Different Countries. *Governance*, vol. 23, no 1, pp. 7–35
- Drechsler, W. (2005). The Rise and Demise of the New Public Management. *Postautistic Economics Review*, vol. 14, no 33, pp. 7–28.
- Drechsler, W. (2005). The Re-Emergence of “Weberian” Public Administration after the Fall of New Public Management: The Central and Eastern European Perspective. *Halduskultuur*, pp. 94–108.

Recommended readings:

- Barabashev A. G. Are Existing Administrative Paradigms Capable of Producing the Tools to Resolve the Contemporary Administrative Crisis? // *Public Administration Issues*. 2016. No. 5. P. 6-25.;
- Barabashev A. G., Prokofiev V. N. Russian Civil Service Management: How Civil Servants are Recruited and Promoted // *The NISPAcee Journal of Public Administration and Policy*. 2014. Vol. VII. No. 1. P. 9-28.

Topic 8. Evolution of public administration theories

Conveyor: Alexander Kalgin, PhD, Associate Professor at the Department of Theory and Practice of Public Administration, NRU HSE.

How has public administration developed as an academic field? This section will cover major public administration theories and their evolution. We will link classical theories to modern issues in public administration and see how the focus of interest of public administration scholars changed over time.

Required readings:

- Denhardt, R. B., & Baker, D. L. (2007). Five great issues in organization theory in Handbook of Public administration, pages 121 to 147;

Additional readings

- Downs, A. (1957). An economic theory of political action in a democracy. *The journal of political economy*, 135-150.
- Kalgin, A. (2015). Implementation of performance management in regional government in Russia. PhD thesis, University of Birmingham. <http://etheses.bham.ac.uk/5718>
- Niskanen, W. A. (1968). Peculiar economics of bureaucracy. *American Economic Review*, 58(2), 293-305.
- Niskanen, W. A. (1975). BUREAUCRATS AND POLITICIANS. *Journal of Law & Economics*, 18(3), 617-643.

- Niskanen, W. A. (1997). Autocratic, democratic, and optimal government. *Economic Inquiry*, 35(3), 464-479.
- Olson, M. (2008). *The rise and decline of nations: Economic growth, stagflation, and social rigidities*: Yale University Press.
- Ostrom, E. (2015). *Governing the commons*: Cambridge university press.
- Svara, J. H., Politics-administration dichotomy model as aberration, *Public Administration Review*, 58(1), 51-58, 1998.
- Tullock, G. (1965). *The politics of bureaucracy*: Public Affairs Pr.
- Tullock, G. (1997). The economic theory of bureaucracy. *The Policy Process: A Reader*, 87-96.
- Tullock, G. (2001). Efficient rent seeking *Efficient Rent-Seeking* (pp. 3-16): Springer.

Topic 9. Performance management in the public sector

Conveyor: Alexander Kalgin, PhD, Associate Professor at the Department of Theory and Practice of Public Administration, NRU HSE.

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 10: Strategic planning in the public sector

Conveyor: Alexandra Shubenkova, PhD, Junior research fellow at the Laboratory for Political Studies, NRU HSE.

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.

Required readings:

- Bryson, John M. *Strategic Planning for Public and Nonprofit Organizations: A Guide to Strengthening and Sustaining Organizational Achievement*. 2016.
- John Wiley & Sons, 2011. Moore, Mark Harrison. *Creating Public Value: Strategic Management in Government*. Harvard University Press, 1995.
- Bryson, J. *Strategic Planning for Public and Nonprofit Organizations*, John Wiley & Sons
- Moore, M. *Creating Public Value: Strategic Management in Government*, Harvard University Press
- Freeman, E. *Strategic Management: A Stakeholder Approach*, Cambridge University Press
- Porter, M. *What is Strategy?* Harvard Business School Publishing
- OECD Sustainable Development Studies *Institutionalising Sustainable Development*, OECD Publishing, 2014
- Osborne, D. and T. Gaebler *Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector*, Addison-Wesley Publishing Company

- Joyce, P. Strategy in the Public Sector: A Guide to Effective Change Management, John Wiley & Sons, 2011.

Topic 11: Technology and Public Administration

Conveyor: Alexandra Shubenkova, PhD, Junior research fellow at the Laboratory for Political Studies, NRU HSE.

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.

Required readings:

- World bank group, ICT for Greater Development Impact. World Bank Group Strategy for Information and Communication Technology 2012-2015. June 15, 2012
- United Nations E-government Survey 2016. E-GOVERNMENT IN SUPPORT OF SUSTAINABLE DEVELOPMENT
- Pew Research Center, Internet Seen as Positive Influence on Education but Negative on Morality in Emerging and Developing Nations. March 19, 2015
- Cisco 2014 Annual Security Report
- OECD. Information and Communications Technologies. ICT and Economic Growth. Evidence From OECD Countries, Industries And Firms. 2003
- ITU. Measuring the Information Society Report 2015

10. Course coordinator

For more details and additional questions regarding the course contact Alexandra Shubenkova via email: ashubenkova@hse.ru.