

Course syllabus «Theory and Mechanisms of Modern Public Administration»

Approved by
Academic Council “Population and Development”

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Number of credits	4
Contact hours	40
Self-study hours	132
Course year	1
Educational format	Without use of online course

I. Aim, Results of Mastering the Discipline and Prerequisites

The course provides an introduction to contemporary theories, concepts and evidence of public administration and political science and aligns them with studies of demography, population and development. Public managers are acting in an environment full of constraints (political, managerial and environmental). The objective of the course is to empower participants, that is, future decision makers in the public, private, or non-for-profit sector, with knowledge required for taking appropriate decisions when dealing with public administration. Focusing on the links between public administration, political science and development, the course investigates how public service design and organization, performance, motivation connects with population and development in different political regimes, administrative cultures, and values systems. The discussion of these connections will be linked to contemporary development theories and policy analysis routines.

As an outcome, students will:

Know:

- basic concepts and practices of public administration;
- a variety of topics covering most important aspects of modern public administration as a science and as a managerial practice (demographic policy, sustainability, innovation management);
- up-to-date academic discussions in the field of public administration;
- the significance (impact) of public administration to issues related to demography and development;
- relationship between administration, politics and society.

Be able to:

- construct productive research questions using approaches of public administration studies;
- apply the concepts of public administration and political science mainstreaming to their research designs in comparative social research;
- to distinguish, collect and apply various social data related to public administration issues;
- to criticize public administration studies in the context of population and development research agenda;
- use of public management tools (such as strategic planning, performance management);
- engage with up-to-date academic discussions in the field of public administration;

- discover the importance of public administration for solving modern global and local developmental issues, particularly related to demographic problems;

Have:

- the skill to criticize and evaluate the quality of outcome of different forms of public administration and development research;
- the skill to meaningfully construct public administration and development research questions;

- the skill to model research in the field of public administration and development/

Basic knowledge of concepts and theories of social sciences are required for this course.

The basics of this discipline should be used in the following courses and activities:

- Master thesis writing
- Applied social and demographic research
- all other programs related courses

The course is strongly related and complementary to other courses provided in the first year of two programs (Comparative Social Research and Population and Development) (e.g. Research Seminar) and sets a useful prerequisite for later courses and research projects as well as for the master thesis. The course gives students an important foundation to develop and conduct their own research as well as to evaluate research of others.

II. Content of the Course

Topic 1. Evolution of theories of bureaucracy.

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.

Topic 2. Innovation and learning in public administration.

Community members and elected officials are highly sensitive about the quality of public service delivery. Achieving even a baseline level of performance requires any government agency to exhibit some innovative search activities. This session will present and discuss examples for novel, original ideas and innovative products in public sector organizations that have the potential to serve the public interest well, and support the notion that the public sector has been an innovator in its own right. It will be demonstrated that innovation is a multi-stage process that requires more than one single ‘hero-innovator’. In a group work activity students will study different examples of innovative processes in the public sector (in Germany, in the Netherlands, and in Moscow). They will investigate what (short-term) costs and (long-term) benefits are associated with changes, which stakeholders are involved and how competing interests do affect the likelihood that a novel idea will be put into operation.

Topic 3. Strategic Management in Public Administration.

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.

Topic 4. ICT application in 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.

Topic 5. Political demography. Do political institutions matter?

The session provides an overview of the key political concepts and political structure of the society: the variety of political regimes, systems, and institutions. These concepts are applied to the discussion how political structures impact social development and population. The session traces academic inquiry on interaction between the following concepts and questions: Political development, Political regimes and systems (parliamentary, presidential, Electoral Systems, Political Party Systems), Sustainability and survival of political regimes, How does Democracy Come About? Theories of Democratization; Democracy and Democratization: Cases; Social and Economic Origins of Authoritarian Regimes; State Capacity. As an outcome of the session, the students will be familiar with contemporary agenda how “political” impacts population?

Topic 7. Evidence based policy.

Topic 8. Psychology of PA: Public service motivation.

Topic 9. Can government do anything right?

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. The session will also invest time in mentoring the draft essays.

Topic 10. Sustainability in the public sector.

III. Grading

Calculation of the examination mark: 40 % exam, 40 % written assignment: essay, 10% attendance and 10% seminar contribution.

- **Evaluation method:** End-of-term evaluation and continuous assessment
- **Examination methods:** Written examination, essay assignment (seminar paper)

40% written examination: 3 obligatory answers out of a set of 5 problem-solving questions.

- For each question please write 500 words minimum (1-1.5 pages).
- Closed-book format
- The exam either had written or typed in computer class (will be announced closer to the exam date). If hand-written: write down your answers with a pen on the sheets of paper provided by the course instructor / or in a computer class with no Internet access.
- Duration of exam: 4 academic hours (2 pairs)

40% assignment (seminar paper): an essay

- Length: 4,000 words, Bibliography

10 % attendance

- Students are required to attend all sessions of the course and actively participate therein.

10 % seminar contribution: active participation

- Individual responses and comments, participation in group work activities

IV. Grading Tools

- **Anti-plagiarism policy:** We are committed to a zero-tolerance policy towards plagiarism and other forms of unethical scientific behavior. The issue of plagiarism is subject to HSE guidelines, in accordance with which cases of plagiarism are scored by zero points and reported to HSE administration. Every written work submitted as part of the course will be subject to mandatory checks for plagiarism.
- **Late submission of the seminar paper:** Late papers will be accepted only with instructor permission *in advance*. Late submission is marked down 2 points per each hour of delay.

40% written examination

- Prepared notes, materials, “open books”, and electronic devices are prohibited during the exam.

