- Private citizens and groups going abroad,
- Relation with and application to international organizations,
- International Treaties and Agreements,
- International and Internal Fairs; - benevolent fairs.

B. Personnel & Accounting Directorate

Art. 13 - The Personnel & Accounting Directorate, under the supervision of a Director, shall comprise:

Bureau 1
- Receive, distribute and send the mail,
- Deliver Employee's Cards, Leave permits,
- Carry out administrative problems involving all personnel of the Directorate,
- Charged with Special affairs.

1) Personnel Service

Bureau 2
- Personnel management of the Prime Minister's Office and dependent agencies.

Bureau 3
- Liquidation of salary, all kinds of allowances and subsidies,
- Deduction of Salary taxes, housing fees, hospital fees, etc.
2) **Accounting Service**

**Bureau 4**

- Realize all procurements, and items maintenance, except for the maintenance of public vehicles and public buildings which is the responsibility of the Internal Service.
- Keep the materials accounting,
- Manage all furnitures of the Prime Ministry, except public vehicles and public buildings, and furnitures at the guest houses, temporary residences, public dwellings and palaces.

**Bureau 5**

- Draft the budget for the Prime Ministry,
- Keep the obligational accounting,
- Submit the Expenditure Authorizations to the signature of the competent officer,
- Liquidate materials, operation and equipment expenditures, etc.

**Bureau 6**

- Submit to the competent officer the bills for collection relative to the Prime Ministry and dependent organizations,
- Delegate credit and follow-up the expenditures status of the Offices of Civilian Affairs next to the Tactical Zones,
- Take care of the Imprest Funds, and State control Funds,
- Liquidate the travel allowances.

3) **Infirmary**

The Prime Minister's Infirmary, headed by a physician, of a Service Chief rank, shall comprise the two following sections:

a. **General Health Section**, under the supervision of the Infirmary-Chief, has the following responsibilities:

- Consult and treat diseases, distribute medicines, deliver medical certificates to the civil servants or military in service at the Prime Ministry and to their dependents,

- Control the purity of potable water and foods for the Prime Minister consumption,

- Control the health and find out any contagious disease for the Prime Minister's direct aides,

- Prevent diseases for all personnel.

b. **Dentistry Section**, under the supervision of a Dentist, of a Bureau Chief rank, shall have the responsibility of examining and treating the dental sicknesses for all Prime Ministry personnel and dependents.

C. **Management of Public Agencies Directorate**

**Art. 14** - Headed by a Director, the Management of Public Agencies Directorate shall have the following responsibilities:

- Study on a permanent basis the problems pertaining to the effective organization and functioning of the public services,
- Study, prepare and help realize the standards on organization and management of the public services,

- By order of the Prime Minister or on the requests of the organization heads, hold the examinations at the agencies,

- Prepare the materials on organization and management for diffusion or use in the pre-service or in-service training courses, contact the competent organizations on the problems of personnel abilities development,

- Constitute a Center for research, diffusion and exchange of materials and information on organization and management,

- Coordinate the Reform Management Program of all agencies with the General Program of the Government,

- Submit to the Prime Minister the texts on public agencies organization for promulgation.

The jobs of this Directorate shall be divided to:

1) The Management Review Team (rank of Service Chiefs) with the responsibilities for:

- Study and prepare the standards and materials on organization and management,

- Hold the examinations,

- Participate in the formation of personnel,

- Help the Ministries and agencies in the solution of organization and functioning problems,
- Carry out all other responsibilities which are assigned to the Team.

2) **The Administrative Bureau**

- Carry out administrative matters: correspondence, personnel, materials and furniture,
- Gather documents, keep films and pictures, audio-visual equipment, reviews and newspapers and documents on organization and management,
- Draw plans of structures or machinery.

D. **Architect Consultant Office**

**Art. 15** - The Architect Consultant Office, under the supervision of an Architect, shall have the following responsibilities:

- Review for submission to the P.M. the technical opinions on architectural and land management matters,
- Realize the special works on architecture and land management assigned to it,
- Realize other fine arts works such as drawing the models of rewards, insignias, seals, rewards certificates, etc.

E. **Official Journal and Archives Service**

**Art. 16** - The Official Journal and Archives Service headed by a Service Chief, shall comprise:

**Bureau 1**

- Edit and Manage the Official Journal,
- Control the printing and distribution of the Official Journal,
- Control other main printing matters.

**Bureau 2**

- Receive, file and keep the dossiers of the affairs already solved by the Prime Ministry,
- Receive, file and keep the dossiers of the Ministries or agencies which are already dissolved, and redistribute them to the new agencies, if any;
- Library,
- Gather legal and administrative documents
- Establish and update the regulatory documents.

**V. Special Cabinet of the Prime Ministry**

**Art. 17** - The Special Cabinet of the Prime Ministry is headed by a Chief of Cabinet, assisted by a Private Secretary, a number of Expediter (charges of Mission) and Generalists. It shall comprise:

Bureau 1: Reserved affairs
Bureau 2: Liaison affairs
Bureau 3: Correspondences and Archives
Bureau 4: Code

**VI. Military Cabinet of the Prime Ministry**

**Art. 18** - The Military Cabinet of the Prime Ministry is headed by a Chief, Military Cabinet, who ranks equally with a Director General, and
is seconded by an Assistant who has the rank of a Deputy Director General.

The Military Cabinet shall have the following responsibilities:

- Gather information on all internal and external military matters for submission to the Prime Minister,

- Make direct liaison with the Presidency, the Vice-Presidency, the Ministries and administrative agencies for all matters relative to the Military Plan,

- Protect the security of the Prime Minister, guard the Prime Ministry and the Prime Minister's Palace,

- Carry out the transmission Plan at the Prime Ministry,

- Follow-up the realization of the plans and measures already established and relative to the strategy and tactics, the procedures for personnel management, the general problems in the Armed Forces of the Republic of Vietnam, Study the recommendations for changes in the application and implementation of the above plans and measures.

The Military Cabinet shall comprise:

A. **General Administration Bureau**

- Receive, send, distribute and file correspondences and documents,
- Manage Personnel and provide supplies for the Military Cabinet,

- Follow-up the personnel and logistics status of the Armed Forces,

- Investigate the claims and denunciations relative to the Armed Forces.

