

Fulbright School of Public Policy and Management

**PUBLIC MANAGEMENT**

Master in Leadership and Management

Spring Semester, 2020-2021 Academic Year

**Teaching Team**

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**Class Meetings & Office Hours**

The course is scheduled to meet for 1.5 hours (\* 2 sessions) every day from **February 21 to February 28, 2021**. There will be 16 sessions:

1<sup>st</sup> session: 08:30 – 10:00 a.m.

2<sup>nd</sup> session: 10:15 – 11:45 a.m.

**Office Hours:**

Ms. Tran Huong Giang: 12:00 p.m. – 1:00 p.m. or by appointment

Ms. Nguyen T. Xuan Huong: 12:00 – 1:00 p.m during the course, or by appointment

Mr. Nguyen Quy Tam: by appointment or via Teams message/email

Dr. Bae Yooil: Every day 1:30 p.m. – 3:00 p.m. or by appointment (email)

**Course Overview and Objectives:**

This course is designed to explore significant developments and themes in the field of public management. This course serves the needs of those who wish to learn how public, private, and non-profit sectors as well as general citizens work together in producing ‘public goods.’ Traditional public administration and management literature has mainly focused on the role of government agencies in public affairs, but with increasing external pressure and changing environment, co-production of public good and using business strategies in public organizations are increasingly an unavoidable trend. We explore the proposition that more

opened and collective engagement can make governance more legitimate, fair, and effective by examining many innovations in governance that range from neighborhood to national scale, in the United States, Europe, Latin America and East Asia as well as Vietnam. These ‘real world’ cases range across many issues. This course will expose students to management theories and frameworks as well as strategies, tools and heuristics for managing public organizations in their current environment.

This course in Public Management is built on lectures and students’ contribution through class discussion, case works, small group breakout sessions, and problem-solving discussions. Individual students will practice analytical skills and writing skills, including how to write clear concise reflection papers. The objective of this course is for students to gain an overview of both issues and practices related to public management while acquiring skills for working in small groups. Detailed course objectives are:

- Provide students with a clear understanding of the characteristics of public management
- Enhance student’s understanding of core competences required to comprehend public organizations’ environment and strategically manage their stakeholders and their operations.
- Increase students’ awareness and expertise of managerial strategies, tools and practices they may enact to reach public organization’s objectives and to improve their performances.
- Enable students to develop their skills and techniques needed to be successful public managers.
- Provide students with comparative methods & the examples of best practices.

### Course Requirements:

To avoid possible misunderstanding, the course policies are stated here, even though some of policies are obvious. Students are expected to have read assigned materials and to have participated in class discussions and team projects. Through the readings and class discussions students will apply the concepts learned to the reality of public organizations in Vietnam (especially the places where students are employed and to current topical issues) in order to recognize the opportunities and challenges, strengths and weaknesses, and finally to give suggestions on appropriate improvements and renovations (also comparative study is welcome). Grades will be given based on class participation, class homework, team presentation, mid-term, and final paper.

Class Participation	10%
Pre-Class Paper (Problem Identification)	20%
Design Thinking Video	20%
Stakeholder Analysis Paper	20%
After-Class Writing	30%

