

Ministry
Ministry of home
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training

**national academy of public
administration**

Sau the tung

**Measures to promote the reform of
administrative procedures in the operation
of the public universities in vietnam**

Major: Public Administration

Code: 62 34 82 01

**The summary of the phddissertationnin
Public administration**

Ha noi - 2014

The research was finished at:
**national academy of public
administration**

Scientific advisors:

Professor, doctor of science, educators People.

Nguyen Van Tham

Opponent 1:.....

.....

Opponent 2:.....

.....

Opponent 3:.....

.....

This dissertation will be defended in front of the
evaluating assembly at academy level

Place: PhD dissertation defended room,

Room.....Building....., National Academy of Public
Administration

No 77, Nguyen Chi Thanh Street, Dong Da District, Ha
Noi

Time: at.....day.....month.....year.....

The dissertation is available for researching at the
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INTRODUCTION

1. Necessity of the dissertation

In the process of building Jurisdiction state and reforming administrative procedures in serving for market economics in orientation of socialist republic in Vietnam, reform of administrative procedures is ascertained as an important factor. The purpose here is to properly serve for the citizen and organization's legal requirements, rights and benefits and meet the requirements of state administration better and better.

There have been a lot of studies related to administrative procedures so far, however; researchers was focused on administrative procedures of administrative organizations without any independent study on administrative in public organizations in which there are universities. Moreover, actual administrative procedures in operation of the universities are scattered and inconsistency. Each university has its own regulations and rules of administrative procedures. In order to meet the demand of solving business in the university, it is necessary to find out effective solutions to reform administrative procedures and it is a vital requirement to improve our university education in the near future.

Originated from current status, the author has chosen the topic "*Measures to promote the reform of administrative procedures in the operation of the public universities in vietnam*" as the topic for his dissertation.

2. Hypothesis for research

Administrative procedures in operation of any universities also relate closely to many aspects in the development of the universities. Therefore, if administrative procedures are set up and organized properly, it will not only contribute to the development of the university but the university's influence on many aspects of social living is also better. Whereas administrative procedures in universities is currently complicated. It is the basis to confirm that the mission of administrative procedure reform is necessary to the universities and requires a lot of researches to innovate. Additionally, if researches on administrative procedures suggest necessary innovation and reform, it will be significant contribution to the mission of the reform of university and education in general which we are carrying out in accordance with resolution of the 4th Congress of The Central Committee of the Communist Party of Vietnam term XI.

Administrative procedures relate closely to operation management of any organizations even the public universities. If the restrictions of issuance and implementation of administrative procedures are pointed out, necessary solutions for overcoming such restrictions will be given closed to the reality with persuasion, issuance and implementation of administrative procedures attached to operation of universities are innovated and scientific, it surely

will bring benefits to universities now and forever and enable the universities to operate and develop much better. This is what the society expecting.

It is noteworthy that not of any management units and public universities have been fully aware of the role of administration procedures because of lack of deep, systematical researches and give helpful and breakthrough recommendations. Our dissertation not only researches advantages, problems, shortages of issuing administrative procedures but also points out the reasons of problems, social ties caused for universities and seeks for helpful measures to overcome. For example, issuance of administrative procedures inconsistent with regulations and rules of Ministry of Education and Training is not good but what should senior agency do with such problem? Why is implementation of administrative procedures in public universities difficult and ineffective? Should measures to overcome begin from rebuilding rules, awareness innovation on administrative procedure establishment and organization so that it will catch up with the current situation? What conditions does the public universities restructure their systems to implement administrative procedures issued by the state authorities? What are the international experiences that they should learn to effectively implement? Those are the problems for my research.

Problems of function, mission, jurisdiction, executive training, administrative procedure implementation play an important role and will be studied in the dissertation. Conclusion is not only helpful for administrative procedure theory improvement but also actually meaningful.

3. Purpose of research

To supplement, complete theory of procedure, reform and particularly reform of administrative procedure implementation in operation of the public universities to meet the demand and requirement of reality. To point out advantages and disadvantages when implementing administrative procedures in the universities then suggest some measures to improve the reform of administrative procedures in operation of the public universities, contribute to improve management quality of the universities and the quality of university education.

4. Mission

To clarify theoretical basis of administration procedures and the reform of administrative procedures in operation of the public universities; to evaluate current status of administrative procedure implementation and problems related to this mission in operation of the public universities recently then offer measures to improve the reform of administrative procedures in operation of the public universities in Vietnam at present in serving for the mission of the reform of university education of Vietnam nowadays.

5. Object of research

Administrative procedure subject, rules of administrative procedure, reform of administrative procedure in operation of public universities in Vietnam are the objects of the dissertation

6. Content of research

The dissertation focuses on researching problems related to issuance, implementation of administrative procedures and the reform of administrative procedure implementation in operation of public universities via some specific stages such as university enrollment and training; Student activity, examination activity, admission for the training of staff and some problems related or affected to the development, training quality of the universities and lives of staff and students. In case of finding measures to improve administrative procedures concerned to such missions, implementation is smooth and qualified then university will develop basically.

7. Scope of research

In order to favour for the research and find out the features, the dissertation limits the scope of research, it is public university. Students, regional university, special university belonged to the universities, specific universities such as the universities of Ministry of National Defence, Ministry of Public Security, universities out of publicity will not be mentioned in this dissertation. The author also mentioned a little bit but not deeply researched administrative procedures related to operation of political – social organizations in the universities. The dissertation limited the research of problems administrative procedures in general and administrative procedures in operation of the public universities in Vietnam in the period after reform to present, focused on phase 1 of Administrative procedure reform (2001 – 2010) of the government and the early of Administrative procedure reform program in phase 2 (2011 – 2020).

Location for research is some public universities over the country.

