

NINTH REPORT

of the

MICHIGAN STATE UNIVERSITY ADVISORY GROUP

in Public Administration

to the Government of Vietnam

Saigon, June 30, 1959

This Report has been prepared and submitted
in compliance with Article III C
of the Michigan State University Agreement
with the Government of the Republic of Vietnam.

RALPH H. SMUCKLER

Chief Advisor

TABLE OF CONTENTS

| | <u>Page</u> |
|---|-------------|
| INTRODUCTION | 4 |
| Participant Program | 6 |
| PUBLIC ADMINISTRATION DIVISION | |
| General | 9 |
| Academic Instruction Activities | 10 |
| Research Activities | 13 |
| In-Service Training Activities | 15 |
| Consulting Activities | 17 |
| A Look Ahead | 20 |
| POLICE ADMINISTRATION DIVISION | |
| General | 222 |
| Civil Guard | 23 |
| Security and Police Services | 24 |
| Municipal Police | 25 |
| Traffic Engineering Section | 26 |
| Police Communications Section | 27 |
| Research and Training | 28 |
| A Look Ahead | 31 |
| ADMINISTRATIVE SERVICES DIVISION | 35 |
| EAST LANSING SUPPORT | 36 |
| APPENDIX A | |
| Organization of MSUG | 39 |
| APPENDIX B | |
| Summary of Operating Expenditures (Counterpart) for Six-Month Period, January 1-June 30, 1959 | 40 |
| APPENDIX C | |
| Reports and Documents | 41 |

INTRODUCTION

Four years have now passed since the first members of the Michigan State University Vietnam Advisory Group arrived in Saigon. The contrasts between May and June, 1959, and the present period are many, striking, and for the most part very encouraging. For the Vietnamese people and Government, the past four years have been years of experiment, institution building and development. Some of the serious obstacles of early 1955 have been effectively overcome; others are still being faced vigorously and with serious determination by the Government.

In the fields of public and police administration in which the Michigan State University staff have been involved the problems are of the latter category and progress toward their solution has been steady. Many attempts at solutions have been put in motion, and in some cases have already had a noteworthy impact. While there is still much to be done, accomplishments have been considered sufficient to warrant important shifts in the police and public administration programs. Thus, the past six months have marked a major turning point in the activities of the Michigan State University Group in Vietnam.

A review of the major activities of MSUG during this period indicates that the Group has now passed the peak of its technical assistance effort. It is now beginning to withdraw from some activities, consolidate its efforts and strengthen the permanence of its contributions in certain areas, and reduce gradually the scope of its work. The major events with broad implications include negotiations leading to the signing of a new three-year extension of the Agreement with the Government of Vietnam, completion of a number of major studies in both police and public administration fields, publication of a number of texts in Vietnamese, development of a new plan for participant training, and some significant steps forward in the construction of new physical facilities of the National Institute of Administration and of the police services. These events and many other specific accomplishments and problems of the past half year are detailed in this report.

Preliminary to signing new agreements with the Vietnamese Government on May 27, 1959, and with the International Cooperation Administration in June, a series of program memoranda were submitted and discussed. In these memoranda, MSUG took cognizance of progress already achieved by the Government, the desire of the University to aid where desirable but to withdraw from activities no longer needed, and the desire of MSUG to shift somewhat the emphasis of its effort in both police and public administration. The memoranda were in line with the general philosophy of the University's overseas projects which has been to render technical assistance in those fields in which it can best contribute and to reduce its efforts as the needs diminish. The new Agreement is based on these memoranda and discussions and provides for

a reduction of staff to a ceiling of 30 Americans. For each of the years ahead there will be a further gradual reduction as particular program activities are completed.

The main reduction for the period ahead is in the police field. To handle portions of the police program from which the University for various reasons prefers to withdraw, the Government and USOM have agreed to technical and material aid efforts by a group of police advisors in a new Public Safety Division of USOM. During the next few years, MSUG will focus its attention on training and on the development of specialists in such fields as identification, records management, crime laboratory, and radio communications. Its efforts will be mainly related to the Police and Security Directorate General (Công An-Canh Sát) and Municipal Police, while the USOM specialists will focus their assistance mainly toward the Civil Guard and to a more limited extent, the Surêté. MSUG public administration assistance will be only slightly reduced in the immediate future, but more emphasis will be placed on in-service training, less on consulting. Major efforts to assist the National Institute of Administration activities will continue.