B. **Military Affairs Service**

1) **Planning Bureau**

- Prepare the Security Plans for protection of the Prime Minister,

- Establish the programs and control the military protocol of the ceremonies, visits or official trips of the Prime Minister.

- Follow up the operational plan at the viewpoint of strategy and tactics, the development plan of the Armed Forces and the combat efficiency of all arms in the Armed Forces of the Republic of Vietnam,

- Follow up the coordination of the forces of the Republic of Vietnam and the Allied Forces as well as the operations for pacification of the territory.

2) **Information Bureau**

- Follow up the foe status and the political developments in the country and abroad,

- Follow up the research of information on the enemy, inside the country and abroad.
C. **Security Service**

1) **Protection Bureau**

- Insure the personal security of the Prime Minister at his office, in his palace and in all his moves,

- Carry out the protection and security of the buildings and materiels at the Prime Ministry and at the Prime Minister's Palace.

2) **Research Bureau**

- Gather and control the information pertaining to the security of the Prime Ministry,

- Carry out the personnel security at the Prime Ministry.

D. **Telecommunication Service**

1) **Techniques Bureau**

- Establish the technical telecommunication and electronics projects, insure the administrative functioning and the supply of telecommunication equipment

2) **Exploitation Bureau**

- Organize and control the functioning of the systems and means of liaison, telecommunications and electronics.

3) **Telecommunications Center**

- Establish, administer and maintain the systems and means of liaison, telecommunications and fixed or mobile electronics.
Art. 19 - The Minister at the Prime Minister's Office, the Director of Cabinet, the Secretary General and the Chief, Military Cabinet, of the Prime Minister's Office are charged, each as to that which concerns him, of the execution of the present arrête.

Saigon, December 24, 1968

By Delegation of the Prime Minister,
The Minister at the
Prime Minister's Office

s/ Huynh van Dao
Saigon, 10 March 1969

No. 1706-BNV/NSKT/38

TO: All Province Chiefs

FROM: The Minister for Interior

SUBJ: National Budget Subsidy to Village Budget for Village/Hamlet Officials' Allowances*

With reference to circular # 1880/DUHC/NSKT/15 dated 4/20/67 from the former S.C.A.

- Circular # 6521/BNV/NSKT/38 dated 12/23/68 from the MOI.

- After the application of circular # 1880/DUHC/NSKT/15 of 4/20/67 governing the fixation of National Budget Subsidy to village budgets at the rate of 1/3, 2/3 and 3/3 for the ordinary pay and allowances of village/hamlet officials, the MOI has noticed the following defects in such subsidy methods:

1. A large number of villages can annually collect 500,000$, 1,000,000$ or 1,500,000$ for the village budget, but they put a restraint on their collection for the purpose of getting a complete (or greater) subsidy from the National Budget. This fact has made villages fail in their collections.

* Allowances as used herein means salaries plus allowances.
2. Villages which have budget over 1,000,000$ or 1,500,000$ (little subsidized or non-subsidized) must bear the ordinary pay and allowances of a large number of local officials. In many cases this left the village without funds for development.

3. This subsidy method did not represent the desired equity in the administrative infrastructure support policy of the government.

To remedy the above mentioned defects, the MOI has resolved to modify the national budget subsidy granted to village budgets with the following criteria:

I. Allowances and Ordinary Pay of Village/Hamlet Officials:

A. Basis of Subsidy

On and after April 1969, villages with local revenues from 200,000$ down will be granted full subsidy to cover village/hamlet officials' allowances; village will use its total receipts to pay operating expenditures.

For those villages having revenues over 200,000$VN, half of the excess amount will be used to pay village/hamlet officials' allowances, and the National Budget will provide the balance.

\[
\text{Subsidy} = \text{Total Annual Allowance} - \frac{1}{2} (\text{Local Revenues} - 200,000\text{VN})
\]
Example: Village revenue 1969

<table>
<thead>
<tr>
<th>Total allowances for 1 year</th>
<th>1,165,000$</th>
</tr>
</thead>
</table>

Village contribution: $980,000 - $200,000 \over 2 = [Calculation]

National Budget subsidy: $1,165,000 - $390,000 = 775,000$

According to the above mentioned formula, the National Budget will suspend subsidy of any village which has revenues equal to double the total amount of its officials' pay plus 200,000$. Consequently, if the annual total allowance is 1,165,000$, the village budget will bear full expenditures for allowances for its officials after i.e. $(1,165,000 \times 2) + 200,000$ VN.

B. Method of Working Out Subsidy for the Setting Up of Allocation of Funds

According to the above formula, only villages which have no budget or have revenues from 200,000$ down do not have to contribute to their officials' pay. This expenditure will be subsidized by the National Budget.

Villages which have revenues over 200,000$ have to pay their officials.

Following are samples for the detailed account of quarter subsidy proposal:
<table>
<thead>
<tr>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Name of Village</td>
<td>Villages Revenues 1969</td>
<td>Total Amt. of pay V/H officials</td>
<td>Annual Contribution of Village</td>
<td>Annual Subsidy from Nat'l Budget</td>
<td>Allocation of Funds Proposed for 2nd Qtr. 1969</td>
</tr>
<tr>
<td>1</td>
<td>Village A</td>
<td>150,000</td>
<td>840,000</td>
<td>None</td>
<td>840,000</td>
<td>210,000</td>
</tr>
<tr>
<td>2</td>
<td>Village B</td>
<td>2,000,000</td>
<td>1,300,000</td>
<td>900,000</td>
<td>400,000</td>
<td>100,000</td>
</tr>
<tr>
<td>3</td>
<td>Village C</td>
<td>3,000,000</td>
<td>1,400,000</td>
<td>1,400,000</td>
<td>None</td>
<td>None</td>
</tr>
</tbody>
</table>

Footnotes: Column 5 = Column 3 - 200,000$ 

Column 6 = Column 4 - Column 5

Column 7 = Column 6 (in round figures to facilitate the allocation)

The sum total of officials' pay mentioned in column 4 is calculated on the existing and proposed staff.
C. Procedures Governing Payment for Allowances and Salaries

Subsidy of National Budget will be supported by the MOI account. Each quarter, the MOI will allocate funds on basis of the proposal of province as described in paragraph B.