- **Pre-Class Writing: Problem Identification (20%)**: Reading materials will be distributed before class starts. Each student is required to write-up a **maximum two-page long** memo (MS-Word form is available, **double-spaced**) on the suggested topics below. Your paper will be graded based on clear **background information** and **problem identification** as well as possible solution. But more emphasis is on the first two. You are required to submit this assignment by **February 21, Sunday morning 8:20 a.m. sharp**. All topics are related to different dimensions of your workplaces (Choose one):
  - *Is your workplace (or an organization you are familiar with) well-prepared for rapidly changing environment (e.g., Globalization, the Age of Big Data (or Internet of Things), Digitalization, Sharing Economy, etc.)? If so (or not), why? How to prepare well?*
  - *Does your workplace (or an organization you are familiar with) fairly and effectively recruit its workforces? If so (or not), why? How to recruit them well? Does your workplace manage young workforce well?*
  - *Is your workplace (or an organization you are familiar with) perform (input vs. output) well and performance measured well? If so (or not), why? How to perform better or measure performance better?*
- **Design Thinking Video (20%)**: At the end of the class, your group is required to find a person(s) or a situation (problem) that need to be address by the government, business or nonprofit organization. Your group is required to do research (observation, interviewing, case study) and describe them. Please make a short video clip together and maximum length would be 5-7 minutes. Group members maximum 7 members. Video must be uploaded by **March 3<sup>rd</sup>, 8.20 a.m. (submit online, with URL address)**.
- **Stakeholder Analysis Paper (20%)**: *This paper is required to be submitted by February 28<sup>th</sup>, 8.20 a.m. For details, please refer to the below (Session 15, February 28)*
- **After-Class Writing (30%)**: After the final session (February 28, 2021), you will be given two weeks to write up a policy paper (report). Based on your experience and understanding in dealing with challenges in public organization and broadly defined public sector discussed in class, you can expand (or revise) you pre-class writing or develop a new topic. This is more than case analysis as this project requires 1) problem definition, 2) comparing optimal policy solutions, and 3) propose a policy change (similar format to your **Pre-class Writing**). You must justify why your chosen topic can be critical now or in near future and how to deal with it from public manager's

viewpoint. Report format will be available on Public Management Microsoft Team. Please submit your paper by March 14<sup>th</sup> (Monday), 8.20 a.m. (late paper will not be accepted). **Maximum 1,000 words.**

### **Required Reading:**

No textbook is required for this course, but additional readings and cases will be made available in the form of e-journals, URL links, and e-book chapters. Readings are in English and Vietnamese. Often materials for class discussion will be provided.

### **Class Web**

For efficient management and record of class discussions and assignments, Microsoft Team webpage has been created. Detailed instruction will be provided by IT team.

### **Code of Conduct / Academic Integrity**

Please refer to the FSPPM's Student Handbook. Plagiarism is defined as using ideas, data, or language of another without specific or proper acknowledgement. This includes the use of research conducted by others (including copying your own previous work) without attribution. If you use in your paper evidence or facts from someone else's work, you must provide proper citations for this. I will review in class how to do this. If you have any doubts about this, please see me. **Serious penalty** will be imposed for cases of plagiarism.

### **Daily Topics:**

In the introductory sessions, we will go through the course outline, course objectives, assignments, and expectations. We will also discuss how you can best prepare for papers, cases and group projects together and start forming your teams for the rest of the semester. Each session is 1.5 hours long and is composed of 50~60 minutes lecture and 30~40 minutes discussion session with flexibility.

## **Part I Basics of Public Management**

\* [Recommended Readings] are listed here for your citation and further understanding of the subjects.

**February 21 (Session 1) Big Questions of Public Management: Agendas for Research**

In this session, we will seek answers to the following questions: Is public management different from private management? Why do we care about 'public' management? Given the pervasive influence of the state in Vietnam, is it meaningful to differentiate public and private management?

- **[Required]** Behn, R. 1995. "The Big Questions of Public Management." *Public Administration Review* 55(4): 313-324 (\*\*Read highlighted (translated) part only).
- **[Required]** Davis, B. 2016. "Public Sector Graft an Issue in Vietnam, But There could be One Simple Solution." *Forbes* August 22, 2016.
- **[Recommendation]** Dunleavy, P and Christopher Hood. 1994. "From Old Public Administration to New Public Management." *Journal of Public Money and Management* 14(3): 9-16.

## February 21 (Session 2) Changing Context and Shape of the Public Sector

Why does government intervene in market? What is the changing view and trend about the government? What is the appropriate size of government?

