Fulbright School of Public Policy and Management

Spring 2018, Master in Public Policy Program

Syllabus

PUBLIC MANAGEMENT

(4 credits)

Teaching Team

Instructor: Bae Yooil, yooil.bae@fuv.edu.vn

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Class Meetings & Office Hours

The course is scheduled to meet for three hours (1.5 hours x 2) each week except Week 6 (reading week), Week 9 (King Hung Day), Week 10 (Victory Day) and Week 14 (Reading Week). There will be 20 sessions on Monday & Wednesday, 1:30 – 3:00 p.m.

Office Hours: Monday & Wednesday 3:15 – 4:15 p.m. or by appointment

Course Overview, Objectives, and Learning Outcomes:

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.

Upon completion of the course, students are expected to:

- Clearly understand the characteristics of public management
- Understand and apply public service principles, values and perspectives
- Better understand core competences required to comprehend public organizations' environment and strategically manage their stakeholders and their operations.
- Increase their awareness and expertise of 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 leaders and managers.
- Possess 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 the preparation of case study presentations 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. Grades will be given based on class participation, weekly reading response paper, case presentation, and team research project.

Class participation	15%
Weekly Response Paper	15%
Case Presentation	30%
Team Project	40%

- *Class Participation*: This component is not simply checking your attendance. Your visibility and active contribution to the class will be evaluated (e.g. raising important issues or asking critical questions, responding to instructor's questions faithfully, discussing with classmates, etc.).
- *Bi-Weekly Response Paper*: We have 10 weeks except Week 1, 6-7, 14-15. Each student is required to submit five weekly reflection papers discussing issues raised in the required

readings (**Max 400 words**). During the first week, instructor will circulate sign-up sheet and students are required to choose five weekly topics

- o **Deadline for registration is Fri, Mar 2, first comes first served with a limit of 13 papers per week**.

 The papers are not simple summaries of the required readings. One or two critics or research questions about the readings and cases that provide new insight to the instructor and peer students are likely to considerably elevate your grade. You are required to submit papers **before 8:20 am on the date of the respective session which contains the registered reading.** Otherwise penalties will be imposed for late submission.

- *Case Presentation*: In addition to case readings in class, you are required to organize a group and conduct a research on public management cases in Vietnam, neighboring countries or other advanced economies that provide significant lessons to students. Topic may include challenges in public management, bureaucratic behavior, efficiency/inefficiency of public organizations, performance management in public organizations, etc.
  - o *Before 8*:20 am Mar 19 (week 4): submit the finalized topic
  - o *Before 8*:20 am Apr 2 (week 6): submit executive summary of the case presentation (max 250 words)
  - o In week 7, each group is required to deliver 20 minutes presentation + 8 minutes Q&A.

- *Team Project ("Public Management Challenge")*: In week 15, you and your group will present on your experience and understanding in dealing with challenges in public management and policy discussed in class. This is more than case analyses as this project require problem identification, seeking alternatives and suggesting optimal solution. 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.
  - o *Before 8*:20 am May 7 (week 11): submit the finalized topic plus executive summary of max 250 words
  - o *Before 8*:20 am May 30 (week 14): submit a *White Paper* on the selected topic (Max 15 pages, double-spaced, including references).
  - o Week 15: presentation of Team project on *Public Management Challenge*

You are encouraged to discuss your ideas with the instructor and teaching fellow prior to your presentation.

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 both <u>Vietnamese</u> (indicated with *** mark) and <u>English</u>.

Code of Conduct / Academic Integrity

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' 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.

Please refer to the Student Handbook for more details on submissions, grievances, academic integrity and special considerations..

Weekly 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. In session 1, we will set the stage for this course by deconstructing the components of public management in the 21st century. In the second session, we will think about the big agendas of public management field.

Session 1 (February 26)   Introduction and Organizational Meeting

o Sandel, Michael J. 2012. "What Isn't for Sale?" The Atlantic Magazine, April 2012. Available at https://www.theatlantic.com/magazine/archive/2012/04/what-isnt-for-sale/308902/.

