

Education in Public Administration in Russia: New Standards and Trends

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The history of public administration education in Russia consists of three components: *institutional development*, i.e. development of the Russian system of schools of public administration (4 in 1993 – more than 300 in 2012); educational *curricula development*, which influenced the higher education state standards in public and municipal governance (BA and five-year specialist programmes, MA programmes); and Russian *market of employers development*. This development is rather fragmented and unbalanced because

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employers' lack clear understanding of what professional competences they need from their employees, because there are huge differences in the salary levels of businesses and state bodies, and because there is poor development of NGO and analytical segments of the market. Basic present trends in the development of all the three components are analysed, including the transition from five-year specialist programmes to BA and MA programmes and the creation of the »original standards« with the development of segmenting competence approach for different kinds of employers. The example of the public administration BA programme development in the National Research University – Higher School of Economics is presented.

Key words: state standards, public and municipal governance, education, competences, curricula, bachelor, public administration, professional development education, public service, accreditation

1. Institutional Development: The First Stage (1991–1995)

There was no professional education of civil servants and no schools of public administration in the USSR. There was a system of party and economic institutions at the »higher« level, the level of further training, headed by the Academy of Social Sciences under the Central Committee of the Communist Party of the Soviet Union and the Academy of National Economy under the Council of Ministers of USSR, where workers of the Soviet Party Administration received further education. These institutions had a similar scheme of education: History of the Communist Party of the Soviet Union, Marxist Philosophy, Political Economy, Scientific Communism, and Management in branches of National Economy (with disregard of Market Economy). Such ideologically accented further education was bound to collapse together with the Soviet Party System of public administration. A new, professional government was required, and its education in Russia in the early 1990 began from scratch.

Departments of public administration (PA) in Russia were founded in 1993, two years after the emergence of the new sovereign state. The first

faculties (institutes, centres) of public administration were created at four educational institutions:¹ at the Institute of Management (currently State University of Management, Moscow), at Moscow State University, at Yekaterinburg and at Samara regional branches of the Russian Academy of Management (renamed into Russian Academy of State Service in 1994. In September 2010, it was amalgamated with the Academy of National Economy and called the Russian Presidential Academy of National Economy and Public Service).

The newly created departments of PA had no professional faculties, at that time syllabi and curricula were created randomly, enrolment in these programmes (five-year specialist programmes) was small, some 20–40 people,² there were neither textbooks and special literature in Russian nor interactive teaching methods with case-studies reflecting Russian practice of administration. There was no legal framework for the realization of PA programme because educational standard in this field did not exist in the beginning of the 1990s. Furthermore, there were no clear employment prospects after graduation from these departments, and even employers, governmental and municipal authorities had no idea what specialists they required. Therefore, the first students of PA departments were quite specific: ambitious, with oversized horizon of uncertain career expectations, ready to adapt quickly to any conditions of future employment.

The initial stage of Professional Development Education (PDE) institutions for public and municipal officials was even more problematic. These institutions (Russian Presidential Academy of Public Service and regional academies of public service, and the Governmental Academy of Nation-

¹ In spring 1993, the Government Agency Roskadry, newly established at the time, sent round a letter to a number of leading universities and institutes. There was a proposal to organize faculties (or educational institutes) of Public Administration as there was a strong demand for professional personnel for the state service. Moscow State University (MGU), the State University of Management (GUU) and two regional branches of the Russian Academy of Governance agreed with this proposal. They decided to establish such faculties. We have to note that the programme in PA for specialists differed from the PDE programmes very much, both in context and in legal framework. The programme was launched at the Moscow branch of the Russian Academy of Governance in 1995, and at the Academy of National Economy, under the Governance of RF, in 1996. It means a little later than at MGU, GUU and two regional branches of the Russian Academy of Governance.

² The mentioned figures have been taken from the analysis of the number of students in the first two years of PA specialist programmes. They reflect the results of discussions on PA programme development that took place at Moscow State University (MGU) in 1993–1995 and at some other universities. One of the authors was an active participant of these discussions because from 1993 to 2004 he was vice dean of PA Faculty at MGU and took part in the formation process of the Russian system of higher professional education in PA.

al Economy amalgamated in 2010 into the Russian Presidential Academy of National Economy and Public Service) were founded on material and teaching bases of the system of the Communist Party educational institutions. They inherited all deficiencies of the previous work with the nomenclature: orientation towards governmental contracts, inclination to Marxism, unwillingness to study new scientific approaches and teaching methods, lack of independence from public authorities and unwillingness to defend civil and educational values.

