

**Олимпиада для студентов и выпускников– 2017 г.**

**Направление «Государственное и муниципальное управление»**

**Профиль:**

**«Государственное и муниципальное управление»**

**КОД – 160**

**Время выполнения задания – 240 мин., язык – русский и английский.**

**Инструкция по выполнению олимпиадного задания**

1. Олимпиада по профилю «Государственное и муниципальное управление» в магистратуру департамента государственного и муниципального управления факультета социальных наук Национального исследовательского университета – Высшей школы экономики на магистерскую программу «Государственное и муниципальное управление» проводится в письменной форме на русском и английском языках.

2. Олимпиада состоит из четырех разделов, содержащих разные типы заданий:

2.1. Раздел А – Тестовые вопросы (ответы на русском языке);

2.2. Раздел В – Анализ англоязычной статьи и ответы на вопросы по статье (ответы на русском языке);

2.3. Разделы С и D – Написание двух мини-эссе на заданные темы (эссе на английском языке).

3. Общее время выполнения олимпиадных заданий составляет 240 минут. Использование в процессе написания олимпиады справочной литературы, методических пособий, учебников, словарей, компьютеров и ноутбуков, смартфонов и телефонов, калькуляторов – запрещается.

4. Проверяется только чистовик олимпиадного задания, черновик не проверяется.

5. Оценка олимпиады осуществляется на основе установленных оценочных баллов за выполнение заданий каждого блока.

6. Тестовые вопросы олимпиады (Раздел А) включают 10 вопросов, предполагающих выбор одного или нескольких правильного(-ых) варианта(-ов) ответа из предложенных.

7. Количество баллов за ответы на тестовые вопросы, определяется по следующей шкале:

7.1. За каждый вопрос, ответ(-ы) на который дан(-ы) полностью верно (отмечен(-ы) исключительно один или все правильные ответы): +2 балла;

7.2. За каждый вопрос, ответ(-ы) на который дан(-ы) частично верно (отмечен(-ы) только правильный(-ые) ответ(-ы), но не все): +1 балл;

7.3. За каждый вопрос, ответ(-ы) на который дан(-ы) неверно (в дополнение к правильному(-ым) ответу(-ам) отмечен(-ы) один или несколько неправильный(-ых) ответ(-ов), не отмечено ни одного правильного ответа): 0 баллов;

7.4. За каждый (пропущенный) вопрос, оставшийся без ответа: 0 баллов.

7.5. Минимальная возможная оценка за ответы на тестовые вопросы составляет 0 баллов.

7.6. Максимальная возможная оценка за ответы на тестовые вопросы составляет 20 баллов.

8. Анализ англоязычной статьи и ответы на вопросы по статье (Раздел В) олимпиады предполагает анализ текста (фрагмента текста) англоязычной статьи и написание ответов на поставленные вопросы на русском языке.

9. Баллы за ответы на вопросы (на русском языке) определяются исходя из следующих критериев:

9.1. Соответствие содержания ответов поставленным вопросам;

9.2. Точность ответов на поставленные вопросы;

9.3. Полнота ответов на поставленные вопросы;

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- 9.4. Логичность построения ответов на поставленные вопросы;
- 9.5. Использование профессиональной терминологии и лексики.
- 9.6. Рекомендованный объем ответов за вопросы по статье составляет 2-4 страницы формата А4.
- 9.7. Минимальная возможная оценка за анализ англоязычной статьи и ответы на вопросы по статье составляет 0 баллов.
- 9.8. Максимальная возможная оценка за анализ англоязычной статьи и ответы на вопросы по статье составляет 30 баллов.
10. При написании мини-эссе (на английском языке) на заданные темы (Разделы С и D) предлагается выбор любых двух из заданных тем по своему усмотрению – 1 тему из Раздела С и 1 тему из Раздела D. Для выполнения олимпиадного задания необходимо написать 2 мини-эссе по 2 разным темам.
11. Баллы за написание мини-эссе на заданную тему (на английском языке) определяются исходя из следующих критериев:
  - 11.1. Соответствие содержания мини-эссе выбранной теме;
  - 11.2. Полнота и глубина раскрытия заданной темы;
  - 11.3. Четкость, структурированность и логичность построения эссе;
  - 11.4. Наличие обоснованной и аргументированно изложенной своей точки зрения;
  - 11.5. Использование профессиональной терминологии, соответствующих теме эссе научных концепций и теорий;
  - 11.6. Демонстрация знаний международного опыта и последних тенденций в выбранной тематической области;
  - 11.7. Отсутствие языковых ошибок (правильность грамматики, орфографии, пунктуации, стиля изложения);
  - 11.8. Корректное использование англоязычных терминов.
- 11.9. Рекомендованный объем одного мини-эссе составляет 1-3 страницы формата А4.
- 11.10. Баллы за написание мини-эссе на заданную тему определяются исходя из максимальной оценки в 25 баллов за каждое мини-эссе.
- 11.11. Минимальная возможная оценка за 2 мини-эссе составляет 0 баллов.
- 11.12. Максимальная возможная оценка за 2 мини-эссе составляет 50 баллов.
12. Максимальная возможная оценка за олимпиадное задание составляет 100 баллов.

Желаем Вам успехов!

**Раздел А. Тестовые вопросы, предполагающие выбор одного или нескольких правильного(-ых) варианта(-ов) ответа из предложенных (на русском языке)**

**Выберите среди предложенных ответов один или несколько правильный(-ых) варианта(-ов) и заштрихуйте соответствующий ему(им) овал(-ы) в бланке ответов на пересечении номера вопроса и номера ответа(-ов).**

**А1. Отметьте все верные утверждения, относящиеся к Кейнсианской макроэкономической модели:**

1. Модель описывает поведение экономики в краткосрочном периоде;
2. Действует принцип нейтральности денег;
3. На всех рынках существует несовершенная конкуренция;
4. На всех рынках существуют «жесткие» (не гибкие) цены;
5. Процентная ставка формируется на рынке заемных средств в результате соотношения инвестиций и сбережений;
6. Существует необходимость государственного вмешательства и государственного регулирования экономики;
7. Реальный и денежный сектор не взаимосвязаны;
8. Равновесие рынков устанавливается на уровне полного использования ресурсов;
9. Верно все вышеперечисленное;
10. Нет верного ответа.