Villages having no budget, or having a revenues under 200,000$VN, are subsidized in full by the National Budget for payment of village/hamlet officials' salaries and allowances. Villages having a revenues double the village/hamlet officials' salaries and allowances plus 200,000$VN are considered self sufficient and do not receive a subsidy. The majority of villages are subsidized by the National Budget to pay part of their officials' salaries and allowances, and the other part is paid by the village budget.

Allowances are to be paid in full once every month. Despite the fact that the allowances are paid from two different budgets, it is proper to have only one paymaster. The Chief Secretary will pay the village budget share. This Ministry requests your province to designate the Chief Secretary as paymasters for the National Budget share. For those villages that lack transportation facilities, the provinces and districts should positively assist them, so that the payments of allowances to village/hamlet officials can be made regularly.
Accordingly, in villages where the officials' allowances are subsidized in full by the National Budget, the Secretary Chiefs are also designated as paymasters. This circular modifies the Circular #6521/BNV/NSKT/38 dated 23/12/1968 with respect to the procedure for payment of village/hamlet officials' allowances.

D. Method of Distribution of Proportional Payment of Allowances Between Village Budget and National Budget.

The distribution of allowance payment of each budget to each recipient official is somewhat difficult, because it is conditional upon the budget of each village.

To simplify this, you are requested to equally apportion the contribution of village budget to the Village Council members in the Standing Committee, (concerning special allowances), officials of VAC and officials Hamlet Board of Management (see sample in form 1a enclosed).

As for meeting attendance allowances of Village Council Members, including members in the Standing Committee, you are requested to pay them by the National Budget subsidy. This has the purpose of simplifying the payment procedure (see sample 1b enclosed). For self-supporting villages, the officials' allowances (including Village Council members' meeting attendance allowances) are provided by the village budget.
II. Death Allowances for Village/Hamlet Officials:

Previously, death allowances of village/hamlet officials were paid in accordance with ratio fixed in circular # 1880/DUHC/NSKT/15. These are now modified as follows:

a. Villages having budget able to pay their officials' allowances in full will bear all death allowances.

b. Villages fully or partly subsidized for the payment of officials will be also subsidized for the payment of death allowances in full.

This is a further contribution of the National Budget for local budget in this stage.

III. Office Materials

As for office materials, the MOI will also continue to support villages without budget or with revenues under 100,000$ as fixed in circular # 1880/DUHC/NSKT/15 dated 4/20/67 from the former SCA.

With the above method of subsidy the MOI hopes:

- To realize equity in the support of local government,

- That villages will make an all-out effort to increase their collections in order to achieve self sufficiency and develop village/hamlets.
MOI requests Provinces to positively encourage districts and villages to perform the above procedure, and include the study of this circular in the village/hamlet training program.

This circular is effective on April 1, 1969.

s/ Gen. Tran thien Khiem
<table>
<thead>
<tr>
<th>No.</th>
<th>Full Name</th>
<th>Positions (1)</th>
<th>Decision of appointment</th>
<th>Basic allowance</th>
<th>Temporary increase</th>
<th>Allowance for rice</th>
<th>Take home pay</th>
<th>Share of Village budget</th>
<th>Share of National budget</th>
<th>Minus stamp fees (2)</th>
<th>Signatures</th>
</tr>
</thead>
<tbody>
<tr>
<td>A.</td>
<td>Standing Committee/</td>
<td>Nguyen Van A</td>
<td>Chairman/ Village</td>
<td>3,100</td>
<td>930</td>
<td>None</td>
<td>4,030</td>
<td>1,250</td>
<td>2,780</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Village Council</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Do Van B</td>
<td>Deputy Chairman</td>
<td>2,000</td>
<td>500</td>
<td>None</td>
<td>2,600</td>
<td>1,250</td>
<td>1,350</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Phan Huu C</td>
<td>Secretary Chief</td>
<td>1,700</td>
<td>510</td>
<td>None</td>
<td>2,210</td>
<td>1,250</td>
<td>960</td>
<td></td>
<td></td>
</tr>
<tr>
<td>B.</td>
<td>V.A.C.</td>
<td>Nguyen Ngoc D</td>
<td>Chairman/ V.A.C.</td>
<td>3,100</td>
<td>930</td>
<td>200</td>
<td>4,230</td>
<td>1,250</td>
<td>2,980</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Tran Ngoc E</td>
<td>Deputy Chairman</td>
<td>2,800</td>
<td>840</td>
<td>200</td>
<td>3,840</td>
<td>1,250</td>
<td>2,590</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>Pham Van F</td>
<td>Commissioner for Security</td>
<td>2,500</td>
<td>750</td>
<td>200</td>
<td>3,450</td>
<td>1,250</td>
<td>2,200</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Order No.</td>
<td>Full name</td>
<td>Positions of appointment</td>
<td>Decision (1)</td>
<td>Basic allowance</td>
<td>Temporary increase</td>
<td>Allowance for rice</td>
<td>Take Home Pay</td>
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<td>-------------</td>
</tr>
<tr>
<td>7</td>
<td>Tran Huu C</td>
<td>Hamlet Chief</td>
<td>2,500</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Total**

$32,500

---

Certified True

Secretary Chief concurrently pay master

Controlled and certified accurate

-----Day.....Month......Year.....

District Chief

-----Day...Month...Year..

Approved

Deputy Chairman

Chairman

Province Chief.

Foot Note:

1. - Number of officials on standing committee/village Council: 3)
   - Number of V.A.C. officials " " " " : 8)
   - Number of officials/Hamlet Management Board : 15)

   Equal apportioned to each official: \[ \frac{32,500}{26} = $1,250 \]

2. No stamp fees deducted since no official receives in excess of $3,000 from either budget.
# Detailed Statement of Meeting Attendance

## Allowances for Village Council Members - Village .... District ...... for the Month of ....... 196 ....

<table>
<thead>
<tr>
<th>Order No.</th>
<th>Full name</th>
<th>Position</th>
<th>Meeting attendance allowance</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Allowance for each day of meeting attendance</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Certified true
Secretary Chief concurrently paymaster

Controlled accurate

...... Day .... Month .... Year .... 196
District Chief

Approved:
Province Chief.