8. Method of research

Adopted methods of research are Method of analysis; Method of history, method of inquiry, survey; Statistics and Comparison method; method of systematic summary.

9. New contributions of the dissertation

- *Regarding theory*: To identify, consolidate and supplement theory on procedures, administrative procedures, particularly administrative procedure theory to operation of public universities; collect, systemize administrative procedures to operation of universities, interpret the necessity of reform and innovation of administrative procedure implementation in this field; supplement theory on position and role, feature, meaning, classification, rule of preparation, issuance and implementation of administrative procedures, concept on administrative procedures; generalization of the features of administrative procedures to operation of the universities, necessity of

adjustment of administrative procedures in public administration field on education and training, simultaneously to offer initial comments about the reform of administrative procedure to operation of the current public universities; to suggest some general measures and specific measures on organization to enable administrative procedure implementation in operation of the public universities.

- *Regarding reality*: The dissertation summarizes, evaluates and offers initial comments about implementation of administrative procedure in current public universities, points out advantages, disadvantages, causes of the reform of administrative procedures in the universities of which the results have not been achieved as expectation; implements some first surveys on the reform of administrative procedures in the universities which is the important basis for suggesting measures on administrative procedure reform in the universities. It also introduce some models in which information technology is applied to implement administrative procedures effectively in the universities. Some models of enrollment in developed countries are presented to suggest university enrollment in Vietnam with new procedures. Researching results of the dissertation have summarized and recommended Ministry of Education and Training to eliminate unnecessary and unsuitable administrative procedures in some stages and proposed the Heads of National University of Civil Engineering to regulate function and mission of agencies and Ministry and recommended procedures to handle administrative procedures to solve problems of the university, it is an aspect which was left so far.

10. Content structure of dissertation

A part from introduction, overview of research status, conclusion, references, the dissertation includes 3 chapters.

OVERVIEW OF RESEARCH STATUS

1. Analyzing, evaluating studies related to the topic of this dissertation which were publicized in both domestic and international

Results of studies related directly and relatively to the topic of this dissertation will be summarized as following sections:

1.1. Off shore studies

Overseas, research on concept of procedure and administrative procedure was mentioned in a lot of documents, books such as "*Encyclopaedia and French dictionary*" (Dictionnaire Encyclopédique 2000, NXB. Larousse, 1999); "*Act on administrative procedure*" of China (法律168, <http://www.fl168.com/ReadText-5858>) and website 到百科首页, in some rules of operation of some universities namely University of Oslo, Norway (University of Oslo); University of Virginia, the U.S (University of Virginia). The reform of administration and administrative procedure was also mentioned in the book "*Serving and maintaining, Improving administrative*

procedures in a world of competition" of S. Chiavo - Campo and P.S.A. Sundaram of Asia Development Bank (National political publisher, 2003); *"Education reform in developed countries – Education reform in America"*, *"Education reform in developed countries – Education reform in England"* of Lu Dat, Chu Man Sinh, Luu Lap Duc, Chu Hai Yen - China (Vietnam Education Publisher, 2010); *"Evaluation of student's activity"* of Tat Tieu Binh (document published for internal use of Trung Son university – China, 2003); *"Educational economics"* of Can Nhi Ban (Beijing People's Publishing house, China, 2011).

These books mentioned above have offered a lot of suggestions for the reform of administrative procedures in the current universities.

1.2. Studies in Vietnam

Study on the concept of administrative procedures, one door mechanism, connected one door mechanism: *"Administrative procedure: theory and reality"* of Nguyen Van Tham and Vo Kim Son, National Political Publishing House (2001); *"Administration term"* of Institute of Administration (2002); *"Some problems of administrative procedure reform"* of Mai Huu Khue, Bui Van Nhon, National Political Publishing House (1995); *"Discussion of current administrative procedures"* of Nguyen Huu Khien (Website of Institute of Administration (2010)); *"Thinking renovation of administration – Strong basis for a breakthrough of administrative reform"* of Bui The Vinh, Economics and Forecast magazine, no. 2/2007; *"Administrative reform – problems to know"* of Diep Van Son, Labour Publishing House, 2006. Relating to the studies on the reform of administrative procedures, there were also some dissertations of Ph.D at Institute of Administration such as *"Administrative procedure reform in administration reform of the State of Vietnam"* of Tran Van Binh (2000); *"Administrative procedure reform (Surveying one door model at Soc Trang People's Committee)"* of Nguyen Thi Ngoc Phuong (2000). Recently, there have been some titles namely *"Measuring and evaluating effectiveness of state management, international achievements and application in Vietnam"* by Nguyen Van Thanh (Chief author), (Labour Publishing House, Hanoi 2012). Particularly in the title named *Summary record of a conference on state administrative reform in Vietnam from the view of scientists* (2011) of Institute of Administration with a lot of scientific reports on the reform of administrative procedures. Such reports have raised the problems related to theory and reality of administrative procedure reform in the recent years.

Regarding administrative procedures in operation of universities, there have been some noticable studies. They are *"Administrative reform and problems of improvement of administrative service in university"* of Le Dinh Son, (Science and Technology Magazine, Da Nang University, no. 2(37) 2010; *"Current status of administrative procedure reform in The National*

College for Education") of Ha Thi Thu Trang, *Educational equipment magazine*, no. 93/2013; "*Administrative reform in People's Police University*" of Nguyen Thi Phuong (assignment, 2013). Besides, there are a lot of research topics in which administrative procedure reform was mentioned at different levels such as *Administrative reform in Minh Menh dynasty (1820-1840)*, Dissertation of public administration, of Nguyen Minh Tuong (2008); *State management in orientation of self control, self responsibility of universities in Vietnam* of Phan Huy Hung, National Political Institute of HoChiMinh (2009)...In conclusion, administrative procedure and the reform of administrative procedures in Vietnam have been researched by many people. These documents did not mention directly about administrative procedure in public universities but they helped author to learn many useful things, especially the implementation status of administrative procedures.