**А2. К инструментам монетарной политики, дающим возможность центральному банку контролировать величину денежной массы, относятся:**

1. Финансовые операции на открытом рынке;
2. Государственные закупки;
3. Налоги;
4. Трансферты;
5. Изменение ключевой процентной ставки (ставки рефинансирования);
6. Изменение нормы обязательных резервов;
7. Использование международных стандартов финансовой отчетности;
8. Верно все вышеперечисленное;
9. Нет верного ответа.

**А3. Представителей какого(-их) направления(-й) институциональной теории однозначно не будет интересовать следующий аргумент студента, не подготовившегося к олимпиаде по государственному и муниципальному управлению: «Библиотека была закрыта, в интернете нужных книг не оказалось, и еще я зарегистрировался(-лась) на олимпиады по другим направлениям, к которым тоже нужно готовиться»?**

1. «Старого» институционализма;
2. «Новой» институциональной экономики;
3. Неоинституциональной экономики;
4. Квазиинституциональной экономики;
5. Надинституциональной экономики;
6. Околоинституциональной экономики;
7. Верно все вышеперечисленное;
8. Нет верного ответа.

**А4. При каком соотношении  $X$  и  $Y$  в нижеприведенной модели существует лишь одно равновесие по Нэшу?**

		Игрок 1	
		Стратегия А	Стратегия Б
Игрок 2	Стратегия А	$X-Y/2, X-Y/2$	$X-Y, X$
	Стратегия Б	$X, X-Y$	$0, 0$

1.  $X > Y$ ;
2.  $X < Y$ ;
3.  $X = Y$ ;
4.  $X = 2Y$ ;
5.  $X > 2Y$ ;
6.  $X = 4Y$ ;
7.  $X > 4Y$ ;
8. Верно все вышеперечисленное;
9. Нет верного ответа.

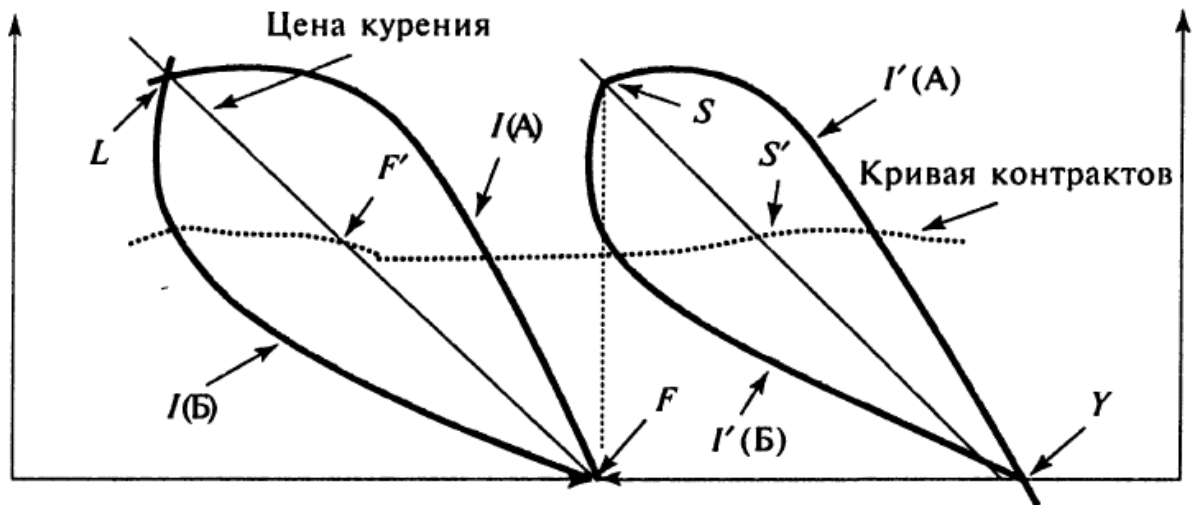
**А5. Для производственной функции вида  $q = a\sqrt{x_1} + b\sqrt{x_2}$  эластичность замещения ресурсов равна:**

1. 1;
2. 2;
3. 3;
4. 4;
5. 5;
6. 6;
7. 7;
8. 8;
9. 9;
10. Для ответа на вопрос недостаточно данных.

**А6. Выберите верное(-ые) утверждение(-я), характеризующие предельные нормы замещения (MRS), если предпочтения индивида характеризуются предельными нормами замещения  $MRS_{xy} = 2$  и  $MRS_{xz} = 0,8$ :**

1.  $MRS_{yx} = 2$ ;
2.  $MRS_{yx} = 0,5$ ;
3.  $MRS_{zx} = 1,25$ ;
4.  $MRS_{zx} = 1$ ;
5.  $MRS_{yz} = 0,8$ ;
6.  $MRS_{yz} = 0,4$ ;
7.  $MRS_{zy} = 0,5$ ;
8.  $MRS_{zy} = 2,5$ ;
9. Для вычисления  $MRS_{zx}$  недостаточно данных;
10. Для вычисления  $MRS_{zy}$  недостаточно данных.

А7. Используя нижеприведенную «коробку Эджуорта», иллюстрирующую конфликт интересов работающих в одном помещении курильщика и некурящего человека, выберите верное(-ые) утверждение(-я):



1. Если право на запрещение вредного использования принадлежит курильшему, а величина транзакционных издержек не позволяет сторонам вести взаимовыгодный торг, равновесие будет находиться в точке S;
2. Если право на запрещение вредного использования принадлежит курильшему, а величина транзакционных издержек не позволяет сторонам вести взаимовыгодный торг, равновесие будет находиться в точке S';
3. Если право на запрещение вредного использования принадлежит некурящему, а величина транзакционных издержек не позволяет сторонам вести взаимовыгодный торг, равновесие будет находиться в точке L;
4. Если право на запрещение вредного использования принадлежит некурящему, а величина транзакционных издержек не позволяет сторонам вести взаимовыгодный торг, равновесие будет находиться в точке F;
5. Сдвиг кривой безразличия I (A) вправо будет означать перераспределение дохода между курильшим и некурящим в пользу курильшего;
6. Сдвиг кривой безразличия I (A) вправо будет означать перераспределение дохода между курильшим и некурящим в пользу некурящего;
7. Верно все вышеперечисленное;
8. Нет верного ответа.

