



FULBRIGHT  
UNIVERSITY  
VIETNAM

FULBRIGHT SCHOOL OF  
PUBLIC POLICY AND MANAGEMENT

# PUBLIC MANAGEMENT

SESSION 7

**Bureaucracy and Public Organizations**



# Session 7

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- Weberian Bureaucracy: Need or Not?
- Public Organization: Structure and Basics
- International Comparison
- Vietnam's Case



# Weberian Rational bureaucracy

Basic Feature	Apolitical, rational
Division of Labor	According to task
Chain of Command	Clearly defined, hierarchic
Terms of placement	Qualifications/ Expertise
Method of Advancement	Merit system through performance review
Agency culture	Efficient, impersonal, task-oriented
Modus Operandi	Scientific public policy
Goals	Effective, efficient administration of policy

# Continued



## Advantages

- **Neutrality:** neither favor or malice toward any specific groups
- **Systematic Approach:** decisions, policies and procedures follow a predefined pattern
- **Coherence:** the system follows a clear, precise & logical pattern
- **Predictability:** Standard Operating Procedures allow for expected responses
- **Self-Correction:** systematic evaluation of policies & more
- **Efficiency:** maximum benefit derived from minimum cost

## Disadvantages

- **Impersonality:** agents part of an administrative machine, regarded as 'agency resources' to boost efficiency.
- **Plutocracy:** qualifications for upper echelon require additional training and additional expense – high price of 'entry'



# Adhocracy – Flexible Form

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- Flexible, adaptable, and informal organization structure without bureaucratic lines and procedures.
- Problem-solving oriented organizations – contingency organization, expertise-oriented, not hierarchical.
- E.g. Task-force team, Project team
- Potential Problem – coordination problem (no command post), too technical, etc.





# ‘Agencification’

- UK Next Steps Report (1988) proposes:
- All the executive functions of government (paying benefits, issuing licenses, collecting taxes) should be responsibility of agencies.
- Agency managers should have considerable freedom to manage their agency, leading to managerial efficiency
- By 1998 there were 138 agencies operating (more than 70% of civil servants were hired by the agencies)

Own  
Chief  
Executives  
(not ministers)

Own internal  
accounting  
procedures

Own  
responsibility for  
‘pay and rations’  
within a fixed  
budget

Series of  
performance  
indicators to  
judge  
effectiveness



# Examples

- Some key examples (case of U.K.)

- Intellectual Property Office
- UK Space Agency
- Insolvency Service  
(administrate and investigate bankruptcy)
- Child Support Agency
- Royal Parks Agency

- Education Funding Agency
- UK Passport Agency
- Ordnance Survey (producing maps of UK)
- Food and Environmental Research Agency
- Medicines and Healthcare Products Regulatory Agency

# Singapore



- Singapore's Statutory Boards – Singapore style executive agencies – factors led to Singapore's success (Jon Quah).
- Easier to measure performance, independence in management organizations (personnel, finance), independent from ministerial supervision. Flexible. Quasi-governmental bodies.
- Extensive government intervention in market (How?)

Central Provident Fund Board  
Economic Development Board  
Health Promotion Board  
Housing Development Board  
Inland Revenue Authority of Singapore

Media Development Authority  
Land and Transport Authority  
National Art Council  
Singapore Tourism Board  
Urban Redevelopment Board



# Vietnam (1)

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- Reform mood since the late 1980s (collapse of the Soviet Union). Understood the necessity of change at the party congress.
- The party and state apparatus dominate policy process → Required that senior public administration officials must be party members.
- Rule of law, and unbiased officials in respect of professionalism and recruitment based on merit were lacking.
- Influenced by **Soviet Union Model** – vertical apparatus (o), horizontal collaboration has been weak (e.g. Each ministries has own research department and training institute)
- E.g. Resource allocation – still quota philosophy, ‘begging and granting.)



# Vietnam's Employment (WB - 2016)

- Government ministries and agencies 7.75%
- Household employment (agriculture) 46.2%
- Household employment (non-agri) 31.4%
- Private firms 8.4%
- Foreign firms 3.4%



# Size of Civil Service (Exc: teachers)

Countries	Population of Civil Servant in Population (%)
Australia	5.0
New Zealand	5.5
United States	6.9
South Korea	1.2
China	2.9
Malaysia	4.1
Japan	1.9
Thailand	2.1
Vietnam	1.5