1.2.3 Studies of the author related to dissertation topic

The author has a topic: "*Reform of administrative procedures in universities and colleges*", Market and Price Magazine (2009); "*Implementation of administrative procedures in universities, colleges – one each type!*", Nowadays Finance Magazine (2009); "*Administrative procedures in operation of Vietnam universities – from a view of a survey*", State Organization Magazine (2013); "*University enrollment procedures – experience of some countries and suggestion for Vietnam*", Educational Management Magazine, (2013).

2. Existing problems to be solved

- Theory on administrative procedures, reform of administrative procedures in operation of public universities in Vietnam.
- Features of administrative procedures and reform of administrative procedures in operation of public universities, requirements for adjustment and direction.
- Surveying, evaluating administrative procedures, reform of administrative procedures in operation of universities, finding out advantages, disadvantages, causes and remedy.

During the research progress, the author has focused on clarifying following contents:

Firstly, regarding theory, it is to supplement theory on administrative procedures, particularly to clarify the difference between administrative procedures in serving administration and ruling administration. From that, the author has set out the concept of administrative procedures in operation of public universities in Vietnam and features of such procedures, to examine its influence to the reform of administrative procedures in education and training field.

Secondly, in operation of public universities in Vietnam, was administrative procedure valued properly? What are the consequences?

Thirdly, to clarify the direction of the State with representative is Ministry of Education and Training to administrative procedure reform in operation of public universities recently and to propose, supplement necessary contents for such direction to bring back actual effectiveness.

Forthly, to define the way of the reform of administrative procedures, key issues, necessary conditions for implementation of administrative procedure reform in public universities in Vietnam in upcoming phase.

Chapter 1:

THEORICAL BASIS FOR ADMINISTRATIVE PROCEDURES, REFORM OF ADMINISTRATIVE PROCEDURES IN OPERATION OF PUBLIC UNIVERSITIES

1.1. General problems on administrative procedures

1.1.1. Concept on procedures, administrative procedures

According to general concept of current scientists, *procedure is manner, mode to solve work in a specific order, an consisten rule including taskes related closely to each other to achieve expected results.*

We are aware that, *administrative procedure is an order, mode to implement, documents and requirements, conditions regulated by state authorities, authorized person which must be followed by agencies, organizations, individuals when solving a specific work.*

Although there are some problems which have not been defined clearly in legal documents in Vietnam but through the research and reality, they have been mentioned in many important documents of the Communist Party and government, we have summarized in the dissertation with some terms such as *Administrative procedure process, Administrative procedures "One door ", Administrative procedure "Connected one door", reform of administrative procedures, administrative procedures in operation of public universities.*

1.1.2. Origin, nature of administrative procedures

- *Regarding origin:* Administrative procedure is governed by law, it is a legal code regulates the order of time, space, mode of solving a work of the state administrative agencies in relationship with agencies, organizations, individuals.

- *Regarding nature:* Administrative procedure is the manner serving for rights, attached to rights and responsibilities of the state administrative agencies.

1.1.3. Purpose, role, meaning of administrative procedure

- *Purpose of administrative procedure:* to ensure the implementation of rights and obligations of the subject: subject to solve (act on behalf of the State) and subject to join (individual, organization with requirement,

expectation to implement obligations regulated by law so that its requirement will be executed). Solving harmoniously relationship between the two subjects to ensure the respectation of management order and legal rights of citizens. That is the most important purpose of administrative procedure.

- *Position:* Administrative procedure is a part of administrative institution. This is a type of legal code with procedure and understood as a mode to implement the law regulated by the code. To some specific extent, administrative procedure is as a bridge to connect legal content and living. Legal content will come into actual living or not, it must pass this bridge. If the bridge is clear, the living will know what requirement of law. Naturally, administrative procedure does not decide legal content but it is clear that it has an important position in general administrative operation.

- *Role:* The role of administrative procedure is that it specifies legal implementation to put into the living. It contributes to regulate administrative work in a manner of time, space and different entities.

- *Meaning:* Administrative procedure is a form of regulation to ensure administrative decisions to be executed smoothly and consistently. They are as an important bridge between the State's agencies to people, other organizations. If it is established and issued reasonably, administrative procedure will contribute to prevent exaction and corruption. Moreover, to know and implement well in accordance with administrative procedure regulation, it will be contribute to reform administrative procedure sucessfully, ensure democratic rule implementation in management, publicity, prevent exaction, corruption, maintain national discipline. Administrative procedure in some specific extents is a symbol of cultural management, communication of organizations and agencies.

1.1.4. Features of administrative procedures

- Administrative procedure is governed by codes of administrative procedure. This is a factor to ensure close, convenient operation and in accordance with management function of government agencies.

- Administrative procedure is an order to implement management authority of the state, it is diversified and complicated.

- Administrative procedure often changes promptly as requirement of work. Implementation achievement of administrative procedure is much depended on people and actual condition. Thus, it is necessary to have flexible measures. In currey period, administrative procedure is influenced much by international integration and exchangable influence between nation relationships over the world.

- Administrative procedure links clerical work with documents and papers.

In operation of universities, a part from general features as state administrative agencies, administrative procedure of the university has its own features. For example, it is not or has not been regulated specifically by law, it is made and issued by the university to regulate and guide to implement general rules of current law.

Administrative procedures in operation of public and private universities are basically similar. Fundamental difference is the regulation of law on the mode of implementation.

1.1.5. Classification of administrative procedure

In order to establish and implement administrative procedure smoothly and effectively, it is necessary to classify them scientifically. It is likely to classify administrative procedure to some types as entity of administrative management, specific work of organizations assigned to implement during operation, function of organizations, nature of relationship of administrative procedure (for this way of classification, it can be classified to some types as internal procedure, contacting procedure. Permission procedure, prohibition procedure or forcing to implement, requisition procedure); clerical administrative procedure.