As the midyear point was reached, members of the Group completed research and writing activities which have been underway during the past year. About 15 books and reports intended as teaching texts, training aids, research documents, and consulting reports have been completed in recent months. These are detailed in the sections that follow. Most notable among these completed projects are the basic police training manual, the administrative case studies text, and the first draft report on the village study.

These major developments and others which are detailed in this report have been satisfying and represent, in some instances, the culmination of months of effort. When the work of the past six months is added to the previous three and a half years during which the University has been rendering technical assistance to the Republic of Vietnam, much has been accomplished toward the development of administrative improvement. The day-to-day, week-to-week pace is not fast, and perhaps could be improved, but the overall accumulation is encouraging.

The transition through which the Group is passing is reflected in recent personnel departures and turnover. During May and June, 11 staff members left Saigon, and 6 more departures are scheduled for July. Included in this changeover are several key leaders within the Group. Dr. John Dorsey, for the past two years chief of MSUG public administration work; Howard Hoyt, head of the Police Division since the Group began in 1955; and Robert Scigliano, for the past two years Assistant to the Chief Advisor, are all included in the current group of departures. All three are returning to their positions in East Lansing. With this

major changeover in personnel it is expected that the Group's activities will slow down in the period immediately ahead as new personnel arrive and gradually work into the organization.

In addition to the many visitors to Vietnam who came to view developments in public administration and police services, the Group itself was visited by numerous scholars, administrators, and observers from the United States and other countries. Since January, visitors to the Group have included Mr. George Gant of the Ford Foundation, Dr. Clifton Wharton of the Council on Economic and Cultural Affairs, and Professor C. N. Vakil, Director of the UNESCO Social Science Research Center in Calcutta. Visitors from other University projects abroad included Professors Dan Grant and Wesley St. John of the Indiana University Project in Bangkok, and Miss Faye Kinder of the MSU project at the University of the Ryukyus. Mr. G. W. Lawson, Chief of the ICA Public Administration Division, paid a short visit to Saigon and MSUG in May. Other visitors included Mr. John More, Chief of PAD/Bangkok; Messrs. Harold Moore and John Corcoran, PAS/Bangkok; Dr. Fred Riggs, visiting professor at the Institute of Public Administration in Manila; Mr. Russell Lanou, USOM/Laos Public Administration and Budget Advisor; and Mr. G. Williamson, Chief of USOM police advisory work in Bangkok.

In February, Mr. Stanley Sheinbaum, Campus Coordinator, spent three weeks in Vietnam on project affairs. His visit was very useful in that it paved the way for well coordinated and non-disruptive contract renegotiation in Saigon and, later, in Washington. Mr. David Wood, the USOM Public Administration Chief in Saigon, will leave for reassignment in early July. Although not a member of MSUG, Mr. Wood's cooperative and understanding approach to his work over the past two years has been of considerable help in maintaining highly productive relationships between the University Group and USOM.

PARTICIPANT PROGRAM

During the past half year, the participant training program has continued to contribute broadly to objectives in police and public administration. While operating administratively within the Chief Advisor's Office, the Participant Director has been in close contact with MSUG specialists and with Government personnel in the various agencies. A total of 54 participants have been sent to the United States during the past year alone, bringing the total for the past four years to 116, of which 47 are still in the United States.

The work of the Participant Director is now centered on preparing a new group of trainees for departure during the next six months. In the police field, 60 candidates were selected by the Canh Sát-Công An Directorate General. They began English language preparation in February. Since there will be a total of 40 grants available, careful screening is taking place, and at least one-third of the candidates

will be eliminated through tests given during pre-departure training. Twenty of the police participants will be trained as radio technicians due to the great need for specialists in this field. They are receiving special mathematics as well as language training prior to departure. When they leave Vietnam in September, they will have received approximately 500 hours of English language instruction, 200 hours of mathematics, 35 hours of basic radio theory, and 40 hours of police and general orientation instruction. This amount of pre-departure training was considered the minimum necessary to prepare the participants for the year of training ahead.