А8. Выберите верное(-ые) утверждение(-я), относящиеся к нижеприведенной стратегической матрице игры типа «дилемма заключенных»:

		B	
		Не ворует	Ворует
A	Не ворует	1 (10,9)	4 (7,11)
	Ворует	2 (12,6)	3 (8,8)

1. Некооперативная стратегия является доминантной только для игрока А;
2. Некооперативная стратегия является доминантной только для игрока В;
3. Некооперативная стратегия является доминантной для обоих игроков;

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4. Исход в ячейке 1 представляет равновесие Курно–Нэша;
5. Исход в ячейке 3 представляет равновесие Курно–Нэша;
6. Исход в ячейке 1 является оптимальным по Парето;
7. Исход в ячейке 3 является оптимальным по Парето;
8. Перемещение из ячейки 1 в ячейку 3 является перемещением по Парето;
9. Перемещение из ячейки 3 в ячейку 1 является перемещением по Парето;
10. Нет верного ответа.

**А9. Должности государственной гражданской службы подразделяются на следующие категории:**

1. Руководители;
2. Исполнители;
3. Помощники (ассистенты);
4. Помощники (советники);
5. Эксперты;
6. Специалисты;
7. Ведущие эксперты;
8. Ведущие специалисты;
9. Обеспечивающие специалисты;
10. Нет верного ответа.

**А10. К дополнительным государственным гарантиям гражданских служащих относится(-ятся):**

1. Дополнительное профессиональное образование с сохранением на этот период замещаемой должности гражданской службы и денежного содержания;
2. Транспортное обслуживание, обеспечиваемое в связи с исполнением должностных обязанностей, в зависимости от категории и группы замещаемой должности гражданской службы;
3. Компенсация за использование личного транспорта в служебных целях и возмещение расходов, связанных с его использованием;
4. Замещение иной должности гражданской службы при сокращении должностей гражданской службы или упразднении государственного органа;
5. Единовременная субсидия на приобретение жилого помещения один раз за весь период гражданской службы;
6. Верно все вышеперечисленное;
7. Нет верного ответа.

**Раздел В. Анализ англоязычной статьи и ответы на вопросы по статье (на русском языке)**

**Прочитайте статью и развернуто ответьте на следующие вопросы (отвечайте на русском языке, при ответе на вопрос указывайте его номер «ВХ», рекомендуемый объем ответов на все вопросы – 5-8 страниц А4, не более 10 страниц):**

В1. Кратко опишите основную идею авторов статьи. Как Вы относитесь к этой идее? Аргументируйте Ваш ответ.

В2. Какие результаты исследований в области права, политической психологии и государственного управления лежат в основе идеи данной статьи? Перечислите и кратко охарактеризуйте данные результаты и выводы. Что из них представляется Вам наиболее перспективным? Обоснуйте Ваш ответ.

В3. Обозначьте основные особенности методологии исследования. Насколько корректна, по Вашему мнению, приведенная методология исследования, каковы границы ее применимости в изучении данной проблемы?

В4. Что используется авторами в качестве зависимых переменных в регрессионных моделях? Как Вы думаете, почему?

В5. В чем состоят основные различия результатов обследования с рассылкой опросных листов по почте (mail survey) и результатов обследования, проведенного через интернет (web survey)?

В6. Чему равен процент дисперсии зависимой переменной «Доверие государству», объяснённый независимыми переменными «Качество государственных услуг» и «Административные процессы» (базовая модель) для данных, полученных в результате обследования по почте (mail survey)? Какой параметр в данной модели в наибольшей степени влияет на «Доверие к государству»?

В7. Что показывает коэффициент Альфа Кронбаха при измерении качества государственных услуг (Таблица 2) и административных процессов (Таблица 3)?

В8. Согласны ли Вы с выводами и объяснением полученных результатов? В чем, по Вашему мнению, могут заключаться слабости в интерпретации результатов исследования? Поясните, почему.

В8. Насколько актуальна представленная в статье проблема для России? Какие гипотезы можно сформулировать в этой связи? Каковы отличительные особенности оказания государственных услуг в России по сравнению с рассматриваемыми в исследовании?

В10. Чтобы бы Вы еще предложили для улучшения положения дел в данной области, в том числе исходя из результатов известных Вам исследований, не упомянутых в статье?

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### Abstract

It is often assumed that citizens evaluate government based on service quality or outcomes (such as safe neighbourhoods or good schools), but aspects of administrative process (such as fairness and respect) are also important. Using data from two US surveys, this study examines how service quality and administrative process influence citizens' evaluations of government. Results indicate that service quality matters most to ratings of the community; in contrast, administrative process is the dominant driver of trust; and both quality and process have large effects on judgements about government's overall job performance. Implications for public management research and practice are discussed.

### Key words

Government performance, trust, citizen satisfaction

## SERVICE QUALITY, ADMINISTRATIVE PROCESS, AND CITIZENS' EVALUATION OF LOCAL GOVERNMENT IN THE US

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## CONTEXT

Government performance has become one of the dominant themes in contemporary public management research and practice (Bouckert and Halligan 2008; Fredrickson et al. 2011; Moynihan 2008; Radin 2006). This emphasis on performance reflects multiple influences around the world, including new and often wicked problems confronting governments, the drive to introduce market forces to enhance efficiency and service quality, and the constraints of fiscal austerity (Kettl 2005; Lynn 2006; Pollitt and Bouckaert 2011). The focus on performance has grown especially strong in subnational units of government, at least in Europe and the United States, in large part because they maintain primary responsibility for the delivery of most basic public service (Bowman and Kearney 2010; Dollery et al. 2008; Smith et al. 2010). Indeed, the trend towards decentralization of public service provision to state, regional and local governments has been widespread (Agranoff and McGuire 2004; Goldsmith and Kettl 2009; Meek and Thurmaier 2011). As a result, public managers at the local level now face an expanded portfolio of public service responsibilities, a growing emphasis on government performance, and heightened expectations on the part of citizens.

