

Policies supporting surplus personnel in the rearrangement of administrative units: current situation and solutions

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Abstract: *The rearrangement of district- and commune-level administrative units under Resolution No. 37-NQ/TW dated December 24, 2018 of the Politburo marks a strategic step in reforming the state apparatus toward a more streamlined, effective, and efficient structure. Notably, since July 1, 2025, with the implementation of the Government's Resolution No. 74/NQ-CP dated April 7, 2025 and the National Assembly's Resolution No. 202/2025/QH15 dated June 12, 2025, the streamlining of the apparatus has undergone significant changes, leading to an objective and inevitable consequence: a surplus of cadres, civil servants, and non-professional personnel. Formulation and implementation of policies to support surplus personnel have therefore become a key task to ensure social security, foster consensus, maintain internal stability, and preserve trust within the workforce. This article analyzes the significance of such policies in the context of administrative restructuring, identifies existing shortcomings in their implementation, and proposes solutions to enhance their effectiveness and utilize human resources after mergers, toward a humane, sustainable, and comprehensive administrative reform process*

Keywords: *Administrative unit merger; surplus personnel; support policies; apparatus reform; grassroots political system.*

1. Introduction

In recent years, the rearrangement and merger of administrative units under Resolution No. 37-NQ/TW dated December 24, 2018 by the Politburo, along with directives from the National Assembly and the Government, have been implemented nationwide to streamline the state apparatus, enhance the effectiveness and efficiency of state management, and address the issue of small-scale

administrative units that fail to meet standards for area and population. The restructuring from 63 to 34 provinces and centrally-run cities has contributed to more rational resource allocation, promoted socio-economic development, and improved people's livelihoods. However, the process has also resulted in a surplus of cadres, civil servants, and commune-level part-time staff, thereby necessitating appropriate support policies.

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Balancing the requirement to streamline the apparatus with the need to protect the legitimate rights and interests of surplus personnel has thus become one of the key challenges for both policymakers and local authorities. Support policies for surplus personnel not only are administrative or technical measures, but also carry profound political, social, and ethical significance. A rational, humane, and feasible policy framework will help maintain stability during the transition, strengthen public trust in the reform, and lay the foundation for a more effective post-merger apparatus.

2. Current state of policy issuance and implementation for supporting surplus personnel in the rearrangement of administrative units

2.1. Legal framework

The State has been implementing a range of important policies to support surplus cadres, civil servants, public employees, and workers during the process of organizational restructuring, especially when merging administrative units. The policy of streamlining the payroll was first introduced under Decree No. 108/2014/ND-CP dated November 20, 2014 by the Government, laying the foundation for rearranging the contingent of cadres, civil servants, and public employees toward a more streamlined and effective one. The Decree specifies the target groups, conditions, and support mechanisms applicable during the downsizing process. In order to amend and supplement several of its important provisions, the Government, based on practical implementation, subsequently issued Decree No. 113/2018/ND-CP dated August 31, 2018, and Decree No. 143/2020/ND-CP dated December 10, 2020. The revisions mainly focus on expanding the scope of application of the streamlining policy to cover surplus personnel resulting from mergers, consolidations, and organizational restructuring; adding financial regimes and one-time support for individuals subject to downsizing; and, extending the policy implementation period until December 31, 2030.

Following that, to unify, systematize, and update the amended provisions, Decree No. 29/2023/ND-CP was issued on June 3, 2023 to completely replace the previous Decrees. It provides comprehensive and detailed regulations on the subjects and conditions for streamlining; the principles of implementation, the approval process, and the responsibilities of different levels of authority and sectors; and, financial support policies, early retirement, and resignation with allowances. Accordingly, the application period has been extended until December 31, 2030. In addition, the Government issued Decree No. 178/2024/ND-CP dated December 31, 2024, on policies and regimes applicable to cadres, civil servants, public employees, workers, and armed forces personnel during the restructuring of the political system's organizational apparatus, and Decree No. 67/2025/ND-CP dated March 15, 2025, amending a number of provisions of Decree No. 178/2024/ND-CP.

Most recently, to revise the support policies for surplus personnel in the process of organizational restructuring, Decree No. 154/2025/ND-CP was issued on June 15, 2025. Replacing Decree No. 29/2023/ND-CP, it expands the scope of application to surplus cadres, civil servants, public employees, commune-level officials, and part-time personnel due to mergers and organizational restructuring. Notably, this Decree introduces five specific new streamlining policies, including early retirement, resignation, transfer to non-state funded organizations, and support for part-time workers at the commune and village/residential group levels. Individuals eligible for multiple forms of support are entitled to receive only the highest benefit.