Made up this recapitulating list with the amount of ..............

...... Day .... Month .... Year .... 196
V.A.C. Chairman

Deputy Chairman

Chairman
MINISTRY OF FOREIGN AFFAIRS

DECREE NO. 182-NG OF DEC.8, 1965. (AS AMENDED TO DATE)

DIRECTOR OF CABINET
- CHIEF OF CABINET
- PRIVATE SECRETARY
- INFORMATION & PRESS DIRECTORATE
- PROTOCOL DIRECTORATE
- CODE BUREAU
- MILITARY LIAISON BUREAU

SECRETARY GENERAL
- MAIL BUREAU
- DIPLOMATIC DOCUMENTS & ARCHIVES BUREAU
- TRANSLATION BUREAU
- DOCUMENTATION BUREAU

CENTRAL ORGANIZATIONS

TECHNICAL DIRECTORATES

EUROPEAN POLITICAL AFFAIRS
AFRICAN POLITICAL AFFAIRS
ASIAN-AUSTRALIAN POLITICAL AFFAIRS
U.S. AND U.N.O. POLITICAL AFFAIRS
ADMINISTRATION CULTURAL AFFAIRS, LEGISLATION & CONSULAR AFFAIRS
INTERNATIONAL CONFERENCES

ECONOMIC, FINANCIAL AND SOCIAL AFFAIRS

PERSONNEL AND ACCOUNTING

TRAINING CENTER

DEPENDENT AGENCIES

VIETNAMESE MISSION IN CHARGE OF RELATIONS WITH THE INTERNATIONAL COMMISSION FOR CONTROL OF ARMISTICE

OVERSEAS AGENCIES

EMBASSIES
CONSULATES GENERAL
CONSULS
PERMANENT OBSERVER AT THE U.N.O.

ADPA / USAID VIETNAM, JANUARY 1966.
MINISTER OF ETHNIC DEVELOPMENT

DECREE NO. 106-SL/PTST OF 8 AUGUST, 1968

MINISTER

CENTRAL ORGANIZATIONS

SPECIAL ASSISTANT
- CABINET
  - CHIEF OF CABINET
  - PRIVATE SECRETARY
  - MAIL BUREAU
  - SECURITY & LIASON BUREAU
- TEAM OF EXPERTS
- INSPECTION TEAM

SPECIAL ASSISTANT FOR PLANNING
- PROGRAM SERVICE
- TRAINING SERVICE

3 SPECIAL ASSISTANTS +
- FOR THE CHAM
- FOR SOUTHERN ETHNIC GROUPS (Cambodian,...)
- FOR NORTHERN ETHNIC IMMIGRANTS (Thai, Nung, Meo)

ADMINISTRATIVE GROUP
- ADMINISTRATION & LEGISLATION SERVICE
- FINANCIAL SERVICE
- LOGISTICS SERVICE

PEOPLE'S LIFE GROUP
- PEOPLE'S LIFE IMPROVEMENT SERVICE
- CULTURAL & SOCIAL AFFAIRS SERVICE

REV. DEV. OF HIGHLANDS GROUP
- PEOPLE'S AFFAIRS SERVICE
- REVOLUTIONARY DEVELOPMENT OF HIGHLANDS SERVICE

REGIONAL ORGANIZATIONS

ETHNIC DEVELOPMENT INSPECTORATES
- FOR ZONE I
- ZONE II
- ZONE III

EXTERNAL ORGANIZATIONS

ETHNIC DEVELOPMENT PROVINCIAL SERVICES

PLEIKU TRAINING CENTER FOR HIGHLANDERS CADRE

HIGHLANDERS STUDENTS & PUPILS DORMITORIES

+ EACH SPECIAL ASSISTANT MUST BE A MEMBER OF THE RESPECTIVE ETHNIC GROUP.
++ DEPENDING ON SPECIAL QUALIFICATIONS OF INCUMBENTS, EACH GROUP IS HEADED BY A SPECIAL ASSISTANT.

ADPA/USAID VIETNAM, JANUARY 1969
The United Nations Economic Commission for Asia and the Far East (ECAFE) invited 17 countries of the Far East to discuss their Civil Service Commission practices and policies in a conference held at Bangkok, Thailand, from 20-27 November, 1968. The meeting was a workshop hosted jointly by the ECAFE and the West German Foundation. The invited nations were sent a 50 page discussion paper in advance on personnel problems in the public service throughout the Far East, and were asked to submit a brief paper outlining their public personnel management, some of their problems and proposed solutions. Seventeen nations accepted the invitation, including the Government of Vietnam; copies of the statements submitted by the 17 nations are on file at the National Institute of Administration Library. Similar conferences on the same topic had been held in previous years: in 1962 the Eastern Regional Organization for Public Administration (EROPA) met in Bangkok; in 1966 the Philippine Government hosted a Regional meeting. However, the following GVN statement prepared for this 1968 meeting is a more substantial and current statement; it was drafted for the Government by the Directorate General of Civil Service.
OUTLINE OF THE CIVIL SERVICE IN VIETNAM

The problem of strengthening the Civil Service is of paramount importance in Vietnam where the need for restoring security and order in rural areas and for promoting public welfare throughout the country is urgent.

Although our Civil Service System is, in many respects, modeled on that of France, it has nevertheless incorporated much which is essentially Vietnamese in character. From 1954 up to the present, it has undergone successive modifications in its organization and operation, due to changes in the political, economic, and social fields.

In spite of this evolution, however, it has never departed from a fundamental objective: the selection, recruitment and training of able public employees dedicated to the public interest.

I. Government Organization

After the partition of our country through the 1954 Geneva agreement, South Vietnam, as an independent country, established the First Republic (1955).