In response to this push for performance, many local governments have begun to more regularly track and pay attention to citizens' subjective evaluations of government (Bouckaert and van de Walle 2003; Hatry et al. 2006; Holzer and Kloby 2005; Web and Hatry 1973). Indeed, citizen surveys are now conducted and reported fairly regularly around the world to measure government outcomes at the local, national, and even international levels (Bouckaert et al. 2005; Miller et al. 2008). Typically, these citizen surveys ask a series of detailed evaluative questions about the quality of specific public services, such as schools, transportation, public safety, parks, street cleanliness, and so on (Folz 1996; Web and Hatry 1973). In addition, the surveys also regularly ask citizens to evaluate government and the community in general, including the quality of life, trust of government, and overall job performance (Miller et al. 2008). An implicit, if not explicit, assumption underlying the design of such surveys is that perceptions of the performance of specific public services drive the formation of overall evaluative judgements. What is known as *key driver analysis*, an analytical approach in which an overall evaluative measure is regressed on various service quality perceptions to identify key drivers, formalizes this assumption that performance determines citizens' overall evaluations (Van Ryzin and Immerwahr 2004, 2007). In turn, the implication for public management practice is that improvement of particular services will in turn increase citizen satisfaction, trust, or other general subjective evaluations.

But there is substantial evidence from work in legal studies and political psychology that people evaluate institutions based on their perceptions of process and not just outcomes. Tom Tyler's research on the courts, the police, and other institutions

reports consistent evidence for the importance of procedural justice, which he defines as a process characterized by ‘neutrality, lack of bias, honesty, efforts to be fair, politeness, and respect for citizens’ rights’ (Tyler 2006, p. 7). Tyler’s extensive work on this question employs original survey data in a range of settings to gauge the effects of both process and outcomes on trust of institutions and similar evaluative judgements (Lind and Tyler 1988; Tyler 2006, 2010). His findings strongly suggest that people’s judgements about the legitimacy of legal and other authorities are influenced as much, if not more, by perceptions of process than tangible outcomes – even when those outcomes impose a cost on them, such as getting a traffic ticket or losing a court case (Tyler 2006, 2010). Tyler provides this overall conclusion from of his many findings:

People’s evaluations of government are clearly tied to ethical judgements. They are not primarily a response to feeling that one has gained or lost when dealing with government, or that government policies are desired or not desired. Instead, people engage in a much broader ethical evaluation of how government functions by evaluating the actions of political leaders and institutions against criteria of justice that are distinct from personal gain/loss or personal judgements about the desirability of government decisions and policies. (Tyler 2001, pp. 242–3)

It should be noted, however, that much of Tyler’s work focuses on explaining people’s trust and perceived legitimacy and less on other evaluative judgements, such as the institution’s perceived performance or effectiveness.

Political scientists John Hibbing and Elizabeth Theiss-Morse (2002) provide additional evidence of the importance of process perceptions in their study of Americans’ beliefs about federal government policy and politics. Using data from a national survey they commissioned, their results indicate that people’s subjective evaluations of the federal government depend on perceptions of the political process more than on policy outcomes. Hibbing and Theiss-Morse sum up the results of their comprehensive study as follows: ‘Process matters. Even with all the other controls included, particularly those for policy outcomes and policy outputs, a close match between a person’s process preferences and the perceived workings of government increases the approval of government.’ And they conclude that: ‘people’s approval of government is driven by more than just policy concerns. It is also driven by perceptions of the extent to which processes match what people desire processes to be’ (p. 71). People are especially discouraged by what they see as self-interested politicians, partisan conflicts, and the influence of special interests in the policy process, argue Hibbing and Theiss-Morse (2002).

The public administration research literature, paralleling the focus on performance in public management practice, has focused on performance or outcomes as the primary explanation for why citizens are dissatisfied with or distrustful of government (Van Ryzin 2007; Van Ryzin et al. 2004; Vigoda-Gadot 2007; Vigoda-Gadot and Mizrahi 2007; Yang and Holzer 2006). Van de Walle and Bouckaert (2003), however, critique

the causal assumption inherent in this performance–trust link and suggest several alternative causal models, but their models do not recognize aspects of administrative process and are not tested empirically. A number of studies in the field examine citizen participation, which is an important facet of government process, and these studies find some evidence of an association between participation and trust (Berman 1997; Vigoda-Gadot and Mizrahi 2007; Wang and Wart 2007). Thomas (1998) and Kim (2005), based on the reviews of the public management literature on trust, incorporate elements of administrative process (including fairness and honesty) in their proposed conceptual models of trust in government, although neither of these authors provide an empirical test to their models. A recent public management study in by Herian et al. (2012), however, does provide an empirical test of the process factor. Specifically, they find that process fairness, in the form of more transparency and citizen participation, has large effects on citizens' overall evaluations of local government, with especially strong process effects for citizens with less knowledge of local government.

The present study, however, builds most directly on a study by Van Ryzin (2011) that empirically examined the influence of government outcomes and process on citizens' trust of civil servants using data from the thirty-three nation International Social Survey Program. Using both, individual-level survey data and country-level aggregate data, the study found that government process has a large effect on citizens' trust of civil servants. Van Ryzin's (2011) study, however, was focused on national government policy outcomes, such as health care, pensions, national security, unemployment, and the environment. Thus, it remains unknown if perceptions of government process would have a similarly large effect in the context of local government services. Moreover, Van Ryzin's (2011) study considered only trust of officials as a dependent variable, which may be especially sensitive to process perceptions. As a result, it remains unknown if the process effect applies to other subjective evaluations citizens make, such as judging government's overall job performance.

## OBJECTIVES

This study aims to extend the work of Van Ryzin (2011) by considering a broader range of evaluative judgements and by focusing on local government. Specifically, this study looks not only at trust of government but also citizens' evaluations of the quality of their community and their ratings of the overall job performance of local government. Considering this wider range of evaluative judgements is important because, as just mentioned, trust of government may be especially sensitive to process perceptions. It is quite plausible that citizens could rely more on quality- or outcomes-based criteria to rate their community as a place to live as well as to judge the overall job performance of government. The focus on local government is important too, given the essential role local governments play in the delivery of public services, especially in the United States. In addition, Van Ryzin's (2011) evidence came from an international survey that

asked only about national-level policy outcomes. To gauge the generalizability of his findings, it is essential to examine the relative influence of outcomes versus process at other levels of government.