Other participant activities in the police field included the completion of a two-month mission of observation and study in the United States and Europe by five police leaders, the departure of the Canh Sát-Công An chief of communications for a six-month study mission, and third country training for three officials involved in traffic engineering work. In addition, MSUG helped the Civil Guard to identify and process 45 trainees who will be programmed and trained under USOM auspices.

In the public administration field, eight participants returned from the United States after completion of programs ranging for six months to a year. Of the two participants who departed during the past half year, one is a faculty member at the Institute, and one is a Ph.D. candidate and future faculty member. English language classes and orientation sessions are currently being held for 13 additional participants who will leave for the United States during the next six months.

The Participant Director has been involved in an evaluation study of MSUG participant work to date. Through this study, useful information will be gathered for improving training work in the future. For example, the University will have a better idea of the problems involved in its current pre-departure orientation work, of the adequacy of various alternative types of training provided in the United States, and the difficulties of reintegration into the agencies from which participants have been selected.

A turning point in MSUG participant work has been reached during the past few months. Plans now call for a gradual reduction in total man years of overseas training over the next three years. A sharper focus on participant training clearly related to the University's program objectives in Vietnam is now needed, since USOM is making adequate funds available to cover other areas of police and public administration. While Michigan State University personnel will continue to help identify suitable participants for general training through USOM, direct programming by MSUG will be limited more to academic training and to training persons directly related to the work of the University specialists, for example in budget and tax administration, at the crime laboratory, and at the National Institute of Administration.

A large share of the participant funds will be devoted to advanced degree training for future NIA faculty members. Within the University Group, each specialist will be more closely involved in the selection, processing, and programming of participants, and in their reintegration into their parent agencies after the completion of training. Part of this plan has been put into effect. Over the year ahead, it will require some careful attention and a general transition on the part of specialists within the Group, so that the significant accomplishments already achieved through the participant program can be further increased.

The table which follows presents a summary of the participant program totals over the past four years.

Michigan State University Group
Participant Trainees (1955-1959)*

| | <u>1955-56</u> | <u>1956-57</u> | <u>1957-58</u> | <u>1958-59</u> | <u>Total</u> |
|----------------------------------|----------------|----------------|----------------|----------------|--------------|
| <u>Public Administration</u> | | | | | |
| Regular 6-12 Months | 11 | 14 | 10 | 26 | 61 |
| Leader Observation Trips | | 1 | 3 | | 4 |
| MSUG Programmed, Sent by USOM | | | 2 | 4 | 6 |
| <u>Police Administration</u> | | | | | |
| Regular 6-12 Months | 1 | 4 | | 9 | 14 |
| Leader Trips | | | 4 | 4 | 8 |
| MSUG Programmed, Sent by USOM | — | — | <u>12</u> | <u>11</u> | <u>23</u> |
| Total | 12 | 19 | 31 | 54 | 116 |

* Training in U.S. only. Over the four years, about 35 have received third country training of duration varying from a week to six months.

PUBLIC ADMINISTRATION DIVISION

General

The past six months concluded the most active two-year period of MSUG's technical assistance in public administration to the Government of the Republic of Vietnam. The new contract with the Government, which becomes effective on July 1, is based on plans developed in conjunction with Vietnamese officials to begin a gradual reduction in MSUG activity. Thus the pattern of impact of the University's assistance has largely been set, although the depth of that impact will continue to increase. The effects of certain activities already completed and others still under way will undoubtedly be lasting as a consequence of institutional changes in Vietnam's administrative system, including new channels for continuing innovation.

The most significant of the institutional changes in recent years mentioned above have been in recruitment and training of future higher level administrators and in measures for improving performance of officials already on the job. Since the establishment of the National Institute of Administration in 1955, NIA and University Group personnel have continued their efforts to improve various programs of teaching, training, and research. Progress was registered in a number of areas during the past six months. Developments of direct significance for the NIA, which will be discussed in detail later, lead toward changes in Institute admissions policies, academic curriculum revision, improved language training, staff development, library growth, research progress, preparation of teaching materials, and planning of a new physical plant. Other developments of significance to the Institute but with more immediate ramifications in other segments of Vietnam's public administration, include increased in-service training activities throughout the government, beginning of work to develop a standard typewriter for Vietnam, continuing refinement of basic budget reforms made two years ago, and the beginning of research to develop proposals on tax policy and administration.