After the 1963 Revolution, successive military and civilian governments were established. The present one is based on the new Vietnamese Constitution adopted on 1 April 1967 which provides for three major branches of government, namely, Legislative, Judicial, and Executive. Legislators are elected representatives of the people; so too are the Chief Executive and the
Vice-President. Members of the Judiciary are appointed by the Legislators. The Chief Executive, the President, determines government policies after approval by the Legislators; thereafter, execution of these policies is vested by the President in the Office of a Prime Minister who is in charge of all the operating aspects of the various Ministries that run the government services and work toward economic and social development.

During the First Republic, the Civil Service Agency was directly attached to the Presidency. Headed by a Director General and placed under the immediate control and direction of the President, the Civil Service Agency centralized affairs concerned with the management of personnel throughout the country. Its main functions consisted of developing policies on recruitment, wages and salary, and retirement pensions; developing new laws; control of the number and distribution of personnel; and recommendations to the Chief Executive on appointments proposed by the various Departments.

The Agency was abolished in 1965 and its functions decentralized in an effort to respond to the needs for faster service within the operating Ministries. However, as time went by it was found that without written uniform guidelines on personnel matters, without a centralized control, the Ministries adopted different policies on quality of recruitment; the Civil Service rolls swelled a great deal; and the quality of public service appeared to stand still or decline from lack of in-service training. So in November 1967 a new centralized office was established, the present Civil Service Directorate General, to respond to the new needs.

The Directorate is part of the Prime Minister's
Office, along with the National Institute of Administration, which is the major unit of government responsible for pre-service and in-service training of government administrators. It is notable that manpower quality and manpower development are both recognized and established at the second-highest level of Government; it is notable, also, that the Directorate General of Budget is established in the Office of the President and actually wields a deep influence on manpower ceilings, civilian pay rates, and many personnel policies. Within the new Directorate General of Civil Service (DGCS) a Bureau of Statistics has been established to assist the Directorate of Research in its responsibilities for manpower planning, civilian personnel utilization, and other personnel development work. Directorate of Training and Public Relations has been established for the first time, (a) to open up communications with the citizenry and communities on what the 200,000 civil servants are doing and how effectively they are doing it; and (b) to coordinate government-wide training efforts at the national level and the provincial roots and infuse added vitality and new directions into the existing Ministry training programs. In this way government employees will come to perform their work and accomplish their mission"...in an environment of high motivation and exhilaration yet one of productivity and high principle, and still one of equity and humanity..."1/

II. The Civil Service Law

The existing Civil Service Law signed in 1950, is modeled on the French Civil Service Law of 1946, with adaptations to Vietnamese culture. Government employment is an honored privilege, a full time and permanent assignment by which continuity of effective administration is maintained during various changes of government. The employee assumes duties of improving his capacities; of giving up outside business partnerships or interests; of staying with the government service as a life vocation, because he may not resign when he chooses, but only when the government authorizes such a request; of avoiding excessive loyalty to one government in power over another so that he may serve faithfully and without question of loyalty succeeding changes of government. He is allowed his personal vote and party preference, but not to the extent of compromising his usefulness as a continuing employee of the Public and of the new party in power. In return for these accepted responsibilities and sacrifices, the civil servant enjoys security in his employment, generous leave allowances for sickness, maternity leave, or vacation; a liberal retirement plan; opportunities for periodic salary advancement in recognition of seniority; and opportunities for promotion to higher levels of responsibility. 2/ The personnel system is person-

oriented, with emphasis on recruiting quality people who have broad qualifications for carrying out a wide variety of assignments, after a brief orientation training. "...There are a number of advantages to the European system of classification, particularly for countries which are just beginning to adopt a career system. It will often be found simpler to explain and administer. For the individual new entrant, the European system places greater emphasis on his career opportunities because there is a clearly marked identity between his post and his line of promotion or cadre. The fact that under this system there is "rank in the man" probably occasions a greater sense of security and gives rise to less anxiety when changes of duties or new assignments are made. Its administration is on the whole simpler and more economical. It tends to be more flexible, to emphasize "generalist" rather than specialist qualities, and facilitates transfers within the service. It has the further advantage of simplifying the drafting of personnel regulations and the imposition of budgetary controls as applied to a group or cadre of positions."

The 1950 Law prescribes in some detail regulations on the categories of recruitment, levels of appointment, types of employment, the system of base salary and allowances, the rules for probation in the public service, efficiency reports, committees to review annual salary advances for seniority or competitive

opportunities for promotion; regulations on
disciplinary actions, the kinds and amounts
of leave (vacation, sick, maternity,
convalescent, or military); regulations for
transfer and separation and separation allow-
ances.

The Law provides (section 24) that each
occupation for recruitment shall be divided
into 3 categories of job difficulty, A, B, and
C, that the three levels shall correspond, in
principle, to the 3 levels of education:

A---------- College graduate
B---------- High School standard
C---------- Elementary School standard

Recruitment shall be made, in general, by
competitive examination. The laws governing
each occupation may also provide special
provisions in order to recognize superior civil
servants who have completed a period of service
and have acquired professional experience; they
may enter a higher cadre after passing a
competitive examination, or after approval by
the President of the Supreme Council (section
27). By way of exception, recruitment may be
based upon the knowledge or special abilities
that the incumbents have demonstrated during
their public or private employment and that
have been admitted, (under exceptional condi-
tions) as equivalent to a college degree by
the Civil Service Supreme Council. In providing
for the assimilation under the new Civil Service
Law of 1950 of those civil servants of a former
regime, it was provided that they "... should
be classified into the various levels of their
occupations, taking into account their admin-
istrative status, seniority, positions they
have filled, university degrees on which they may pride themselves, and especially their proven professional abilities" (section 103).

To carry out these provisions of the Law is the responsibility of the Civil Service Directorate General (section 16). It shall (a) coordinate recruitment and see that the Ministries follow the Law; (b) determine standards of pay for the civil service; (c) collect civil service statistics; and (d) reorganize the administrative agencies and services and improve their work methods.