From a political orientation perspective, Resolution No. 37-NQ/TW dated December 24, 2018, by the Politburo sets forth the policy of reorganizing district- and commune-level administrative units that fail to meet 50% of the standards on area and population. The Government is accordingly assigned to develop support policies for cadres, civil servants, and

public employees affected by mergers. This Resolution was concretized by Resolution No. 653/2019/UBTVQH14 dated March 12, 2019, by the Standing Committee of the National Assembly (NASC), which requires central agencies such as the Government, the Ministry of Home Affairs, and the Ministry of Finance to ensure full implementation of support policies for surplus personnel, avoid complaints and lawsuits, and foster reassurance across the entire political system.

2.2. The role of support policies for surplus personnel in the rearrangement of administrative units

Support policies for surplus personnel during the restructuring of the organizational apparatus play a critically important role, not only in providing immediate benefits but also in delivering long-term strategic value. They ensure social security, foster consensus, maintain trust within the workforce, help sustain political stability at the grassroots level, and contribute to the success of the state administrative reform.

First, the support policies are especially important in protecting the legitimate rights and interests of employees in the public sector, particularly those at the grassroots level. It is a common practice that after the merger of commune-level administrative units, a portion of cadres and civil servants in various localities, especially those with long service, find themselves without suitable job positions and are accordingly forced to retire early or resign due to organizational needs. Because commune-level cadres generally have modest incomes and limited working conditions, job cuts without appropriate support policies would directly impact their personal and family livelihoods, creating potential risks for social security at the grassroots level. Recognizing this, Decree No. 178/2024/ND-CP dated December 31, 2024, updates and improves policies for early retirement, resignation with allowances, retraining support, and job transfers. Articles 7 and 8 of this Decree specify allowance and benefit levels for each case, such as early

retirement, resignation, or job transfer, while prioritizing fair benefits for cadres with long service, ethnic minority cadres, and those working in remote areas. Amending several provisions of Decree No. 178/2024/ND-CP, Decree No. 67/2025/ND-CP dated March 15, 2025 expands support policies for leaders and managers who are demoted or removed from office due to administrative restructuring, allowing them to retain their former position allowance for a prescribed period. Decree No. 154/2025/ND-CP dated June 15, 2025, further supplements and updates downsizing policies and support for surplus personnel in line with the new phase of reform. Resolution No. 37-NQ/TW dated December 24, 2018, by the Politburo and Resolution No. 653/2019/UBTVQH14 by the NASC clearly affirm that the administrative restructuring must be accompanied by reasonable and adequate regimes and policies for affected cadres, civil servants, and public employees. Specific regimes - such as one-time allowances, conditional early retirement support, retraining, or career transition programs - are implemented to help surplus personnel stabilize their lives and avoid falling into hardship. These policies not only provide material values but also represent moral recognition and socio-political responsibility, reflecting the State's deep concern for grassroots-level officials - those who have directly participated in managing, administering, and developing local communities for years.

Second, the support policies for surplus cadres and civil servants following the administrative restructuring play an essential role in stabilizing morale, strengthening internal solidarity, and fostering consensus among cadres and civil servants. In practice, during the merger of commune-level administrative units in the 2019 - 2023 period under the Politburo's Resolution No. 37-NQ/TW dated December 24, 2018, and Resolution No. 653/2019/UBTVQH14 by the NASC, many cadres and civil servants in localities such as Nghe An and Quang Tri expressed concerns about losing their official titles, not being assigned suitable positions, or

having to retire early despite not yet reaching the retirement age (Nghe An Provincial Portal, 2024; Tao, 2025). Forms of support - such as conditional early retirement, resignation with allowances, retraining, or reassignment to other suitable positions (stipulated in Articles 7 to 10 of Decree No. 178/2024/ND-CP) - not only are materially significant but also help stabilize morale, reduce feelings of disadvantage, and enable them to proactively adapt to change. Effective implementation of these policies also facilitates smooth handover and transfer of duties, ensuring seamless and coordinated administrative restructuring without disruption to local government operations. At the same time, this is an important step in fostering the sense of responsibility, political awareness, and commitment among cadres and civil servants toward the reform process, aiming at building a streamlined, efficient, and effective state administrative apparatus in line with the spirit of the Resolution of the 6th Plenum of the 12th Party Central Committee.