*Source: Moon and Hwang (2013)*

# Vietnam (2)

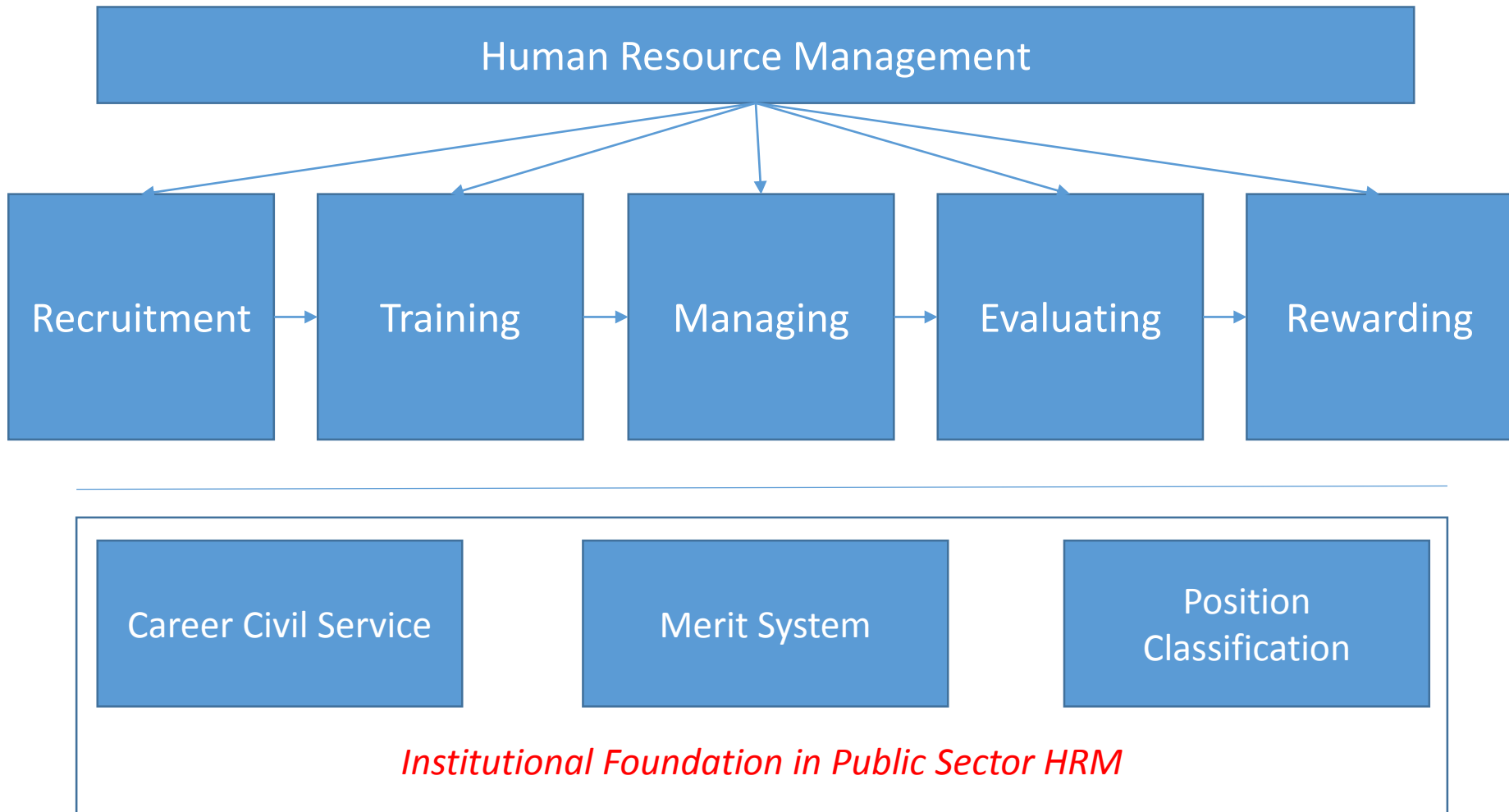
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- Recruitment: Entry exam for new cadres and civil servants.
- Unclear division of responsibility between ministries and central agencies. Considerable arbitration.
- Law on Civil Servant of 2008 / Public Service Employees Act 2009.
- Difficult to achieve ambitions in respect of professionalism and recruitment based on merits.
- Do you agree this description?



# Human Resource Management





# The Personnel Function

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- The function of a personnel staff (agency) – is service to line management
- Typical Service: recruiting, selection, training, evaluation, compensation, discipline, and termination.
- Currently evolving from a clerical function into an in-house consultant to management on labor relations, job redesign, organizational development, etc.
- Managing contradiction: e.g. Merit or Neutral Competence, executive leadership or political accountability, etc.



# Recruitment

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- Recruitment is the process of advertising job openings and encouraging candidates to apply.
- Merit-based selection
- Career Civil Service System: independent of government and composed mainly of career bureaucrats hired on professional merit rather than appointed or elected, whose institutional tenure typically survives transitions of political leadership.
- Vietnam – Since 2009 Reform, civil service system is predominantly ‘**position-based**’ managed by **Ministry of Home Affairs** (general criteria setting) + individual ministries (add specific requirements)
- International Trend: Establishing independent civil service commission



# Position Classification

- **Position Classification** – Grouping of various positions on the basis of commonality of responsibilities and duties.
- Started with the movement of equal pay for equal work – Brings orderliness into the system, make treatment uniform to people irrespective of their casts, status, birth, age, gender, etc.
- Benefits: Facilitate division of work, Remove arbitrary standards, Promote employee equality and motivation, Ensure effective manpower planning, Lay down uniform work standards, Speed up recruitment process, Identify training needs.
- Problems: Hard to keep system up-to-date, Written description rarely match actual job, Grade creep (tendency to multiply the number of higher positions, shift professional specialist to generalist, etc.





