

Quản Lý Công

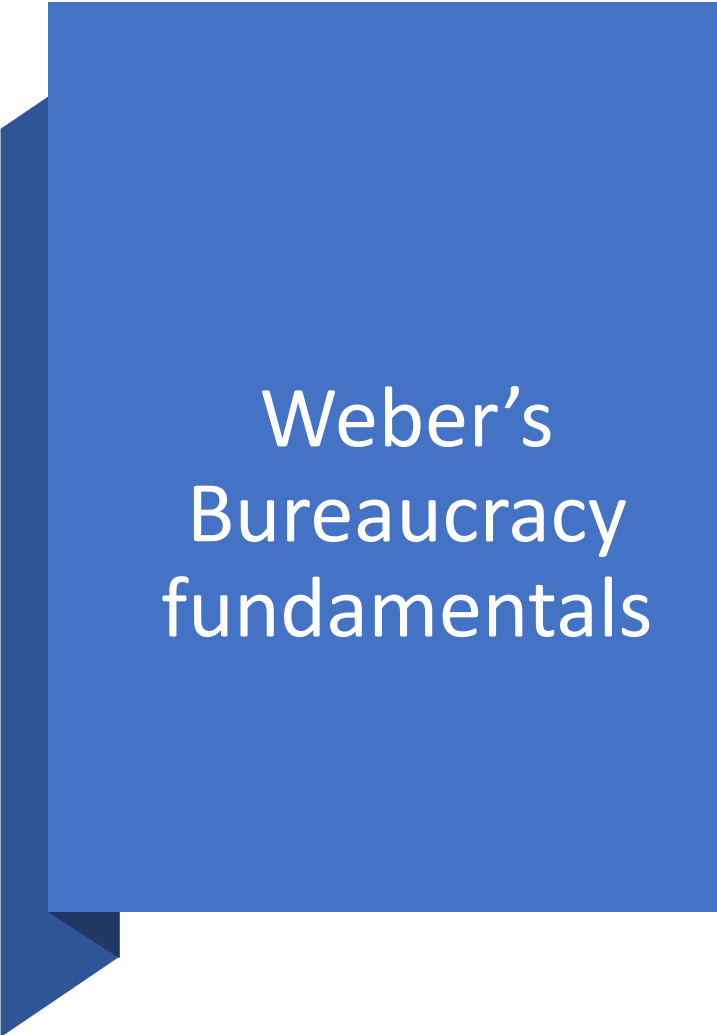
Bài 7: Tổ chức công - Bộ máy hành chính

Nội dung

Weber's Bureaucracy (WB) fundamentals

Bureaucracy in reality

Thảo luận: “[Bureaucratisation and the state revisited: Critical reflections on administrative reforms in post-renovation Vietnam](#)”



Weber's Bureaucracy fundamentals

People in Public Management

Bureaucracy

Weber's Bureaucracy (WB)