Third, the support policies for surplus cadres and civil servants are among the key drivers promoting the reform of the administrative apparatus toward a streamlined structure that operates effectively and efficiently, in line with the orientation set out in the Resolution of the 6th Plenum of the 12th Party Central Committee on continuing to innovate and reorganize the political system's apparatus. One of the greatest barriers to the process of streamlining the payroll and merging administrative units is the psychological concern among cadres about losing their positions, being transferred to other jobs, or having to take early retirement. This has been observed in many localities during the rearrangement of administrative units from 2019 to 2022. When clear, transparent, and fair support policies are issued and implemented, however, the "seat-holding" or "resistance to change" mentality is gradually eased and replaced by a willingness to adapt and cooperate with the reform process. Therefore, it can be affirmed that support policies for

surplus cadres and civil servants are not merely temporary measures but serve as an important "policy lever" that helps resolve psychological barriers, build consensus, and pave the way for an effective, systematic, and minimally disruptive restructuring of the state administrative apparatus.

Fourth, the support policies for surplus cadres and civil servants not only aim to ensure individual rights but also help reduce the waste of human resources and effectively leverage the experience and prestige of officials who have long been dedicated to their localities. Practice in many rural, mountainous, and remote areas shows that commune-level cadres not only perform administrative management duties but also serve as key community connectors, maintaining unity and conveying Party and State policies to the people in a flexible and approachable manner. When the merger of administrative units results in the situation that some cadres losing their positions, reassigning those having capacity, ethics, and reputation to suitable roles within the grassroots political system - such as the Fatherland Front working committees, residential groups, or various local associations - represents a sound approach. This reflects a flexible, humane, and sustainable human resource utilization mindset. Therefore, the support policies go beyond providing financial allowances, creating opportunities for human resource restructuring, promoting continuity, and maintaining stability in the grassroots political and social system. The most recent legal framework for this is reflected in Article 9 of Decree No. 178/2024/ND-CP, which stipulates "the priority of rearranging surplus cadres who are experienced, capable, and trusted by the community in positions within the grassroots political system and socio-political organizations." Likewise, Article 13 of Decree No. 67/2025/ND-CP (amending and supplementing Decree No. 178/2024/ND-CP) further provides that "surplus cadres and civil servants are encouraged to participate in village or residential group activities, the Fatherland Front, and various local associations, and shall receive allowances prescribed in Decree No.

34/2019/ND-CP on non-professional commune-level cadres.”

Fifth, the support policies for surplus cadres, civil servants, and non-professional personnel reflect a profound humanitarian spirit in the process of administrative reform. In many cases, individuals are required to leave their positions not because of their own professional shortcomings or disciplinary violations, but due to changes in administrative boundaries and the streamlining of the apparatus following the nation’s overall objectives. In such circumstances, the State has duly recognized their contributions and provided them with timely assistance. This is not only a responsibility toward the personnel within the public system, but also a means of enhancing political credibility of the system, reflecting the image of a service-oriented, humane administration that places people at its center.

Accordingly, the policies for supporting surplus personnel during the merger of administrative units form an inseparable component of the roadmap for reforming the state administrative apparatus. Its significance lies not merely in offering material assistance to those leaving their positions, but more importantly in ensuring harmony between organizational efficiency and social stability, between the goal of streamlining and humanitarian requirements, and, between administrative reform and sustainable development. Therefore, in the coming period, alongside the continued implementation of administrative unit mergers according to the set roadmap, it is necessary to review, adjust, and improve the system of support policies for surplus officials so that they are comprehensive, flexible, closely aligned with practical realities, and consistent with the spirit of reform advocated by the Party and the State.

2.3. Issues arising in the implementation of support policies for surplus personnel during the administrative unit merger process

To ensure fairness, stability, and humanitarian values in the reform process, the Party and the State have introduced various support policies aimed at minimizing negative

impacts on surplus officials during the merger of administrative units. While the intention behind these policies is sound and firmly grounded in practice, the implementation in various localities has revealed numerous difficulties and shortcomings, thus calling for careful analysis and appropriate policy adjustments.

First, the current system of support policies lacks flexibility and does not fully align with the diverse and complex realities of implementation.

