

### III Organization and Management

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#### 3-1 Theories of Bureaucratic Systems

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- Concept of “bureaucratic systems”
  - Theories of bureaucracy
  - Issues in bureaucratic systems
  - Theories of bureaucracy before Max Weber
  
- Max Weber’s theories of bureaucracy
  - **Sociology of Domination** (支配の社会学)
  - **Function-oriented style** (特殊機能様式) of the modern bureaucracy
  - Characteristics of bureaucratic positions
  
- Images of Weber’s theories of bureaucracy
  - Meaning of Weber’s theories of bureaucracy, comments
    - 1) Characteristics of bureaucracy
    - 2) Permanence and technical excellence of bureaucracy
    - 3) Power of bureaucracy and democracy
  - Criticism on Weber’s theories of bureaucracy in American Sociology
  
- Recent theories of bureaucratic systems

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## 3-2 Organization and Management

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- History of the theories of organization
- Scientific management
  - F. Taylor and “Scientific Management”
  - Motion and time study and task management
  - Influence on future generations
- Classic organizational theory
  - ”Presidential Commission Report on Administrative Management”  
L.Gulick, "Notes on the Theory of Organization"
  - **Organizational Theory** (組織編成論) : “division of labor” and “adjustment”
  - Method of “adjustment”: 1) organizational adjustment 2) conceptual adjustment
  - Organizational adjustment
    - 1) Span of control
    - 2) Unity of command
    - 3) Homogeneity
  - POSDCORB
- Interpersonal relations
  - Finding informal organizations
- Modern organizational theories
  - C. Barnard and H. Simon
  - Understanding organizations: human behavior and decision-making
  - Rational decision-making model
  - Limitations of human rationality: decision premises and organizational decision-making
  - Information costs and bylaws of organizations
  - Vertical and horizontal division of labor
  - Pathology of organizations
  - Loyalty to organization and obedience to orders
- Later studies of organizational theories

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- Simon, Herbert A., *Administrative Behavior*, Macmillan, New York, NY, 1945. ???
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- Simon, Herbert A., Donald W. Smithburg, and Victor A. Thompson, *Public Administration*, Knopf, New York, NY, 1950.
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### 3-3 Japanese Cabinet System

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- Problems of the Japanese Cabinet system: Separation of three powers?
    - Relationship between the Diet and the Cabinet
    - The Cabinet as a collegiate body
    - Principle of **appointed (separate or role-sharing?) management (分担管理)**
      - ①
      - ②
      - ③
      - ④

People → The Diet → Prime Minister → Minister → Administrative Officers
  - British parliamentary Cabinet system and the origin of Japanese Cabinet system
    - Parliamentary supremacy and the change of government
    - Meiji Constitution regime: Administrative power of the Emperor and the Diet of the people
    - Transfer in the postwar reforms
    - Interpretation of “the Cabinet” in Chapter 5 of the Constitution
  - Administrative reform under the Administrative Reform Conference
    - Reinforcement of the Cabinet function
    - Reinforcement of the overall coordinating function
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- Tanaka, Kazuaki, and Akira Okada, *Chuo Shocho Kaikaku (The Central Government Reform)*, Nippon Hyoronsha, Tokyo, 2000.

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### 3-4 Central Government and the Decision-making Process

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- Characteristics of the Japanese government – Before 2001 Reform
  - Vertical structure of the central government
  - Ultra-stability of the structure
    - 1) Unit of personnel affairs – the civil service system
    - 2) Ministry-agency complex – **flower petal structure** (花びら構造)
    - 3) Principle of **appointed (separate or role-sharing) management** (分担管理)
  - Negative influence of the vertical structure
  
- Mechanism of ministry-agency adjustment – decision-making system
  - Collective decision-making system
  - Budgeting
  - Drafting laws
  - Mechanism of adjustment – horizontal adjustment
    - 1) Securing vested interests (territory)
    - 2) Limiting the point of issue in the distribution of the increment
    - 3) Enlargement of the pies as a premise
  - Adjustment by the Cabinet
  
- Administrative Reform
  - 1) Downsizing of the central government
    - Positioning and characteristics of the Cabinet system
  - 2) Mechanism of adjustment
    - Council on Economic and Fiscal Policy
  - 3) Policy-making on the politicians' initiative

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### 3-5 Civil Service System

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- Civil service system
  - Concept of public servants
  - Japanese bureaucratic system
    - Servants of the Emperor
    - Public servants as the “servants of the whole”
    - Postwar reforms
  
- Personnel system for government officials
  - Closed system and lifetime employment
    - 1) Narrow entrance
    - 2) Internal training
    - 3) Lifetime employment and high morale
    - 4) Competitive promotion and the system for personnel change
      - “golden parachuting”, or senior officials taking high-paying jobs in the private sector
  
- Change in society and impasse of the system
  - 1) Criticism of “golden parachuting”
  - 2) Limitations of internal training
  - 3) Reduction of positions
  
- Civil Service Reform
  - Concept of HRM
  - Agencies
  - Civil Service Reform in Japan:
    - merit-based pay system / individual HR system in each ministry/agency

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