

REPUBLIC OF VIETNAM

NATIONAL INSTITUTE
of
ADMINISTRATION

Directly dependent upon
the Presidency

FIVE-YEAR PLAN
of the
NATIONAL INSTITUTE OF ADMINISTRATION

The activities of the National Institute of Administration have, since its establishment, been aimed at meeting the urgent needs of governmental agencies.

During the next five years the activities of the NIA will, apart from the implementation of existing programs, be directed toward the following goals:

- 1.- Expansion of the scope of activities in studies, in-service training, creation of additional special sections in information, foreign relations, business management ... owing to the fact that the new Institute has more conveniences than the old Institute.
- 2.- To conduct research and study on basic matters, in order to lay a scientific foundation for the administration in Vietnam and for the formulation of programs and in order to acquire an appropriate conception of the role of administration in the effective implementation of development programs.

During the next five years, with the possibility that Michigan State University may reduce or discontinue its assistance, the National Institute of Administration deems it necessary to replace this source of assistance with the

aid of USOM, of other international or foreign organizations. In order to replace the Michigan University professors, the National Institute of Administration has granted scholarships for a number of students to pursue studies in the United States leading to the acquisition of the Ph.D. degree; a number of graduates will begin to return to Vietnam in 1962 and to collaborate with the Institute.

The NIA's program of activities consists of three parts:

- Academic activities
- In-service training activities
- Research activities.

ACADEMIC ACTIVITIES

I. The training of supervisory administrative civil servants.

The Academic Instruction Division has the duty to achieve the first objective of the National Institute of Administration: the training of supervisory administrative personnel for the government of the Republic.

A. The Đốc-sứ, Giám-sứ classes. The day-time classes at the Institute are at present organized according to a three-year curriculum, in order to provide administrative personnel for the cadres of Đốc-sứ and Giám-sứ.

The number of students admitted to the first year of each course is now 100.

From the second year, these students are divided into two (2) section: The Administration Section and the Economic-Finance Section.

a. Establishment of a Press and Information Group.

By decision of the Rector and in order to satisfy the urgent needs of the nation, a Press and Information Group during the current academic year (1961-62) for the 3rd year students.

Students in this group will be volunteers from among those belonging to the two sections of Administration and Economics-Finance.

There will be a separate curriculum for students in this group during their third year. This curriculum will provide 90 hours for the instruction of techniques of information, press and the information and press policies of the government of the Republic.

The institution of a Press and Information Group will have financial effects, because the teaching staff will be strengthened and additional teaching allowances will have to be financed by the Institute.

The institution of a Press and Information Group will attract a number of students from the Administration Section (up to the maximum of 1/3 of the number of students enrolled during each courses).

After graduation, these students will be assigned duties only in the branch of information and press.

Therefore, if the number of graduates from the Administration Section is to be maintain at the present proportion which is necessary to meet the demands of public service, the number of students admitted to the first year should be increased during the years to come (the present number may be increased from 100 to 120 students).

Such a change is bound to entail budgetary effects (scholarships).

b. Admission of holders of the Licence in law to the 3rd year (at the NIA)

Upon recommendation of the Directorate General of Civil Service, the National Institute of Administration has decided that holders of the Licence in Law (complete degree) will be admitted to the third year of the Đốc-sù and Giám-sù classes. This measure will be applied not only to civil servants, but also to all outsiders, and may be adopted as soon as the beginning of the next academic year (1962-63), after approval is obtained from the Presidency. As a requisite for admission to the 3rd year, students who have acquired the Licence in Law will be required to re-study 4 subjects selected from the 1st and 3rd year curricula.

Third year students of the Faculty of Law may enroll to study these subjects from the beginning of the academic year as free auditors.

Thus, these students may be immediately admitted to the 3rd year at the NIA, after completion of their Licence in Law.

During the period of transition, a special summer class (from April to June, 1962) will be opened-especially for academic year 1962-63 - for the teaching of the above 4 subjects to civil servants or students having the Licence in Law and desiring for admission to the 3rd year at the Institute.

c. The establishment of a foreign affairs group.

The purpose of the establishment of this group is to train foreign affairs personnel for the Vietnamese abroad (foreign affairs councillor, attachés, etc...).