Thus, this study seeks answers to the following questions: Does the perceived quality of public services influence subjective evaluations of local government? Does perceived administrative process also influence such evaluations? Which factor has the largest effect on subjective evaluations of local government – public service quality or administrative process? And importantly, how do the answers to these questions differ when the evaluative judgement (the dependent variable) refers to the community as a place to live, trust of local government, and local government's overall job performance?

## METHOD

The data to address these questions come from two original surveys of US adults, one a mail survey and the other a web survey, using the same questionnaire. The two surveys were part of an effort to compare survey methodologies, but the substantive content of their common questionnaire was modelled after the National Citizen Survey (ICMA 2012) and included multiple questions about the quality of local public services, multiple aspects of the administrative process of local government, and several questions asking for general evaluations of local government and community quality of life. The mail survey was conducted in early 2012 by the National Research Center, Inc. (NRC) and Rutgers University. A random sample of 5,000 residential addresses from across the United States was obtained from the Marketing Systems Group, a nationally respected sampling firm, and a pre-notification postcard was sent to the selected households on 9 January 2012. About 1 week later, a survey packet was sent containing a cover letter, a questionnaire, and a postage-paid return envelope. This was followed by a reminder letter and second copy of the questionnaire mailed on 23 January 2012. To provide for the random selection of respondents within households, the instructions specified that the adult household member who most recently had a birthday should complete the questionnaire. A total of 687 completed surveys were received by the close of data collection, out of the 4,738 households that were estimated to have actually received the survey (excluding 262 undeliverable addresses), representing a response rate of 15 per cent. This response rate is lower than what NRC typically achieves in similar citizen surveys for local government clients. However, the present survey was national in scope and had the sponsorship of a university and not the respondent's own local government, which tends to motivate a higher rate of participation.

The web survey was conducted during the same period using the CivicPanel project, a university-affiliated online panel of volunteers who sign up over the Internet to participate in web-based surveys and studies about government and public affairs (see CivicPanel.org). An initial email invitation was sent to 10,198 panellists with valid

email addresses on 20 January 2012 (not including bounced addresses), and a second email reminder was sent 1 week later. A total of 784 panelists responded by the close of data collection, representing a response rate of 8 per cent. Although low by traditional survey standards, this response rate is not unusual for large online panels (Baker et al. 2010). Moreover, the panel includes a diverse pool of people who signed up over several years and likely includes many email accounts that people do not check regularly. Counting the 1,768 people known to have at least opened the email invitation (according to the email management system), the 784 respondents represent a cooperation rate of 44 per cent.

Because of low response rates in both the mail and web surveys, it is important to examine the representativeness of the samples and to employ non-response (or post-stratification) weights. Table 1 compares the demographic profiles of the mail and web survey respondents to data from the 2010 American Community Survey (ACS), the United States Census Bureau's best source of information on the current demographic characteristics of the US population. The ACS profile was used also for post-stratification weighting, which adjusts for potential non-response bias by creating survey weights that bring selected demographic variables in the sample into closer alignment with the

**Table 1: Weighted and unweighted profile of survey respondents compared to the US population**

	<i>American community survey</i>	<i>Mail survey</i>		<i>Web survey</i>	
		<i>Unweighted</i>	<i>Weighted</i>	<i>Unweighted</i>	<i>Weighted</i>
Northeast	18.3	26.6	16.9	34.0	18.6
Midwest	21.7	22.5	28.8	18.5	21.6
South	37.0	30.3	31.9	28.4	36.9
West	23.0	20.6	22.5	19.2	22.9
White, non-Hispanic	67.0	81.0	69.2	80.2	68.0
Other	33.0	19.0	30.8	19.8	32.0
Female	51.5	62.4	51.7	66.2	50.9
Male	48.5	37.6	48.3	33.8	49.1
18–34 years old	38.3	16.7	28.8	21.8	36.9
35–64 years old	44.5	62.3	52.7	67.1	46.9
65 and older	17.2	21.1	18.5	11.1	16.3
Less than \$25,000	24.7	20.5	23.2	19.1	25.6
\$25,000–\$74,999	43.4	50.9	47.3	52.6	43.7
\$75,000 or more	31.9	28.6	29.5	28.3	30.7

known distribution in the population. Weights were constructed for both the mail and web surveys using a raking procedure in Stata 12 based on region, gender, age, race, and income. As Table 1 shows, the mail survey respondents were disproportionately white, female, and in the middle or older age brackets. The web survey respondents were disproportionately from the northeast, white, female, and in the middle age bracket. Thus, both surveys under-represent those who are non-white or Hispanic, male, and younger. The weighted results for both the mail and web survey bring the demographic profiles into closer alignment with the ACS. Thus, all results reported here (unless otherwise noted) are weighted results.

## ANALYSIS AND RESULTS

The analysis of the survey data proceeds in two steps. First, scales to measure service quality and administrative process, the two main independent variables, are specified and assessed. For consistency and economy of presentation, these scale statistics are analysed and presented with merged mail and web survey data. Second, regression models are run separately on the mail and web surveys to estimate the joint influence of service quality and administrative process on the three types of subjective evaluations: rating the community as a place to live, trusting local government, and judging local government's overall job performance, as well a scale that combines these three questions.

### Measuring service quality and administrative process

In order to measure service quality, the survey instrument contained a series of typical citizen survey items about the quality of twenty-five local government services, thirteen of which were selected to form a performance scale, as shown in Table 2. The remaining twelve items in the series were excluded because 10 per cent or more of the respondents indicated 'don't know' or 'not applicable' instead of rating the service, most likely because the service was not available in their area or was not relevant to them (examples include snow removal, bus or transit services, services to low income people, and services to seniors). Thus, the thirteen services in Table 2 represent the most universal or widely familiar services to which nearly all respondents could give a performance rating. Although the mean ratings vary from a low of 2.21 (street repair) to a high of 3.24 (fire services), these thirteen items are nevertheless highly inter-related, as judged by the item-test and item-rest correlations. The overall Cronbach's alpha reliability value is quite good ( $\alpha = 0.899$ ), and it cannot be improved by removing any of the items. Moreover, conceptually, these thirteen items do seem to capture a broad range of public services that are likely to be used by many citizens to