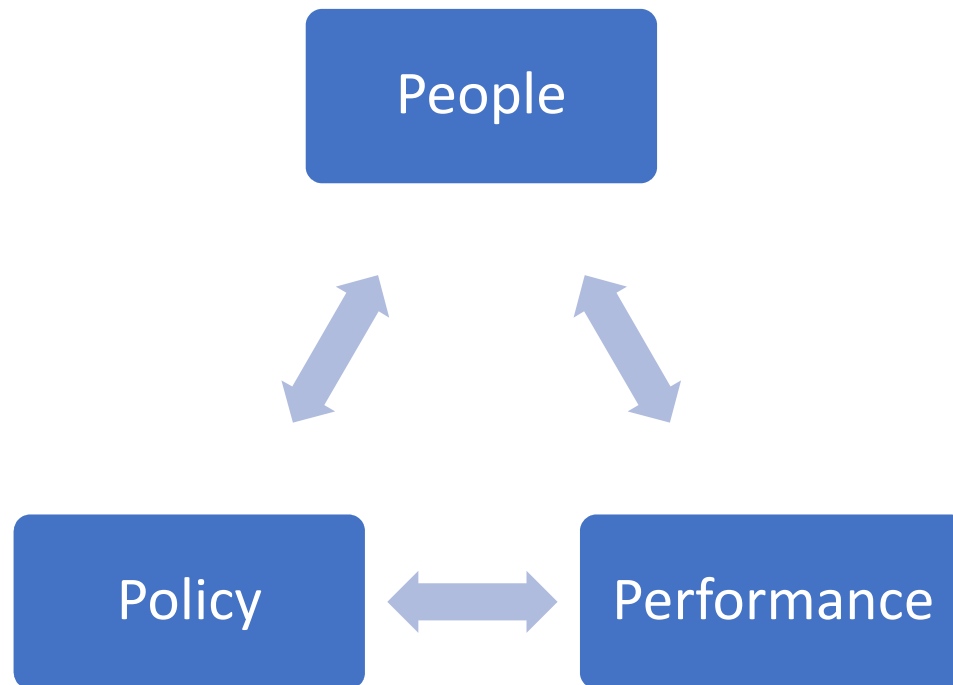
Bureaucracy in reality

Is WB model supportive of growth?

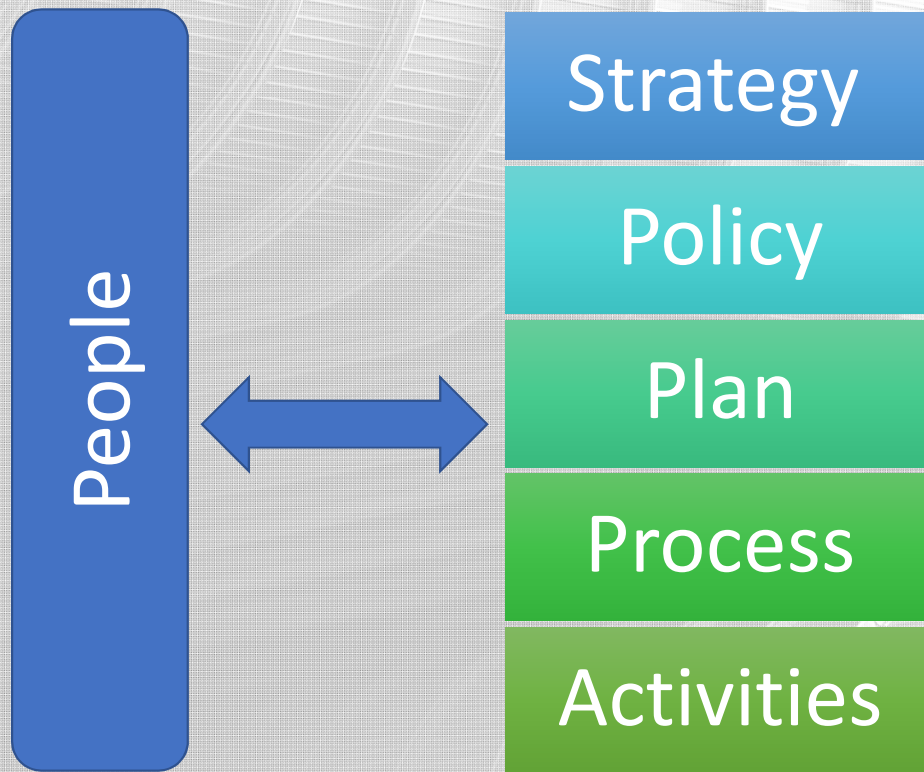
WB in Vietnam: does it really exist?

WB and developmental state: why did it work (or not)?

People in Public Management



Vai trò của con người trong quản lý công



Bureaucracy
là gì?

Quan liêu?

Tham nhũng?

Cồng kềnh?

Rườm rà?

Quy trình?

Thủ tục?

Bureaucracy: Bộ máy Hành chính

- Bureaucracy = “bureau” (office) + “cracy” (ruling, governance)
- Bureaucracy: “a **system** for **controlling** or managing a **country, company, or organization** that is operated by a large number of officials employed to follow **rules** carefully.”
(<https://dictionary.cambridge.org/dictionary/english/bureaucracy>)
- Weber: “ideal-type bureaucracy as an impersonal **system** operating under calculable **rules** staffed by full-time **professionals**.”
- Bureaucracy = People + rules
- Both public and private sectors