Additionally, there are some other types of classification. For example, classification as level of reform suggestion of administrative procedure; Classification as recommended field for reform of administrative procedure; Classification as level of handling administrative procedure; Classification of administrative procedure as profession. We suppose that they are necessary types of classification for researching administrative procedure.

In public universities, the author classified administrative procedure in accordance with specific work of organizations assigned to implement. However, this way of definition is relative.

1.1.6. Factors forming administrative procedure

According to Decree no. 63/2010/NĐ-CP, factors form administrative procedure is: a) name of administrative procedure; b) implementation order; c) mode of implementation; d) Document; đ) time of handling; e) entity of implementation; g) Implementation organization; h) Result of implementation; i) in case administrative procedure followed by application form, declaration form; form of implementation result of administrative procedure requirement, condition, fee, cost then application form, declaration form; form of implementation result of administrative procedure requirement, condition, fee, cost are also a part of administrative procedures.

1.1.7. Rules of establishment and issuance of administrative procedures

Rules recognized widely when establishing current administrative procedures is to follow law, jurisdiction of socialist republic; Consistent with government administrative management target in the time of integration;

Simple, easy to understand, convenient for implementation of each specific field; Administrative procedure must be systematical.

1.1.8. Rules of administrative procedure implementation

In order to implement administrative procedures conveniently, agencies must have specific regulations on public service regime; Administrative procedures must be publicized; It is necessary to appoint qualified staff knowing well about administrative procedures to implement; Objectivity, accuracy, equality must be ensured; There must have clear assignment and consistent cooperation regime between agencies, organizations during administrative procedure settlement; Agencies, staff implementing administrative procedures shall be responsible for checking, recommending, supplementing and changing out of date administrative procedures.

1.1.9. Some reform problems of administrative procedures in Vietnam recently

- *Some views of reform of administrative procedures:* It is a process of reforming working manner and it should be begun from personnel task; The most importance is the implementation of administrative procedures in reality. In order to get effectiveness, it is necessary to improve supervision capability of government organization system. These are meaningful things and drawn much attention during the reform of administrative procedures recently.

- *Necessity of reform of administrative procedures in operation of public universities in Vietnam:* Recently, there have been some vital problems of the reform of administrative procedures in Education and Training field which got much attention from the publicity. Press has spent much ink on this problem. It is shown that the vital requirement of administrative procedure reform in operation of universities, particularly in public universities is the expectation of people. From general problems of administrative procedures and the reform of administrative procedures, we suppose that the reform of administrative procedures in operation of universities is actually the reform of implementation of these administrative procedures in the universities. In that time, research, survey, checking up unsuitable administrative procedures to propose, modify, eliminate, change by more suitable and scientific administrative procedures.

- Contents of the reform of administrative procedures:

For Ministry of Education and Training, according to plan of administrative procedure reform of Ministry of Education and Training in the phase of 2012 – 2015, contents of the reform of administrative procedures are: To check up, improve quality of administrative procedures in all management fields of the Ministry, especially the administrative procedures related to people, education agencies; To supervise seriously the issuance of new administrative procedures of the Ministry and agencies under management in

accordance with regulation of law; To publicize and explicit all administrative procedures in realistic and suitable forms...; reform of procedures between agencies under management of the Ministry and each internal agencies; To receive, settle comments and proposal of individuals, organizations to administrative procedures under management of the Ministry; To reform administrative procedures during establishment and reform of administrative procedures to complete the institution.

For universities, the reform of administrative procedures is defined in the orientation: To reduce and improve implementation quality of administrative procedures in operation of the university; To check up, modify, supplement, change, eliminate unsuitable administrative procedures to the new regulations of law; To inspect seriously issuance of new administrative procedures in accordance of law; To publicize, explicit administrative procedures by suitable forms; Receiving, handling proposals of staff, students, citizens and agencies about administrative provisions promptly to improve quality of policy making and inspect implementation of administrative procedures of professional agencies.

- *Factors preventing the reform of administrative procedures:* We think that the following factors will continue preventing the reform of administrative procedures in the near future: 1) factor of human: we are still lack of qualified and enthusiastic staff; 2) theory on the reform of administrative procedures has not been studied comprehensively, it is much focused on temporary solution, lack of consistency; 3) Administrative procedure is not stable, changeable that leads to the idea of the manager and causes the boring; 4) State management to economic – social living has a lot of shortcomings. It is the premise arising complicated administrative procedures. Professional agencies have not identified level and intervention measure of the government in each specific management field suitably and properly. It is the fact that if controlling seriously, it will prevent the development but if relaxing, it will create chaos.

1.2. Administrative procedures in operation of universities

1.2.1. Features of public universities in Vietnam

Currently, Vietnam has following type of university: Public university, Private university and University with foreign participation.

Public university is the education facility established by the government, belonged to the state;

Private university and university with foreign participation operate without benefit. It is the university of which the annual accumulated benefit is the public assets without sharing and used for re-investment for development of the university; shareholders or general partners do not receive income or annual income will not exceed interest of public bond.

University with foreign participation includes university with 100% foreign capital; Joint venture university between foreign and domestic investors.

Although there is differences but universities have a common point. It is the place to train high quality human resources for society, the place for researching applicable science and technology transfer in serving for the economic and social development. University is under government management of education of Ministry of Education and Training; administrative management of territory of provincial and city people's committee of the Central. Administrative procedures in the university are the procedures of enrollment, training, scholarship, tuition... University management model in Vietnam is diversified but complicated when implementing administrative procedures. There are many types of education in these university. Implementation of administrative procedures in the universities closed to teacher and management staff's responsibilities.