The mode of organization is similar to that of the press and information group: students of the Administration Section who are capable and have acquired knowledge of foreign languages will be selected. The maximum number of students selected for the foreign affairs group will be determined annually by the Directorate General of Civil Service on the basis of existing needs and with the agreement of the Foreign Affairs Department.

The curriculum for this group (the 3rd year) will be set by the NIA, after consultation with the Foreign Affairs Department. This curriculum will provide for at least 90 hours of instruction of subjects which are necessary for foreign service (protocol; organization and activities of the Foreign Affairs Department and Embassies; statute of the personnel of the Embassies and diplomatic corps; foreign policy, etc...).

In addition, students of the Foreign Affairs Group will, during 7¹/₂ months of apprenticeship in the 3rd year, undergo their apprenticeship period only at the Foreign Affairs Department according to a specific program, instead of performing apprenticeship work at many different administrative agencies at the local and central levels as actually done by students of the Administration Section.

Graduates from the Foreign Affairs Group will only service in the foreign service (or retaining the cadre of Độc-sử, Giám-sử and serve as special appointees, or requesting for definite transfer to the cadre of foreign affairs councillor with conditions later determined by the Civil Service Directorate).

The program for establishment of Foreign Affairs Groups will bring to bear a financial influence, but this is not far-reaching because the NIA will only have to select additional instructors teaching on an hourly basis the 3 new subjects, without having to pay additional scholarship to the students.

d. Formation of a Taxation group.

Each year a Taxation Group will be formed during the 3rd year, according to the needs of public service (upon recommendations of the Finance Department, the Directorate General of Taxation and with the agreement of the Directorate General of Civil Service). The purpose of the formation of

this group is to provide personnel who have acquired technical knowledge in the field of taxation for service at agencies directly dependent upon the Directorate General of Taxation.

Students of this group will be selected from among volunteers from the Economics-Finance Section.

The curriculum for the Taxation Group (3rd year) will be determined by the Institute, after consultation with the Department of Finance, and will provide for at least 90 hours in subjects exclusively related to taxation.

Throughout the period of apprenticeship (7¹/₂ months) during the 3rd year, students of the Taxation Group will undertake their apprenticeship work only at the Directorate General of Taxation and its at dependent agencies, according to a specific program.

The program for the formation of Taxation Group (s) will also bring to bear a financial influence as does the formation of Foreign Affairs or the Press and Information Groups.

e. Opening of a Business Section.

In the years to come the Institute will, when financial conditions and adequate teaching staff permit, open a Business Section at the same academic level as that of the Administration or Economic-Finance Sections within the framework of the Đốc-sứ and Giám-sứ training courses.

The purpose of the formation of this section is to train a number of supervisory civil servants having acquired tech-

nical knowledge in the field of business for service at state-run enterprises (such as the state-supervised transport, the Vĩnh-Hảo mineral waters, etc...). Furthermore, the Institute may also grant admission to the Business Section to free auditors (students having not obtained scholarship), that is, those attending this course in order to do their private business or find jobs with private business enterprises, after graduation. Certificates issued by the NIA will have the equivalent value of a University degree in business, whereas the graduation certificate issued by the National School of Commerce (in Phú Thọ) is of lower standards and does not have the value of a University degree. There will, therefore, be no duplication.

To obtain admission to the Business Section, students are required to have completed the "universal level" (first year) and passed the year-end examination.

The number of students selected each year for the Business Section will be determined by the Directorate of Civil Service according to the national needs.

The curriculum during the second and third years of the Business Section will include a number of principal subjects covered by the curriculum of the Economics-Finance Section, plus a number of new subjects (with a number of hours not exceeding 250) exclusively in business.

The detailed curriculum will be defined by the Institute, after consultation with specialists of the Advisory Group.

The apprenticeship program in the 3rd year of this Section is also special: students will be assigned to perform apprenticeship work at major business or industrial enterprises which are either privately owned or run by the government.

The financial influence of the project for opening of the Business Section will be greater than that of the formation of Taxation, Foreign Affairs and Information Groups, because the Business Section adopts a special curriculum starting from the second year: in addition to the study of subjects which are taught to students of the Economics-Finance Section, the curriculum of the Business Section also include other subjects which necessitate the strengthening of the teaching staff.

f. Recognition of the Licence in Administration
granted to students graduates from the Đốc-sử, Giám-sử classes at the National Institute of Administration. Graduates from the NIA are highly meritorious to receive the Licence in Administration, since they had acquired the Baccalaureat degree and have - after passing a difficult entrance examination - to pursue their studies through three consecutive years with a curriculum (based upon the number of hours) that is heavier than the Licence curriculum at a University Faculty (such as the Licence in Law).