**Table 2: Service quality scale items and statistics (merged mail and web survey data)**

Please rate the quality of each of the following services provided by the local government where you live. (1 = poor, 2 = fair, 3 = good, 4 = excellent)	Unstandardized		item-test	item-rest	alpha
	Mean	SD	correlation	correlation	(w/o item)
Police services	2.88	0.83	0.696	0.623	0.890
Fire services	3.24	0.71	0.622	0.537	0.895
Traffic enforcement	2.64	0.84	0.688	0.616	0.891
Street repair	2.21	0.92	0.690	0.613	0.891
Street cleaning	2.52	0.91	0.732	0.667	0.888
Street lighting	2.60	0.90	0.698	0.623	0.890
Garbage collection	3.07	0.78	0.672	0.595	0.892
Recycling	2.82	0.94	0.647	0.566	0.893
Drinking water	2.82	0.91	0.604	0.518	0.895
Neighbourhood and community parks	2.87	0.86	0.716	0.646	0.889
Economic development	2.26	0.90	0.697	0.626	0.890
Public library services	2.97	0.84	0.643	0.562	0.893
Public schools	2.64	0.90	0.658	0.580	0.892
Test scale (standardized)	-0.01	0.68			0.899
Observations (n)					1,465

judge the performance of their local government. The final scale is standardized (using z-scores) to give more equal weight to each item.

In order to measure administrative process, the survey instrument included a series of twelve items designed to capture fairness, respect, honesty, and similar procedural aspects of local government. As shown in Table 3, these items include welcoming resident involvement, being responsive, acting in the best interest of the community, informing residents, allowing access, being open and transparent, providing chances for residents to express their views, being honest, not being corrupt, treating residents with respect, treating all residents fairly, and following the rules. These items were developed based on a consideration of prior empirical studies and conceptualizations of government process, as discussed earlier (Hibbing and Theiss-Morse 2002; Kim 2005; Lind and Tyler 1988; Thomas 1998; Tyler 2006, 2010), although arguably the list could be modified depending on one's definition of government's administrative process. Statistically, these twelve items are highly interrelated as judged by the item-test and item-rest correlations. The overall Cronbach's alpha measure of reliability is very high ( $\alpha = .966$ ) and it cannot be improved by dropping any of the items. Thus, this scale of government process appears to have very good measurement properties, in addition to reflecting the substantive content of government process as reflected in the

**Table 3: Administrative process scale items and statistics (merged mail and web survey data)**

<i>Now, please rate the job your local government is doing in each of the following areas.</i> (1 = poor, 2 = fair, 3 = good, 4 = excellent)	<i>Unstandardized</i>		<i>item-test</i>	<i>item-rest</i>	<i>alpha</i>
	<i>Mean</i>	<i>SD</i>	<i>correlation</i>	<i>correlation</i>	<i>(w/o item)</i>
Welcoming resident involvement	2.34	0.90	0.802	0.758	0.964
Being responsive to residents	2.28	0.86	0.863	0.830	0.962
Generally acting in the best interest of the community	2.35	0.88	0.872	0.836	0.962
Informing residents about issues facing the community	2.31	0.91	0.843	0.803	0.963
Allowing access to elected officials	2.42	0.90	0.831	0.791	0.963
Being open and transparent to the public	2.22	0.91	0.882	0.854	0.961
Giving residents a chance to express their views before making decisions	2.30	0.91	0.851	0.817	0.962
Being honest	2.26	0.91	0.898	0.874	0.961
Not being corrupt	2.32	0.92	0.833	0.794	0.963
Treating residents with respect	2.24	1.08	0.877	0.840	0.962
Treating all residents fairly	2.00	1.12	0.839	0.799	0.964
Following the rules	2.04	1.12	0.841	0.800	0.963
Test scale (standardized)	-0.08	0.89			0.966
Observations (n)					1,465

literature. Again, the scale is standardized (using z-scores) to more equally weight the twelve items.

### Regression analysis

The next step in the analysis is to examine how these scales of service quality and administrative process jointly predict different types of subjective evaluations that citizens make about their community and local government. As shown in Table 4, the dependent variables available from the survey and used in the regressions include rating the community as a place to live, trust of local government, and rating the local government's overall job performance. In addition, a scale was constructed that combines these three questions (using z-scores, Cronbach's alpha = .82). From Table 4, it can be seen that respondents in both the mail and web survey are distinctly more positive about their community than they are about the overall job performance of their local governments. Trust of local government falls between the middle two values of the response scale (*only some of the time* and *most of the time*), indicating only a modest level of trust. The question that regression analysis helps to answer, of course,



Table 4: Subjective evaluations (dependent variables)

	Min	Max	Mail survey			Web survey		
			n	Mean	Lin. SE	n	Mean	Lin. SE
How would you rate your community as a place to live?	1 = poor	4 = excellent	673	3.01	0.05	776	2.92	0.04
How much of the time do you think you can trust local government where you live to do what is right?	1 = almost never	4 = just about always	636	2.42	0.05	758	2.40	0.04
Overall, how would you rate the job your local government is doing?	1 = poor	4 = excellent	630	2.30	0.05	751	2.34	0.04
Combined scale (summative scale of above three items, in z-scores)	-1.95	1.77	675	0.00	0.05	781	-0.02	0.04

Notes: The full response scales are as follows: 1 = poor, 2 = fair, 3 = good, 4 = excellent; and 1 = almost never, 2 = only some of the time, 3 = most of the time, 4 = just about always. The combined scale used standardized items (z-scores) and has a reliability of .82 (Cronbach's alpha).

is what explains the variation in ratings of the community, trust, and overall job performance. Although three of the dependent variables are four-point ordinal measures, ordinary least squares (OLS) regressions with weighted data are presented, along with standardized coefficients, to facilitate interpretation and comparison across models. All of the models were estimated also with ordered probit regressions (not shown here), and the significance tests (using weighted data) and the standardized coefficients (using unweighted data) were substantively very similar to the weighted OLS results reported here. All of the results were generated using Stata 12. (Standardized ordered logit coefficients cannot be readily computed in Stata 12 with weighted data; only OLS results allow for both weighting and standardized coefficients, which is the reason for presenting them instead.)