Session 2 (February 28)   Big Questions of Public Management

o Behn, R. 1995. "The Big Questions of Public Management" *Public Administration Review* 55(4): 313-324. http://www.jstor.org/stable/977122.***

o Mintzberg, Henry. 1996. "Managing Government, Governing Management." *Harvard Business Review*, May-June Issue, Available at http://hbr.org/1996/05/managing-government-governing-management.

In session 3, we contrast 'public' and 'private' management. Public management has been influenced by private one but at the same time, public management has certain values and qualities that are divergent from private sector management. In session 4, we also pay attention characteristics of public management in more detail.

Session 3 (March 5)   Public vs. Private: Principles and Values of Public Sector

o Boyne, G. A. 2002. "Public and Private Management: What's the Difference*?" Journal of Management Studies* 39(1): 97-122. http://onlinelibrary.wiley.com/doi/10.1111/1467-6486.00284/full.***

[Recommended]

o Jorgensen, Torben B. and Barry Bozeman. 2007. "Public Values: An Inventory." *Administration and Society* 39: 354-381.

o Rothestein, Bo and Jan Teorell. 2008. "What is Quality of Government? A Theory of Impartial Institutions." *Governance* 21(2): 165-190.

Session 4 (March 7)   Nature of Public Management

- o   Bower, Joseph L. 1977. "Effective Public Management." *Harvard Business Review* March, 1977, available at https://hbr.org/1977/03/effective-public-management.
- o   Shalala, D. E. 1998. "Are Large Public Organizations Manageable? *Public Administration Review* 58 (4): 284-89. http://www.jstor.org/stable/977557.***

During the session 5 and 6, we will discuss the evolution of paradigms and practices of public management. New Paradigms and practices have come in and out of fashion over the past decades and many of them are context, country and regime dependent. They have been also cyclical rather than a simple replacement of previous practices and approaches. We will critically compare and analyze how skills, roles and values of public managers have changed over time. In session 6, based on this discussion, we will also discuss the future form of public management

Session 5 (March 12)   Public Management 'Old' and 'New'

- o   Van der Wal, Z. 2017. "Ch 2. 'Traditional' versus 'New'." *The 21ˢᵗ Century Public Manager*. London: Palgrave Macmillan, pp.17-36.***

- o   Dunleavy, P. and Christopher Hood. 2009. "From Old Public Administration to New Public Management." *Public Money and Management* 14(3): 9-16. http://www.tandfonline.com/doi/abs/10.1080/09540969409387823?journalCode=rpmm20.

Session 6 (March 14)   Discussion - Future of Public Management?

- o   **Discussion Paper**: Tierney, C. S. Cottle and K. Jorgensen. 2015. "GovCloud: The Future of Government Work." *The Atlantic Magazine*, Available at http://www.theatlantic.com/sponsored/deloitte-shifts/govcloud-the-future-of-government-work/260.***

Since Max Weber, bureaucratic structure 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.' Session 7 explores traditional view on bureaucratic structure and its constraints and also seek to redefine the role of it in rapidly changing environment. In the Session 8, we deal with 'cultural' issue in public organizations and try to find organizational cultures to manage people at work.

Session 7 (March 19)   Public Organizations and Bureaucratic Structure

- o Olsen, Johan P. 2005. "Maybe It Is Time to Rediscover Bureaucracy." *Journal of Public Administration Research and Theory* 16: 1-24. https://doi.org/10.1093/jopart/mui027.***

- o Wilson, James Q. 1989. "Chapter 7. Constraints." *Bureaucracy: What Government Agencies Do and Why They Do It?* New York: Free Press, p.113-136.***

Session 8 (Mar 21)   Organizational Culture

- o Holt, Troy. 2014. "Creating a Great Organizational Culture in the Public Sector." PA Times, at http://patimes.org/creating-great-organizational-culture-public-sector/"***

- o Case: Hofstede's Insight on National Culture, https://www.hofstede-insights.com/country-comparison/vietnam/ (please compare with other countries). Before you come to this class, please choose one specific country and tell your classmates why you choose them.

Session 9 and 10: why do individuals across countries have strong desire to serve the public and link their personal actions with the overall public interest? Over the past two decades, research on public service motivation has been rapid growth. We will critically analyze the concept of public service motivation. In addition, 'meritocracy' has been a critical element of public sector management and we will discuss the benefit and challenge of meritocracy.