The recognition of the Licence in Administration will not only bring to students on right they deserve, but will also apparently turn the Institute into a University, in lieu of being merely an institution equivalent to or assimilated with a University Faculty as it is now.

The admission of holders of the Licence in Law to the 3rd year class at the Institute upon recommendation of the Directorate of Civil Service and with the concurrence of the Dean of the Faculty of Law constitutes further justification for efforts to achieve the aforementioned recognition.

Furthermore, it is evident to all that official recognition of the Institute's graduation diplomas as the Licence degrees would attract the interest of students (although they are not recipients of scholarships) whose aim is to acquire this degree upon graduation for use, without being obliged to enter the cadre of Giám-sỹ or Tham-sỹ. It is certain that a greater proportion of students in the Business Section will belong the above category.

Finally, the National Institute of Administration, like the National College of Agriculture, Forestry and Animal Husbandry, is a professional institution which is not dependent upon the Department of National Education.

No one can deny the university standard of the National Institute of Administration in Saigon as well as that of the National College of Agriculture, Forestry and Animal husbandry in Blao, although they are not integrated in the University of Saigon.

The Blao College (which is directly dependent upon the Department of Agriculture) was officially authorized to issue the Engineer's degree and the Doctorate degree, there is no justifiable reason for not recognizing the NIA's right to issue the Licence in Administration.

g. Modification of the Apprenticeship programs for the Administration and Economics-Finance Sections.

In the years to come the Institute would, each year, choose a definite important subject which is of current interest as a compulsory topic for all students of each Section, instead of allowing them to freely select the subject matter of their apprenticeship essays.

B. The Tham-sũ class. The Institute has, with the agreement of the Directorate General of Civil Service, prepared a draft Arreté for submission to the Presidency.

This draft provides for the opening of a course for training administrative Tham-sũ's at the National Institute of Administration.

The duration of the curriculum is one year (actually 8 months).

Candidates for admission to this class are required to take an entrance examination.

The Tham-sũ class will be opened for both Vietnamese and Montagnard civil servants.

To be eligible to sit for the competitive entrance examination, candidates must be civil servants who are in-cadre or out-of-cadre and who meet all academic degree, service seniority and age requirements.

The number of students admitted shall be determined each year on the basis of the public service needs.

Civil Servant students shall continue to receive their salary.

Non-civil servant students shall receive scholarships (900\$ each).

C. Preparatory class for Highland students. As for the Highland students desirous of admission to the Tham-sủ class will be required to attend a preparatory class, although they are exempted from the above academic degree and seniority requirements. The duration of the preparatory class is one year.

This preparatory class will substitute the Highlands Section which was abolished.

The opening of these Tham-sủ and Preparatory class will of course bring to bear an important financial influence. (Funds will have to be anticipated to pay salaries or teaching allowances for the teaching staff in charge of these classes and funds for the payment of scholarships granted to students.)

The two classes may be opened at the beginning of the forthcoming academic year (1962-63), if the draft proposal submitted is approved in the course of this year.

II. Classes of Capacity in Administration (evening classes).

In the years ahead, there will be no major change in the curriculum of the classes of Capacity in Administration. The number of subjects taught during each semester will likely be maintained from 6 to 8 subjects for both Sections of Administration and Economics-Finance. The substance of the subjects may be modified. But this would not bring to bear any finance influence, since the number of hours remains unchanged. The number of students attending these evening classes may decrease in the years to come, but the extent of such a decrease can hardly be exactly anticipated. The decrease in the number of evening class students is partly attributed to their exemption from the diligence requirement.

III. Teaching staff. The number of full-time personnel is at present:

- 7 professors
- 8 lecturers.

The abolishment of the cadre of part-time professors and lecturers has dispossessed the Institute of 6 members of its teaching staff. These were professors or lecturers who have definitely resigned, and have not been neither transferred to the full-time system, nor continued to their teaching as instructors.

a. Recruitment and appointment. The appointment of 2 new full-time professors and 3 new full-time lecturers are not sufficient to fill the vacancies.