1.2.2. Administrative procedures in operation of public universities in Vietnam

In operation of universities in accordance with its nature, administrative procedures is the way to organize implementation of regulations issued by education and training industry and related industries concerning to university management task in pursuant to its function. There are some activities which must be in accordance with administrative procedures issued by senior authorities as specified in general rules, others are internal regulations begun from actual operation of the university in order to develop internal management tasks. Research on the reform of administrative procedures in universities targeted this regulation.

Researching results has shown that most of administrative procedures in operation of universities have been specified in law on education and legal documents on education and training.

Pursuant to the viewpoints and concepts on administrative procedure presented above, there are many administrative procedures in universities but basically it is pursuant to specific work of agencies, organizations assigned to implement during their operation. Related stages include enrollment and training; Student's activity; Examination, selection and training for staff...

Conclusion of Chapter 1

In this chapter, basing on general theory on administrative procedures and the reform of administrative procedures, the author has pointed out some additional ideas to clarify connotation of the concepts mentioned. Noticable additional ideas are: the concept on administrative procedures and the reform of administrative procedures in operation of universities; types of administrative procedures in universities; origin, role, meaning, features, rule

of establishment, issuance, implementation of administrative procedures; content of reform, concepts on reform; factors preventing the reform in general and public universities in particular. Examples of some developed countries with proper education.

Public universities are facing with reform, opening, intergration period as a certain trend of the current phase. It is also a good basis for us to learn a lot of precious experiences from developed countries, international universities. However, a series of problems is arising which education and training field has to well handle to create favourable conditions, overcomes challenge of new age when facing with new opportunities, renewal mission of administrative procedures in universities is set out.

Chapter 2:

CURRENT STATUS OF ADMINISTRATIVE PROCEDURES IN PUBLIC UNIVERSITIES IN VIETNAM

2.1. Survey of types of administrative procedures in operation of public universities

2.1.1. Full time enrollment and training procedures

2.1.1.1. Enrollment procedure

Within 10 years (2001 – 2010), Ministry of Education and Training has issued enrollment rules four times in 2003, 2005, 2008, 2010 and 3 times of amendment, supplement in 2004, 2006, 2009. Modifications and adjustments were made in following years from 2011 – 2014. It is shown that the stability of administrative procedures in education and training is not high, changable, amended in terms. Procedures of application, fee have a lot of changes. Administrative procedures for enrollment are quite close. However, there was still wrong admission inconsistent with rules, administrative procedures were not followed seriously.

2.1.1.2. Procedures related to training process of full time mode

- Administrative procedures on annual training system

According to regulation (2006), scores shall be publicized at the latest of one week since the date of examination or submitting assignment and students are allowed to learn beyond class. Actually, it is rare. Many universities allow students to learn two different programs at the same time. However, the way of implementation is different. It is the fact that some universities skipped some procedures when student moved to another university. The ministry has no regulations on university moving fee but some universities have regulated by their own that led to argument.

- Administrative procedures on modular credit training

In the early of training full time mode in accordance with modular credit system (2008 – 2010), due to many reasons so some universities could not avoid problems. Subject, class voluntary registration form of student could not

be carried out. Registration of study volume, elimination of registered credits... some universities allowed students to register online and some allowed to register via internal network. According to previous rules (2007), after each term, students were forced to stop studying in case average mark of the term was below 0,08 for the first term of the school year or below 1,00 for the next terms. However, according to the rules of 2012, for those whose study result was fallen in the level mentioned above, they were only warned... a lot of procedures of modular credit training were eliminated in 2012 in order to encourage students to self-study. It was remarkable on administrative procedures. In our opinions, some related regulations should be checked up and eliminated.

2.1.2. Administrative procedures in student's activity

2.1.2.1. Administrative procedures on preferential regime for education and training

From 2010 then on, after submitting tuition at school and completing confirmation, tuition will be received in local. It was a new and important point in the reform of administrative procedures. The problem is that the doer had to make confirmation procedures.

2.1.2.2. Administrative procedures on social benefits for student

Currently, there were no standards to identify poor student. On the other hand, there was no independent fund for social benefit, it was taken from annual state budget so some universities with a lot of poor students faced with budget deficit and some did not implement the policy. Poor student, therefore, met a lot of difficulties.

2.1.2.3. Administrative procedures on tuition exemption for student

At present, there are a lot of administrative procedures in document system related to this problem with inconsistencies between universities. Some universities did not implement in accordance with collection level, tuition exemption as specified in the state's documents; some universities self issued decision of much higher tuition collection level.

2.1.2.4. Administrative procedures on scholarship granting

Most of universities have followed the regulations but the way of implementation was not consistent. Some universities considered by faculty and some considered by term, by specialty, by class. Some universities took the entrance examination score as a basis for granting scholarship, some took the score of 7th term as basis for granting scholarship in 7th and 8th terms...

2.1.2.5. Administrative procedures on stay-in student

Some differences are existing when implementing this procedure. For example, some universities allow students to be stay-in for 1st and 2nd years, from 3rd year then on, they have to move out for new students. Some universities make stay-in card and some do not, some force 1st year students to

be stay-in to train living and orderly routine, community, some approve stay-in registration via website of the school.

2.1.2.6. Administrative procedures on management of stay-out student

It is the most difficult problem of Ministry of Education and Training and the difficulty of universities. Many people said that temporary residence management was the duty of public security and local authority but not of the universities so actually a lot of universities have not carried out stay-out student management.

2.1.2.7. Administrative procedures on assessment of student's training

It is one of rules which many managers said that there was a duplicate when carried out because training score was counted in university and college education rules for full time mode in accordance with credit system (2007); if student violates the rules, regulations, they will be treated in accordance with student regulations and rules for universities and colleges of full time mode (2007)... Therefore, universities have different ways of implementation.

