



Complete Organization Structure According To The Multi-Disciplinary And Multi – Sector Management Model In Viet Nam – In Case Of Ministry Of Home Affairs Of Viet Nam

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ABSTRACT

Previously, Vietnam applied the model of state organization which was same to model of socialist countries in Eastern Europe and each sector established a ministry or equivalent ministry to manage so government apparatus is quite cumbersome. In 1981, the Government of Vietnam in the 7th term has 27 ministries, 6 committees, Government Office and 27 Government department. From 8th term (1986 – 1991), Viet nam began to focus on researching and applying the multi-disciplinary and multi-sector management model for some ministries such as Ministry of Agriculture and Food Industry; Ministry of Energy; Ministry of Labor, Invalids and Social Affairs. On the basis of implementing the Law on Government Organization which was amended in 2001 (the Law on Government Organization was revised in 2015), The Government in the 11th term has merged a number of Government units into ministries to reduce organizations that are directly under the Government. However, when Government merged units into some ministries, the ministries received the status quo which were not arranged, reorganized the apparatus, re-arranged officials and settled regimes, policies. So far, Vietnam has not had a summary of lessons to evaluate the organization model. Therefore, this paper has done research on issues related to organizational structure of the Ministry according to multi - disciplinary and the multi - sector management model with objects are state management units and non-business units of the Home Affairs in order to meet the requirements in organizational reform of the Vietnam Government. The author's research uses Ministry of home affairs of Vietnam's statistics. Besides, the paper use Sociological survey with officials working at departments, institutes, research institutes, training schools and units of Ministry of home affairs of Vietnam, using a questionnaire with 71 leaders and officials. These research data are the survey results of the group of Home office'project, chaired by the National Academy of Public Administration. And the author is the team leader who conducts a status at units of Home office.

Keywords: Ministry of home affairs of Vietnam; multi - disciplinary and multi - sector ministry; Ministry of home affairs model

INTRODUCTION

On the general point of many countries, the Ministry is a central state office, it is tasked to manage for sectors. Concept of ministries attached to ministry office and ministerial-level office are depended on each country's regulation and these officers belong to the Government's organizational structure. Nowadays, the trend of all countries is towards "Small government - big society". The State focuses on macro management with policies, laws and limited intervention into the market, at the same time, transfers some State's functions and tasks for the society and non-governmental organizations to perform some public administrative services. Therefore, the government's reform is oriented towards reducing the number of

ministries, in combination with strengthening decentralization, and establishing independent organizations which is not within the Government organizational structure.

Vietnam's ministries and ministerial-level officers are synchronized fully according to the Government's regulations in Decree No. 15 / CP on March 2nd, 1993, Decree No. 86/2002 / ND-CP on November 5th, 2002 , Decree No. 178/2007 / ND-CP on December 3rd, 2007 and Decree No. 36/2012 / ND-CP dated April 18th, 2012 of the Government: Departments, Offices of the Ministry, Inspectors of the Ministry, General Department, equivalent organizations, public non-business units. These officers are summarized as follow:

No.	Ministry's department	11 th term	12 th term	13 th term
1	Department and equivalent officers	286	258	263
2	Department under the Ministry	82	105	122
3	General Department and equivalent officers	21	41	42 ¹
4	Public non-business units	192	126	127

Source: Ministry of home affairs of Vietnam

The nature of organizing multi-disciplinary and multi-sector management is the process of selecting sectors with interrelated and similar relations into a ministry. Thereby, the state agreed on planning, solving overlap conditions, reducing the status of many points, creating mutual support when they are put together in one ministry. The nature of the Ministry's organizational structure reforms is effective state management.

Although there are differences in organizational method, quantity, the structure of the ministries depended on the functions, tasks and scale, but if this model is implemented, it must ensure the structure of the Ministry with 5 main clues: (1) Ministry Office; (2) Ministry Inspectorate; (3) Legal Department; (4) Department of Organization and Personnel; (5) Department of Planning and Finance.

On the basis of implementing the revised Law on Government Organization, Vietnamese Government in the 11th term of National Assembly has merged some Government units into ministries to reduce focal clues under Vietnamese Government such as: merger the General Department of Customs, the National Reserve Department, the Pricing Committee and the Securities Commission into the Ministry of Finance... However, on process of the merging, some ministries only received but did not reorganized, restructured its staff and resolved policies, regimes.