Although several policies have been issued by the State to support surplus cadres, civil servants, and public employees after the merger of administrative units, existing regulations remain both largely general and insufficiently detailed to address the specific and unique situations that arise in practice. There is also a lack of consistency and coordination across localities. The fact that each province or centrally-run city sets different levels of support for its own surplus personnel leads to significant disparities between localities, creating feelings of comparison, perceived unfairness, and affecting the motivation to implement these policies. In some areas, the support level is low and disproportionate to the individual’s contributions, making the beneficiaries less willing to accept the policy. Additionally, many localities struggle to handle cases of cadres concurrently holding multiple positions (e.g., serving as both Vice Chairperson of the Commune People’s Council and Chairperson of the Farmers’ Association at the same time), due to the absence of clear guidance on the level of support and the priority order for job reassignment after the merger.

A noteworthy reality is that a significant number of cadres - particularly female aged 40 to 50 - face the risk of unemployment after the merger due to their not meeting the requirements of early retirement as stipulated in Decree No. 108/2014/ND-CP on streamlining the payroll. According to the statistics from the Ministry of Home Affairs, by the end of 2023 there were approximately 2,700 surplus commune-level cadres after mergers, nearly 35% of whom being female over the age

of 45 - falling into the group of potential difficulties in reintegrating into the labor market. The total number of commune-level cadres, civil servants, public employees, and non-professional personnel in administrative units subject to restructuring stood at 33,292 (Ministry of Home Affairs, 2024). Furthermore, according to Minister Pham Thi Thanh Tra's statement during the National Assembly's questioning session on August 22, 2024, during the 2023 - 2025 merger phase, the country is expected to have 21,800 surplus cadres and civil servants due to the reduction of 624 commune-level units and 13 district-level units. Of this number, about 13,100 are at the commune level, while the rest are surplus at the district level or non-professional commune-level personnel (Thanh, 2024). However, this group has yet to be provided with specifically tailored support mechanisms or appropriate retraining programs, leading to feelings of insecurity and negatively affecting the quality and effectiveness of transitional work.

In addition, the decentralization of financial responsibility to local authorities for disbursing support payments has resulted in inconsistencies in policy implementation in different localities. In budget-abundant provinces and cities such as Hanoi, Quang Ninh, or Ho Chi Minh City, the level of support can be many times higher than that in economically disadvantaged provinces. This not only creates inequality but also fosters a mindset of comparison and suspicion regarding the fairness of policies among the affected personnel. Moreover, due to a lack of flexible adjustments and the absence of tailored policies for specific target groups, many cases fall into a "legal gap." Such individuals are neither eligible for current policies nor able to determine a suitable level of support. For example, a commune-level cadre with 19 years of service - just one year short of qualifying for early retirement - cannot be reassigned due to the incompatibility of the new organizational structure, yet is not eligible for streamlining benefits under the current regulations and is also excluded from any special support scheme.

Second, the policy implementation at the grassroots level remains inconsistent, with notable shortcomings in administrative capacity and coordination.

During the support policy implementation, various localities have reviewed and compiled lists of surplus cadres in a formalistic manner, lacking both accuracy and alignment with actual conditions. In some places, the selection process was mechanically applied according to predetermined ratios without considering specific competencies, job positions, or actual needs. This has led to situations where young, well-qualified cadres were placed on the surplus list, while older ones nearing the retirement age were retained, which created discontent feelings and internal comparison. Moreover, there is a lack of detailed guidance for handling special cases. Many localities struggle with surplus personnel in specific circumstances, such as female officials approaching retirement, officials suffering from long-term illnesses, or those currently undergoing training or secondment assignments - mainly due to the absence of detailed instructions from central authorities. These shortcomings highlight the need to review and improve the policy toward greater consistency, fairness, and sensitivity to regional characteristics, while also ensuring a holistic approach that both streamlines the apparatus and safeguards the rights and livelihoods of grassroots cadres.

Furthermore, the pace of policy implementation has been slow and inconsistent across provinces. Support for commune-level cadres, civil servants, public employees, and non-professional workers upon resignation depends on local budgetary resources and balancing capacity. However, most localities are unable to fully balance their budgets and face difficulties in mobilizing necessary funds. Some localities have issued policies that are not sufficiently preferential or competitive to encourage surplus personnel to voluntarily leave their positions, with support levels failing to ensure livelihood stability and facilitating re-employment (Thanh, 2024).

Third, the support policies have not been linked with measures to reutilize quality human resources, resulting in significant waste of human capital and practical experience.