In the case of the new physical plant for the NIA, the Government signed a contract with an architect, and the committee supervising the architect's work met regularly to review the progress of his work. Preliminary plans were approved, and plans and specifications to be used in a call for bids were completed. As the six-month period ended, the Government was preparing to advertise for bids. Although this project is behind schedule, progress has become steady, and it is probable that construction will actually begin soon.

The major focus of the University's public administration activities has continued to be on the NIA, in recognition of the need to do everything possible to assist the NIA to develop itself. To be effective as a major source of strength, innovation, and improvement of the administrative system of Vietnam, the Institute's standards must be high,

its work in teaching, training, and research must be of first quality, and these characteristics must be recognized both by government officials at all levels and by students who are making career decisions. Progress toward these objectives has been made, but neither the Government nor MSUG can afford complacency at this point. Many years are needed to build an educational institution of high quality, and the NIA is still young. The Michigan State University Group regards developments reported here to be, not goals achieved, but signposts along a road which still stretches far ahead.

The reorganization of the MSUG Public Administration Division last Fall proved satisfactory through the past six months. Staff changes in the past six months included the departure upon conclusion of their assignments of Mr. Melville A. Sanderson, Mr. Wayne W. Snyder, Miss Mary P. Watzel, and Miss Marilyn R. Westermann. Mr. Dale L. Rose and Dr. Lloyd W. Woodruff departed for home leave. New arrivals were Dr. Milton C. Taylor, Mr. George Melanson, and Miss S. Jane Ericson. At the end of the report period three more staff members were preparing to depart for the U.S. after two-year assignments, and their replacements are expected to arrive in July or August.

Academic Instruction Activities

The University's direct participation in teaching at the NIA consisted of one political science course in the advanced program, given jointly by Professor Vuong Van Bac, NIA, and Dr. Robert G. Scigliano, Assistant to the MSUG Chief Advisor. This was the first time a genuinely joint course has been given at the NIA, and the response of both students and the two professors indicated that similar efforts would be both welcome and fruitful. However, because of low enrollments, the reduction of MSUG's teaching activities in the advanced program was somewhat greater than had been planned. Both NIA and MSUG should give attention to the question of MSUG's future teaching role in the NIA's academic programs.

NIA enrollments in the three-year degree program have never been up to full capacity. Enrollments in the first year have tended to range from 50 to 70 in recent years, although up to 100 new students could be accepted each year. One reason has been that the NIA academic year begins in February rather than in September, when the academic year of the University and other schools in Saigon opens. To eliminate this obstacle to higher NIA enrollments, the NIA's governing body, the Council of Administration, has recently decided to change the NIA academic calendar to correspond with that of the University, beginning in September of this year.

Another factor limiting enrollments has been distinction between regular students holding state scholarships and auditors. Admission as a regular student is conditioned principally upon possession of the

"baccalaureate" diploma and selection by competitive examination. Admission entitles the student to a scholarship and, upon graduation, guarantees him a position in Category A of the civil service. Auditors, on the other hand, can be admitted without passing the entrance examination. However, they are allowed to attend only the first two years of the academic program, are offered only a "certificate" at the end of this period, and are neither guaranteed nor eligible for Category A of the civil service. The result of this distinction has been no enrollment of auditors.

In a basic change of policy, the Council of Administration has decided to ask for an amendment to the Presidential arrêté which serves as the NIA's legal charter. The proposed change would permit any student possessing the baccalaureate to be eligible for enrollment at the NIA. A certain number of state scholarships--probably 40 or 50--would be available to students who wish to take and are successful in the competitive examination. However, there will no longer be any basic distinction in the program of studies of scholarship and non-scholarship holders--the latter will be able to continue through the full three-year program. Auditors who successfully complete three years of study will be eligible for positions in Category A of the civil service, on an equal basis with scholarship students.

Another development of significance for the future was the work of the NIA-MSUG curriculum committee. After several months of study and planning, the committee presented a carefully prepared proposal for curriculum reform to the NIA Academic Committee. A reorganization and increase in social science courses and a reorganization and systematization of public administration and management courses was proposed, and syllabi of new, revised, and existing courses were worked out. The committee report with certain modifications, was accepted by the Academic Committee. Implementation was delayed, however, because the Academic Committee did not complete its deliberations in time to present the proposal to the June meeting of the Council of Administration. The next regular semiannual meeting of this body will not occur until November; hence a special meeting to consider curriculum reform may be desirable.