III. Civil Service Pay

The method of civil service grading and pay is of interest. The classification of personal rank in the career service ranges from a low of 100 for Messenger to a high of 1200, an incentive ratio of 9 to 1. 4/

<table>
<thead>
<tr>
<th>Category</th>
<th>Range</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>420----1200</td>
</tr>
<tr>
<td>B</td>
<td>230-----660</td>
</tr>
<tr>
<td>C</td>
<td>100-----300</td>
</tr>
</tbody>
</table>

In category C the salary advancement is by 10 points each 2 years of seniority for the lower steps and 20 points for the higher ones, if service has been satisfactory; in category B salary advancement is by 20 or 30 points each 2 years for the lower steps and 30 or 40 points for the higher ones; in category A salary advancement is by 40 points each 2 years for the lower steps and 50, 60, or 80 points for the higher ones.

4/ In 1966 the lowest index of Category C was changed to 130.
Salary is based on the government decision that the lowest civil servant should be able to live in conditions commonly admitted as normal (section 29). Hence, he should receive salary based on a cost of living survey for a laborer, and then add 20% to that figure. So in 1954 the cost of living survey reported a monthly figure of VN$ 1020 as the "minimum vital," adding 20% to that established the Civil Service minimum salary, namely VN$ 1220 per month. Hence the messenger was paid VN$ 1220; his personal rank was 100 index points; so each point of personal rank was worth a coefficient of 12.24 piasters per month in 1954. This is the multiplier or coefficient for all personal rank indices, 100 up to 1200. It was to be changed in accordance with increases in the cost of living, as determined by market surveys each 6 months (section 29). This system provided by law is reasonable in its salary base, approximate in its grading, and attractive in its incentives to accept higher responsibilities. Unfortunately, however, because of constant instability both military and political, the "minimum vital" has not been changed since 1954. Surveys by the National Institute of Statistics, GVN, show that the cost of living since 1954 has risen by 376%, but the civil servant's base salary has been increased only slightly, less than 50%.

Total take-home pay consists of base salary; plus family allowances for wife and each child; plus a high cost of living differential applied to base salary and family allowances, and varying with different Regions in Vietnam.

At present the employees' base salary has become quite distorted, narrowed because temporary
salary increases and cost of living increases (flat sum) and rice allowances (flat sum) have tended to bring closer the salary of the top and bottom ranks and reduce the incentives for accepting high-level responsibilities. Furthermore, the flat sum allowances granted to the wife and each child for cost of living and for family support have resulted in further distortion of the pay system. A wife is now paid VN$ 1100 per month; each child, VN$ 980 piasters; so that each member of the civil servant's family represents 80 index points of salary (12.24 multiplied by 80 = 980 piasters). A new baby represents 80 index points or 8 to 16 years of salary advancement in category C (10 or 20 points each 2 years); or 2 to 8 years of salary advancement to category B civil servants (20 to 40 points each 2 years).

Moreover, the morale is lower in those thousands of employees whose positions are permanent in nature; who have not been granted permanent appointments, but rather a kind of temporary-indefinite status called "daily workers." As a result, they are not career (permanent) employees of the Civil Service; they do not qualify for membership in the pension system; and they receive only 60% of the pay of the career employee performing the same duties at the next desk or in the next laboratory or in the same hospital ward; and they receive only 75% of the various allowances (family; cost of living; rice, etc.) The number of daily workers today is about 38,000.
1968: National and Provincial Government Civil Service Employment, GVN

<table>
<thead>
<tr>
<th></th>
<th>Career Employees</th>
<th>Non Career Employees</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Totals</td>
<td>Payrolls</td>
</tr>
<tr>
<td>Natl. Govt.</td>
<td>171,658</td>
<td>57,187</td>
</tr>
<tr>
<td>Prov. Govt.</td>
<td>16,674</td>
<td>4,749</td>
</tr>
<tr>
<td>Totals</td>
<td>188,332</td>
<td>61,936</td>
</tr>
</tbody>
</table>


<table>
<thead>
<tr>
<th></th>
<th>1967</th>
<th>1968</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totals</td>
<td>207,699</td>
<td>188,332</td>
</tr>
<tr>
<td>a) in Saigon</td>
<td>69,389</td>
<td>86,486</td>
</tr>
<tr>
<td>b) in Field</td>
<td>138,310</td>
<td>101,846</td>
</tr>
<tr>
<td>c) Career</td>
<td>47,967</td>
<td>61,936</td>
</tr>
<tr>
<td>d) Non-Career</td>
<td>159,732</td>
<td>126,396</td>
</tr>
</tbody>
</table>

The Government has taken steps to admit to career service 30,000 of those who are non-career, effective 1 November, 1968; and more will be assimilated on 1 January, 1969, and 1 January, 1970.

5/ Source: Directorate General, Budget and Foreign Aid, GVN.
IV. Training of Civil Servants and Professionalism:

In March 1968 the responsibility for government-wide training of civil servants was assigned to the new Civil Service Directorate General, and a Directorate of Training and Public Relations was set up. While it is preparing itself to take on these broad responsibilities, the Ministries of government are continuing with their independent training courses. In July 1968 the Prime Minister issued a government-wide policy statement on the Importance of Training and Development of Government Employees, especially at the supervisory levels, and required each Ministry to appoint a Training Officer for coordination with the Civil Service Directorate.

Earlier in 1952, the Government of Vietnam (GVN) had set up a National School of Administration in the beautiful mountain resort of Dalat. In 1955 the School was moved to Saigon, elevated to the Office of the Prime Minister, and continued to train career administrators at the supervisory level for the whole country. Four courses of study are now offered:

(A) Graduate level studies in Administration, Economics, and Finance offered to those, whether in government service or outside, who have a BA degree or equivalent. The course consists of full-time study for 2 years; currently there are 54 students enrolled;

(B) The General Administrator Course offered to those who are high school graduates, whether in government service or not. The course consists of full-time classroom study, including summers, for 3 and one-half years, interspersed with supervised job experience, first in the Provinces and at a later period in the Central Ministries.
at Saigon. The typical job assignment upon graduation is to a District within a Province, as Deputy District Chief. Graduates can then move to Deputy Province Chief and finally to the higher-level administrative posts in the headquarters at Saigon. Currently there are 437 students on campus in the 4 classes of the General Administrator Course; about 100 new persons are selected each year for admission to the course. From 1956 to September 1968 there have been 814 graduates.