During the process of merging commune-level administrative units, many well-qualified cadres with strong practical skills, deep local engagement, and high social credibility are made redundant. These form a workforce that could continue to make meaningful contributions to grassroots socio-political organizations, such as the Vietnam Fatherland Front, the Women's Union, the Veterans' Association, residential groups, or residential community management boards. Decree No. 178/2024/ND-CP dated December 31, 2024, and Decree No. 67/2025/ND-CP dated March 15, 2025 (amending and supplementing Decree No. 178/2024/ND-CP), stipulate the priority reassignment of surplus cadres with experience, competence, and community trust to positions within the grassroots political system or mass organizations. However, due to the lack of specific provisions on mechanisms for reassignment or incentives for reemployment, most of those cadres have been forced to resign in a passive manner, with no working environment to continue their contribution. For example, the merger of administrative units in Lao Cai province reduced the number of communes by about 12, resulting in 270 surplus commune-level cadres and civil servants. As of mid-2024, only 99 of them (around 37%) have been reassigned to other positions; the majority either left their jobs or were subject to downsizing (Son & Dzung, 2024).

This reality shows that many surplus cadres with long years of service, deep knowledge of the locality, and significant grassroots social influence are still not reassigned to other suitable positions. As a result, experienced human resources are wasted, especially in remote and mountainous areas, where local socio-political organizations risk facing leadership gaps, with valuable experience being lost without succession. Despite having clear guidelines, a large number of surplus cadres in Nghe An still had to leave their positions due to

the lack of a comprehensive reassignment policy. After the administrative unit merger, Nghe An reduced its number of commune-level units by 48 (from 460 to 412), with an estimated 1,754 surplus personnel. In practice, many commune-level cadres and civil servants were not reassigned partly because no suitable positions remained, and partly because there was no clear mechanism for integrating them into socio-political organizations or residential groups in the newly merged localities (Tu, 2024).

In addition, the implementation of the support policies for surplus personnel during the merger process has faced other challenges, such as weak communication, limited consensus building, and inadequate psychological support for affected individuals; unstable financial resources for policy implementation that easily lead to delays and inconsistencies; and insufficient inspection, supervision, and policy evaluation, with no formal feedback channels from the grassroots. In many cases, commune-level cadres and civil servants were not provided with adequate or timely information about the guidelines, policies, or support procedures. This led to feelings of confusion, anxiety, and even negative reactions or delaying behaviors in handing over responsibilities and complying with decisions. The lack of dialogue and clear policy clarification, along with the insufficiently determined involvement of grassroots leaders in guiding cadres' thinking, resulted in weakened solidarity and internal division, thereby undermining the credibility of local Party committees and authorities.

From this reality, implementing the support policies for surplus personnel is not merely a technical organizational matter, but a complex socio-political challenge. It requires institutional consistency, implementation capacity, intersectoral coordination, and, above all, a people-centered approach to reform. Such policies can be truly effective only when they are built on an accurate understanding of emerging problems and are continuously adjusted based on real-world feedback. Therefore, in the coming period, it is essential

to introduce appropriate solutions to improve support mechanisms, enhance implementation capacity, and ensure fairness and transparency in reforming grassroots-level state administrative apparatus.

3. Solutions to improve the effectiveness of implementing support policies for surplus personnel during the rearrangement of administrative units

From the practical implementation of the policy on reorganizing administrative units and providing support for surplus personnel in recent years, it can be seen that, apart from its positive outcomes, the implementation process still faces numerous shortcomings that hinder the goal of streamlining the administrative apparatus while balancing the interests of the State and employees within the grassroots political system. To address these limitations, comprehensive, coherent, and context-appropriate policy solutions are required, with a strong focus on people - the key driver of administrative reform.

First, improving the institutional system and support policy framework in a more comprehensive, flexible, and practical manner. Support policies for surplus cadres and civil servants should be designed to be comprehensive, adaptable, and oriented toward sustainable livelihoods, avoiding the “one-time payment and no further responsibility” approach. Existing legislation should be reviewed, supplemented, and adjusted to ensure coverage of all relevant groups, including non-professional cadres, long-term contract workers, concurrent-position officials, and cadres in regions with special conditions. This would mark a clear step forward in ensuring the inclusiveness of policies, beyond merely covering full-time cadres. The policy framework should be comprehensive, containing provisions such as early retirement, resignation with allowance, support for career transition, retraining, and job introduction services. Financial assistance should be extended over time rather than given as a one-time payment, accompanied by training and job introduction

services to ensure sustainable livelihoods. Policies should also be flexible to individual circumstances - for example, allowances could be adjusted based on age, length of service, place of work (remote, highland, mountainous areas), professional capacity, and family situation. Supplementary policies (according to provincial resolutions) should not exceed 30% of the central government’s allowance level, to ensure resource balance and policy consistency across localities.