In another important change, the Council of Administration has decided to require only one rather than two foreign languages in the competitive scholarship examinations. At the same time the Institute has taken positive steps to improve foreign language ability for newly entering students by inaugurating a new intensive English language course during vacation months and by requiring passage of three semesters of English before graduation. The vacation course was set up through the cooperation of the University of Michigan regional English language program and through a special dispensation which exempts the new students from between semesters military training. Since most failures had been occurring because of language deficiencies, these changes should lead to a larger enrollment without reducing quality.

The University Group's direct contribution to the academic program emphasizes preparation of text materials in Vietnamese. One of the most important of these efforts has been the case studies program. A preliminary mimeographed volume of case studies in Vietnamese administration was issued and the publication date of an enlarged and revised edition of this book by John Montgomery and the Case Study Seminar, containing 25 cases, was set for June 30. Some of these cases have already been introduced in Faculty of Law and in NIA courses. Public and private in-service training courses have also made use of them. The direction of the case development seminar itself has been scheduled to be turned over to the NIA, but during June, the new faculty member to be recruited for this job accepted another position instead. MSUG will continue to provide advice and support as necessary for the continued production and improvement of cases during 1959-1960, and will continue leadership of the project until another person can be located by the NIA.

An important NIA-MSUG textbook in press at mid-year was Wayne W. Snyder's revised and enlarged Statistical Methods. This work is based on a mimeographed version developed earlier for teaching statistics to Vietnamese students, and it will be used at the National Institute of Statistics as well as at the NIA. A translation of a basic text in public administration, John D. Millett's Management in the Public Service, was also being published at the end of the period. Translations completed but not yet published are Dwight Waldo's The Study of Public Administration and Miles and Dean's Issues and Problems in the Administrative Organization of National Governments.

These books, added to those already written or translated by MSUG, begin to constitute an elemental core of materials for administrative teaching needed by the new Republic of Vietnam. However, this need will not be adequately met until Vietnamese scholars are themselves producing monographs and texts in sufficiently large quantity. Such production has already begun; several Institute faculty members have written, and a few have already published works in public finance, economics, and administration. Only an unresolved legal question of author's rights stands in the way of publication of others already written and based on NIA courses.

To bridge the gap until such materials are available, and to permit a greater infusion of the best results of U.S. research, analysis, and synthesis, MSUG has assisted in planning and arranging for a new translation program which will provide a large number of fundamental texts in political science, public administration, economics, public finance, and sociology over the next five years. A list of some 50 titles was selected by an NIA-MSUG committee and submitted to the U.S. Information Service, which will finance the translation program with P.L. 480 funds. USIS received Washington's approval of the program, and an NIA - Law Faculty - USIS editorial committee has been agreed upon to supervise translation and adaptation.

Concomitantly with these plans, the NIA has made plans to establish four series of regular publications: a research series, an original textbook series, a translation series, and an in-service training series--each with a distinctive format and separate financing.

Under the heading of NIA staff development, two more members of the Institute staff returned to Saigon after six months of study and observation in the U.S. These were the Head of the NIA Administrative Service, Mr. Pham Duy Suu, and the Head of the Research Division, Mr. Le Dinh Chan. Mr. Nguyen Quang Quynh of the Research Division departed for a like period, and Miss Tang Thi Ti continued her library science studies at the University of the Philippines. Twelve present NIA faculty and staff have studied and observed under MSUG auspices in the U.S., most of them for a six-month period. Two additional students were nominated to pursue graduate studies in the U.S., after which they will join the NIA faculty. This brings to 10 the number of potential future faculty members studying for advanced degrees in the U.S.

Research Activities

Effective governmental decision making requires at the minimum, a basic general understanding of the political, social, and economic environment, plus reasonably accurate data and analyses of the current situation. "Academic" or "basic" research tends to develop the former, while "applied" or "action-oriented" research and intelligence tends to produce the latter--although obviously the distinction between the two, even at an abstract level, is not precise. A more important distinction is the rigor and method by which data are gathered and analyzed, whatever the purpose. Nevertheless, the distinction is useful for some purposes, particularly since the former kind of research objective is often less readily accepted than the latter when resources are scarce.