Table 5 presents the regression results using the mail survey data, and again these results are weighted and standardized. For each dependent variable, two models are shown: first a basic model with just the service quality and administrative process scales as independent variables and next a model with a set of control variables added to the specification. The control variables include age, female, non-white, income, college educated, years of residence in the community, community size (an ordinal scale), and conservative and liberal dummy variables (with political moderates as the excluded category). These control variables help account for background factors and other

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Table 5. Regression analyses using data from the mail survey

	Community rating	Trust of government	Job performance rating	Combined scale
Service quality	0.502***	0.278***	0.473***	0.526***
Admin. process	0.154**	0.466***	0.352***	0.344***
Age	-	-	-	-
Female	-0.003	0.036	0.069	0.031
Non-white	-0.079*	0.028	0.020	-0.014
Income (dollars)	0.026	0.030	0.093**	0.068*
College educated	0.052	0.039	0.050	0.051
Years in community	0.040	0.057	0.004	0.048
Community size	-0.001	0.002	-0.023	0.003
Conservative	-0.013	-0.070	-0.076*	-0.066*
Liberal	0.029	-0.025	0.003	0.009
	-0.034	-0.017	-0.018	-0.025
R <sup>2</sup>	0.37	0.47	0.57	0.62
Observations (n)	666	632	627	668
	599	575	568	600

Notes: Weighted results; table shows standardized regression coefficients (beta weights), \*p &lt; .10, \*\*p &lt; .05, \*\*\*p &lt; .01 (two-tailed t-tests using robust standard errors).

common causes that may bias the estimated relationship between quality ratings, process perceptions, and subjective evaluations. In particular, citizens' evaluations of government have been shown to differ by age, gender, race, and socioeconomic status (Lyons et al. 1992; Van Ryzin et al. 2004). Education and years of residence in the community help control for differences across respondents in their knowledge of and experience with local government. And political ideology is a factor that is widely considered to be important when accounting for citizens' attitudes towards government (Jost et al. 2009)

Beginning with the community rating, the results in Table 5 show that service quality is the primary explanatory factor, with a standardized effect that is over three times larger than the administrative process effect. The results are substantially the same when accounting for the control variables, with the service quality effect appearing stronger still as a predictor of community ratings, both in absolute size and relative to the process effect. Thus, it appears that the quality of local government services – that is, the performance of police, fire, streets, parks, schools, and so on – play an influential role in determining citizens' subjective evaluation of their community as a place to live.

With respect to trusting local government, the regression results in Table 5 point to a different pattern: administrative process appears to be the more important determinant here, with a standardized effect nearly twice as large as the service quality effect. Adjusting for the control variables, the absolute and relative standardized effects remain nearly the same. Thus, administrative process appears to matter a great deal to citizens' trust of local government, although service quality counts as well.

The results for the rating of local government's job performance suggest more of a balanced influence of both service quality and administrative process. Adjusting for the control variables, it seems service quality has a somewhat larger effect on job performance ratings, although the process effective is also substantial and highly significant statistically. Taken together, these results suggest that citizens judge the overall job performance of government using a more balanced mix of both service quality and administrative process.

The final set of results in Table 5 is for the combined scale, which aggregates the three questions and provides a more general test of the influence of service quality and administrative process. Although both main factors, service quality and process, are strong and highly significant predictors of the combined scale, the effect of service quality is clearly larger in magnitude.

Turning to Table 6, the results of the regression analysis of the web survey data, which again come from a separate sample (as explained above), are shown. The variables and the models are the same and, overall, the results appear fairly similar to those from the mail survey. Still, there are some differences. Community ratings again appear to be driven primarily by service quality, which has an effect about three times the size of the process effect. In contrast, citizens' trust of government is much

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Table 6: Regression analyses using data from the web survey

	Community rating	Trust of government	Job performance rating	Combined scale
Service quality	0.491***	0.140**	0.230***	0.358***
Admin. process	0.169***	0.582***	0.557***	0.473***
Age	-	-	-	-
Female	-0.011	-0.111***	-0.101***	-0.089***
Non-white	0.021	-0.032	0.026	0.010
Income (dollars)	0.000	0.036	0.004	0.014
College educated	0.055*	0.029	-0.044	0.014
Years in community	0.020	0.000	0.033	0.022
Community size	0.039	-0.016	0.030	0.013
Conservative	-0.003	0.024	0.017	0.009
Liberal	-0.007	-0.015	-0.053	-0.029
	0.053	-0.069*	0.005	-0.004
R <sup>2</sup>	0.38	0.47	0.55	0.60
Observations (n)	774	756	749	750
	746	728	721	779

Notes: Weighted results; table shows standardized regression coefficients (beta weights), \*p &lt; .10, \*\*p &lt; .05, \*\*\*p &lt; .01 (two-tailed t-tests using robust standard errors).

more strongly associated with administrative process perceptions. Both, service quality and process, matter more equally to overall job performance ratings, although administrative process clearly has the larger effect. The regression results for the combined scale in Table 6 also shows a larger effect for administrative process, although the service quality effect remains large as well and is highly significant statistically. These results contrast somewhat with those from the mail survey, which found a somewhat larger effect for service quality overall.

## DISCUSSION

Using two nationwide surveys of US adults, these results present a fairly consistent picture of the influences of perceived service quality and administrative process on citizens' ratings of their community as a place to live, trust of local government, and judgements about the government's overall job performance. To begin with, both service quality and administrative process remain significantly associated with all three of these subjective evaluations. That said, service quality appears to matter much more to citizens' ratings of their community as a place to live. And in contrast, administrative process matters much more to citizens' trust of local government. Ratings of the overall job performance of local government seem to reflect a more balanced consideration of both service quality and process, with both having large effects. These findings both confirm and contrast somewhat with the findings of Van Ryzin (2011), who found that process had the largest effect by far in most models. However, his study employed international survey data, focused largely on national policy outcomes, with trust of civil servants as the only dependent variable. Consistent with Van Ryzin's (2011) findings, the results presented here also found that process perceptions matter a great deal to the trust of government. But the results reported here also suggest that service quality or outcomes may play a larger role in such evaluations as the overall quality of life in a community or nation or the job performance of government. In other words, trust of government may be especially sensitive to process perceptions.