# Japan Civil Service

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- Legal Basis – The National Personnel Authority (NPA, 1948, National Public Service Law). Independent authority, neutrality.
- Recruitment – 1. Junior level test (general knowledge test, specialist knowledge test, and interviews). 2. Those who pass the written exam are called for interview (each ministry select candidates to interview).
- Promotion and Rotation – Employees are rotated to different positions every few years. Within or outside ministries.
- Remuneration – Salary (basic salary) + allowance (living, area, particular duties, overtime, bonus)
- Training – By each agency, general training or professional training.



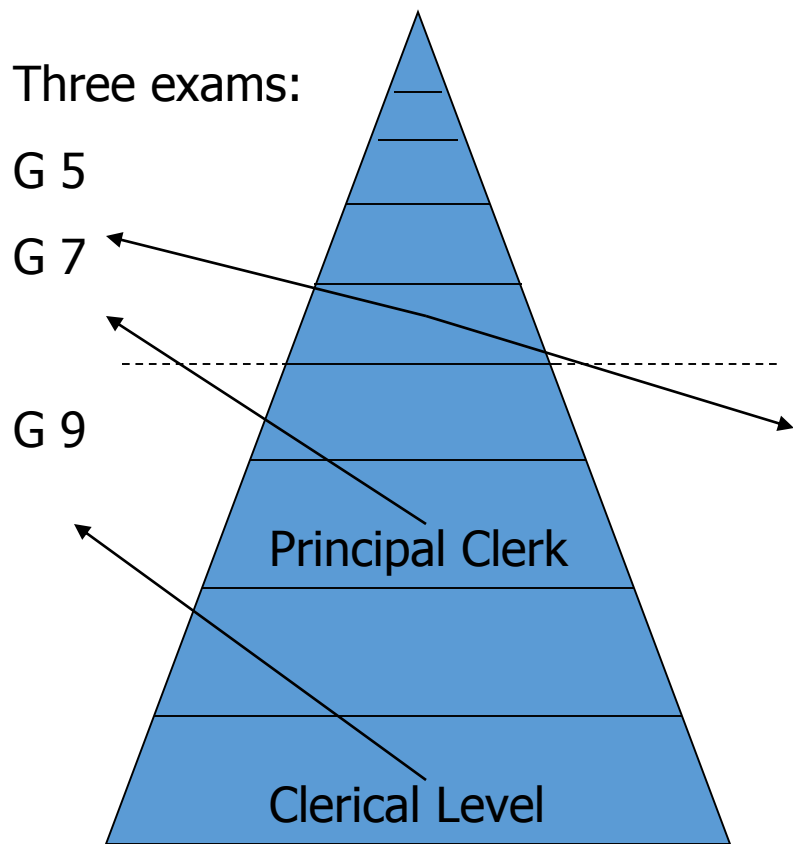
# Singapore Civil Service

- Legal Basis – Constitution Article 102-119. Public Service Commission Act (1956, 1994)
- Recruitment
  1. From Public Service Commission to Personnel Boards in ministries.
  2. Open selection principle: education, qualification
  3. Shortlist → Interviewed → Recommend
- Promotion: Reporting system & Performance Ranking system
- Remuneration: Flexible Wage System (1988) – Non-Pensionable Annual Allowance / the Annual Variable Component



# South Korea's Civil Service Exam

## Civil Service Structure



Grade 1 (Highest) to 9 (Lowest)  
Three Examination by Rank

G 5 Exam (Fast Track): "Senior Civil Service System" (*Gosi*) – One of the most difficult Exam (Junior Manager Level, *samugwan*)

SCS: a gateway for realizing so-called "Government-Dream" to talented young people.

Grade 1 (highest) – 9 (lowest)



# Pan, Ki-Moon



- Seoul National University, Department of International Relations
- Advanced Civil Service Exam for Diplomatic Affairs (G5) - 1970
- Since 1970 March – Diplomat at Ministry of Foreign Affairs
- Master of Public Administration, Harvard Kennedy School – 1985 April
- Head of Foreign Policy, Ministry of Foreign Affairs 1995
- Vice-Minister, Ministry of Foreign Affairs and Trade, 2000
- Foreign Policy Adviser @ the Office of President 2003
- Minister of Foreign Affairs and Trade, 2004 – 2006
- UN Secretary-General, 2006 – present
- “Do just half of what Ban Ki-Moon have done”



# China Civil Service

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- Significant civil service reform from 1993. Public sector jobs carry considerable prestige. Recruit highly competent staffs.
- Legal basis – The Provisional Regulations on Civil Servants (categorization of posts, recruiting through open exams, annual performance appraisals, exchange of posts and dismissal of incompetent officials).
- Recruitment – At all level, recruit through open and fair exam, rather than by appointment.
- Promotion – Political Integrity, ability, and work performance.
- Remuneration – Post pay, grade pay, grade pay, basic pay and seniority pay + regional allowance.



# Q&A



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