2.1.2.8. Administrative procedures on commend and reward, discipline for student

In the process of implementation, this procedure existed some differences between universities: Some universities when disciplined students adopted Rules of Student's activity issued in 1993 which was amended, supplemented in 2000 and currently eliminated, did not implement Rules of Student's activity for universities and colleges and vocational schools of full time mode in 2007 etc. Although there were some disadvantages and different way of implementation but generally administrative procedures on commend, reward, discipline for student in accordance with law on university education has been innovated that helped education and training to be seriously implemented.

2.1.2.9. Administrative procedures on school health, medical insurance, body insurance

There were differences between universities when carrying out this procedure. Some school compelled medical insurance but some collected as voluntary insurance. Body insurance is more flexible than medical insurance. According to regulations of medical insurance, it must be in the same route except for emergency cases. It is the weakest point of medical insurance in school particularly in summer holiday, tet holiday, for those who was ill, they must be moved to the same route for treatment. It was not reality.

2.1.2.10. Administrative procedures on credit in education and training

Lending procedure and order have been improved in the direction of simplicity. Universities inly confirmed on Confirmation form (form no. 01/XNSV made by student). Bank of Social policy also transferred direct lending mode into household lending mode and disbursed via ATM card,

disbursement or loan collection were carried out at commune transaction branches which enabled the borrower not to transact at the bank.

2.1.3. Administrative procedures on examination, admission and staff training

Through survey on some existences, we found that in some universities, in case of being in accordance with employment rules, standard was quite high but employment was inconsistent with requirements in fact. Examples from reality have shown that administrative procedures on examination, admission and staff training were not carried out seriously. However, since law on staff (2010) and decree of employment, use and management of staff (2012)... issued, some movements have involved.

Ministry of Education and Training and universities have done quite well training and fostering special profession in some fields such as ideological and political work, staff organization, equipment administration, financial work... but currently most of staff who are responsible for administration related to administrative procedures in universities were not cared to foster...

2.2. General assessment on administrative procedures in operation of public universities – problems for innovation

2.2.1. Advantages

Generally, administrative procedures had positive changes. Administrative procedures on staff examination, training, use of staff are highly stable with less changes. Some of universities have established set of procedures and publicized on internal website and media. After 2010, reform of administrative procedures in this field had many new changes.

2.2.2. Disadvantages

For many continuous years, administrative procedures related to operation of public universities had extraordinary changes, slow implementation that led to the difficulty of universities' activities. Overlapped regulations existed, instruction for implementation was not clear and inconsistent. A lot of procedures were out of date without changes. Some universities issued procedures against their competence.

Reason of mentioned status:

- Due to lack of proper awareness of administrative procedures in general and administrative procedures in operation of universities in particular so functional agencies did not pay much attention to the reform of administrative procedures to enable school's activity better.

- Way of implementation, thinking of some staff was red tape in accordance with asking – giving regime, waiting for direction from senior.

- In some universities, administrative procedure guiding documents still existed although they were expired even prolonged the term of implementation of these documents on purpose.

- Many universities have not applied information technology to manage and solve administrative procedures effectively.

- Many universities have not established rules of university management so work was overlapped, duplicated and missed.

- Most of managers have not been trained management of university and way to cooperate to solve administrative procedures in the school. As the owner but Ministry of Education and Training did not direct, inspect and establish sanction for handling administrative procedure violation of education facilities over the past years.

2.2.2.7. Necessary innovation problems

First of all, awareness of the role of administrative procedures, importance of administrative procedure reform should be innovated. Implementing administrative procedure guideline in detail and approving implementation, adjustment of internal guideline documents, proposing to re-structure administrative procedures so that it is suitable to the current situation. 1) Ministry of Education and Training together with universities should clarify: What is responsibility of the Ministry when implementing administrative procedures? What did university to do? What is the target? How to implement accurately the regulations of administrative procedures; 2) It is necessary to clarify level (agencies, units) implementing administrative procedures, cooperative agencies, units, implementation order, mode of implementation, time of implementation, location of implementation of administrative procedures... ; 3) Regarding responsibility, it is necessary to clarify the responsibility of Ministry of Education and Training related to issuance of guideline documents on administrative procedures, guiding to implement administrative procedures, exchanging experiences, summarizing and evaluating and inspecting administrative procedures, handling violation on administrative procedures at ministry level; 4) It is necessary to propose cooperation regime with agencies, organizations out of education and training field related to issuance of concerning documents and implementation of administrative procedures.

Conclusion of Chapter 2

Surveying, evaluating current status of administrative procedures in operation of public universities in Vietnam firstly required reform, opening, innovation and integration have shown a lot of out of date administrative procedures which should be eliminated. In order to implement reform of administrative procedures, we also suggested that it is necessary to learn good experiences from developed countries, international universities. In the phase (2011 – 2020), the reform of institution, the reform of administrative procedures will be continued and considered as an important stage. This is the

basis for the public universities to implement the reform of administrative procedures in operation of education and training.

Chapter 3:

MEASURES OF THE REFORM OF ADMINISTRATIVE PROCEDURES IN OPERATION OF CURRENT PUBLIC UNIVERSITIES

3.1. General requirement of the reform of administrative procedures and application requirement in operation of universities

The reform of administrative procedures in operation of universities need to ensure the following requirements: Administrative procedures shall be established and publicized clearly, transparently and consistent with regulations of law; Basing on features, situation of university to implement administrative procedures in many different forms which is suitable to reality but it should be consistent with the competence; Regularly checking up to find and require to eliminate out of date guideline documents which prevent students; Guiding to implement administrative procedures more scientifically, simply, easy to understand and convenient for implementation; It is necessary to save and enable administrative procedures effectively.

Challenges to the reform of administrative procedure in operation of public universities should be aware. They are:

1) Currently, we have not issued law on administrative procedures. The shortage of this law is a fundamental challenge because sub-law documents could not replace. Thus, we should be careful when issuing administrative procedures and implementing them in universities.