According to the scholarship program for Ph.D. studies in the U.S., 4 Ph.D. graduates returning from the States toward the end of 1962 may be appointed to strengthen the teaching staff of the Institute.

With the present trend of the scholarship program, about 4 additional Ph.D. graduates will probably return home in 1965-66.

Besides, Ph.D. graduates from Universities in France or Britain may also be appointed when need be.

b. In-service training and observation trips abroad organized for members of the teaching staff.

By decision of the Academic Council, efforts will be made to ensure that 1/3 of the teaching staff will be permitted each year to participate in the in-service training programs or conduct observation trips abroad during the summer holidays.

Such measure will bring to bear a certain financial influence (however, the necessary expenditures may be partly or fully financed by foreign aid agencies).

IV. Demands for Materiel.

Listed below are the needs of the Academic Instruction Division for materiel which must be anticipated in the five-year plan.

- 1.- Audio-visual aids for the foreign language class.
- 2.- Microphones for the auditoriums.
- 3.- Political, socio-Economic maps of Vietnam and of the world for the lecture halls.
- 4.- Public vehicles necessary for the exercise of supervision over apprenticeship.
- 5.- Pick-up bus to provide transportation for faculty members from the University community in Thủ-Đức to the new Institute.

IN-SERVICE TRAINING ACTIVITIES

I. The main objectives of the Division:

1. Steps toward the establishment of a nation-wide in-service training system.

11 The Division's activities have heretofore been too sporadic, due to the absence of an official governmental policy regarding inservice training. Thus, coordinated efforts should be made jointly with the Directorate General of Civil Service and the Department of the Interior toward the formulation of a proposed policy for submission to the President to solicit his confirmation of the government's in-service training policy and at the same time, to solicit for the enactment of a statute for in-service training managers, a (legal) document governing the organization of agencies in charge of in-service training at the Departments and Directorates General, a measure for encouraging civil servants who display interest in undergoing in-service training, a measure for evaluation of the in-service training activities, a system of consultation, information, supervision and coordination of in-service training activities throughout the country.

To attain these goals, efforts should be made for the training of additional in-service training managers and for the development of facilities provided for in-service training, simultaneously with soliciting the superior for the establishment of a nation-wide in-service training system.

2. Steps toward the reorganization in the civil service system and the statute of civil servants.

The problem of in-service training is, on the other hand, closely related to the problem of the statute of civil servants and the civil service system. In-service training is aimed not only at increasing the efficiency of civil service, but at the same time at the effective satisfaction of the civil servants needs for advance. The civil service system and the statute of civil servants must therefore be reorganized, in order that they render the in-service training effective.

Measures which are being and will be adopted to attain the above goals.

1. Liaison with the Directorate General of Civil Service to propose to the superior a nationwide in-service training policy and the establishment of a nationwide in-service training system.

2. Decentralization of the in-service training activities. After a number of in-service training managers has been trained for the central Directorates and Services and for the provinces, these in-service training managers will undertake the organization of in-service training at the Directorates and Services and in the provinces with the cooperation of the In-Service Training Division of the Institute.

3. As soon as in-service training is realized by the Directorates and Services and the provincial authorities as a regular and essential activity, the task of stimulating, exercising supervision and coordination will gradually be handed over to the Directorate General of Civil Service and the Department of the Interior. The Institute will thereafter retain only the advisory role.

4. Development of leadership. This is a program aimed at the improvement of supervisory functions at governmental agencies. This program includes seminars held at home and observation tours abroad.

5. Liaison with the Directorate General of Civil Service and the Directorate General of Budget to conduct the analysis of functions. In-service training should, to be realistic, be based upon the existing work. Thus, an elaborate analysis of the existing jobs of civil servants should be made. This analysis would be useful for:

- the reorganization of the civil service system,
- the simplification of work,
- the rational and equal distribution of personnel,
- the formulation of effective in-service training programs.

II. Details of the Activities:

A number of the measures listed above are long-term measures (for example: the analysis of functions) which

require the formulation of programs of activities which last from two or three years and longer. Moreover, since the implementation of these programs is dependent upon the favorable response from other agencies, an accurate anticipation of details of the yearly activities cannot yet be achieved. Nevertheless, outlines of such activities may be anticipated as follows. Activities to be carried out in the years from 1962 to 1966 shall consist of two categories: new activities and continuation of regular activities.