Session 9 (Mar 26)   Managing and Motivating People: Public Service Motivation

- o 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. ***

- o Moynihan, Donald P. and Sanjay Pandey. 2007. "The Role of Organizations in Fostering Public Service Motivation." *Public Administration Review* 67(1): 40-53. http://onlinelibrary.wiley.com/doi/10.1111/j.1540-6210.2006.00695.x/full.

- o **[Recommended]** Perry, J. L. 2000. "Bringing Society In: Toward a Theory of Public-Service Motivation." *Journal of Public Administration Research and Theory* 2: 471-488. http://www.jstor.org/stable/3525652.

Session 10 (March 28)   Benefit and Challenge of Meritocracy

- o **Case**: Bellows, Thomas J. 2009. "Meritocracy and the Singapore Political System." *Asian Journal of Political Science* 17(1): 24-44. http://www.tandfonline.com/doi/abs/10.1080/02185370902767581.***

Week 6: There will be no sessions during Week 6. This week is assigned for additional reading and preparation for case presentation.

Week 7: Case presentation week. More detailed plan TBA (April 13)

We will address the increasingly important issue of managing long timelines amidst a context of creating resilient and sustainable solutions for wicked, vulnerable and uncertain problems. First, we will discuss why public organizations have difficulty in long-term planning and then, we collectively think about strategic and long-term horizons in public organizations.

Session 11 (April 16)   Managing Long-Term Time Horizons

- o   Moore, Mark H. 1995. *Creating Public Value: Strategic Management in Government. Cambridge: Cambridge University Press*, p.13-21, p.27-56.***

- o   Brown, T. L. 2010. "The Evolution of Public Sector Strategy." *Public Administration Review*, Special Edition, p.212-14. http://onlinelibrary.wiley.com/doi/10.1111/j.1540-6210.2010.02275.x/abstract ***

Session 12 (April 18)   Strategic Planning in Public Sector

- o   Boyne, G. A. and Walker R. M. 2010. "Strategic Management and Public Service Performance: The Way Ahead." *Public Administration Review*, Special Edition, p.s185-s92. http://onlinelibrary.wiley.com/doi/10.1111/j.1540-6210.2010.02271.x/abstract. ***

Session 13 and 14: Public policy and public affairs are no long a responsibility of the public sector alone. Since the earlier period of public administration research, scholars and government officials have tried to mock the private sector's management style and used it as a source of public sector reform. From a simple form of government contracting to full-scale privatization, management principles in public sector is now in flux. We will explore the various types of issues related to the private sector's role in public sector and discuss how to secure accountability.

Session 13 (April 23)   Private Sector and Government Contracting

- o   Prager, Jonas. 1994. "Contracting Out Government Services: Lessons from the Private Sector." *Public Administration Review* 54(2): 176-84. http://www.jstor.org/stable/976527 ***

- o   Florini, Ann N. 2013. "The Public roles of the Private Sector in Asia: The Emerging Research Agenda." *Asia & the Pacific Policy Studies* 1(1): 33-44. Available at http://onlinelibrary.wiley.com/doi/10.1002/app5.1/pdf

Session 14 (May 2)   **Performance Measurement and Business Principles**

- o Hodge, Graeme A. and Ken Coghill. 2007. "Accountability in the Privatized State." *Governance* 20(4): 675-702. http://onlinelibrary.wiley.com/doi/10.1111/j.1468-0491.2007.00377.x/full ***

This week we will tackle the issues of performance measurement and the adoption of business principles in public organizations. Unlike the private sector, the concept of performance management and business-like management may face many challenges due to the nature of public organizations. We will identify those challenges and discuss possible solutions.

Session 15 (May 7)   **Performance Measurement and Business Principles**

- o Behn, R. D. 2003. "Why Measure Performance: Different Purposes Require Different Measures." *Public Administration Review* 63(5): 586-606. http://onlinelibrary.wiley.com/doi/10.1111/1540-6210.00322/abstract. ***

- o 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. ***

During the session 16 and 17, we critically assess the key characteristics of successful managers who must operate in a world where public sectors are one of many actors (and sectors) driving collective problem solving and service delivery in contemporary world. Horizontal, cross-sectoral and collaborative management sounds attractive and great, but in fact, trust-building and securing accountability within arrangement is easier said than done.

