

Fulbright School of Public Policy and Management

**PUBLIC MANAGEMENT**

Master in Policy Analysis

Spring Semester, 2019-2020 Academic Year

**Teaching Team**

Instructor: Bae Yooil, [yooil.bae@fulbright.edu.vn](mailto:yooil.bae@fulbright.edu.vn)  
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**Class Meetings & Office Hours**

The course is scheduled to meet for 1.5 hours (1 session) two or three times per week from February 10 to March 19. There will be 18 sessions:

Monday Sessions: 10:15 – 11:45 a.m.

Wednesday Sessions: 10:15 – 11:45 a.m.

Thursday Sessions: 13:30 – 15:00 p.m.

Office Hours: Detailed office hours will be announced (TBA)

Ms. Tran Huong Giang: Monday and Wednesday, 15:00 – 16:30 p.m.

Mr. Nguyen Quy Tam: Monday and Wednesday, 13:30 – 15:00 p.m, or by appointment

Dr. Bae Yooil: Mon/Wed/Thu, 8:30 – 10:00 a.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 & team discussion	15%
In-Class Homework (x 2)	15%
Midterm Exam (Open Book)	20%
<b>Design Thinking Presentation</b>	<b>20%</b>
Final Paper (Research Design)	<b>30%</b>

- ***Class Participation and Team Discussion, 15%***: Your visibility and contribution to the class will be evaluated (e.g. raising important issues or asking critical questions (both online (MS Team) and offline), responding to teaching team's questions faithfully, discussing with your teammates, etc.). Please refrain yourself from using laptop or other devices except for note-taking and search information.
- ***In-Class Homework (7.5% x 2)***: Students are required to sign-up two sessions, read assigned papers for those sessions, and write review papers (x2). Summarize first, and provide your understanding (interpretation, implication, your thought, etc.).
- ***Midterm Exam (20%)***: There will be a mid-term exam on **March 4 (tentative, Wednesday)**. Types of exam (questionnaire) & a study guide will be provided during the review on **February 27<sup>th</sup> (Friday)**.
- ***Design Thinking Presentation (20%)***: **At the end of the class, you are required to do a group project making a 'persona' which identifies a person's personal situation at work, empathize, and think about possible solution. Please be familiarized with making visual persona and research method. See Session 3 summary below.**
- ***Final Paper (Research Design) (20%)***: Based on your understanding in dealing with challenges in public sector discussed in class, you are required to write **a paper design** on broadly defined public management issues in Vietnam or other countries (comparison is also welcome). Assume that you are going to write about a public management issue and prepare a thesis proposal. What is your research **background**? What are your research **puzzles** and **questions**? What are possible **explanations** on similar issues? How would you answer your research question (**methods**)? You are required to propose your research plan. Maximum is **2,500 words** (except references). Deadline is **May 29<sup>th</sup> (Wednesday) by 8:20am**. Only soft copy for final paper is required.

### 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.

## 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. 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 10 (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 12 (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 13 (Session 3) 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 presentation: Your group is required to find a person who has difficulties in workplaces (or at school, government offices, etc.), interview the person, understand the person's situation (person, jobs, relationships, goals, difficulties, etc.) and produce a visualized personal containing a) persona; b) needs; c) reasons; d) insights; e) possible solutions. A detailed guideline will be provided.

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

### February 17 (Session 4) 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 19 (Session 5) 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 20 (Session 6) 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]** Broussine, M. and R. F. Callahan. 2016. "Public Leadership." In T. Bovaird and E. Loeffler (eds.), *Public Management and Governance* (3<sup>rd</sup> Edition), New York: Routledge, p.275-290.
- **[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 24 (Session 7) Understanding and Managing Stakeholders in Public Sector

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?

- **[Required]** Ackerman, F. and C. Eden. 2011. "Strategic Management of Stakeholders: Theory and Practice. *Long Range Planning* 44(3): 179-196.
- **[Required] Case study:** The Singapore Tourism Board and the Chinatown Enhancement Plan. HKS case study. Abstract: When a powerful government agency, the Singapore Tourism Board, explores the idea of publicly supported renewal of the city-state's so-called Chinatown district, it goes through an elaborate process of community consultation. Yet when the plan is announced to improve Chinatown to create an important tourist destination, a relatively obscure nonprofit historic preservation group virtually derails the plan through a campaign based largely on one major article its key members contribute to *the Straits Times*, Singapore's leading newspaper.
- **[Preparation]** Prior to the session, read the Ackerman & Eden paper to familiarize yourself with stakeholder concepts and tools; **carefully read** the provided case study "Singapore Tourism Board and the Chinatown Enhancement Plan" to understand the case and its context; prepare a list of key stakeholders that STB had engaged before November 1998 when Singapore Heritage Society's article appeared on the *Straits Times*.
- **[In-Class Discussion]** Class will be divided into groups of four or five. Each group works to produce a map of stakeholders regarding their power/interest. What was missing in the SA process as STB engaged stakeholders? How did the dynamics of stakeholders change during the designing process leading to the objection of the plan? What will be action plan for STB to manage key stakeholders?



## February 26 (Session 8) 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 27 (Session 9) 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).

\* A detailed **study guide** for mid-term exam will be distributed.

### March 2 (Session 10)      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.

### March 4      Midterm Exam

### March 5 (Session 11)      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?

### March 9 (Session 12)      Corruption: Nature or Nature?

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, multivation 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]** Svensson, Jakob. (2005). Eight Questions About Corruption. *Journal of Economic Perspectives*. 19. 19-42. 10.1257/089533005774357860.

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

### March 11 (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.

### March 12 (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/)

## Part V Other Important Agendas

### March 16 (Session 15) Intergovernmental Relationships and Decentralized Governance

From the late 1970s and the early 1980s, national governments decentralized fiscally, politically, and administratively. Decentralization has been so widely adopted, because it has been expected that decentralization would bring about more democratic way of governance, responsiveness to citizens' needs, economic growth and development, and so forth. But are these beliefs or ideas true? What are actual outcomes so far? What is the implication for Vietnam?

- Vu Thanh Tu Anh. 2016. "Vietnam: Decentralization amidst Fragmentation." *Journal of Southeast Asian Economies* 33(2): 188-208.
- **[In-Class Discussion]** Lecturer will provide four propositions about the expected outcome of decentralization (Reading supplement from Merilee S. Grindle, 2007, *Going Local*, p.10-12). Prior to the session, please read and think about the following questions. Is decentralization really good for citizens? What have been benefits and challenges of decentralization in Vietnamese context?

### March 18 (Session 16) Solving 'Wicked' Problems: Cross-Cutting Issues in Public Sector

- **[Required]** Australian Public Service Commission. "Tackling Wicked Problems: A Public Policy Perspective." <https://www.apsc.gov.au/tackling-wicked-problems-public-policy-perspective>.
- **[In-Class Discussion]** A class discussion note will be provided. From a public management perspective, why wicked policy issues are problematic? What are examples of wicked problems in Vietnam? Discuss.

### March 24 Final Presentations