There are several methodological limitations that must be acknowledged before proceeding with further interpretations and implications of the results. The response rate to both the mail and web survey was low, opening up the distinct possibility of non-response bias and limiting the generalizability of the findings as a valid description of the US adult population. A comparison of the sample to the population indeed revealed differences (see again Table 1), with more women and whites and fewer younger and lower income people in the sample than in the US population. Although weighting was used to make the sample more demographically representative, other unobserved variables could remain a source of non-response bias (especially in the web survey, which was not based on probability sampling). Still, the results were fairly consistent across the two independent samples using different sampling and survey methodologies, which provides at least some measure of robustness to the findings.

Another clear limitation concerns the ambiguity of the causal direction of the estimated relationships, given that the estimates come from two cross-sectional surveys in which both the independent and dependent variables were measured by self-reporting. Thus, it is best to interpret the evidence as correlations consistent with a plausible causal relationship, rather than as firm evidence of cause and effect. A final issue is both methodological and substantive: the scales for service quality and administrative process are highly correlated with each other ( $r = 0.65$ ,  $p < 0.01$ ), meaning that people tend to perceive outcomes and process together as both being good, or both being poor. Still, there remains ample unique variation in both scales to estimate their separate effects with regression (with tolerances for both scales across models of 0.50 or greater). Substantively, of course, this correlation between the two scales makes perfect sense: good local governments both produce high-quality services and practice fair administrative processes.

Returning to the broader interpretation of the results, it is worth speculating a bit on why process appears to be the key determinant of trust. One explanation, supported in a study by Herian and colleagues (2012), is that fairness perceptions serve as a heuristic, or cognitive shortcut, that people rely on when they are uncertain about their perceptions or judgements of authorities. Specifically, Herian et al. (2012) found that 'the fairness of processes used by government provides uncertain individuals with information regarding the authority's behavior, which, in turn, shapes the ways in which the respondent evaluates government' (p. 829). Thus, because people may be more uncertain about the trustworthiness of local government, they rely more on perceptions of process to make such judgements. In turn, citizens likely have greater certainty in their judgements about the community as a place to live, thus relying less on process perceptions as a heuristic. Another possible explanation, however, is that people's trust judgements are simply hard-wired, as it were, to be sensitive to perceptions of fairness (Krueger et al. 2007). Trust games and other evidence from experimental economics indeed suggest that people in many societies regularly reward those who play fairly and readily punish those who do not (Fowler et al. 2011). Thus, trust in local government may well reflect the same deep structures that drive trust in other individuals and groups.

One important implication of the findings presented here is that it is perhaps time to more strenuously challenge the performance–trust link so often taken for granted in the public management literature. Simply put, the accumulating empirical evidence across studies clearly suggests that trust does not seem to respond as much to perceptions of government performance or outcomes. This does not mean that performance does not matter to citizens; rather, it just does not matter as much as process to their trust of government. To the extent the field wants to focus on trust, therefore, it should direct its attention to aspects of government process and procedure, such as fairness, equity, participation, and respectful treatment. To the extent the field insists that the focus remain on performance and its consequences, it should make the link with other kinds

of subjective evaluations, apart from trust, such as evaluations of the quality of life and of government's job performance.

The results of this study suggest some links perhaps to Hirschman's (1970) theory of the response of people to institutional performance as well as Tiebout's (1956) theory of residential sorting (see also DeHoog et al. 1990). Specifically, the results of this study suggest that service quality or outcomes may be the more influential factor in residential selection (Tiebout 1956) and, similarly, perhaps also to decisions to leave or exist in a community (Hirschman 1970). That is, people may decide where to live, and whether to remain or move, based more on service quality or outcomes, as these seem to influence strongly their evaluations of the community as a place to live. Process, in contrast, may have more of a connection to Hirschman's concept of voice, in the form of individual or collective political responses to distrust of local government. To put it simply, outcomes may matter more in people's economic behaviour (residential switching) while process may matter more in their political behaviours (voting, organizing, protesting). All of this, of course, is entirely speculative at this point, but it does suggest some new and interesting variables (willingness to move, political participation) as well as hypotheses to consider in future studies like this one.

This study's findings provide some implications for public management practice as well. The strong and at times exclusive emphasis in the public management discourse on performance as the key to satisfying an increasingly sceptical citizenry should be tempered, according to these results, with equal attention to aspects of government process, such as inviting resident involvement, providing clear communication, ensuring openness and transparency, and of course treating citizens fairly and respectfully. These aspects of process matter not only to public trust, which is an important goal in itself, but also to how citizens judge the job performance of government overall. Although many public managers these days obsessively measure and track outcomes, it seems far fewer do the same with indicators of government process. Perhaps a more balanced approach is in order.

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**Раздел С. Темы для написания мини-эссе (на английском языке)**

**For your essay, please choose one of the topics below (please read the whole list before selecting a topic). Recommended scope of your essay in English is about 1-2 pages A4, not more than 3 pages A4.**

- C1. Describe the main roles of the government according to Adam Smith's theory. To what extent do you agree or disagree with his point of view?
- C2. Discuss Gordon Tullock's theory of rent-seeking and bureaucratic negative selection. How is it applicable to modern debates on civil service reform?
- C3. Characterize the model of maximizing bureaucrat, proposed by William Niskanen. What are the main negative effects, and how it is possible to alleviate it in modern public administration?
- C4. Illustrate the concept of soft budget constraints of Janos Kornai. How is it applicable to modern budget sector in Russia?
- C5. How is De Tocqueville's view of civic engagement relevant for improving modern democratic institutions in Russia?

**Раздел D. Темы для написания мини-эссе (на английском языке)**

**For your essay, please choose one of the topics below (please read the whole list before selecting a topic). Recommended scope of your essay in English is about 1-2 pages A4, not more than 3 pages A4.**

- D1. Compare the practice of public service delivery in Russia with the other countries. How to increase the efficiency and effectiveness of public service delivery?
- D2. Define the key features of the project management approach, introducing now in government. What are the main advantages and disadvantages of it?
- D3. Specify the main and possible activities of current civil service reform and development. Which do you find more perspective and why?
- D4. Describe the procurement system in Russian public sector. What are the principal bases and restrictions of this system, and how to improve it?
- D5. Discuss the concept of effective contract and performance related pay for civil servants. Is it worth from the economic point of view, and how should it be designed in Russia?