Bộ máy hành chính

BUREAUCRACY

People

Rules

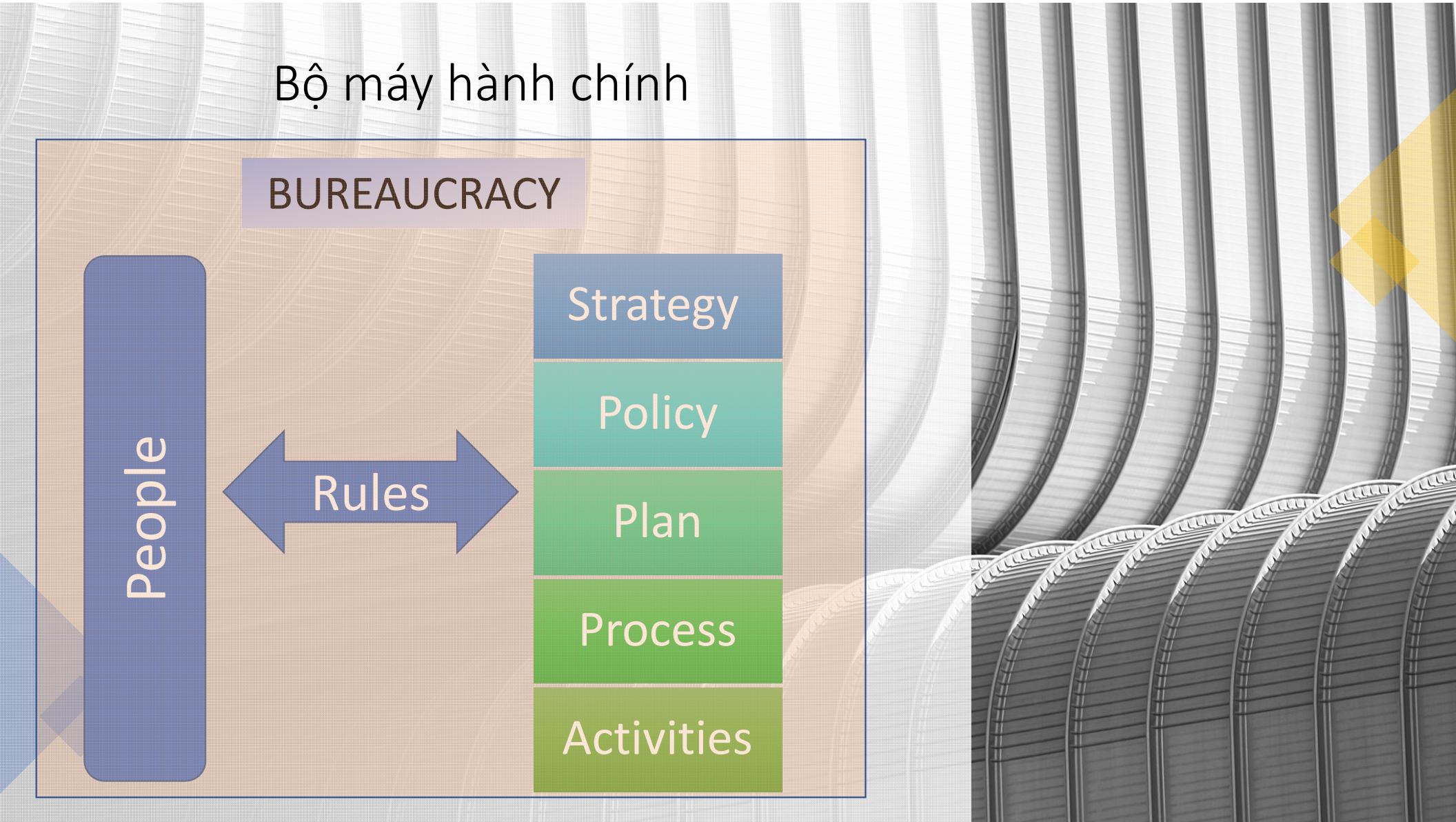
Strategy


Policy

Plan


Process


Activities





Vậy có cần bộ
máy hành
chính
bureaucracy
không? Tại sao
(không) cần?