2) The control of administrative procedure should have been supported from many agencies but some of our directing agencies always change that leads to the difficult inspection.

3) Legal system of our country is complicated, bulky, hierarchy. Many legal documents conflict each other even contrast to the documents of senior agencies. A lot of out of date codes are not found out or eliminated, some fields need adjusting but it has not got regulations. It is also a remarkable difficulty for the reform of administrative procedures in general and in public universities in particular which should be heeded on.

4) Actual result of the reform of administrative procedures generally has not been satisfactory, many requirements have not been implemented causing affection to education and training field.

5) Opening, integration, however; had many advantages but challenges are existing. How to reform administrative procedures during integration process to attach foreign investment for education and training field and let the public universities compete with international ones in Vietnam is not simple.

6) Readiness of serving and implementing administrative procedures in universities is not high. Most of staff, lecturers living in collectivistic age or in the early of renovation age so they are familiar with the old mindset and practice; slow to inovate their mindset. It is a noticeable challenge with potential risks.

7) Facilities of the universities in general is bad, have not meet the standard, investment is slow and unSynchronous, quality is bad, there are a lot of insufficiencies in information technology application to solve administrative procedures.

8) For partial sake of sectors, levels... many universities do not want to publicize information. It is said that it is an obstacle preventing the reform of administrative procedures.

9) The reform of education has some significant problems which were pointed out in the Decree of the Central congress 8. For example, it was to require a lecturer team, training quality was not as expectation and there were some conflicts such as relationship between scale and quality in the limitation of human resources; requirement of diversification of types of training to output standards... They are urgent problems arising from reality and cause difficulty for the reform of administrative procedures.

3.2. General measures to promote the reform of administrative procedures in operation of the public universities

3.2.1. Awareness of role of administrative procedures in opration of the universities

Administrative procedure is an fixed institution of each country, the rules, regulations which are codified. However, no matter how administrative procedures are reasonable but staff is unqualified then problems arise inconsistent with the law. Thus, it is necessary to be aware of administrative procedures, especially the importance of administrative procedure implementation. Such awareness should begin from the senior officials of education and training field, universities then this awareness will be transferred to the junior staff who are responsible for implementation of administrative procedures.

3.2.2. Surveying and re-evaluating current administrative procedures in operation of the public universities

Rules for implementation of internal administrative procedures guided by the universities sometimes are at random. Therefore, survey, checking up and re-evaluation of the current administrative procedures in operation of the public universities in accordance with specific, legal standards then offering suitable measures.

3.2.3. Authorities have to study to eleminate unnecessary and unsuitable administraitve procedures of all stages

3.2.3.1. For enrollment and training

From university enrollment in some countries such as America, France, Korea, Japan, China, England, we think that university entrance exam should be eliminated in Vietnam, scores of 6 terms of High school, graduation examination are the basis for admission of university entrance, simultaneously basing on some other criteria such as writing assignment, introduction letter, reviewing school background of education, interviewing... However, if university entrance exam is still remained, we should hold 2 exams in one year with suitable interval in the year, it will be assigned to a company for implementation. It should be experimental first.

3.2.3.2. For student's activity

It is necessary to eliminate the direct consideration, provision of social benefit at the universities, it is the task of the local. More and more simple procedures, better and better student's benefits will be ensured.

It is proposed to eliminate stay-in and stay-out cards because it is not reality.

It is proposed to eliminate procedure of assessment of student's training achievements. Currently, student's training has been evaluated in the Rules of Student's activity (commend and discipline) and Rules of Education and Training (attendance scores of each subject).

3.2.3.3. For examination, admission and training of staff

Additional procedures issued by some universities, localities should be eliminated such as employment of those who have local permanent address or procedure on assigning staff to study abroad must have approval of the Ministry and after graduation and back to school for work, they must also have approval of the Ministry. Procedures on examination should be fair. Employment of those who graduated from public universities should be eliminated also.

3.2.4. Adjustment of internal guiding documents is scattered, inconsistent with unspecific location for procedure implementation

At the moment, when handling any administrative procedures, the staff has to read a lot of different guiding documents even they were issued by many different divisions, agencies that causes the delay of settlement. Thus, it is necessary to adjust such guiding documents on implementation of administrative procedures to ensure consistency, transparency. Rector of university should be responsible for this problem.

3.2.5. Establishing new administrative procedure should ensure science, close reality, simplicity and easy implementation

It is quite an important requirement. All administrative procedures must be publicized by practical and suitable forms, avoiding power abuse and

harassment. It should have a division to check up administrative procedures with capability, real power, avoiding formalism.

3.3. Some specific measures to favour implementation of administrative procedures in operation of the public universities

3.3.1. Decentralizing university management, specifying function and mission of levels from ministry to university level

Decentralizing will specifying function and mission of levels, clarifying real power, responsibility of the Ministry, universities in a series of problems related to administrative procedures. We suggested that decentralization and assignment of intention is to enable the universities to perform within legal corridor, separate between state management and professional management of training facilities; continue to study stronger classification for the universities.

3.3.2. Establishing a set of rules on function, mission of units belonged to the university

It is necessary to issue a set of rules on management of university's activities in which there are regulations on employment and use of staff; Regulations on student's activity; Regulations on management of receipt and expense and rules of internal spending...

3.3.3. Establishing a set of rules on implementation of administrative procedures to solve university's duties

When establishing this set of rules, cooperation rules for statistics, updating, publicizing administrative procedures and receiving, handling proposal of individual, organization on administrative regulations within function of Ministry of Education and Training (2011) with specific guidelines should be referred for proper implementation. In case of having proper set of rules, it will be a basis for organizing activities in the university in orientation of publicity, transparency, avoiding harassment and confidentiality.