Consequently, the quality of higher education in public administration and PDE of public officers in the early 1990s failed to comply with the requirement of fundamental reorganization of the administrative system, transfer from the Soviet party personnel system to professional governmental service. Educational institutions particularly failed to insure the quality of higher professional education programmes.

This situation of unsatisfactory educational institutions had been typical of higher professional education (HPE) system and for PDE in PA until the Federal Act on the Basic Principles of the Civil Service in the Russian Federation was adopted in 1995. The law stipulated the requirements for professional level of the personnel in the civil service, established the task to insure the quality of educational programmes based on government control.

2. Development of Governmental Educational Standards: The Second Stage (1995–2010)

The inability of educational institutions to provide the quality of training of public administrators and further education of public officers, caused implementation of higher professional education programmes and PDE programmes in Russia in the mid-1990s according to the standards (or Governmental requirements from PDE programmes).³ The formation of these standards is controlled by the Government (currently through a target programme mechanism of governmental order for elaboration of the standard, multistage procedure of approval of draft standards by the Russian Federal Education and Supervision Agency (*Rosobrnadzor*), and registration in the Ministry of Justice of Russia. The Government also controls the way state standards are observed through procedures of

³ There are many publications with detailed description of state standards in PA. See for instance: Barabashev, Maslennikova, 2010.

state licensing for educational activities and accreditation of educational programmes.

From 1995 until today, there have been three generations of federal educational standards for HPE in PA.

The first state PA standard for five-year training of specialists, adopted in 1995 (Standards, 1995), had incomplete number of courses, often copying courses of western public administration programmes without adapting them to Russian realities, or remaking disciplines from political economy and scientific communism. Besides, the distribution of courses between cycles of disciplines (ratio of special and humanitarian cycles) was poorly elaborated, and administrative disciplines were classified as a type of business-management disciplines.

The second generation of governmental standards made in 2000 divided the standards into bachelors and specialists: BA in public administration was incorporated into standard for management (Standards, 2000), MA retained its independence gained in 1995 (Standards, 2000a).

If compared, the first and second generations of governmental standards for PA (for MA and BA programmes), they differ only in the number of discipline sets (federal, regional and the set of disciplines independently defined by educational institutions) and in percentage of credits they provide.

Progression towards increasing the variation of disciplines was not accompanied by rejection of the governmental control scheme. In fact, the requirements regarding the curricula; syllabi; organization of educational and professional practices; teaching staff; educational, financial and material support; and forms of control of educational process results have been detailed, tightened and have become the subject of governmental control (through mechanisms of the so-called higher educational institution self-assessment). In general, educational activities tended to become more and more governmentally regulated in forms, methods and directions of control.

The second generation of the state educational standards in PA for specialists and bachelors were rapidly getting out of date, and their deficiency stated below had become obvious by 2005–2006:

- Unification of purposes of public administration and business management;
- Underestimation of specific character of requirements of different employers (state, local governments; non-commercial orga-

- nizations; consulting; separate requirements for junior and senior positions;
- Lack of lists of educational competences;
- Orientation towards outdated, lectures-seminars methods of education.

The third generation of state standards for PA was adopted separately for masters (Standards, 2010) and bachelors, though in both cases the changes in standards led to their tightening.

In particular, the current standard for BA degree registered by the Russian Ministry of Justice in March 2011 (Standards, 2011), fully complies with the general scheme of state control of higher professional education with the view to transfer to a two-stage system of higher professional education.⁴ We should also note that the agreement on what should be included into the standard of bachelor degree in PA led to levelling PA majors and withdrawing from the list of innovative disciplines. The result was a simplified, adjusted-to-mass-use, standard for bachelors' degree in PA, available for implementation at second-rate educational institutions.

In this article, we do not cover concurrent process of evolution of the governmental requirements from the programmes of PDE for public officers.⁵ However, we should note that governmental requirements also

⁴ Federal Law on Higher and Postgraduate Professional Education No 125-Φ3, August 22, 1996, Art. 6.

