



FULBRIGHT
UNIVERSITY
VIETNAM

FULBRIGHT SCHOOL OF
PUBLIC POLICY AND MANAGEMENT

PUBLIC MANAGEMENT

WEEK 1



Session 1

- Introduction – Course information / Objectives / Approach
- Weekly topics
- An experiment (15 minutes)
- History of the Field – from Public Administration to Public Management
- Food for Thoughts



Instructor



- Instructor: Yooil Bae
- Education: Ph.D. in Political Science (University of Southern California, Los Angeles, 2007)
- Experience:
 - Postdoctoral Fellow (2007-8), National Univ. Singapore
 - Assistant Professor (2008-17), Singapore Mgmt. Univ.
 - Associate (2017-18), Asia Research Institute, NUS
- Research: Comparative Politics/Policy/Public Administration, Central-Local Relations, Urban and Regional Political Economy, etc.



Teaching Team

- Teaching Fellow / Interpreter



Mr. Nguyen Quy Tam
MPA 2016, Lee Kuan Yew School of Public
Policy, National University of Singapore

- Teaching Assistant



Ms. Huong Giang Tran
MPP 2010, Fulbright Economics Teaching
Program



(1) Course Objectives

- Clear understanding of the characteristics of **public management**
- Core competences required to comprehend public organizations' **environment** and strategically manage their **stakeholders** and their **operations**.
- Managerial strategies, tools and practices they may enact to reach public organization's objectives and to improve their performances.
- Develop their skills and techniques needed to be successful public managers.
- Provide students with comparative methods & the examples of **best practices**.



(2) Course Requirements

- Please refer to the class syllabus, but main requirements are:
 - Class Participation 15%
 - Weekly Response Paper 15%
 - Case Presentation 30% *
 - Team Project 40% *

Case Presentation

A Survey of Best Practices or Examples in Vietnam & Other Countries

Team Project (Challenge)

Identify the most urgent public management problem in Vietnamese Public Organizations and Discuss Solutions



(3) Weekly Topics

- Big Questions of Public management research
- Public Values: Private vs. Public Orgs.
- Nature of Public Management
- Public Management Old and New
- Future of Public Management: Discussion
- Public Organization and Bureaucratic Structure
- Organizational Culture
- Public Service Motivation
- Benefit and Challenge of Meritocracy
- Long-term and Strategic Planning in Public Orgs.
- Contracting Out and Performance Review
- Cross-sectoral Collaboration / Innovation
- Public Management in Developing Countries



About 'Public Sector' 'Management'



Is there a core?

- Status of ‘Public Sector’ Management as an academic field? – “organization” (government institution)
- Conceptual Distinctiveness?
 - a. Politics vs. Public management (administration)
 - b. Business vs. Public management
 - c. Nonprofit vs. Public management