3.3.4. Attention to information technology application and attaching special importance to administrative procedure implementation stage

Nowadays, it is unable to have a modern administration serving punctually for people's requirements without assistance of information technology. Therefore, the reform of administrative procedures in the universities must be assisted by necessary facilities to apply information technology in the reality so that work can be solved promptly via internal network.

3.3.5. Training, fostering staff related to administrative procedure settlement

Universities need to hold professional training courses for staff who directly work with administrative procedures. Entity, content, time, mode of training should be consistent with requirement of the university. There must have rules binding closely staff's study. Professional conduct should be focused. Staff assessment procedures of the university should have

assessment of staff and lecturer's training and fostering process. It is a standard. Experience from other countries can be learned to properly implement this task.

3.3.6. Enhancing the Communist Party's leadership and cooperation between political organizations in the university

The reform of administrative procedures in operation of the universities requires the enhancement of the Communist Party's leadership, cooperation between political organizations to create unification, consent, determination of all political system. Each staff, teacher should play the role as "people's inspector" in accordance with general regulation for the sake of people and the university.

3.3.7. Enhancement of inspection and control of administrative procedure implementation

Individuals, groups with innovation idea, excellent achievement should be promptly commended and those who self issued procedures which made difficulty, harassment to students and profited from that must be punished.

3.3.8. ISO application to management task in the university

ISO and inspection norm for administrative procedures in quality control should be adopted in the universities. In order to do so, it needs the consistent direction of the universities registering to participate ISO as well as synchronous quality control.

3.3.9. Learning international experiences

We can learn experiences from many countries about method of university enrollment, assessment procedure and activity of the universities related to guideline, policy of the state on assessment of the role of university in social living, staff fostering in administrative procedure implementation...

3.3.10. Assignment of specific task settlement in operation of the universities under general management of Ministry of Education and Training

We suppose that administrative procedures in operation of the universities should be assigned to the universities to self regulate and implement. Ministry of Education and Training only specifies general issues such as fee, expense... and procedures and order should be assigned to the universities, the Ministry just implements general inspection. Mode of implementation can be flexibly changed in accordance with living demand.

3.3.11. Experiment and implementation of "one door" administrative procedure regime for student

Implementation of one door regime, connected one door regime will enable students to solve administrative procedures accurately, promptly, legally and it is considered as a necessity in the universities. Regarding this matter, Vinh university had a lot of experiences for other universities to learn.

If the universities all implement this model, the role of administrative management in the universities will be improved, students will be respected and have much time for their studies, researches. It will contribute to promote quality education and training, servicing quality in the universities.

CONCLUSION

Researching administrative procedures to find out measures to promote the reform of administrative procedures in operation of the universities in Vietnam is one of the necessary requirement to contribute to the reform of state administration. It is a condition to improve current education and training quality of our universities. Through the dissertation, some important conclusions can be drawn as follows:

- Administrative procedures in operation of the public universities are regulated in specific legal documents. The reform of administrative procedures basically is the mode, order, process guiding implementation in detail of the universities.

- Entity of administrative procedures in operation of the universities is the university itself. However, there are many administrative procedures in which the university is just cooperation entity. In order to implement the reform of administrative procedures in the public universities in Vietnam, we have following proposals:

- + *Proposal to the Communist Party and State*: in case education and training is considered as national policy, investment must be equivalent, particularly facility investment for teaching and learning. It is to direct to early issue law on administrative procedures as the legal basis, mainstay for agencies, organizations to establish and issue documents on the reform of legal and consistent administrative procedures; Transferring the rule of intention related to admission, examination, employment of staff to the universities which enables the university to attach and keep the talent.

- + *Proposals to related Ministries and sectors*: *Ministry of Home Affairs, Ministry of Labour – Invalids and Social Affairs, Ministry of Finance*: To inspect, check up, supplement regime, policy, enhance rule of intention and responsibility to the universities; Assign power to the universities to structure their system, establish departments, faculties, assign lecturers, staff, appoint and dismiss leader of all levels from vice rector down, establish regime, policy to attach the talent; To allow the universities with sufficient condition to establish new speciality, enrollment with particular model, teach and learn as credit or combine with annual credit; To propose unifying guideline documents on scholarship, tuition exemption, social benefit, urgent benefit... for students. Students of all study modes in the national education system shall receive similar rights and benefits related to social policy. To specifically

guide to implement the rules on revenues, expenditures, fee, expense without self-regulation and inconsistency.

+ *Proposals to Ministry of Education and Training*: To check up administrative procedures, to make survey on the universities, to difne more clearly hosting unit and cooperative units of each type of procedures, to eliminate or modify wrong amd illegal procedures; To study then unify rules for assessment of student's training with rules for training; To closely inspect administrative procedure implementation organization in the university; To adopt ISO and inspection norm of administrative procedures related to quality control of the universities. To establish and issue legal documents with strong institution specifying responsibility, obligation, right, benefit and administrative procedure implementation order. To transfer intention rights to the universities. The Ministry should focus on planning, making policy and implement state management and macro-management on education and training.

+ *Proposals to the universities*: Rectors of the universities need to manage, direct the reform of administrative procedures, standardize, publicize guiding documents on implementation order of administrative procedures; To establish legal division to verify legality, suitability of the documents issued by the university; To invest in machinery, equipments, management software to reform the implementation of administrative procedures; To publicize proposal settlement result of individual, organization on regime, policy, administrative procedures; To promptly propose senior problems related to unsitable regime, policy; To quickly handle and finish administrative procedures which were self issued by units, staff and illegal; To enhance inspection, supervision of implementation of administrative procedures in the university, to treat seriously those who intent to prolong, do not implement, or implement wrong order of administrative procedures.

We strongly believe that if the propsals mentioned above are carried out, implementation of administrative procedures in the public universities in our country will have new advance and contribute significantly to improve education and training quality of university currently.

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