Over the past few years, MSUG's research efforts have been aimed at clarifying certain aspects of the general cultural environment within which the administrative system of Vietnam operates, and at providing an opportunity for scholarly collaboration and pooling of experience and knowledge between MSUG and NIA research personnel. During the past six months, as drafts of the first two major projects in this joint NIA-MSUG program neared completion, it became clear that the first goal was being realized but that the second, the collaborative aspect of the project, was not yet being adequately achieved.

Draft reports on social and economic aspects of a rural community south of Saigon were largely completed by the end of June and were being circulated for comments, while the report on administrative aspects is only partially complete. It will be finished when its author returns from home leave in August. Publication of each of these three reports (which were prepared with close liaison between the authors) will be separate, although tentative plans exist for integrating them into a

single unified volume. Preliminary indications are that these reports will constitute a significant addition to knowledge about the structure and functioning of rural life in South Vietnam, and will throw light on factors related to political, economic, and social change and development.

The final draft of the report on the study usually referred to as "The Social Effects of Industrialization" has been completed and is being translated into Vietnamese for publication in the NIA research series. Although the term "social effects" has been used from the time it was begun, in its final form, the study is more accurately described as a survey of some social and economic aspects of industrial work forces in Saigon. The title under which it will eventually appear will reflect this changed emphasis. As with the rural community study, preliminary reactions support the conclusion that this study will be important in illuminating a hitherto largely unexplored aspect of contemporary Vietnamese society--one which, like the rural village, is crucial to governmental programs of development and stability.

Although the research program was established on a joint basis, these studies were carried out by MSUG personnel, with relatively little participation by NIA faculty. At the same time, some NIA personnel were engaged in research with peripheral participation by MSUG staff, particularly a study of the municipal administration of Saigon and a study of supervisor-employee relations. In the former studies, NIA personnel participated principally through fairly regular discussions of progress and results. In the latter, an MSUG staff member participated in some of the planning and interviewing and, later, periodically discussed findings with the NIA researchers. In addition, there were frequent scheduled and ad hoc meetings to discuss various aspects of research progress and problems, and three MSUG and NIA staff members undertook an extended field trip to Central Vietnam to gather data on provincial, district, and village administration. Thus, although research collaboration has increased with reasonably satisfactory steadiness, there has not yet been the intensive kind of joint research activity that had been hoped for earlier.

Assistance to the National Bank in preparation of national income estimates was carried into the first quarter of 1959. This assistance will not be carried on in the future because the assignment is complete.

An indispensable resource for research as well as for teaching and studying is an adequate library. The NIA and MSUG have continued the steady rate of progress previously established. Here the measure of progress is not merely in the increase in holdings (11,000, as compared to 9,000 in December, 1958, of which 10,500 have been catalogued) but also in the extent of use and the ways in which library services are extended to potential users. The average monthly circulation figure is now about 500. The use of the library by persons other than students and faculty members of the NIA has increased, and lending service has been extended to officials in the provinces by mail.

The library is increasingly becoming a center of information and reference for government agencies. The library staff has completed an introductory course in reference work given by the library advisor and is now capable of handling a great number of reference questions with little or no assistance.

A new edition of the Classified Catalog of Books in the Library, a brochure describing the resources and procedures of the library, and Richard Gardner's Classification and Cataloging of Books have been published (the latter, by the Asia Foundation) and distributed to libraries and government agencies throughout Vietnam and some foreign countries.

To identify library resources in other countries of Asia, a questionnaire was sent to a number of institutions from Japan to Pakistan. Results were tabulated, and a brief report entitled "A Preliminary Survey of Public Administration Libraries in Asia" was mimeographed and sent to all who responded to the questionnaire. A short annotated "Selected List of Basic Legislative Reference Books and Documents" was drawn up and mimeographed for distribution by the Rector of the NIA to members of the National Assembly. Work on the Vietnamese index to the English subject catalog is continuing and will probably be completed by the end of the year.