It can be seen that the reform process of multi - disciplinary and multi - sector management has been approached and implemented in Vietnam. However, there is not a summary about lessons to evaluate the organizational model, understand fully the nature of this model. As well as there is not a summary and an evaluation about effectiveness, effect of multi - disciplinary and multi - sector management, staff reduction, financial cost reduction, level of quality assurance, Government's effective management. At the same time, there is no research which analyzes, evaluates and points out the advantages, disadvantages, requirements and necessary conditions of multi - disciplinary and multi - sector management organization. In the world, many countries have organized successfully multi - disciplinary and multi - sector management model toward compact, effective operation with reducing operation cost dramatically.

However, the multi-disciplinary and multi-sector ministry is not only a simple addition of many ministries but also the transformation of management model from single - disciplinary management to multi-disciplinary management based on system principles in organizational structure, based on the organic relationship of functions, tasks, characteristics, speciality, labor and the nature of activities between single-disciplinary ministries.

Home office underwent historical periods with changes in names, structure, functions and powers based on legal documents. This is the process to become a multi-disciplinary ministry. However, the process of expanding functions and tasks associated with the merging of Government offices offer the question about how to stabilize and develop the Ministry organization according to the general trend. So the organizational structure of Home office has to ensure consistency in implementing the single-sector functions of departments under the management of the Ministry.

But it must also ensure the independence necessarily for specialized management in stabilizing the structural, personnel, and professional development. That needs to have scientific and rational research on the basis of theory, experiences and practice from national public service institutions and its relevance to the organizational structure of Home office.

This fact requires reforming the organization, reassigning labor and management of the Ministry office in the direction of multi-disciplinary management in order to improve operational efficiency in the coming time.

SPECIFIC CASE

Ministry of home affairs of Vietnam is a unit of Government with functions and tasks to help the Government to implement state management in interior fields. The interior field manages many different sectors which are internal nature of a country. Many countries in the world have Ministry of home affairs but the management scope of the interior fields is different. However, most of Home office select multi-sector management model to serve the performance of interior functions.

According to current law, the Vietnamese interior sector with organizational structure includes Ministry of home affairs, Department of Interior at Provincial or District level having function manage: Organizing the state administrative apparatus; Local government organization; Administration of boundaries; State officials; Organizing of associations and non-governmental organizations; Clerical work, state archives; Managing of public services according to the authority prescribed by law; Emulation and commendation; Religion; Youth...

Now the organizational structure of Ministry of Home affairs of Vietnam includes:

1. Department of Organization - Staffing.
2. Department of Local Government.
3. Department of Officials.
4. Department of Training.
5. Department of Salary .
6. Department of Non-Governmental Organizations.
7. Department of Administrative Reform.
8. Department of International Cooperation.
9. Department of Legal.
10. Department of Planning and Finance.
11. General Department.
12. Department of The Youth Affairs.

13. Department of Organization and Personnel.
14. Ministry Inspectorate.
15. Ministry Office (representative of the Ministry in Ho Chi Minh City and Da Nang City).
16. Central Emulation and Reward Board.
17. The Government Committee for Religions.
18. Department of State Archives

The units have made great efforts in implementing functions and tasks, contributing significantly to the overall achievement of the Ministry in advising the Government on authority contents.

With the survey questionnaire, "The appropriateness of the organizational structure organized according to the multi-sectoral management model" for officials in Home office, most of them agree with the current multi-sector management model

Unit: %

Suitable level	Official	Specialize officcial		
		Senior specialist	Main specialist	Specialist
Unsuitable	2.44	27.27	8.82	8.86
Fairly suitable	19.51	45.45	22.06	43.04
Suitable	46.34	9.09	45.59	37.97
Quite suitable	31.71	18.18	23.53	10.13
Total	100.00	100.00	100.00	100.00

Source: Survey of the research team

Thus, the staff had quite positive assessments on the organizational model of Home office in the spirit of innovation. However officials do not evaluate the suitability of this model as highly as leaders do. While the leader said that this model implemented in Home office, that is suitable (46.34%), is very suitable (31.71%), but the officials say that this model is not really suitable.

In terms of operation, the addition of some management fields is not associated with rearranging the internal structure and tends to be larger.

Units in the old boards remained almost the same, even the names of some units are still same. There have been no qualitative changes in organization and operation. The new establishment of departments do not meet really the legal requirements. It has not explained clearly the scientific basis because it has not approached in a suitable way with the overall methodology, science of construction/organizational design.