⁵ The main regulatory legal acts related to regulation of PDE (professional development education) system for the state servants of the (Russian Federation include: Federal Law №79-Φ3 on the Civil Service of the Russian Federation (2004); Decree of the President of the Russian Federation № 1474 on Supplementary Professional Education of Civil Servants of the Russian Federation (2006); State Requirements for MPA Programmes (2007); plus normative acts, mentioned in the following footnote. A special analysis of history, problems and modern tendencies of PDE system for the state servants of the Russian Federation was performed in October-November of 2011 by the research group of National Research University-Higher School of Economics by the order of *Minzdravotsrazvitiia* (Ministry of Public Health and Social Development) of the RF and Presidential Executive Office of the RF due to preparation of the draft Concept of Reforming the PDE System for SCS of the RF. This material has not been published yet.

In accordance with Article 62, Section 6 of the Federal Law on the Civil Service of the Russian Federation, the PDE for state civil servants may be performed in the educational institutions of higher professional education having state accreditation, i.e. having accredited programmes of Higher Professional Education.

Later there was an attempt to introduce certain state requirements to the PDE programmes for state servants as they essentially differ from HPE programs. It was executed

failed to correspond to accelerating dynamics of emergence of new types of PDE programmes hath differ in their duration, contents, and applied training methods (including on-line methods).

3. Diversification of Standards and Educational Programmes: Modern Stage (since 2011)

»Unification policy« of governmental control of the quality of PA education that was useful during the first stage of development, by mid-2000s had become the hindering factor, slowing down the development of PDE programs for public officers and HPE for PA.

The abundance of short-term programmes in PDE for public officers and their quick change due to the new tasks for governmental bodies and oth-

by Federal Law No. 309-ФЗ of December 1, 2007 pursuant to which *Minobrazhdeniye* (Ministry of Education and Science) of Russia shall approve federal state requirements to the PDE programmes. The provided approval mechanism did not start working: due to the of absence of professional and qualification requirements for the positions of the state civil service, it turned out that it was impossible to elaborate the federal state requirements that could set the professional competences necessary for the positions.

Thus, at present most of the general issues of PDE for SCS programmes organization are regulated by Decree of the Government of the Russian Federation No. 362 of May 6, 2008 on the Settlement of the State Requirements for Professional Retraining, Development and Probation Period of the State Civil Servants of the Russian Federation. Its norms provide for uniformity of approaches to organization of PDE for SCS both from the part of state authorities and of educational institutions under the circumstances of non-existent lists of the required professional competences.

Finally, the current Russian laws on education entitle a number of federal state educational institutions of higher professional education (research and federal universities) to implement programmes of higher professional and postgraduate professional education based on independently established educational standards and requirements that cannot be lower than the relevant requirements of the federal state educational standards.

Thus, the customary state legal groundwork of PDE for SCS is characterized by excessive complexity, inconsistency and incompleteness. Its application meets difficulties. Impossibility of unified regulation of the huge complex of PDE programmes, rapid changes of their content (in accordance with the dynamically changing requirements of the state authorities) and *ad hoc* implementation in accordance with the standards requiring the programme stability are the main reasons for such a situation. For short PDE programmes, the stability of content and implementation is impossible.

The general theory of the development of educational standards is not the subject of this article. The authors consider the current practice of creation and development of educational standards according to SMM (State and Municipal Management) PA (Public Administration) in the RF.

er organizations (which did not exist in the 1990s), do not agree with the usage of slow and elephantine process of state accreditation. That is why the two manners of PDE programmes accreditation are being discussed: to accredit PDE programmes from leading universities *only*, approving their quality *a priori* as one, and transfer PDE programmes accreditation to professional associations of higher educational institutions in training specialization as the other.⁶

The same can be found in HPE programmes in PA, whose number and diversification grow rapidly. If we consider that about 600 higher educational institutions have a license to teach a PA programme,⁷ that 500 higher educational institutions are members of the Educational Resources and Experts Association in management, and that about $\frac{2}{3}$ of them have PA departments, sections or faculties,⁸ it turns out that in 2011 there were at least 300 faculties, sections and departments of PA in Russia performing mainly specialist training programmes, and currently transferring to BA and MA programmes. This large group of faculties and departments has significant differences in their characteristics. Differences include:

- internal specialization (groups of faculties, institutes and departments, aimed at educating students in municipal administration, economics of state and municipal administration, federal and regional level administration, legal aspects of administration, state service administration, etc.);
- scope of educational activity (there are both large faculties and institutes, and departments for local educational needs);
- qualification level of professors and teaching staff (assessed by the number of publications and scientific degrees, participation in real research and practical activities, and interaction with state and municipal authorities);

⁶ Proposed in the draft Concept of reforming PDE system for public officers.

⁷ Website <http://abitur.nica.ru/> contains consolidated data for all licenses for educational activities in higher professional education (specialists, bachelors, masters) on specializations and institutions.

⁸ Estimation of $\frac{2}{3}$ of the total number of higher educational institutions members of UMO in management, and existing variations in potential of existing faculties and departments of PA, their educational programmes have been discussed at the meetings of the Russian Association of PA about the stage of development of the draft standard for bachelors (due to creation of lists of disciplines included to the professional cycle. See also: Barabashev, Maslennikova, 2010.

- level of scientific, methodical and material support to the educational process;
- availability of international relations;
- forms of educational process (semester or modular forms included).

At present, the necessity to diversify educational programmes in PA is so pressing and general unified requirements fixed in governmental standards are so outdated, that there is an idea to close all bachelor PA programmes,⁹ and increase the variety of master degree programmes and PDE programmes, and allow the educational community to regulate them.

What are possible manners of diversification of educational programmes of HPE in PA and PDE programmes for public officers?

It is expected to draw the options and make the right choice corresponding to the capacities of educational institutions based on experience of leading foreign and domestic universities, and knowledge of limitations they have already faced.

Theoretically, we can take one of the three directions: professional training and PDE of analytical staff, training and PDE of practicing staff for offices, training and PDE of managers in the field of public management, including non-commercial organizations and social programmes.¹⁰ This corresponds to the general division of educational programmes into Public Policy, Public Administration, Public Affairs programmes.

Option 1 – Training and PDE of Analytical Staff in the field of Public Administration.

Analytical direction requires the highest concentration on studying theories of public and municipal administration with emphasis on exploration of logical and mathematic techniques used for creation and evaluation of administration models. The analysis of programmes and policies, including the preparation of technical and economic assessment of projects and study of consequences of decisions-making (including social ones) is impossible without broadening the set of courses that are the basis for the use of mathematical knowledge. It ought to start with mathematical

⁹ Proposals made at the meeting of the working group of the »Big Government« in Skolkovo on March 14, 2012, subgroup Personnel Potential.

¹⁰ These three options were discussed at the meetings of working groups of the Association of Russian Higher PA Schools in 2008–2010.

analysis (to a lesser extent with linear algebra due to scarce use of its sections in administration models), continue with the probability theory and mathematical statistics, mathematic models, and conclude with some issues of optimizing control and game theory. Micro and macroeconomics, institutional economy, social statistics and the set of legal disciplines¹¹ should insure the possibility to exclude abstract models not pertaining to real situations in administration, and place useful models into economic, legal and social context.

Practical skills and habits of analysts are transformed into understanding and ability to apply theoretical material. This is not possible without intensifying courses in humanities, thus insuring general cultural, information, analytical and project competences. The skills of collecting and processing materials for further analysis (including web sources), competences in administration theory, as well as critical and analytical thinking should be built up. Training and professional development of analysts is associated with two large groups of professors – good theorists and those working in research and development. Thus, analytical staff can be taught only at two types of universities: classical universities with emphasis on theory, and research universities with emphasis on research conducted under the orders from government bodies. HPE and PDE programmes with analytical direction should not be numerous; they should cooperate with foreign partner programmes.

Option 2 – HPE Programmes for Practical Staff, Training and PDE for Public Administration Officers, Local Authorities, and PR Departments' Staff

These programmes will be synthetic in their content. They should combine (in reasonable ratio) disciplines providing all professional competences that may be needed for various positions in public administration. For these programmes, core courses will be those based on managerial case studies and those referring to law, economics, sociology, with emphasis on humanities (including philosophy and history). A representative of public officers should be actively involved in teaching such disciplines.