Little progress was made in cataloging and expanding the documents collection because of lack of personnel. The present size and condition of the documents collection, most of which is stored in the NIA Research Division offices, constitutes the most important shortcoming of the library. No provisions exist for systematic collection, and a large portion of the documents collection is uncatalogued. These conditions will have to be ameliorated before the library can perform its research function effectively.

In-Service Training Activities

In-service training activities of MSUG have gone through several phases. Because there had been relatively little information in Vietnam on training concepts, methods, and potentialities, a great deal of effort had to go into establishing the concept and popularizing training. Over the past two years, increasing numbers of government agencies have engaged in training and, in general, the environment for the development of training programs has become much more favorable. A basic need at the present time is further institutionalization of arrangements for training. MSUG and NIA have increasingly turned their attention in this direction over the past six months.

Essential to permanent training activities is a group of technically qualified and professionally interested officials whose principal responsibility is training. The Government has taken steps in this direction by designating training officers in many agencies. For the present, however, training is in most instances, only one of several responsibilities assigned to these people and as yet, they have inadequate technical qualifications. NIA and MSUG are seeking to arrange training for these officials which will help them carry out their responsibilities.

In June, a preliminary meeting was held to formulate an agenda for a training officers' conference to be held later in the year. Approximately 35 training officers attended, and a program was developed. In addition, three participant grantees are in Manila studying a basic training officer's course. Four more have been selected for this course, and a fifth has been selected to go to the U.S. for a year's training.

A second development of importance for further institutionalizing training activities was an agreement with the Department of Interior to plan construction of six regional in-service training centers. These plans were worked out and are currently being reviewed in the Department of Interior, one of the most active government agencies in training. Construction of these centers would be preceded by the establishment of course programs, the designation of a training officer in each province, and the organization of a training reporting system for the provinces. Some provinces already have training programs started and have active training officers.

A number of other activities were continued or begun over the past six months. The in-service training Project Agreement was signed, making funds available from USOM for certain equipment and participant training. The In-Service Training Newsletter continues to be published and circulated on a monthly basis at the rate of 6,000 copies, with editorial direction given by the Institute. A training center in the Department of Interior was opened in March, although regular training courses have been in operation there since last October. The center was established with the advice of the NIA and the University Group and with material assistance from USOM.

Quonsets at the rear of the Institute have been equipped to serve as a training classroom and as an office equipment demonstration center. The former is presently being used for the third course in auditing for civil and military officials. Fifty-seven trainees are in the current course, which has been lengthened and elaborated.

The Institute gave a course in human relations to employees in the Saigon Prefectoral administration and another on office management in Long An province. The University Group assisted with materials and transportation in these courses.

Early in the period, a letter from the Secretary of State at the Presidency was circulated recommending that departments begin to utilize the format of the standardized letter, and 3,859 copies of Manual, Standardized Administrative Letter have been distributed to government typists. The department typewriting courses include instruction on the standardized letter, and the letter from the Presidency served as a stimulus for additional department courses. During the period, 19 department courses were started, and 14 were completed. Thirty-one department courses have now been completed, 6 are in process, and plans have been made for 44 future courses. Departmental courses have trained 681 government typists.

The third typewriter trainer course was completed. There are now trainers in each of the departments and major agencies. A capable and interested group has developed among the instructors of department typewriting courses. This group is now meeting informally once a month to exchange information and ideas, to learn of activities of MSUG and the Institute in the typing area, and to discuss and contribute to program decisions affecting the typing area.

In a major development, Mr. Nghi-Thanh-Cong, formerly of the General Directorate of Civil Service, arrived on June 1 to assume his new job as the NIA Clerical Worker Training Specialist with the In-Service Training Division. Mr. Cong will assume leadership and continue the program of in-service training for government typists and other clerical workers.

Consulting Activities

Over the past three years, University consulting activities (apart from consultation with NIA on its various programs) have tended to narrow in focus to a few major projects in which assistance is provided over a period of time. The major efforts in consulting over the past six months have been directed toward budget reform and modernization, studies and recommendations on tax policy and administration, improvement of medical supplies management in the Department of Health, and preliminary data-gathering for studies of the civil service system. The tendency to concentrate on financial and personnel administration reflects the conviction that changes introduced in those areas will have more far-reaching consequences for improvement of the entire administrative system.