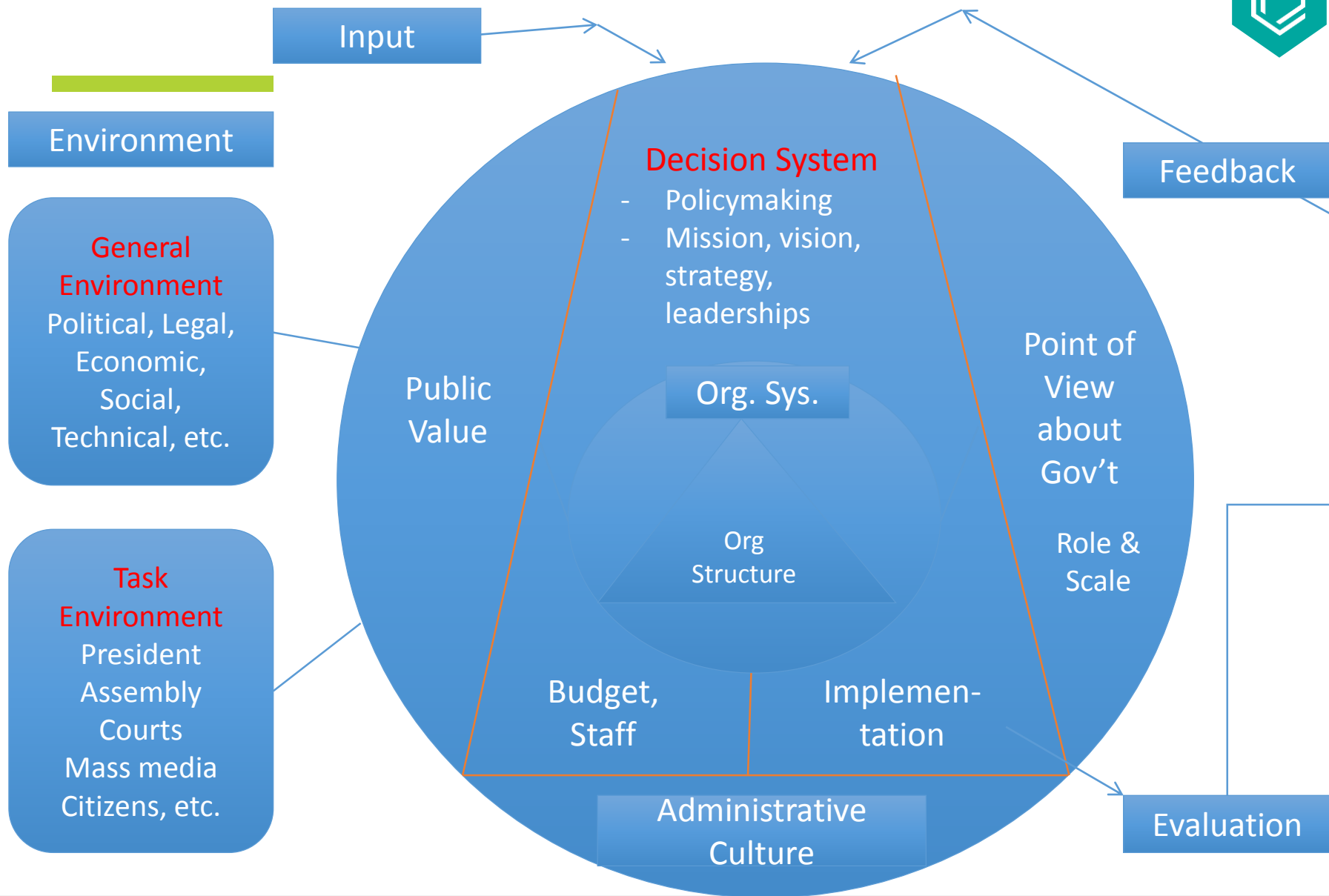
What Government Agencies Do

- Definition of public administration and public management vary (as many as scholars in this field)
 - Only a few important sides are analyzed.
- Public Sector – Are there other sectors?
- ‘Public’ – for public interest
- Management? Mobilize factors such as money, manpower, organizations, culture, etc.



Who, For What, Why, and How?

- In order to understand public administration and management, three 'W's and one 'H' are important.
- When – public administration is a concept transcending time and space (e.g.) study of 1960s public management in the United Kingdom, study of Korea's public administration after reunification, etc.
- Who? – Only government?
- What?
- How?





Which Parts Should We Focus?

- **Public administration** is an older term – always meant the study of the public sector.
- Unfortunately, definition of public administration as a discipline is not simple: c.f. Public Management, Public Policy – also deal with public sector.
- Essentially referring to the same thing – how the administrative parts of government are organized, process information and produce outputs in policies, laws or goods and services.***
- Academically (in particular, U.S. scholars) – they are quite distinct.



Continued...

- Recent trend: “**Public Management**” term is more popular (Bozeman and Straussman, 1990)
- First: beyond simple administration – concern about strategy, dealing with external environment, and broad missions and goals of organizations.
- Second: Public management is not necessarily occur only within the context of government agency. **The term public administration has come to be associated almost totally with government bureaucracy, while the newer term public management is probably more fluid.**



Mark Moore (1984)

“Our conception of ‘public management’ adds responsibility for goal setting and political management to the traditional responsibilities of public administration... **Our conception of public management adds some quintessential executive functions such as setting purpose, maintaining credibility with overseers, marshaling authority and resources, and positioning one’s organizations in a given political environment as central components of public manager’s job** (Moore, 1984: A Conception of Public Management, p.2-3).