- Nếu bạn là vua một nước vào thế kỷ 19 (hoặc thủ lĩnh một hoang đảo có 10000 dân), bạn có cần một bộ máy để “quản lý nhà nước không? Nếu có, bạn sẽ tổ chức bộ máy đó như thế nào?
 - Bộ máy hành chính của các quốc gia, thành phố, tổ chức, doanh nghiệp hiện nay như thế nào?
 - Nếu không có bộ máy hành chính thì quản lý như thế nào?
- 

Weber's Bureaucracy (WB)

Official
jurisdictional
areas

Office
hierarchy

Office
management

The principle of official jurisdictional areas

Jurisdictional areas: ordered by rules (laws or administrative regulations).

- Regular **activities**: distributed in a **fixed way** as official duties.
- The **authority** to give the **commands**: distributed in a stable way and strictly delimited by **rules**.
- **Methodical provision** for
 - the regular and continuous fulfillment of these duties
 - the execution of the corresponding rights;
- Only **persons** who have the generally regulated **qualifications** to serve are employed (*meritocracy*).

The principles of office hierarchy

- A firmly ordered **system** of **super-** and **subordination**
- A **supervision** of the **lower** offices by the **higher** ones.
- It offers the governed the possibility of appealing the decision of a lower office to its higher authority in a definitely regulated manner.

The principle of office management

- The management of the modern office is based upon **written documents** ('the files')
- The modern organization of the civil service **separates** the **bureau** from the **private** domicile of the official.
- Office management usually presupposes thorough and **expert training**.
- The **management of the office** follows general **rules**, which can be learned. Knowledge of these rules represents a **special technical learning** which the officials possess. It involves jurisprudence, or administrative or business management.

Quản lý Công

Bài 7: Phần II

Bộ máy hành chính công vụ trong thực tế

Recapture bureaucracy key features

Meritocracy

Secured career path

Rule following culture

Impersonality vs. patronage

Public Office vs. private life

Formal vs. informal institutions

Appointed vs. elected

Question 1: Is WB model supportive of growth?

- Weber's Hypothesis: "Public administrative organizations characterized by **meritocratic recruitment** and **predictable, long-term career rewards** will be more effective at facilitating capitalist growth than other forms of state organization."
- Question: "Are countries whose administrative apparatuses more closely approximate bureaucratic forms of organization characterized by higher rates of economic growth?"