(C) The Chief Clerk Course in administration offered to those who are junior high school graduates, whether in government service or not. The course consists of 1 year of study, full-time, 8 months of classroom study at the Institute and 4 months of supervised training in Saigon or Provincial offices. Currently there are 77 students enrolled.

(D) General Administrative Courses available in the evening on a part-time basis. Currently there are about 450 such part-time students improving their skills in a wide variety of courses, preparing themselves for higher-level positions in the administrative field.

The total number of students at the National Institute of Administration (NIA) being trained to become public managers is approximately 1,000, 550 full-time, and 450 part-time (see charts I and II).

The NIA held its first Seminar in Executive Development in January 1968; and has participated in extensive supervisory training, along with the Ministry of the Interior, the Civil Service Directorate General and the Westinghouse Learning
Corporation, a private firm specializing in supervisory development courses. This in-service training course, called Basic Administrative Management (BAM) lasts for 20 days, half-time. A small number of supervisors were trained as Instructors; they are now offering the BAM course to Ministries in Saigon and to Field supervisors in the Provinces. By the end of 1969 it is planned that 15,000 civil service supervisors will have had the opportunity to participate in the two weeks training course. The Prime Minister has issued a recent circular stating his full interest in such steps toward professional management, and has established a National Steering Committee to insure that BAM is carried on by the Ministries and the Provinces as a continuing development program and a sign of the Government's interest in the professional growth of its managers.

There are also other schools for training of civil servants at the professional level, such as the National School of Pedagogy; the Faculties of Pedagogy, one in Saigon and one in Hue, all training a total of 1,400 teachers. There is the Agriculture and Forestry College training 380 students to become Agronomists and Foresters.

In addition, the Government has sent hundreds of civil servants abroad for college training and advanced degrees in Psychiatry, Dentistry, Sanitary Engineering, Public Health, Agricultural Engineering, Plant Breeding, Civil Engineering, Business Administration, Educational Administration, and other fields of public management, important to the Nation's development. In 1967-1968 alone, through United States auspices, 400 civil servants were sent to the United States.
for advanced college training. Hundreds of others have benefited from the Free World Programs, the Colombo Plan, United Nations, SEATO, and from Vietnamese scholarships. There are several professional associations to which civil servants belong; and two major professional journals are published, one called Administrative Research, and the other The Law Review.

V. Looking Ahead:

The areas for improvement are many, as always; we choose but 6 for presentation. The first three are continuing problems in the existing personnel system and require continued efforts at better management; and the last three are new problems which were not so insistent in 1950, when the Civil Service Law was signed, as they are in 1968.

Within the Present System:

(1) Appointments are required to be made by examination to identify well-qualified candidates and to exclude incompetency, nepotism, political patronage, supervisory favoritism, etc. After examinations, candidates are to be ranked in the order of their standing to allow selection based on competition and merit. Examination marks are given and ranking announced, but we have no way of knowing if it is fair and objective, because most examinations are essay-type written tests, and sometimes include oral tests before two examiners. It is to be hoped that some written essay-type questions would be retained where creativity is to be tested, or where writing and organizational skills in assembling groups of data and preparing a memorandum embodying this data in a clear format and in simple language is an important part of the future job duties. But,
in addition, it would seem most desirable to explore the use of "objective-type" questions where the examiner is testing for information in a certain field, or for skill in translation, or for correct language usage, or for mental alertness or for problem-solving abilities or for imaginative capacity, and so forth. Great strides have been made in tests and measurement in the fields of education, psychology, and business employment in Europe, the United States, the Philippines, and other countries. Several Vietnamese in the GVN Ministry of Education have received advanced degrees in Psychometrics. Perhaps the Directorate General of Civil Service should select some persons for advanced training within this field, which is directly related to its responsibilities for promoting as much objectivity as possible in maintaining a merit system of civil service appointments. Again, perhaps the Directorate should unite with the Ministries of Education and Labor to arrange for development and validation of educational, trade, and employment tests suitable for Vietnamese citizens, as has been done in Africa and reportedly is under exploration in Thailand. It is well known that objective-type tests can be scored more rapidly than essay-type tests, an important factor in speed and public costs. Finally, perhaps the development and administration of all testing should, someday in the future, be delegated to the Civil Service Directorate General, as it is in Thailand and the Philippines. But whether a part of the Civil Service Directorate or not, it is suggested that tests should be more objective than they now are, and the way to accomplish this goal of greater equity and public acceptance and wider confidence is to develop, validate, and use objective-type questions as part of the competitive examinations.
(2) Economic statistics are essential for decision-making and evaluation; the GVN has set up an impressive National Institute of Statistics which appears to serve this goal effectively. But manpower statistics for the Civil Service, as well as the Nation, are equally, or more, important; especially during war when the Army needs soldiers and the draftees must come from government Ministries and private businesses to serve their country. Hence, national manpower statistics are essential for orderly business management; manpower deferment and training schedules are needed to train replacements. Studies of work-units and work volume should be developed to determine total manpower requirements for each Ministry and so avoid serious overstaffing and excessive salary costs. Personnel statistics are needed for determining the number of vacancies to be filled, the giving of tests, the study of trends in career and non-career civil service, the computation of salary and allowance costs using different formulae, and so forth. Useful tables of statistics should be devised and maintained from year to year in order to provide continuity and comparison. The fiscal year 1969 budget of the Civil Service Directorate General is not adequate to provide much of this essential information; explorations to strengthen this part of the budget are continuing.

(3) Much attention is being given, and has been given, to fair rates of pay for the Civil Service; but the thinking and talking is more concerned with a living wage for the lowly paid workers, and less with fair wages for the managers or with incentives for greater production. The necessary monies to pay the messengers, chauffeurs, and others in the lowest levels will not be available in the
National Treasury unless the leaders of the country can inspire businessmen and workers to increase production and productivity; can inspire the Congress to pass tax laws that require the wealthy to pay a larger percent of income tax to the Treasury; can inspire Civil Service tax collectors to be industrious in tax and customs collections, and so forth. Every move to pay a "flat-sum" increase to Civil Servants at all pay levels reduces the pay difference between a chauffeur and a Director General. Increases should be on a percent basis to maintain the original pay spread and to continue pay differentials and work incentives for those who are at leadership and management levels.