Option 3 – Training and PDE of Managers for Organizations of Non-Commercial Sector and Social Programmes

¹¹ Another direction is possible, e.g. the analysis of nature protection and ecological problems administration (a good example – leading faculty of this field in the USA – SPEA, Indiana University, Bloomington).

The programmes focusing on administration in the non-commercial sector are currently unpopular in Russia. They are most popular in the USA, where they serve as basis for strong organizations of civil society.¹² Nevertheless, some Russian universities have had serious achievements in the field of socially oriented administrative programmes.¹³

These programmes require competence in advanced communication skills and psychological preparation. Field practices and trainings for such programmes should be the key courses, while social projects may be credited as separate courses.

Thus, the development of PA education and PDE for public administration personnel objectively goes beyond the limit of the single, unifying approach, established by governmental standards and requirements. It is unreasonable to elaborate new »unifying« governmental standards and requirements, since they would have to contain some educational intentions in the prejudice of the others. It is necessary to direct attention to different employers and to the educational community itself, to »working« teaching staff.

Educational directions in public policy, public relations and public administration tend to branch at the level of basic disciplines, and therefore more specific features of different PA faculties and departments come out. They will not be able to move in a uniform and synchronised manner if there are huge differences in relations with different groups of employers, in teaching staff providing the educational process, and in material and technical resources. This is the time of individual movements and trends. Therefore, it is almost impossible to believe that current Federal State Educational Standards of the third generation for BA and MA degrees and requirements from PDE programmes can be improved and updated, and made equally acceptable to all employers and educational institutions. Possibly, there will be a transfer to a spectrum of original HPE standards and requirements from PDE programmes that will be marketed by various Russian higher educational institutions.

¹² E.g. according to NASPA data (database for PA schools in the USA), in the autumn of 2010, 76 schools offered courses in the field of non-commercial organizations. See: NASPA, 2010.

¹³ This direction is particularly well developed at the Russian State Social University.

4. Example of Research University – Higher School of Economics: Creation of Original Educational Standard for Bachelors in PA

Movement towards de-standardization of educational activities in PA has already started. A group of national research universities received the right and opportunity to »move« autonomously, to work out and accept their original standards using their advantages and experience.

This article is not going to deal with describing the options implemented by different universities at present. There are several reasons for that. First, universities, with some minor exceptions, have not made their final choice yet. It is very difficult for universities to start resetting their educational programmes to specialize in the analytical administrative spheres or the third sector (social work, non-profit organizations). This requires changes of teaching staff as well as serious modifications of the curricula. Furthermore, state standards and requirements do not support this. Second, the authors do not consider possible to »speak for everybody« on such a delicate and strategic issue.

We restricted ourselves to an attempt to describe in what direction (with regard to the original bachelor PA standard making) the National Research University – Higher School of Economics (NRU-HSE) currently moves. It is appropriate, since the authors, due to their positions, are responsible for making the original bachelor PA standard at NRU-HSE.

Higher School of Economics started the development and approbation of its own standards in 2010.

The NRU-HSE worked out the fundamental general principles of creation of its own educational standards for bachelors in any field, including the standard for bachelors in PA.¹⁴ These are:

1. Limited number of courses (not more than 35-40 courses for four years of study). Priority shall be given to courses forming basic competences (systemic and professional) and a wide spectrum of optional courses (a student may formulate his/her individual educational trajectory following his/her interests).

¹⁴ <http://www.hse.ru/standards/>

2. Acquiring socio-humanitarian knowledge and competences through long-run courses or chain of courses, including optional courses.
3. Serious basic education in economics and managerial disciplines regardless of the field of education.
4. Fundamental learning of English (to be studied during all 4 years). Moreover, after the second year an exam for international IELTS certificate should be taken (students can choose different levels). After the final year – state examination in English, whose part should be the defence of a project thesis in English. Beside English, other foreign languages may be studied at different faculties (schools).
5. Development of analytical and research skills and competences through scientific and research workshop included in the curriculum, beginning from the first year of study.