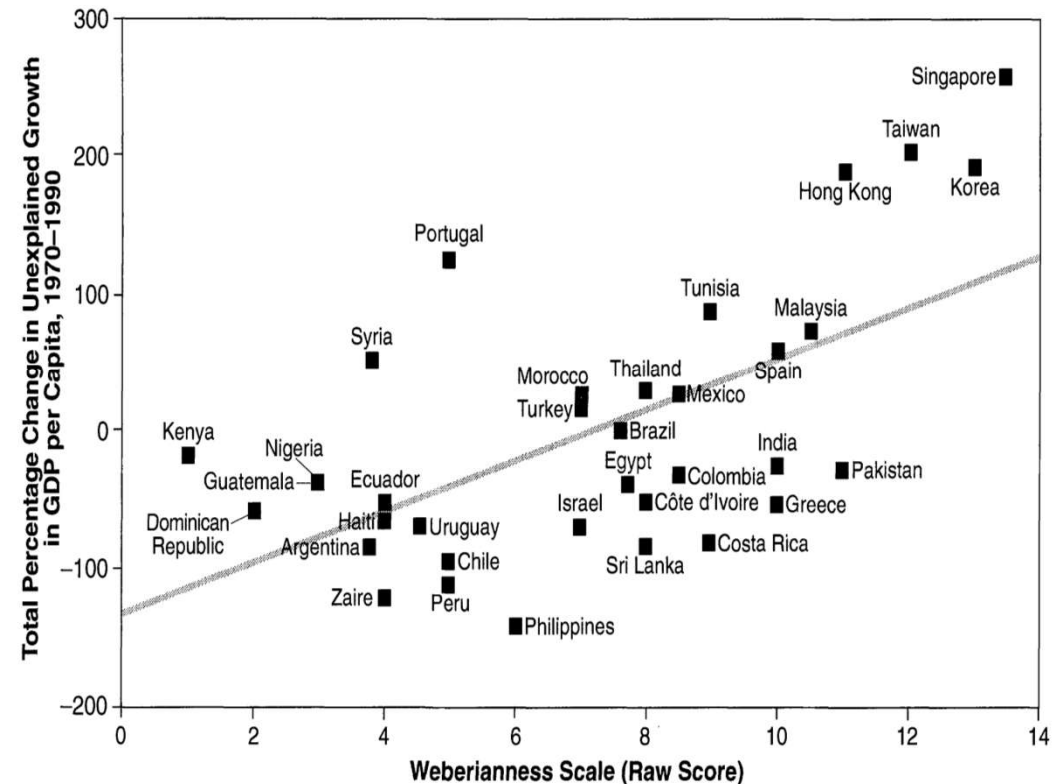
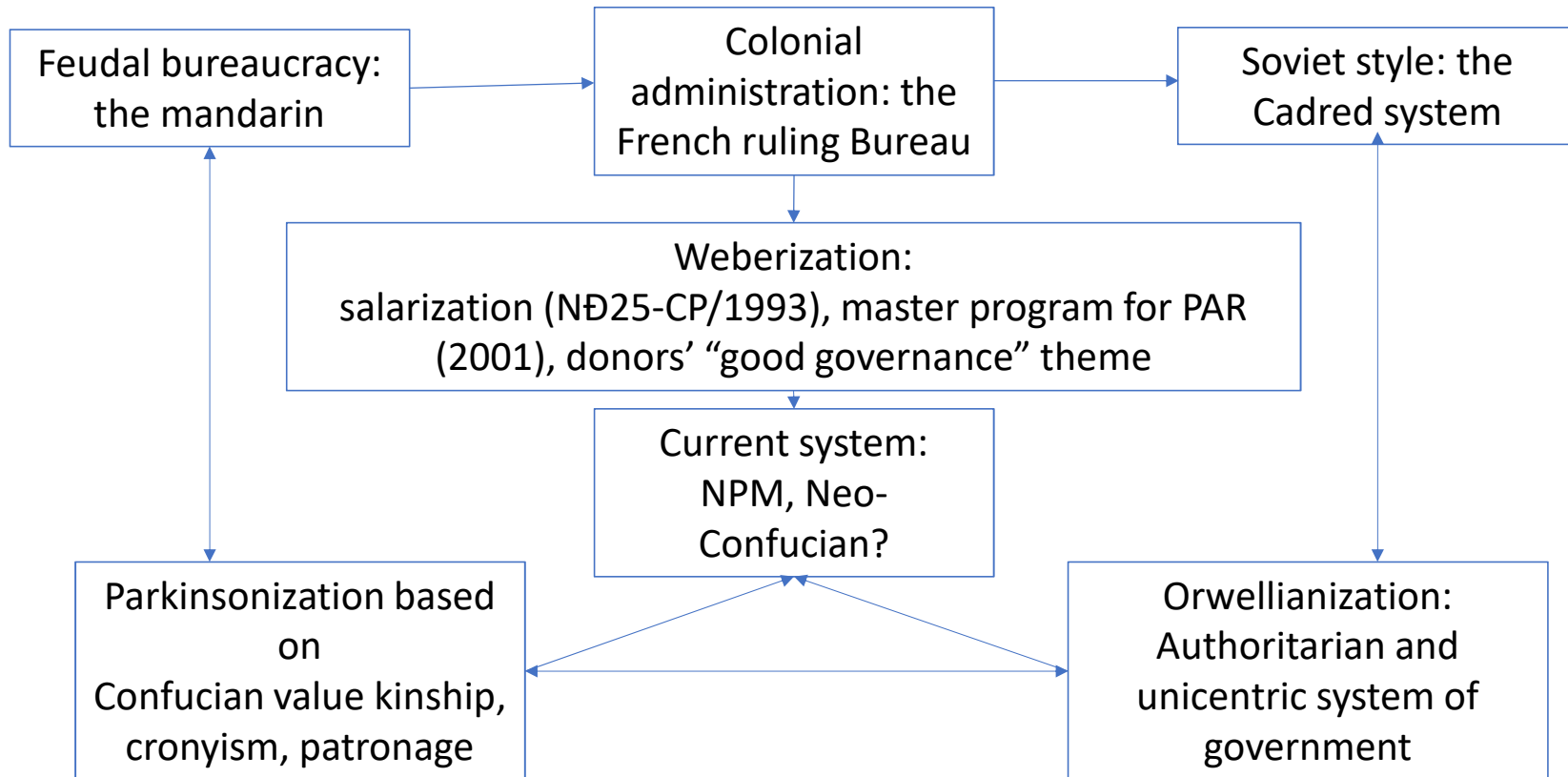


Figure 1. Scattergram Showing Relationship between Weberianness Scale Score and Unexplained Growth in GDP per Capita, 1970 to 1990

Note: Unexplained growth is that growth not explained by level of GDP in 1965 and years of school in 1965.