One step towards proper incentives is now under study: it is proposed to drop temporary salary increases, the employee's rice allowance, the employee's cost of living and use only the factors required by the Law for salary computation, namely, the index number (personal rank) and the "minimum vital" coefficient; later the "minimum vital" coefficient can be increased insofar as the National Treasury can afford salary raises. But the salary spread and the incentive element will then be clearly seen.

New to the System:

(4) Since 1950 the number of business firms in Vietnam has steadily increased until in 1967 there were more than 2,500 in the records of the Ministry of Labor. The increasing industrialization has brought with it new kinds of equipment and office machines, wide training of Vietnamese, new skills and crafts, specialization, and labor market competition for skilled and semi-skilled
workers, electric machinery repairmen, refrigerator mechanics, bookkeepers, transportation and shipping specialists, and so on. Pay rates have risen along with competition for skilled and semi-skilled workers.

The government should not lag behind nor race ahead in matters of wage rates because it is spending public monies. The government should seek information from the private sector by comparing like jobs to insure in the interest of the taxpayers that the government is not overpaying the civil servant; nor should the government under-pay the current rates of the market place or it will recruit only the cast-offs and drop-outs from the business sector. It should rather offer competing salary rates and other benefits and thus continue to show itself a socially responsible employer; this would allow for recruitment of quality applicants.

In order to make such a comparison periodically, more information is needed within the Ministries than just a job title. Position descriptions should be prepared and the supervisor should insure that a suitable job title is selected to reflect the occupational work and also the varying levels of positions within an occupation. He should insure that each person's work is necessary; or maybe one or more persons can be made available to work usefully in another bureau. He should insure there is no overlapping of assignments in the written position description; and so this review leads to an organizational clarification, perhaps some standardization of work processes or simplification of forms or increased production or faster service or elimination of unnecessary paper reviews and signatures. Only when the position descriptions are realistic can the
supervisor and personnel worker combine to classify them into a hierarchy of jobs and then proceed to look for similar jobs in the private sector and inquire as to the pay rates and fringe benefits and total take-home pay. In this way the government knows for certain it is not over-paying the civil servants and knows what are the labor market rates for skills in a shortage category.

The attention given to the civil servant's specific duties will tend to have the supervisor place emphasis on positions; he will become more position-oriented than previously, and soon the entire Ministry and personnel system in the lower levels, in the routine jobs, below supervisory levels, may become more position conscious and oriented toward duties and organization, toward efficiency and cost consciousness, toward reduction of time lost in unnecessary training classes and insistence on employing persons already qualified to perform the job promptly without substantive training. This would require new and specific qualification standards related to a particular occupation and to the various levels of jobs in that field. Occupational tests using objective type test questions given prior to employment would be useful in telling the supervisor and the personnel officer if the applicant appears to be fully trained for
working in the vacant position. 6/ Our Research Directorate has been studying the experience of the Philippines and of Thailand in this area of Civil Service objective-type testing in order to be prepared for the future.

(5) In the past there has been training of professional administrators which will be continued; and the training now carried on by certain Ministries such as Tax Collectors or Customs or by the Ministry of the Interior for Village and Hamlet officials will also be continued. But in those Ministries where training is dormant, it will be the responsibility now of the new Training Directorate to work with the Ministry Training Officer and analyse training needs, activate supervisors in seeing these needs and in helping to answer them through useful training courses. Supervisors will gradually come to perceive that the motivation, use, and replenishment of their human resources together become one of the most important functions of their jobs as managers. By this touchstone the Ministry Training Officer and the Training Coordinator (in the Directorate General, Civil Service)

6/ The British Civil Service, Report of the Fulton Committee, Vol. 1, June 1968, Vol. 1, paragraph 24: "One basic guiding principle should in our view govern the future development of the (British) Civil Service. It applies to any organization and is simple to the point of banality, but the root of much of our criticism is that it has not been observed. The principle is: look at the job first....."
can observe to what extent they are successful in their tasks. A good start has been made in initial contacts with all Ministries to ascertain the status of their various training programs; and the numerous replies and reports have been very encouraging.

(6) Too frequently the public knows little of what the Civil Service is doing except when a scandal erupts; and the civil servant, for his part, is often uninterested in the citizen standing before him seeking a signed form, and apathetic about the major efforts of his government toward national economic growth or the social problems outside himself. 7/ More civil service training and better recruitment will help to cure the latter; but for the former, we need something new, a vitalized public information center to find out what the civil service Ministries are doing that is significant in the present mission and in last year's accomplishments; or what individual civil servants are doing that has provided some outstanding contribution to the good of his profession, his Ministry, and our country. There should be more publicity of two types: (1) factual information; and (2) significant

7/ The British Civil Service, ibid, para. 19: "Fifthly, there is not enough contact between the Service and the rest of the community. There is not enough awareness of how the world outside Whitehall works, how government policies will affect it, and the new ideas and methods which are developing in the universities, in business and in other walks of life...."
accomplishments.

Readable pamphlets should be written and published for information of the public and also the civil servants. The new Directorate of Public Relations was established to provide just such information and show what 200,000 civil servants are doing through Ministry direction and how it is related to the Country's priority planning, priority goals, and its economic and social growth. One step has already been taken with the bi-monthly publishing of a Civil Service Newsletter.

VI. Working Toward a Solution: One Step

One effective way to move toward these improvements is for Vietnamese to develop a new Civil Service law, embodying some answers to new needs, discuss and debate it at various echelons and finally accept or withdraw or modify it. So, a draft has been prepared which clarifies the coverage of the Civil Service System; centralizes responsibility in a Commissioner General which authorizes him to issue regulations to implement the Law; provides for a position-oriented personnel and pay system, where positions will be graded into job levels, and pay will be fixed on internal and external comparisons; sets up a program of incentive awards to encourage superior job performance and increase productivity; and emphasizes the importance of developing skills and ability of employees on their present job and for future jobs, in order to improve morale, efficiency, and production. The bill has been developed and referred to the Civil Service Directorate General for study.