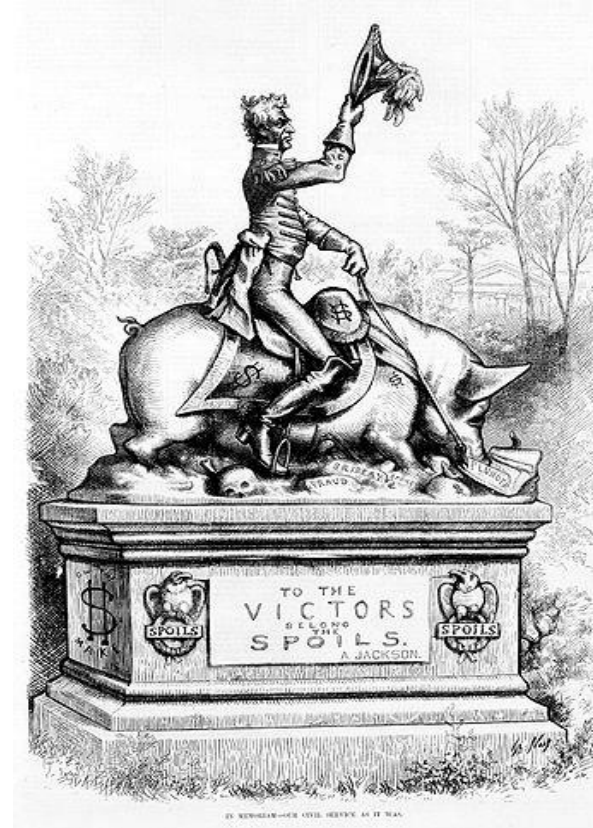
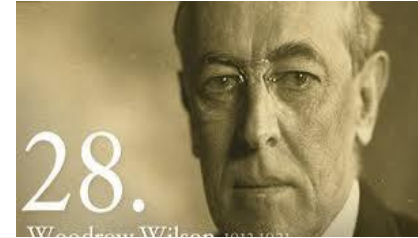


Origin of Discipline

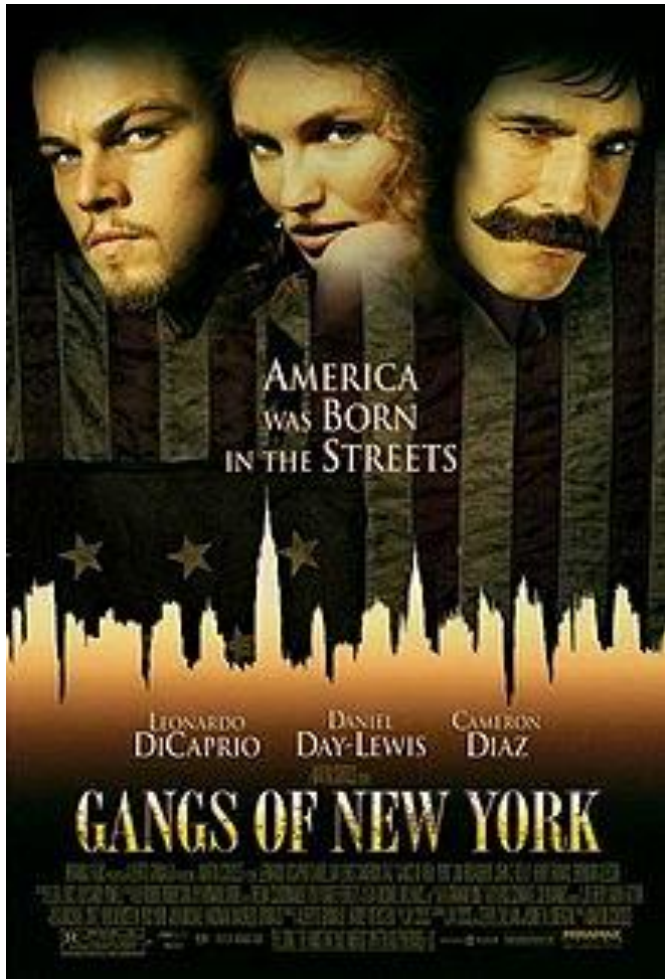
Then, Why Different from Traditional Concept



- The Study of Public Administration began by W. Wilson's article, "**The Study of Administration**" (1887).
- 1800s Government in the United States: Weak power, under-organized, corruption, and fear of tyranny → but, in general, growing concern about "governing well"
- Political Party Practice → "**Spoils System**": after winning elections, a ruling party gave government jobs to its voters as a reward.
- Demands for civil service reform intensified.



Gang's of New York



- Was spoils system that bad?
- Imagine 18-19C American society
- Influx of Immigrants
- Social function – not organized
- Desire for democracy
- Under the circumstance, the role of spoils system was stabilization and incorporation of immigrations and minorities into American system and political education of general citizens (political awakening).



Yes, they were gangs!



"It's about these 100 jobs you've created Kimble, they all appear to be family and friends."

- Problems of Spoils System
- Professionalism?
- Patronage System
- Traffic in government positions
- Corruption
- Changing Environment



Continued

- The Calls for Civil Service Reform → **Pendleton Act** (1883): Introduction of merit-base recruitment system.
- Woodrow Wilson: Administration shouldn't be influenced by politics. "Administration implements the law. **There is little difference between public administration and business administration.**" → "Politics-Administration Dichotomy"
- Adoption of European perspective on bureaucracy: "*Efficiency.*" Making a competent and neutral professional administration was the goal (Max Weber, e.g.)
- "Scientific Management of Government" (Frederick W. Taylor): There is always a best way of doing things!