40% written assignment: an essay

- Student construct a theme basing of course topic outline, course conveyors might consult regarding topical selection;
- Examples: Case study of the “great renovation program” in Moscow, the Moscow Central Circle, or Moscow Diameter
- Analysis of obstacles and driver of large scale infrastructure projects
- Students may also propose topics – BUT: conveyors must accept the topic in advance. Connect the supervisor prior to start your writing.

10% contribution / seminar participation

- Alex Kalgan: Peer Grade: students prepare mini-essays (4 pages) for the next seminar and then we discuss the theories of bureaucracy in class. And give feedback to each other.
- The mark for the essay is the ‘participation’ mark for the seminar of Alex Kalgan

V. Sources

5.1. Main Literature

1. Bullock, Justin B., Justin M. Stritch, and Hal G. Rainey. "International Comparison of Public and Private Employees' Work Motives, Attitudes, and Perceived Rewards." *Public Administration Review* 75, no. 3 (2015): 479-89. Available via HSE E-library: <http://dx.doi.org/10.1111/puar.12356>
2. Niskanen, William A. C. "The Peculiar Economics of Bureaucracy." *The American Economic Review* 58, no. 2 (1968): 293-305. Available via HSE E-library: <http://www.jstor.org/stable/1831817>
3. Meijer, A. J. "From Hero-Innovators to Distributed Heroism: An in-Depth Analysis of the Role of Individuals in Public Sector Innovation." *Public Management Review* 16, no. 2 (2014): 199-216. Available via HSE E-library: <https://doi.org/10.1080/14719037.2013.806575>
4. Borins, Sandford. "Loose Cannons and Rule Breakers, or Enterprising Leaders? Some Evidence About Innovative Public Managers." *Public Administration Review* 60, no. 6 (2000): 498-507. Available via HSE E-library: <http://dx.doi.org/10.1111/0033-3352.00113>
5. Bright, Leonard. "Public Employees with High Levels of Public Service Motivation: Who Are They, Where Are They, and What Do They Want?" *Review of Public Personnel Administration* 25, no. 2 (2005): 138-54. Available via HSE E-library: <https://journals.sagepub.com/doi/abs/10.1177/0734371X04272360>
6. Belle, Nicola. "Leading to Make a Difference: A Field Experiment on the Performance Effects of Transformational Leadership, Perceived Social Impact, and Public Service Motivation." *Journal of Public Administration Research and Theory* 24, no. 1 (2015): 109-36. Available via HSE E-library: <http://dx.doi.org/10.1093/jopart/mut033>

- Jäkel, Tim, and George Alexander Borshchevskiy. "Who Wants to Work in Bureaucracy? Career Intentions of Post-Millennial Students." *Teaching Public Administration* 0, no. 0 (2018): 0144739418806553. Available via HSE E-library: <http://journals.sagepub.com/doi/abs/10.1177/0144739418806553>

5.2. Additional Literature

- Niskanen, W. A. (1968). Peculiar economics of bureaucracy. *American Economic Review*, 58(2), 293-305. Available via HSE E-library: https://www.jstor.org/stable/1831817?seq=1#page_scan_tab_contents
- Treisman, D. (2007). What have we learned about the causes of corruption from ten years of cross-national empirical research? *Annual Review of Political Science*, 10:211–244. Available via HSE E-library: <https://www.annualreviews.org/doi/abs/10.1146/annurev.polisci.10.081205.095418?journalCode=polisci>
- Kalgin, A. (2016). Implementation of Performance Management in Regional Government in Russia: Evidence of Data Manipulation. *Public Management Review*, 18(1), 110-138. Available via HSE E-library: doi:10.1080/14719037.2014.965271
- Niskanen, W. A. (1975). Bureaucrats and politicians. *Journal of Law & Economics*, 18(3), 617-643. Available via HSE E-library: https://www.jstor.org/stable/725050?seq=1#page_scan_tab_contents
- Svensson, J. (2005). Eight questions about corruption. *The Journal of Economic Perspectives*, 19(3):19–42. Available via HSE E-library: [http://www1.worldbank.org/publicsector/anticorrupt/Svensson%20Eight%20Questions%20About%20Corruption%20\(JEP%20Vol%2019,%20No%203%202005\).pdf](http://www1.worldbank.org/publicsector/anticorrupt/Svensson%20Eight%20Questions%20About%20Corruption%20(JEP%20Vol%2019,%20No%203%202005).pdf)
- Lewis, G. and Frank, S. (2002). Who wants to work for the government? *Public administration review*, 62(4):395–404. Available via HSE E-library: <https://www.jstor.org/stable/3110354>
- Hanna, R. and Wang, S.-Y. (2013). Dishonesty and Selection into Public Service. NBER Working Paper No. 19649. Available via HSE E-library: <https://www.nber.org/papers/w19649>
- Svara, J. H., Politics-administration dichotomy model as aberration, *Public Administration Review*, 58(1), 51–58, 1998. Available via HSE E-library: <https://www.jstor.org/stable/976889>

5.3 Software

п/п	Name	Access conditions
1. RUS	Microsoft Windows 7 Professional Microsoft Windows 10 Microsoft Windows 8.1 Professional RUS	<i>From the university's internal network (contract)</i>

п/п	Name	Access conditions
<i>Профессиональные базы данных, информационно-справочные системы</i>		
1.	World Bank E-library	URL: https://proxylibrary.hse.ru:2374
2.	Jstor	URL: https://proxylibrary.hse.ru:2066
<i>Интернет-ресурсы (электронные образовательные ресурсы)</i>		

3.	HSE E-library	URL: http://www.library.hse.ru/
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5.4 Material and technical support

Classrooms for lectures on the discipline provide for the use and demonstration of thematic illustrations corresponding to the program of the discipline, consisting of:

- PC with Internet access (Windows MS operating system, PowerPoint MS, antivirus software);
- multimedia projector with remote control.