Especially, some specialized management organizations in the organizational structure of the Ministry are separated, but it is difficult to define the scope and object management so in fact, this causes duplication in the advisory process and reduces the effectiveness and efficiency of the Ministry's operation. The establishment rules of organization in specialized laws as well as in projects, programs ... increase the focal point of organization, hinder the arrangement and consolidation of organizational apparatus according to administrative reform requirements. Therefore, the survey on the level of meeting the requirements in assigning functions and tasks in Home office, the research team obtained the following results:

Unit: %

Departments	Meet uncompletely	Do not met	Meet relatively	Meet	Meet completely
Ministry Office	0.00	7.04	15.49	59.15	18.31
Department of Payroll Organization	0.00	5.63	19.72	60.56	14.08
Department of Local Government	1.41	5.63	18.31	59.15	15.49
Department of officials	1.41	5.63	19.72	59.15	14.08
Department of training	1.41	4.23	21.13	59.15	14.08
Department of Salary	0.00	4.23	19.72	61.97	14.08
Department of Non-Governmental Organizations	1.41	4.23	21.13	56.34	16.90
Department of administrative reform	0.00	5.63	18.31	54.93	21.13
Department of International Cooperation	0.00	5.63	23.94	49.30	21.13
Legal services	0.00	4.23	21.13	53.52	21.13
Inspectorate of the Ministry	0.00	2.82	18.31	61.97	16.90
Department of archives	0.00	2.82	18.31	61.97	16.90
Central Committee for Emulation and Reward	0.00	2.82	19.72	60.56	16.90
Government religious committee	0.00	2.82	19.72	61.97	15.49
National Academy of Public Administration	0.00	1.41	21.13	60.56	16.90
Ha Noi University of Internal Affairs	0.00	1.41	21.13	60.56	16.90
Research Institute of State Organizational Sciences	1.41	5.63	22.54	54.93	16.90

Source: Survey of the research team

Since then, with the tendency to reorganize the organizational structure, merging of previous Government units to the Ministry is showing difficulties in operating the apparatus structure of the Ministry in a spirit of compactness, consistency, interoperability and efficiency. As follows: *Firstly, on the division of authority and responsibility.* Although the organizational structure has been arranged actively, but it is still cumbersome, many intermediate levels. Functions, tasks and competence and responsibilities among departments have overcome the overlap basically, but in some actions, it is still intertwined or assigned responsibility unclearly about management object and scope of Staff Department, Personnel Department and Local Government Department.

Secondly, about organizational structure. The ministry has departments, the boards of the ministry also have departments. Therefore, the legal status, authority, responsibilities, policies for departments of the Ministry and departments in the units are not clear. Departments of the Ministry is the organization that helps the Minister performs the state management function, and departments in the boards do the same function. So the process of handling work and submitting documents are through many intermediate stages, causes delays in handling work.

At the same time, merging Government's departments into the Ministry, but not merging organizational units which have the same functions, tasks and professional characteristics causes many difficulties in consolidating organizations at departments at provincial level. In fact, the Ministry's organizational structure has not proved the basic advantages of the multi-sectoral organizational model, but only contributed to reducing some of the Government's clues.

Thirdly, on the assignment and rearrangement of the apparatus, especially the merging of Government departments into the Ministry. The entire structure of these organizations remains the same and only changes the clue so this does not show the subordinate structure of the Ministry. The merger of agencies into the Ministry leads too large workload, too much complicated. Although the departments are merged but not rearranged, not reorganized and not reassigned personnel.

Fourthly, in terms of operation. The addition of some management fields is not associated with rearranging the internal structure and tends to bulge out more than the internal structure. Departments in the old boards are still remained. There have been no qualitative changes in its organization and operation. The establishment of some fields has not met really the legal requirements.

Especially some specialized management organizations in the structure of the Ministry are separated, but it is difficult to define clearly the management scope and subjects, so in fact, it is easy to cause overlap in the advising process and implementing the task of state management and this causes effectiveness and efficiency reduction. The rule of organization establishment in specialized laws or in the Government's decree as well as in projects, programs,... raises the organization clues, hinder the arrangement, consolidate organizational structure according to administrative reform requirements.

THE CAUSE OF THE LIMITATIONS

Firstly, bordering, intermingling of functions and tasks between some fields (plan, officials, offices ...) cause that merging is not simply as an administrative delimitation, creating difficulties in assigning and coordinating, so it has not solved the adjacent issues, interference in the implementation process.

Secondly, the Minister issued documents about functions and tasks of the departments of the Ministry but the Prime Minister issued decisions on the Central Committee for Emulation and Reward and the Government Committee for Religious Affairs so this is difficult to ensure uniformity on the principle which is one job only assigned to an unit in charge of implementation and main responsibility. This makes it difficult to guide and organize implementation, and has encountered difficulties in the process of arranging and consolidating these organizations as requirement by the reform of the state administrative apparatus.