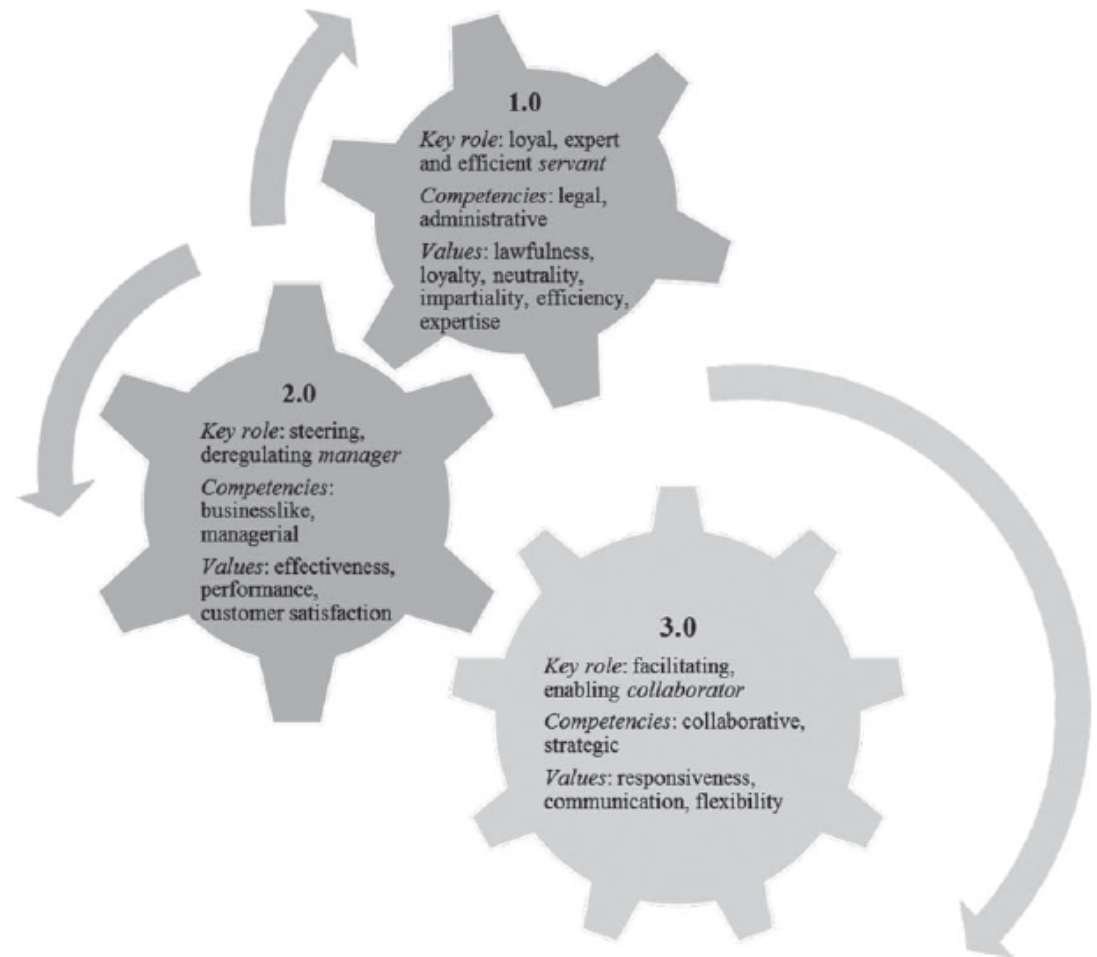
Source: Evan and Rauch (1999) Bureaucracy and Growth

Question 2: WB in Vietnam, does it really exist?



