

MICHIGAN STATE UNIVERSITY

VIETNAM ADVISORY GROUP

OFFICE MEMORANDUM

TO : *Dr. Mussolf*

DATE :

FROM : *P. Rose*

SUBJECT : *Our Discussion re: Mr. An*

*This is the material to which I referred
this p.m. Maybe it unduly influenced my
opinion.*

Dr. John T. Dorsey, Chief
Public Administration Div.
Dale L. Rose, Personnel Admin. Specialist

February 17, 1958

Attached

Recall when you and Dave Cole asked me to take the evening class in personnel administration I commented that it would be made up of many from personnel offices in the Government, and in view of the President's then recent statement that the NIA courses should be more practical, I was reluctant to take the class because of my lack of detailed knowledge of the Vietnamese civil service.

Dave proposed and it was agreed that I use some guest lecturers during the course who would talk about the Vietnamese system. In consulting Mr. Dang about this he assigned Mr. An to assist on the course and it was arranged that he would give two lectures on the Vietnamese civil service system. He had them mimeographed and distributed. I do know that some of the material contains direct quotes from the Special Report prepared by Mr. Trach for the anniversary of Constitution Day but I do not know just which parts. The attached is only a summary prepared by Mr. Hoc.

DLR:mrw

Personnel Administration in Viet-Nam

(Summary)

Lecture given by Pham-Agoc-AG

Part I

I would like now to present my observations on this problem (about the principles for Personnel Administration lectured by Professor Rose) to you, with the view to give you a general notion about the Personnel Policy of the government of the Republic of Viet-Nam.

As has been stated by Mr. Tôn-Thất-Trach, Director General for Civil Service, a public agency should be a community with organic structure and spiritual as well. Spiritual structure is the uniform sense of duty, the spirit for public welfare improvement and for the service for the people, the in-office mutual friendliness and mutual assistance.

To a Vietnamese, the traditional concept is to value the civil service according to its importance. It (the civil service) is indeed highly esteemed and very important because, as has been told in the olden time: if you do not work for the public you are not a gentleman, and, those who work for the public (kê sĩ: student, therefore, government official) are leveled above all the three strata: agricultural, industrial and commercial, and, furthermore, it is a circle where only carefully selected persons are admitted into assume important jobs that have big influences over the community.

Therefore, the work of a civil servant cannot be evaluated by horse-power as has been applied by the materialists. Besides, the laws also reflect the characteristics of the duties of a civil servant.

It is true that on professional view-point the civil servant must use all his knowledge and ability in fulfilling his duties as his position dictates, but it is also true that he needs as a moral factor, a psychological conscience and an intuition to be a brilliant civil servant who is skillful in administration.

Each nation has its own concept on the civil servant. We can learn from an English or a French civil servant to acquire a broad general knowledge, or from an American about scientific trends and logic. But from another viewpoint, we are endowed with a traditional concept, and that is about the political duty of the Vietnamese civil servant in the olden time. He is in the highest class in the society not only because he has power in his hands but mostly because of his spiritual value and of the leader's role he must assume. Yet, in reality a great number of civil servants still bind themselves with the impractical slogan: civil servants never let themselves ^{become} involved with politics. This may be a foreign sophistry aiming at lulling the active spirit of those who are expected by the people ^{to guide} for guidance,

As conclusion I'd like to quote President Ngo-Dinh-Diem's statement in his speech delivered in the inauguration of the

National Revolutionary Civil Servant League convention, July 1, 1955, in Saigon: "The national revolutionary civil servant is the one who has the sense of duty of an ideal agent in the government who stands as a vanguard of the Civil Service, reforming himself and urging his colleagues in serving the right cause. The ambition of a national revolutionary civil servant is to pursue noble goals: building his nation, serving his compatriots.

Having a clear-cut theory of nationalism, a rightful sense of service, the ideal civil servant must quickly proceed in reforming his work methods, learn constantly so that he can deeply understand the government's policy and advocations and intensively promulgate them to the population with the view to have the government's projects of action carried out correctly and in time".

Part II

Civil Servant and Politics.

Quotation from Professor Rose's lecture on the employee's conduct.

Development:

1. Impartiality of the civil service: Since the Lý dynasty (1070) we have been recruiting civil servants through examination system. Now, the constitution of the Republic of Viet-Nam has confirmed this impartiality in Article 19 as follows: "Every citizen has the right to hold public office, according to his abilities and on a basis of equality". Also, in Ordinance No. 9, Article 7, impartiality is confirmed with the prohibition of engagement ^{of} from a civil servant part in private business.

2. Growth in size and scope of the civil service: Because of this expansion the work of a civil servant has great influence upon the people's living and the politics. A high ranking Belgian official has said: "... it is a dangerous privilege of the civil service for solving problems so that needs on food, housing, sanitation, education, security, justice, scientific research, transportation, etc... are satisfied. Because, an ineffective administration may instead cause serious damages to the public, which are far more important than the waste of funds collected from taxes on production income. Civil Service is therefore heavily responsible, because, to

the public, the administration is the concrete reflexion of a regime.

3. The wider issue of general loyalty to the entire political regime: This is quite evident and can be found in the following forms:

- a. Nationality. Article 22 of Ordinance No. 9, 7-14-50 and Ordinance 34 of June 27, 56.
- b. Right to strike: Constitution of the Republic of Viet-Nam, Article 23.
- c. Attitude suitable for the spirit for serving the country: As determined by Ordinance No. 51 of July 6, 1955, the President and the Secretaries of State have full right to punish civil servants under their respective jurisdiction either for having violated disciplines as determined by regulations currently in force, or because they have assumed an attitude unsuitable for the spirit for serving the country - passive, avoiding civil service responsibilities, counter-propagandizing, being hand in glove with political parties which stand against the government, etc...
- d. Political duty of the civil servant: Blind and absolute loyalty will make a civil servant passive, lack of initiative, and languishing. Absolute independence on the contrary, usually renders the civil

servant unco-operative, or encourages him to have disorderly conduct... In short, the civil servant should assume the in-between of these two attitudes, i.e. he should co-operate with discernment.