- **[Required]** Van der Wal, Z. 2017. "Chapter 2. 'Traditional' versus 'New'." *The 21<sup>st</sup> Century Public Manager*. London: Palgrave Macmillan, p.17-36.
- **[Required]** Kwak, James. 2011. "What Do You Mean, 'Government Is Too Big?'" *The Atlantic*. Available at <https://www.theatlantic.com/business/archive/2011/07/what-do-you-mean-government-is-too-big/242093/> (English).
- **[In-Class Discussion]** Divide into groups. Each group should identify major policy areas at international, national, and local level where it believes current government policy in Vietnam needs to change.

## February 22 (Session 3) What is Good Government?

It has been believed that public sector has some 'distinctive value' than private sector. Public values are being promoted as a core concept in the study of public administration. What is public value and what makes good government?

- Boyne, G. A. 2002. "Public and Private Management: What's the Difference?" *Journal of Management Studies* 39(1): 97-122 (Read p.97-102, Tables in p.107-8, p.110-11, p.114-115, and conclusion in p.118).
- "Emerging COVID-19 Success Story: Vietnam's Commitment to Containment." <https://www.exemplars.health/emerging-topics/epidemic-preparedness-and-response/covid-19/vietnam>. For Discussion.

## February 22 (Session 4) New Thinking Skills: Agile & Design Thinking

In the 21<sup>st</sup> century, what kind of thinking skills are necessary for civil servants? This session explores new thinking skills to solve problems and serve citizens better.

- **[Required]** Lewrick, Michael, Patrick Link and Larry Leifer. 2018. *The Design Thinking Playbook*. London: Wiley, p.13-34.
- **[Required]** Bisen, Arjun. 2018. "The Path to "Agile" Policymaking." Ash Center for Governance and Innovation, Government Innovators Network Blog, Web address, <https://www.innovations.harvard.edu/blog/path-agile-policymaking>.

\* Group Sign-up Day for Design thinking video project: **Your group is required to find a person or a situation (problem) which have to be resolved. 1) Observe, 2) Study (interview, understand) – for video, and 3) Think about possible solutions.**

## PART II Three Pillars of Public Management (1): Public Organizations

### February 23 (Session 5) Public Organizations and Bureaucratic Structure

Since Max Weber, bureaucratic culture has been known as an ideal and desirable form of administration and government. But at the same time, modern bureaucracy has its own institutional constraints to work efficiently and faced many challenges and problems known as 'bureaucratic pathology.' Is bureaucracy still needed in rapidly changing world? Why (or why not)?

- **[Required]** Yeboah-Assiamah, E., K. Asamoah and T. A. Kyeremeh. 2016. "Therefore, Is Bureaucracy Dead? Making a Case for Complementarity of Paradigms in Public Administrative Thinking and Discourse." *International Journal of Public Administration* 39(5): 382-394.

- **[Required]** Puffer, Sheila. 2015. *International Management: Insights from Fiction and Practice*. New York: Routledge, p.209 (Discussion topic).
- **[In-Class Discussion]** Prior to the session, please read assigned text and prepare to answer the following questions: 1) Based on the reading, what is the most critical pathology of public bureaucracy in Vietnam. 2) According to the assigned example of foreign business communities' complaints, what Vietnam could do to attract foreign investment?

## February 23 (Session 6) Organizational Culture

Public organizations currently operate in turbulent environments driven by changes in managerial, political, and technical arenas as the organizations seek to improve performance, effectiveness, and accountability. But at the same time, public organizations are still bureaucratic, inflexible, rigid, and often resist against changes. How can dominant organizational culture nurture creativity, innovation, positive job attitude and behaviors of public workers?

- **[Required]** Holt, Troy. 2014. "Creating a Great Organizational Culture in the Public Sector." *PA Times*, at <http://patimes.org/creating-great-organizational-culture-public-sector/>.
- **[Required]** Schawbel, Dan. 2018. "A Sociable Workplace is Happier and More Productive. Here's Why." *World Economic Forum* 13 Nov.
- **[In-Class Discussion]** Prior to the session, groups is supposed to visit Hofstede's Insight on National Culture, <http://www.hofstede-insights.com/country-comparison/vietnam> and compare Vietnam's score with the any other two countries that you think relevant). Discuss Vietnam's national culture and your experience in class with another group members and upload the group's view on Microsoft Team.