Source: Simon (2016) *Bureaucratization and the state revisited: Critical Reflections on Administrative reforms in Post-Renovation Việt Nam*

Hart's administrative craftsmanship 1.0, 2.0, and 3.0: WB is foundational



Source: Zeger van der Wal (2017) *The 21st Century Public Manager*, Chapter 2: Traditional vs. New



Bureaucratic involution

- Geertz (1963) “when exposed to massive outside pressure, a social system that is no longer capable of expanding will most likely respond with inward development”.
 - PAR in the 1990’s: salarization (NĐ25-CP/1993), master program for PAR (2001)
 - 1980’s: 37 ministries and ministerial-adequate agencies, by 2011 the number is 22
 - Provincial departments: from 27 to 20 (2002-2011)
- However:
- State officials: doubled from 2000 to 2007, from 300k to 600k (mainly at sub-national levels). Now (2.8 or 11 millions?)
 - 38 provinces (1978), up to 63 provinces and cities (now)

WB and developmental state: Why did it work in some places but not or in a lesser degree in others?

- Weberian Bureaucracy
- Embedded autonomy of bureaucracy: in relation to business, polity, and inter-agency. → Nodal agency
- Strong leadership with like-minded subordinates: laser-focus on development
- Bureaucracy as a double-edge sword: Weber's "official secret", control of information, sticking to rules/procedure following; too powerful to become a change resistance force
- The cases of Korea and India: difference in internal cohesiveness and interagency relations
 - Commonality: Same level of competent and healthy bureaucracies; fostering industrialization; political leadership commitment to development
 - Different results: India state bureaucracy is fragmented and paralyzed while the Korean counterpart secured internal coherence and enabling strong growth.

India (independence 1947)	Korea (independence 1948)
Agency	
<ul style="list-style-type: none"> - Planning Committees (PC, 1950): advisory body, work to consultate and make recommendation to ministries: plan formulation, implementation, and evaluation 	<ul style="list-style-type: none"> - Economic Planning Board (EPB, 1961): A nodal agency - Committee for the Promotion of Heavy and Chemical Industrialization (CPHCI, 1973) - National Investment Fund (NIF, 1973)
Authority	
<ul style="list-style-type: none"> - No bidding power - No institutionalized mechanism to make policy making agencies accountable to the PC - Moral authority - Adjust to the existing distribution of power of existing state apparatus 	<ul style="list-style-type: none"> - Institutionalized power: to request and command information and cooperation - Economic policy making is centralized under EPB - Intrastate power relations were transformed to accommodate the mandate given to the new agency - Control critical elements of the planning process: budgeting and allocation - Command over the functioning of other ministries - Clear line of authority
Discretionary autonomy and controls	
<ul style="list-style-type: none"> - "License-permit raj" - Discretionary autonomy and controls - Ministries: Imperium in Imperio 	<ul style="list-style-type: none"> - Industrial licensing to control the private investment of capital - Ministries: the President, the finance ministry, the Central Bank, the monetary board, and the legislature
Plan formulation and implementation: flow of information	
<ul style="list-style-type: none"> - Voluntary from ministries - Continuing interference of powerful patrons (Prime Minister) 	<ul style="list-style-type: none"> - Smooth and steady flow of information - President's own access to information: Planning and Control Offices with cells in every ministry - Monthly reports from ministries to Office of Planning Coordination under EPB - Monthly and weekly meetings: industry representatives, bureaucrats, and president
Economic plan and industry focus	
<ul style="list-style-type: none"> - 5-year plan breaking into annual plans - Heavy and chemical industries 	<ul style="list-style-type: none"> - Light, heavy and chemical industries
Respects of bureaucratic norm	
<ul style="list-style-type: none"> - Source: Vivek (2002) <i>Bureaucratic Rationality and the Developmental State</i> 	<ul style="list-style-type: none"> - Political patronage was minimal in key economic agencies - Longer term once appointed - Most selective promotion: technocrats as elite core - Political considerations never overwhelm the normal rationality of bureaucratic procedure or interagency relations.

Thảo luận:
“Bureaucratisation
and the state
revisited: Critical
reflections on
administrative
reforms in post-
renovation Vietnam”

Bộ máy nhà nước ở Việt Nam có gì giống và khác so với quốc tế?

Những trục trặc của bộ máy quản lý nhà nước Việt Nam là gì?

Đề xuất hay gợi ý về giải pháp.