New activities:

1. Implementation of the functions analysis program.

This program will be divided into 3 stages:

Stage I. Preparation:

- a. Liaison with the Directorate General of Civil Service in the study and organization of the analysis of functions.

- b. Simultaneously, to conduct training of personnel in charge of the functions analysis. Liaison with M.S.U. or USOM to request for the assistance of specialists to conduct training at home or to send personnel abroad.

Stage II. Implementation of the functions analysis:

After training, the personnel concerned will conduct the analysis with the follow-up of the Directorate General of Civil Service, the Directorate General of Budget and the Institute.

Stage III. Exploration of the results of the functions analysis. Liaison with the Directorate General of Civil Service, the Directorate General of Budget to explore the results of the analysis and to proceed toward:

- the simplification of work
- the rational and equal distribution of personnel
- the formulation of appropriate in-service training programs
- the reorganization of the civil service system and the personnel statute.

2. Development of leadership. The objective of this activity is the improvement of the supervisory capabilities by conducting seminars at home and observations abroad which are reserved for supervisory officials.

a. Seminars in the form of seminars (?) and syndicates.

During the Seminars, special attention will be given to subjects pertaining to management, such as organization, coordination, communication, budget management, planning, personnel management, directing and human relations, work simplification, etc... Seminar participants will primarily be Chiefs of bureaus, then Chiefs of Service, awards to Directors and, if feasible, the District Chiefs and province chiefs.

The second form of discussion is the syndicate which has been adopted in Britain and India. Under this form of discussion, a number of supervisory officials meet at a place

distant from their offices to study an existing, realistic problem and then submit a report containing conclusions to the government.

b. Observation trips abroad. These trips which last from two weeks to three months are aimed at the study and observation in foreign countries of measures which have been taken for the solution of problems which are similar to those facing Vietnam. The success of these observations depends upon the following conditions:

- the observer must have a specific, realistic aim in mind of what to be known and what to be done
- the observation program must conform to the needs of the person sent on an observation trip and the needs of the service concerned, in order that the solutions observed may be applied or adjusted to the situation in Vietnam when the observer returns home.

3. Liaison with the Directorate General of Civil Service to study the reorganization of the civil service system and the statute of civil servants in aspects related to in-service training:

- to study a measure for stimulating interest in in-service training by rewarding those employees who have effectively applied the knowledge acquired from in-service training (promotion, priority given in appointment to more important positions, etc...)

- to re-study the recruitment procedures, so that appointment can be based upon "the principle of merit" (the merit system), that is upon the actual capacity of the employee. This is related to the problem of functions analysis. There should be awareness of all the functions of a position and the technical capacity necessary for the performance of this position, before such technical capacity can be expected from the applicants.

- to take steps toward the classification of functions and the determination of salaries corresponding to the functions performed, that is, to the actual workload.

The foregoing points are of great important to the in-service training for the civil servant would be eager to participate in the in-service training once he was well aware of what interests he will obtain after undergoing fruitful in-service training.

Continuation and intensification of regular activities

1. Contuation of liaison with the Directorate General of Civil Service to study and propose to the superior a policy and a nationwide system of in-service training, (solicitation for the enactment of a legal document clearly defining the in-service training policy, establishing a personnel system and an agency in charge of in-service training, and determining the statute for in-service training managers).

2. Continuation of training in-service training managers.

3. Continuation of liaison with various agencies and the provincial authorities in order to provide them with assistance in the organization of in-service training. With special regard to the Department of the Interior, liaison will be maintained to ensure that in-service training be focused upon government employees operating in the villages and upon the village councillors.

4. Continuation of preparation and translation of in-service training materials. Realization of in-service training films in public relations, human relations, etc... Maintenance of liaison with and assisting technical agencies in the preparation of special inservice training materials. The NIA's In-Service Training Division will extend cooperation in the technical, financial respects and in distribution.

5. Continued publication of the "Progress" newsletter and study on the procedure for sale, instead of free distribution.

6. Continued organization of in-service training abroad.

- for members of the Division - in-service training in such special fields as organization of leadership development, training in management, directing and human relations, etc...)