## February 24 (Session 7) Corruption in the public sector: Nature or Nurture?

Types of corruption ranges from bribery to legal-but-unethical behavior, and they persist in many places regardless of efforts to fight against corruption. While literature on corruption has proved that there are several contributing factors to the persistence of corruption, culture and economics emerge as useful explanations with important implications for reform efforts, especially in the public sector. Insights learned from previous topics on organizational culture, motivation and rewards will be deployed for discussion and learning.

- **[Required]** Fisman, Raymond, and Edward Miguel (2008). *Economic Gangsters: Corruption, Violence, and the Poverty of Nations*. PRINCETON; OXFORD: Princeton University Press, 2008. Chapter 4: Nature or Nurture? Understanding the Culture of Corruption.
- **[Required]** Rose-Ackerman, S., & Palifka, B. (2016). *Corruption and Government: Causes, Consequences, and Reform* (2nd ed.). Cambridge: Cambridge University Press. doi:10.1017/CBO9781139962933. Part II, Chapter 7: Culture and Corruption, p. 407-411.

## February 24 (Session 8) Public Leadership

Since Max Weber's leadership theory (authority), we have paid attention to the role of the great leaders. It has also been discussed whether organizational leadership affects or maximizes the organization's performance and job satisfaction of the workers and subordinates and eventually achieve the organizational goals. What is the role of leadership in public organizations? In what ways, leadership play a role in public organizations?

- **[Required]** Singapore Prime Minister Lee Hsien Loong's interview with McKinsey Asia [https://www.mckinsey.com/featured-insights/future-of-asia/videos/reimagining-leadership-in-asias-next-normal?cid=other-eml-alt-mip-mck&hdpid=8731290b-3594-4ac2-a954-5668b36ce0a7&hctky=12425719&hlkid=2ecdd0a16c4b48beb57d2ce7181a77f8&fbclid=IwAR2NbAVC\\_ued4rdfsaxLwqmxJWWVbm3O5gU68kGPYqw2srG--zz6vwrfkE#](https://www.mckinsey.com/featured-insights/future-of-asia/videos/reimagining-leadership-in-asias-next-normal?cid=other-eml-alt-mip-mck&hdpid=8731290b-3594-4ac2-a954-5668b36ce0a7&hctky=12425719&hlkid=2ecdd0a16c4b48beb57d2ce7181a77f8&fbclid=IwAR2NbAVC_ued4rdfsaxLwqmxJWWVbm3O5gU68kGPYqw2srG--zz6vwrfkE#)
- **[Required]** Kaufman, H. 1981. *The Administrative Behavior of Federal Bureau Chiefs*. Washington D.C.: The Brookings Institution, p.175-181.
- **[In-Class Discussion]** Prior to the session, please read the assigned readings and discussion case carefully. 1) Do you agree with what Kaufman (1981) mentioned about the bureau chief's leadership quality? If so (or not), what else you think it is important in Vietnam's context, 2) Have you ever experienced the bosses described in discussion case? Discuss that kind of leadership styles on organization unity and performance.

## February 25 (Session 9) Digital Transformation, E-Government & Smart Cities

While much progress has made by many governments around the world, the full potential of digital government remains largely untapped. What does digitalization of public sector mean? What are remaining challenges?

- **[Required]** Mao, D. L. and C. C. Ling. 2018. "Governance amid Technological Disruption: A Vision for an Agile Public Service." Singapore Civil Service Colleges *Ethos* Issue 18 (30, January 2018). Available at <https://www.csc.gov.sg/articles/governance-amid-technological-disruption-a-vision-for-an-agile-public-service>.
- **[In-Class Discussion]** Please read the following case and a newspaper article and discuss the questions: 1) How much you are prepared in the age of blockchain, cloud, crowd sourcing, shared economy, etc. 2) How could you survive in the era of digitalization? 3) Could similar examples happen in Vietnam? Discuss.
- ✓ Case Study: How Parking.SG Evolved from an Idea to National Product in Eight Months" prior to the session (Available at <https://www.csc.gov.sg/articles/governance-amid-technological-disruption-a-vision-for-an-agile-public-service>).