Second, strengthening decentralization while ensuring timely financial regulation and support from the central government to disadvantaged localities. Given that many local budgets remain limited, the State should establish mechanisms for flexible resource reallocation or design a central support fund to help local governments implement the policies in a consistent manner, avoiding disparities between well-performing areas and those that only fulfill requirements superficially. There should be clear regulations on mandatory minimum support levels to guarantee fairness in policy access and prevent significant gaps between localities in terms of care and benefits for surplus personnel.

Third, promoting policies to reutilize qualified human resources, ensuring that experienced cadres are not wasted. A mechanism should be established to review and assess the capacity of surplus cadres for possible reassignment to suitable positions within the grassroots socio-political system, such as the Fatherland Front, mass organizations, residential groups, residential community management boards, or community self-governance models. For cadres with prestige and management skills, there should be retraining and career-transition mechanisms to utilize them as a workforce for public-interest and public-service sectors in the locality. This approach not only prevents waste of human resources but also contributes to maintaining socio-political stability, especially in areas with specific conditions, such as remote regions and ethnic minority communities.

Fourth, strengthening communication and policy consultation for grassroots cadres, civil servants, and the public. During and after the merger of administrative units, it is necessary to organize activities for information dissemination, public communication, and dialogue so that cadres clearly understand the guidelines, policies, as well as their own rights and responsibilities. Dialogue should be conducted in a democratic, open, and transparent manner with the participation of Party committees, local authorities, and socio-political organizations, in order to foster strong consensus and prevent feelings of anxiety or opposition. This is a key factor in transition management, ensuring that the reform process proceeds smoothly with minimal human and psychological losses.

Fifth, establishing independent monitoring mechanisms, periodic evaluations and policy criticisms from the grassroots level. Policies can achieve effectiveness only if their implementation is closely monitored and adjusted flexibly based on feedback from practice. The legal foundations for supervision and social criticism include: the 2015 Law on Vietnam Fatherland Front, which stipulates that the Fatherland Front and socio-political organizations have the right to monitor and provide social criticism on the activities of state agencies; Directive No. 18-CT/TW dated October 26, 2022 by the Party Central Committee, which calls for enhancing the supervisory and feedback role of the Fatherland Front, with responsibility for coordinating oversight of policies related to citizens' rights and interests; and, the 2015 Law on Oversight Activities of the National Assembly and People's Councils, which grants People's Councils at all levels the authority to monitor policy implementation, demand explanations, and address complaints concerning commune-level cadres and civil servants potentially affected by the apparatus reform. Therefore, it is necessary to promote the supervisory role of the Fatherland Front, socio-political organizations, and People's Councils at all levels in monitoring the process of supporting surplus personnel,

ensuring correct target groups, and timely handling of complaints and petitions. At the same time, a system of quantitative and qualitative indicators should be developed to measure satisfaction levels and policy effectiveness, providing a basis for adjusting long-term state apparatus reform strategies.

Sixth, integrating policies of supporting surplus personnel with local socio-economic development programs. Assistance for cadres leaving their positions should be linked to new livelihood models, such as providing access to preferential loans for small-scale production, supporting on-site career transitions, or granting priority access to vocational training and employment programs funded by the State or international organizations. In rural areas, this policy can also be incorporated into the National Targeted Programs for New Rural Development and Sustainable Poverty Reduction Support Program, thereby helping surplus personnel reintegrate into society and continue promoting their capacity within the community. Practice shows that support policies should be closely combined with programs including the two mentioned above, and locally based vocational training and job-creation projects funded by the State and international partners.

4. Conclusion

The rearrangement and merger of commune-level administrative units is a necessary step in reforming the state apparatus, aimed at streamlining organizational structures, enhancing management effectiveness, and making more efficient use of public resources. However, this process inevitably results in a surplus of cadres, civil servants, and non-professional personnel at the grassroots level. Support policies for these target groups not merely are administrative measures but also reflect the political responsibility and humanitarian values of the Party and the State for those who have contributed significantly to the grassroots political system. Effective implementation of these policies will help safeguard the rights and well-being of cadres, stabilize their morale, foster social consensus,

and promote a sustainable streamlining of the administrative apparatus.

The success of policies supporting surplus personnel not only demonstrates the effectiveness of a specific decision but also serves as a benchmark for the State's capacity in governance, transition management, and the level of spreading humanitarian values in institutional reform of state apparatus. This is also a prerequisite to ensure that the process of streamlining the administrative system is carried out in a systematic, controlled, and sustainable manner in the practice of national governance.

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