Session 16 (May 9)   **Managing Cross-Sectoral Collaboration**

- o Van der Wal, Z. 2017. "Ch 11. Managing Cross-Sectoral Collaboration." *The 21st Century Public Manager*. London: Palgrave Macmillan. ***

Session 17 (May 14)   **Case Discussion – Tri-Sector Leadership**

- o **Case**: "Dealing with Unexpected Opposition: The Singapore Tourism Board and the Chinatown Enhancement Plan." Harvard Kennedy School Case at https://case.hks.harvard.edu/dealing-with-unexpected-opposition-the-singapore-tourism-board-and-the-chinatown-enhancement-plan/ ***

- o Lovegrove, N. and M. Thomas. 2013. "Why the World Needs Tri-sector Leaders," *Harvard Business Review* 13 February 2013. https://hbr.org/2013/02/why-the-world-needs-tri-sector.

- o **Short Case**: Eggers, W. D. and P. MacMillan. 2013. "Five Cross-Sector Partnerships Innovating to Solve Social Problems." *The Guardian*, 3 October 2013. https://www.theguardian.com/public-leaders-network/2013/oct/03/five-ways-develop-solution-economy.

- o **Video Interview**: "What Does a Master's in Tri-Sector Collaboration Look Like?" by Ann N. Florini, available at https://youtu.be/O2CaAZ4OuuI (4:38).

In responding to disruptive innovations in industries and markets, public managers have to cope with emerging economic challenges and rising citizens' demands. However, experiments in public sector is daunting due to path-dependency (resistance) and uncertain outcomes. Public managers have to justify investing tax payer's money in such innovative attempts. This week we will focus on managing innovative culture and successful and unsuccessful cases.

Session 18 (May 16)   Managing Organization Change and Innovation

- o Donahue, A. K. and O'Leary R. 2012. "Do Shocks Change Organizations? The Case of NASA." *Journal of Public Administration Research and Theory*." 22(3): 395-425 https://doi.org/10.1093/jopart/mur034. ***

- o Kotter, J. P. 2007. "Leading Change: Why Transformation Efforts Fail." *Harvard Business Review*, 96-103. https://hbr.org/2007/01/leading-change-why-transformation-efforts-fail.

Session 19 (May 21)   Cases and Discussions: Innovation and Artificial Intelligence

- o Mehr, Hila. 2017. "Artificial Intelligence for Citizen Services and Government." Ash Center for Democratic Governance and Innovation, Harvard University, Available at https://ash.harvard.edu/files/ash/files/artificial_intelligence_for_citizen_services.pdf

- o **Case**: Gwee, June and Neo Boon Siong. 2013. "A Library for the People: A Case Study of the National Library Board." Singapore: Civil Service College. https://www.cscollege.gov.sg/Knowledge/Pages/A-Library-for-the-People-A-Case-Study-of-the-National-Library-Board.aspx – *** This is a case of Singapore Library Reform. Similar case study is available at Harvard Business School.

Dominant approach to public sector reform has been New Public Management (no longer 'new') and neoliberal market models and tools. However, public sector management in developing countries, and arguably in the developed world, is under increasing pressure to perform. The last session will explore recognized challenges in current developing countries and seek possible solutions.

Session 20 (May 23)   Public Management in Developing Countries

- o Brinkerhoff, D. W. and Brinkerhoff J. M. 2015. "Public Sector Management Reform in Developing Countries: Perspectives beyond NPM Orthodoxy." *Public Administration and Development* 35(4): 222-237. http://onlinelibrary.wiley.com/doi/10.1002/pad.1739/full. *******

- o Painter, M. 2002. "Public Administration Reform in Vietnam: Problems and Prospects." *Public Administration and Development* 23(3): 259-271. http://onlinelibrary.wiley.com/doi/10.1002/pad.249/abstract. *******

Week 14 is assigned as a reading week. You're supposed to prepare your team project and presentation.

Week 15 is team project presentation week.