### Part III                      Three Pillars of Public Management (2): Public Personnel

#### February 25 (Session 10)    How to Recruit and Train Good Civil Servant

Public personnel administration has been one of significant aspects and a 'sovereign factor' in public administration of the modern state. However, in rapidly changing environment, there have been a number of challenges to the traditional way of civil service classification, recruitment, training, and so forth. How to recruit and train good civil servants?

- **[Required]** World Bank Document, <http://siteresources.worldbank.org/PUBLICSECTORANDGOVERNANCE/Resources/285741-1345485407865/Recruitment.pdf>
- **[Required]** Lecturer's glossary on Public Personnel Administration (will be distributed online): The glossary is about several important concepts: 1) Rank vs. Job Classification; 2) Closed vs. Open Recruitment; 3) Examination vs. Interview Test; 4) Generalist vs. Specialist, etc.
- **[In-Class Discussion]** Prior to the session, please read the following articles and prepare discussion. 1) Is meritocracy good or bad? Does Vietnam need meritocratic system? Lee Kuan Yew School of Public Policy. 2018. "Meritocracy in Singapore: Solution or Problem?" *Global-is-Asian*. Available at <https://lkyspp.nus.edu.sg/gia/article/meritocracy-in-singapore-solution-or-problem>.

2) There has been increasing contractual employment for civil servants around the world. Read the two excerpts in the “Reform of Civil Service Recruitment System” (*Beijing Review*, 2014) available at [http://www.bjreview.com.cn/forum/txt/2014-05/19/content\\_619384.htm](http://www.bjreview.com.cn/forum/txt/2014-05/19/content_619384.htm).

### February 26 (Session 11) Managing and Motivating Civil Servant

It is very important to make public sector job attractive. The more talented people enter the public office, the higher the possibility of administrative and national development. How can you make public office attractive? What are factors important? What motivates you to favor public sector jobs?

- **[Required]** Phan, My Dung and Yooil Bae. 2019. “Pervasive, Powerful, not Attractive: Public Career Choice Motivation in Vietnam.” Conference Paper Presented at Korean Association for Public Administration International Conference June, 2019.
- **[Suggestion]** Ko, Kilkon and Kyu-Nam Jun. 2015. “A Comparative Analysis of Job Motivation and Career Preference of Asian Undergraduate Students.” *Public Personnel Management* 44(2): 192-213.

### February 26 (Session 12) Salary, Rewards and Punishment

What decide civil servant salary? What is the appropriate level of civil servant salary? What is new trend in civil servant compensation?

- **[Required]** Bui, Thi Thuy Ngan. 2015. The Reform of Salary System for Civil Servant in Vietnam. Unpublished Master’s Thesis. Ritsumeikan University, Chapter 5, Available at <http://r-cube.ritsumei.ac.jp/repo/repository/rcube/7453/51213601.pdf>.
- **[In-Class Discussion]** Discussion paper (Reading supplement) will be distributed. Prepare to answer the following questions: 1) Is seniority-based salary system good or bad?; 2) Is team-based or individual-based performance bonus good or bad?

## Part IV Three Pillars of Public Management (3): Performance Management

### February 27 (Session 13) Performance Management in Public Organizations

During the last few decades, cutbacks provided the rationale to push managers to raise organizational performance while lowering costs. The period witnessed increased efforts to improve government through various performance assessment systems.