Part IIICharacteristics of the Vietnamese Civil Servant
status.A.- Commissioned personnel.

a. Clauses from Report of June 8, 1950 of the Ministry of Fonction Publique on the Ordinance No. 9, determining the general status for Vietnamese civil servants.

"... The basic principle of this status is to concord the interest of the civil servant with his duty. He must respect all obligations on his part and is responsible for all his conducts while in mission, but on the other hand, he has all assurance necessary from the government to protect him from injustice and to grant him compensations for his service.

Examinations will be open to everybody, with or without degrees, and the personnel may have a promotion after having passed a professional exam or acquiring the agreement of the Personnel Management Committee...".

b. See Ordinance No. 9 of July 14, 1950, which determines the general status for Vietnamese civil servants.

c. "Personnel Classification", applied for regular civil servants and "Position Classification", applied for specialists, and regulations for special appointment and promotion.

As has been lectured by Professor Rose about "History and Development of Personnel Administration", the basic point

of the status for Vietnamese civil servants is the personnel classification - Position Classification is only an extra system. Professor Rose has brought up as an illustration the job of carpenter Ba. This illustration can only show you how a program is drawn up, how work assignment is carried on, but it does not go close to the actual situation of the civil service, because it has ignored the "spiritual structure" as has been discussed in Part I.

The leg of the table may be carved with beautiful figures on, the lacquer may be very brilliant - and even the radar set with millions of complicated organisms which are all unconscious and lifeless - the carpenter, the radar assembler, ... all the same, cannot be compared with a civil servant, especially an administrative one such as a Chief of Province, who represents the government to take the power in his area, to manage the work of millions of persons, to deal with problems of the life which is so complicated that fable poet Aesope and his disciple La Fontaine have described as a "Comedy with a hundred different acts".

In Professor Mode's lecture of Dec. 31, 1956, about "Human Relations in Personnel Administration", there is a clause that I have noticed as to be very rightful, which reads: "A personnel is not only a worker... (see Mr. Mode's original)".

The above-mentioned saying serves as a solide basis for the "classification of personnel", or rather, the "classification

"civil servants" - because this system indeed illuminates the class of civil servants, especially those in administrative rank, who have the power originated from their experience, their knowledge and understanding, especially about human matters.

The value of a bar of gold, the productivity of a specialist in charge of a particular technical function or even that of a secretary or a senior-clerk can be measured by one way or another, but in a higher class, that of a Chief of Province, we just cannot see the results of his work before some years have passed.

However, while awaiting for him to prove his talents and abilities, the people, especially the notables, are always interested in the "power originated from his experience, his knowledge and understanding about mankind" that I have mentioned above, that is to say they always have confidence in his past professional life, the past which has been crystallized mostly by educational degrees and functional ranks, criteria recognized by the government.

Generally speaking, the civil service as conceived by American people is a career, just like other careers, a man can change from one to another as he likes. This is because the U.S. is a free country where industry and commerce are highly developed and the Federal Government as well as State Governments have in their hands just a part of power.

On the contrary, French, Chinese and Vietnamese people consider civil service as a different career, the career No. 1 in society. Once a man has chosen the civil service as his career he must devote all his life and his might to the government and on the other hand, since he has so devoted, the government must give him assurance for a permanent administrative situation, a systematic salary, promotion and pension regime.

Our traditional concept has been harmonized with that of the France and the Britain (at supervisory level) to make up the civil service status under Ordinance No. 9 of July 14, 1950 and other complementing documents. This status has no position classification but the classification of "men" into fixed cadres and grades, in view of having the use-of-men policy applied flexibly.

The policy of classifying civil servants by cadres and grades requires from the employée a solid educational background for acceptance into a cadre and a number of years of seniority for grade promotion. Whereas, the method of position classification requires from supervisory level an unlimited perspicacity so that each employee's ability can be measured objectively with the view to have the right man in the right place.

This method of classification has its own disadvantages, like in the U.S., at the time of President Jackson, when un-

qualified people took advantage of the power of politics to hold important offices in the administration (spoliation) - but it is in some aspects useful for the Vietnam in her attempt to improve her commerce and industry to appoint urgently types of specialists and engineers with the view to strengthen the country's economy and to replace foreigners discharged from their posts - these appointments totally ignore the cadre and seniority.

In short, the Directorate General of Fonction Publique now using both status: regular and irregular.

Pay discussion, quotations from concerning documents

d. Pay Regime --

- 1) Cost of living allowance
- 2) Family allowance
- 3) Fonction allowance

e. Pension Regime --

g. Other characteristics of civil servant status

B. Personnel Situation --

1) Commissioned : Administrative : 5,600
 Technical & professional : 14,700
 Total 20,300

2) Irregular :
 Contractual : 750
 Journalier : 39,000
 Total 39,750

3) Floating : 11,000
 4) Contractual Agent

G.T. : $\frac{39,750 + 11,000 + 62,500}{133,550}$

more than 1/2 billion piasters are used for payment

C. Non-commissioned personnel
 Categories and Grades
 Salary and allowance

This is the amount for the...
 ...