Scientific Revolution of Government Studies



- Is there a difference? Managing business organizations and governmental organizations is basically same thing! – Universal principles of management.
- Then how to make production/workers more efficient?
- F. W. Taylor believed that there is one best way – scientific management
- E.g. Time and motivation studies for workers (a very mechanistic view of the world / Money was thought to be the main motivator





Other Contributors

- Hawthorne Experiment (Elton Mayo, 1927) http://www.youtube.com/watch?v=wY9ugPo1tWc&playnext=1&list=PLA6963A2E62E9674B&feature=results_video
- Behaviorist Movement – Examines the relationship between workers, work environment, and productivity.
- Human Relations Movement
- Importance of non-financial motivation, etc.

The Science of Administration (1937)



- Luther Gulick III (1937): “Dean of American Public Administration”
- Applied scientific methods to public administration field
- Work division makes for efficiency, but only if the labor and its output are harmonized with the organizations’ goal
- Public Affairs are matter of POSDCORB:
Principle of public administration





End of the Dichotomy?

- Bottom line: Early thinkers believed that there is no difference between government and business management.
- Classic of Public Administration (- 1940s): Distance to politics
- Environmental Change (since 1960s) – Rise of Administrative States / Increase of governmental programs and services / Post-Industrialization, etc.
- “Public Organizations should be different from private organizations” – need to resolve inequality problem, etc. → Very normative and activist field (**New Public Administration**)



Challenges to Traditional Concept

- New Public Administration (1970s): Minnowbrook Conference (1968) held under the patronage of Dwight Waldo = emphasize *value-oriented administration and social equality*.
- Social and Political turbulence, Vietnam War, Civil Rights Movement, etc.
- Question arises: “How alike or unlike are managing in the public and private sectors? Can (should) government be more business-like?”
- Different!?
Public vs. private interest
Democratic values (accountable to)



Public Value

- Perspective on “**public value**” was an important criteria for differentiating public and private organizations.
- Yet, Barry Bozeman (1987) argued: All organizations are somehow public. Public managers can be found in most every type of organization because public managers are not limited to government employees but encompass ‘persons who manage publicness.’ in any sector.
- (Vice versa): all organizations are ‘private’ to the extent that they are responsible for tasks that are performed by experts who are governed by professional or technocratic authority rather than stakeholder interest.



Then What is Public Value?

- Hard to define: “Public Value Universe”
- **Public Value**: provide normative consensus about
 - ✓ The rights, benefits, and prerogatives to which citizens should (and should not) be entitled
 - ✓ The obligations of citizens to society, the state, and one another
 - ✓ The principles on which governments and policies should be based.
- Value plurality: e.g. liberty vs. security / efficiency vs. equality

Neither the market or the public sector provides goods and services required to achieve public values





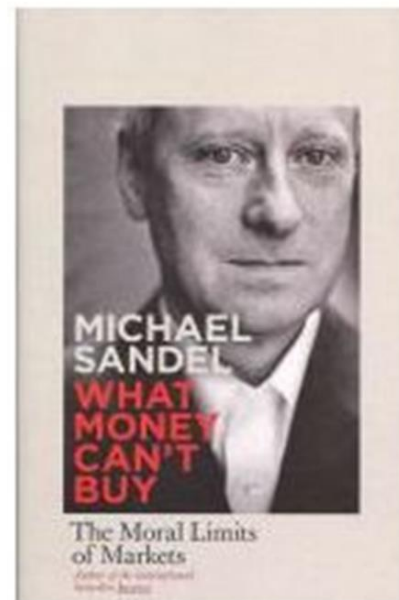
Diminishing Public Value?

- Therefore, in both the academic and practical discourse on public administration, the ‘publicness’ of public service used to be a common concern, especially with regard to its realization and representation of public interests and its possession of unique public qualities compared to business management.
- Trend: Diminishing ‘publicness’ worldwide.
- Public service itself has undergone businesslike transformation, especially under the influence of current globalization and market forces.
- Provision of public goods is now not monopolized by the government.



Michael Sandel (Harvard Univ.)

- Michael Sandel, a philosopher, provides an important implication for current debates about public value.
- He lists a number of examples that shows market-principle-dominance in our society.
- Is the market answer?: The case of Wall Street in the wake of financial crisis.
- But, still we have to consider certain values: Inequality, public responsibility, civic duties, etc. – A market economy is a ‘tool.’





Q&A



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