- Fountain, Jane E. 2001. "Paradoxes of Public Sector Customer Service." *Governance* 14(1): 55-73. <http://onlinelibrary.wiley.com/doi/10.1111/0952-1895.00151/abstract>.
- **[In-Class Discussion]** Prior to the session, please read a summary of "Project 30: A Revolution in Vietnamese Governance?" (Matthew G. Schwartz, September 2010), available at <https://www.brookings.edu/research/project-30-a-revolution-in-vietnamese-governance> (summary will be provided). Based on the story, what do you think that the problem of Project 30 from 'performance management' perspective? Why do problems in performance management happen in the public sector? Discuss.

#### **February 27 (Session 14) Managing Nonprofit Organizations and Its Performance**

- **[Required]** Hall, Leda McIntyre and Sheila Suess Kennedy. 2008. "Public and Nonprofit Management and the New Governance," *American Review of Public Administration* 38(3): 307- 321.
- **[Required]** The Nonprofit Times. 2017. "Study: Most Nonprofits Lacking in Leadership, Management." The Nonprofit Times November 1<sup>st</sup>, Available at [https://www.thenonprofittimes.com/npt\\_articles/study-nonprofits-lacking-leadership-management/](https://www.thenonprofittimes.com/npt_articles/study-nonprofits-lacking-leadership-management/)

#### **February 28 (Session 15) Understanding and Managing Stakeholders in Public Sector from a strategic management perspective**

Finding the appropriate balance of competing claims by various groups of stakeholders is one of the most important tasks of public managers today. In fact, all claims deserve consideration, but some claims are more important than others. How can public managers effectively map, classify, and prioritize in dynamic stakeholder environment?

The following readings will be used for sessions 15&16, including two case studies. Session 15 will introduce the Stakeholder Management and the theories behind it. Hoi An Cultural Heritage case will be used to illustrate the two analytical frameworks presented by Ackerman and Eden, and Mitchell et al, namely the Power/Interest Matrix and the Stakeholder Identification and Salience theory.

**Individually, students are required to write a short paper of maximum 800 words** (submit on **February 28, 8.20 a.m.**) on Hoi An case, using either or combination of these frameworks to answer the following questions:

- Identify Hoi An City's goal(s) for Hoi An since the ancient town became UNESCO Cultural Heritage
- Based on this goal, identify players (key stakeholders) who helped realized it. Choose one player and analyze their power and interest, their interaction with other in the realization of the goal.
- What have changed after 20 years? What insights can you learn from this analysis?

**Readings:**

- **[Required]** Ackerman, F. and C. Eden. 2011. "Strategic Management of Stakeholders: Theory and Practice. *Long Range Planning* 44(3): 179-196.
- **[Required]** Mithchell et al. 1997. Toward a Theory of Stakeholder Identification and Salience: Defining the Principle of Who and What Really Counts. *The Academy of Management Review*, Vol. 22, No. 4 (Oct., 1997), pp. 853-886
- **[Required] Case study #1:**
  - The Cultural Heritage of Hoi An: Preservation vs. Development. This mini case is a revised version from the graduate thesis of Vo Thanh Trung, class of MPP20-LM.

**February 28 (Session 16) Stakeholders Analysis in practice: Hanoi tree felling Plan**

In this session, groups will tell the story of Hanoi Tree Felling through the lens of stakeholder analysis from perspective of a researcher/analyst or the focal agency, namely the Department of Construction, then come up with implications on policy design, implementation, and devolution.

Groups should discuss and prepare for presentation before the day. There will be 15 minutes before presentation so that groups can adjust or add to their analysis after attending the first half which explains the theory and its application. Here are some suggested questions for discussion:

- What is the objective of the plan? Who are stakeholders? Where are their relative positions in the power/interest matrix? What is the stakeholder dynamics, how do they interact? As the story unfolds how have their salience changed along the way?
- Through the lens of stakeholder analysis, what do you think about policy design and implementation in this case? What lessons should a manager learn from this?

Again, each group can use either or both stakeholder frameworks to analyze the case.

- **[Required]** *Case study #2*: Le Quang Binh et al. 2016. The protection of 6700 trees campaign in Hanoi (Phong trào bảo vệ 6700 cây xanh ở Hà Nội). Hong Duc Publisher.