- for in-service training managers
- for personnel of other agencies within the framework of the program 226.

RESEARCH

Apart from research conducted on the following topics:

- The labor problem in Vietnam
- The problem of local administration
- The system of health insurance
- Definition of the noun poverty
- Regulations and urban planning

(the Institute is awaiting confirmation from the Departments).

The National Institute of Administration will in the years to come propose that research be conducted on:

I. The application of sociology in the field of administration.

In the realization of economic development programs, the representatives of the administration assume an important task, especially in an underdeveloped country whose people has not yet been conscious of their active role in the realization of development programs of which they themselves are the beneficiaries.

There is sometimes an erroneous conception on the part of certain levels of the administration that in the realization

of development programs the administration plays the active role, whereas the people only play a passive role and consequently, such programs are not satisfactorily implemented, due to the absence of enthusiastic and active participation of the people. The Institute therefore proposes, within the framework of its five-year plan, the realization of a program for a thorough study on the following topic:

"THE APPLICATION OF SOCIOLOGY IN THE FIELD OF ADMINISTRATION"

A. Objectives of the study program:

Development programmes must conform to the expectations of the people, the satisfaction of their realistic needs and thus, the administration at all levels must grasp.

a. Ways of understanding the people: to inquire into the people's setting of life, their cultural level, standard of living, their ways of life, their qualities and weaknesses, their actual needs and cherished expectations, their ability to contribute to the realization of the development program.

- Findings of this inquiry must be explored, in order to determine the orientation of the work undertaken.

b. Ways of getting in touch with the people:

- Getting in touch with social organizations, social groups, with persons having prestige, a progressive spirit, and stimulating their awareness.

- Sounding out the extent of the people's responsiveness and adopting appropriate methods for propagation of the objectives of the program.

- Making joint efforts with the people in the formulation and propagation of the program.

c. Ways of enlisting the people's support for the realization of the program:

- Moral mobilization undertaken with the cooperation of organizations and groups engaged in social activity, of the people's representatives who have prestige.

- Creation or utilization of the existing units of social activity for the establishment of a communication system.

- Community fundamental education conducted to foster responsiveness, confidence, the cooperative attitude and behaviour.

- Seeking all moral, economic and social motivation to secure the active participation of the people.

d. Ways to follow-up the implementation of the program, analysis of the results:

- To conduct an analysis of the results and critical deliberation with the people on changes, improvement which are deemed necessary and to draw experiences from the work undertaken.

B. Stages for implementation of the study program:

This study is a new undertaking and thus requires careful preparation before implementation, mainly in technical personnel.

a. First year:

- Organization of discussion with the agencies concerned, in order to determine places where the study will be conducted and to explore the experiences of these agencies.

- Training personnel for staffing the social inquiry teams, with the cooperation of the representatives of UNESCO, FAO, ASIA FOUNDATION, MSUG, USOM.

- Supplementing the technical knowledge by conducting short-term (3 months) observation tours abroad.

- Preparation of inquiry facilities.

b. Second year:

- Starting the social study and inquiry in urban and rural areas, at selected places.

- Consolidation of the findings into basic social data.

c. Third year:

- Getting in touch with and securing the support of the people, following-up the implementation of the program on the basis of the data obtained from the inquiry.

d. Fourth year:

- Continuation of the third year program.

e. The Fifth year:

- Consolidation of experiences, in order to determine an effective line of action for the new program.

II. Exploration of documents compiled by EROPA, IIAS, ULA:

- Classification of documents.
- Establishment of card-indexes.
- Exploration of international documents on problems of common interest to Vietnam.
- Propagation of documents which are useful to the agencies concerned.

III. Instructions on how to find study documents:

- Listing of basic administrative, economic, financial social matters.
- Collection and classification of related documents.
- Contact with foreign countries, with National and international organizations to request for documents.
- Establishment of card-indexes for the utilization of documents, in order that study be effective and rapid.

IV. Study to be made on organization and operation, in order to avoid duplication of duties between governmental agencies:

V. Organization of the EROPA Seminar in 1962 in Vietnam:

VI. Exploration of documents compiled by the Institute:

Research documents compiled by NIA professors, by MSUG and apprenticeship dissertations of the students must be explored in order to propose, if necessary, administrative reforms.