Thirdly, the coordination between departments, the identification of functions, tasks, powers and responsibilities between administrative departments is not clear enough or overlap. Sharing management information is limited. There is a lack of coordination regulations.

Fourthly, implementing the merging appears to be a fear of losing the positions of some individuals as well as touching their interests. Unpredictable working way becomes a huge drag. So, reforming the organizational structure from the central apparatus is not a simple matter, because the higher we touches the top positions, the more complex it becomes.

CONCLUSIONS

To consolidate the organizational structure of departments which implement the state management function according to the model of multi-disciplinary and multi-sector management, Vietnam needs to solve well the following basic issues:

Resolve suitably the relationship between integrated management and specialized management when in the process of merging

Reforming the organizational structure and operating mechanism of the Home office in Vietnam has recently contributed to overcome the overlap, duplication, intermediation, omission of functions and tasks in organizational structure. Management has focused, united, synthesized and directed in all field of the Ministry's state management scope. Reduce the number of affiliated units; reduce staff and costs for the apparatus's operations when the Ministry are organized in direction of multi-disciplinary and multi-sector management. Create transformation about quality in organizational structure and officials. Solve and overcome difficulties if it is necessary to issue legal documents to manage the fields. However, when the Central Committee for Emulation and Reward, the Government Committee for Religious Affairs were merged into the Ministry, units and organizations with similar functions, tasks and operations have not been merged accordingly. Each unit has a separate focal clue about finance, planning, staff and office organization.... Therefore, it is necessary to solve suitably the relationship between general management and specialized management in all sectors when we merge. On that basis, identify units and organizations to help the Minister to perform the general management function to set up apparatus and arrange officials suitably.

Reorganize the structure and functions to unify the management authority about the object and scope of units in the Ministry

Some departments of the Ministry of Home office have many similarities in terms of objects, scope, functions, such as:

Department of officials and Department of Organization - Personnel; Department of Organization - Personnel and Department of Local Government; General Department and Youth Affairs Department. The management objects are overlapped about some contents or functions, or the same job position but has two management clues.

For example, the issue of job placement is associated with the organizational structure in reviewing, describing, building work as a basis for compiling and forming a capacity framework to meet the requirements of the job position. This duty is functions of the Department of Organization and Personnel. However this contents are handed over to the Department of Officials. This leads to the implementation of functions and tasks that are overlapped, and this leads difficulties to synthesize information and assign duty clearly.

Even though, one duty will be done by two units, but the results are not the same. This causes wasting about human resources, overlap and contradictory management. So, we need have some solutions:

First, reviewing of structure, authority, function is vertical to correspond to the focal units at the Ministry to determine whether it is overlap and its impact on consistency in operation. In order to perform well the functions, tasks and improve operational efficiency, it is necessary to reorganize labor. This requires scientific, clarity, specific responsibilities, standardization, norms and working time of officials.

Second, the review of structure, authority and function is horizontal for units of the Ministry's agency (departments and equivalent departments) to see if there is any overlap in functions and authority, the apparatus can be merged or reduced or redefined authority. There are some following problems:

- All functions assigned to Department of Training, Department of Salary, Department of Personnel, Department of officials, and the Department of Local Government are in fact related to the issue of administrative reform because these cases are done. The authority boundary between the Administrative Reform Department and these units will be determined
- Review the relationship and boundaries between the Department of Personnel, the Department of officials, and the Department of Local Government.
- Determine the relationship between Department of Youth affairs in the overall structure, function and specific competence of Home office. Consider transfer this Department into a subordinate department of another unit to reduce the apparatus from central to local level.
- The functions and tasks of the Government Committee for Religious Affairs in the general structure of Home office are not in conflict with the "Interior" nature of the Ministry. However, the specificity of the Ministry is associated with the management of public services, officials and apparatuses.

Therefore, there should be research projects whether the Government Committee for Religions is necessary in the structure of the Ministry because religious issues are not only related to "interior problem" but also "outside problem", ethnic and political issues. In particular, these include ethnic and political issues.

Rename, reorganized structure, ensuring dependent nature in the process of merging

Due to difficulties in material and technical facilities, as merging the Government departments, the Ministry must arrange for units and organizations to perform general advisory functions and centralized state management.

In the apparatus of Home office, there are many units (organizations) worked the office, working together on financial planning, international cooperation, legislation and inspection. In the apparatus of the Ministry, many units (organizations) work the same to each other as office worker, financial plan, international cooperation, legislation and inspection.

On the other hand, the former Government units still retain the names that need to be adjusted as General Departments and Departments. Therefore, in the coming time, it is necessary to adjust these issues for consistency with units of the Ministry.

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