The NRU-HSE bachelors' standards are based on competence approach, which means the selection of courses aimed at developing appropriate competences for their further implementation. A common classifier of competences (CCC), dividing all competences into systematic and professional, has been developed at the University. All the graduates of the Higher School of Economics should possess systematic competences – they are general for every educational direction and have to demonstrate educational competence results of the University. Professional competences are divided into instrumental and socio-personal. Instrumental competences are defined by professional activity; social and personal competences vary by a set of social and personal qualities required by the particular professional area. The original BA degree standard development at the PA faculty of the NRU-HSE is made according to the above principles of standards creation and new competences classifier.

The priority is given to the creation of a synthetic original bachelor standard in PA. Synthetic character of core courses of the original standard of the NRU-HSE in PA is inherent because of the necessity to provide fundamental knowledge and competences not in one, but in several fields: economics, management, law, and basics of public administration.

Basic courses and disciplines have been defined, primarily those fostering the creation of systematic competences that are obligatory for all graduates of the NRU-HSE, considering that profound knowledge of economics is obligatory for the NSU-HSE. Moreover, knowledge of basic disci-

plines should be universally applicable, i.e. this knowledge should help to acquire new knowledge and competences in case of changing the field of activity. Finally, basic courses should be compatible with basic courses of our foreign partner universities to provide academic mobility, opportunity to continue education at foreign universities in the programme corresponding to our direction, and possibility for foreign students to study at the Public Administration Faculty of the National Research University – Higher School of Economics.

The process of content development of the original PA standard at the National Research University – Higher School of Economics is not completed. The work is being continued to specify the sets of professional competences of optional courses that are supposed to become a logical extension of the professional competences of basic disciplines in accordance with graduates' further professional work.

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Summary

The history of public administration education in Russia consists of three components: institutional development, i.e. development of the Russian system of schools of public administration (4 in 1993 – more than 300 in 2012); educational curricula development, which influenced the higher education state standards in public and municipal governance (BA and five-year specialist programmes, MA programmes); and Russian market of employers development. This development is rather fragmented and unbalanced because employers' lack clear understanding of what professional competences they need from their employees, because there are huge differences in the salary levels of businesses and state bodies, and because there is poor development of NGO and analytical segments of the market. Basic present trends in the development of all the three components are analysed, including the transition from five-year specialist programmes to BA and MA programmes and the creation of the »original standards« with the development of segmenting competence approach for different kinds of employers. The example of the public administration BA programme development in the National Research University – Higher School of Economics is presented.

Key words: state standards, public and municipal governance, education, competences, curricula, bachelor, public administration, professional development education, public service, accreditation

Obrazovanje za javnu upravu u Rusiji: Novi standardi i trendovi

Sažetak

Povijest obrazovanja za javnu upravu u Rusiji sastoji se od tri dijela: institucionalnog razvoja, tj. razvoja ruskog sustava škola za javnu upravu (1993. bile su četiri, a 2012. bilo ih je više od 300); razvoja obrazovnih programa za javnu upravu, koji je utjecao na državne standarde visokog obrazovanja za javno i lokalno upravljanje (preddiplomski (BA) i petogodišnji specijalistički te diplomski (MA) programi) te razvoja ruskog tržišta poslodavaca. Potonji je vrlo fragmentiran i neuravnotežen zbog toga što poslodavci ne razumiju koje kompetencije njihovi zaposlenici trebaju imati, zbog toga što postoje ogromne razlike u plaćama zaposlenika u državnom i privatnom sektoru te zbog toga što su nevladini i analitički dijelovi tržišta slabo razvijeni. U radu se analiziraju temeljni suvremeni trendovi razvoja svih triju komponenti, uključujući i prijelaz s petogodišnjeg specijalističkog programa obrazovanja na sustav preddiplomskih i diplomskih programa te stvaranje »izvornih standarda« tijekom razvoja pristupa »segmentiranih kompetencija« za različite kategorije poslodavaca. U radu se navodi primjer razvoja preddiplomskog obrazovnog programa za javnu upravu Više ekonomske škole Nacionalnog instituta za istraživanja.

Ključne riječi: državni standardi, javno i lokalno upravljanje, obrazovanje, kompetencije, kurikulumi, prvostupnik, javna uprava, usavršavanje, javna služba, akreditacija