

行政學報 第廿七期  
民國八十五年九月 第129~188頁  
Public Administration No.27  
Sep. 1996 pp.129~188

## 官僚體制的困境及其突破 ～一個典範移轉的觀點\*

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### 摘要

官僚體制為近代人類社會所依賴，在於她具有處理工業時代大規模組織的行政任務的獨特秉賦；然而，在進入後資本主義社會後，昔日建構在理性主義下的特殊能力，卻已無法充分回應社會結構的變遷，維繫其存在正當性的「效率」職能也迭受質疑與詰難。本文思考的主軸在於，為何以理性主義為內涵的官僚體制無法充分回應「後資本主義社會」的需求？其間透顯出當外在環境變遷時，官僚體制的內在精神及其運作型式亦應隨之轉換。然而，觀察歷年來各國政府進行改革的成效卻相當有限，這是否意味著改革有其無法突破的困境？還是改革的路徑有偏差？那麼正確的革新策略又是什麼？本文第一部分「官僚體制的形成及其限制」及第二部分「官僚體制改革的回顧與檢討」中將處理上述前兩項問題。一個世紀以來，官僚制度從被信任到運作困難，其情況有如 Thomas Kuhn 所形容的「典範危機」，愈來愈多學者使用「後官僚典範」概念，來強調原來的官僚制度內涵已面臨必須「移轉」的時刻。本文第三部分「重塑官僚體制的理念型——後官僚典範」，是期望藉由新舊官僚體制內涵的比較，提供官僚體制革新一個清晰的方向。

**關鍵詞：**官僚體制、革新、後官僚典範、典範移轉

\* 特別感謝兩位匿名審查人的批評與斧正。

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## **A Bureaucracy in A Predicament & Its Breakthrough ~ A Discussion from the Viewpoint of A Paradigmatic Shift**

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### Abstract

Modern society relies on bureaucracy for its distinctive ability in managing administrative works within numerous huge organisations arising from the industrial age. However, such ability which was formed upon rationalism has been proved later as being unable to cope with rapid changes within the societal structure. Efficiency, once justified the necessity of a bureaucracy's existence, has also been repeatedly questioned and challenged. The main issue the author intends to explore in this article is therefore why a bureaucracy based on rationalism is unable to fully cope with a post-capitalist society's demands? It is widely acknowledged that when external environment changes, the essence of a bureaucracy and the way it functions should also change accordingly. However, countries that have strived to improve in this respect only gained very little from their efforts. Does this indicate that there were unremovable obstacles? Or the reform was misguided? What will be the "correct" strategy for reform then? Part I of

this article "The Formation and Limitations of A Bureaucracy" and Part II "A Brief History And Review of The Bureaucracy Reform" are meant to discuss the above questions. For a century, the declination of bureaucracy's usefulness is as if what was once described by Thomas Kuhn, "A Paradigmatic Crisis". More and more academic have been using the term "Post-bureaucratic Paradigm" to emphasize that a decisive "shift" of the original essence of a bureaucracy is urgently needed. Thus, Part III "Reforming The Ideal Type of A Bureaucracy - Post-bureaucracy Paradigm" aims to provide a clear direction for reforming the bureaucracy by comparing the old and new essences of the bureaucracy.

**Key Words:** Bureaucracy 、 Reform 、 Post-bureaucratic Paradigm 、 Paradigmatic Shift.