The General Directorate of Budget and Foreign Aid has completed its second full year of operation and is now administering a budget system that, in terms of technique, meets modern standards of performance on many points. The consulting activity of the MSUG budget specialist during the past six months has been devoted to technically advanced and complex projects selected and assigned by the General Director of Budget. In all instances these projects are being carried on in conjunction with staff members of the budget agency.

For over a year the Director General of Budget and Foreign Aid has wished to begin the development of program budgeting within the national budget. It was decided at the outset that the most feasible way to institute this advanced technique would be to select one agency, and through concentrated study, establish program budgeting within it. This would serve as a pilot project and if successful, could be used to spread the concept to other agencies of the government.

Early in 1959, the Department of Public Works was selected as the agency in which to attempt to establish program budgeting, and work in this direction has progressed satisfactorily during the reporting period, with the possibility that the first stages in its establishment can be implemented for the 1960 budget year. In June, the decision was made to start work also on the establishment of program budgeting in the General Directorate of Budget and Foreign Aid.

Another major project initiated during the reporting period is the preparation of a draft for a new financial law and regulations for the government of Vietnam. The present law, actually a French Presidential Decree of 1912, is no longer applicable to present day Vietnam, and it contains certain procedures which must be revised to permit administrative improvements in Vietnam's financial system.

A fourth project begun during this period is an attempt to develop a system and procedures for bringing the large number of government agencies and enterprises which have separate and autonomous budgets more fully into the national budget system. The present project will attempt to design a standard budget and accounting classification for autonomous agencies so that their financial transactions may be reported and reviewed in the budget document.

Consulting activities were initiated with the General Directorate of Taxation in January, 1959. A comprehensive analysis of tax policy and administration with recommendations for reform will be undertaken. The advisor will also work closely with the Director General of Taxation in a general advisory role. By April, a draft report on the taxation of income was completed, and by the end of June, a second report on property taxation was nearing completion. Future plans anticipate the completion of research reports on the "patente" tax and import duties by the end of 1959. The immediate objective of the taxation advisor, as established by the Director General of Taxation, is to complete as much research as possible by early 1960, when it is expected that the Vietnamese Government will begin to draft new tax legislation.

By the end of the previous reporting period, recommendations concerning warehousing, distribution, and accounting for medical supplies had been accepted by officials of the Health Department. During the current period, with the advisory assistance of the MSUG Organization and Management specialist, work began on the implementation of those recommendations. Redesigned storage units were installed in some

sections of the warehouse and more are being renovated and installed. A physical inventory was taken of most of the stock of drugs, and the remainder will be inventoried shortly. This is the first inventory to be made in several years. With the aid of specialists from the Directorate General of Budget and Foreign Aid, an IBM accounting system was designed, and the final detailed forms and procedures are now being prepared. Orientation sessions were held to familiarize employees with the new system.

In 1958, work was begun to assist the Government to define objectives and prepare studies and proposals for improvement of its general personnel system. During the first quarter of 1959, a series of discussions with the Director General of Civil Service and with Presidency personnel led MSUG to follow the Government's preference for beginning work on problems related to the salary system, rather than first attempting to define general objectives for the entire personnel system. Research was initiated on salary problems. However, the MSUG personnel specialist assigned to this project departed on home leave in April, so little further progress was made. The Director General of Civil Service and MSUG now have a clear understanding of working relationships and priorities which will be followed upon the return of the MSUG staff member.

In late 1958, MSUG submitted a draft report on an intensive study of the organization and procedures of the Treasury to the Department of Finance. In the second quarter of 1959, Treasury officials completed their review of proposed changes and reported to the Secretary of State for Finance. Some recommendations were approved by the Treasury, but some of the more important ones were not. At the present time, little is being done by the Treasury to initiate improvements in administration.

Other consulting activities were carried on by the library advisor. Assistance and/or library training was given the University of Hue, the Faculty of Medicine and the Faculty of Letters of the University of Saigon, the National Bank of Vietnam, Vietnam Press, the Department of Information and Youth, and several provincial offices.

A final consulting project was begun which, if successfully completed, will have an important effect on speeding and facilitating administrative work in Vietnam. This is the project to develop a standardized typewriter. Variations in keyboards and in horizontal and vertical spacing on typewriters currently used in Vietnam make it impractical to teach "touch" typing. As a result, average typing speed is low. MSUG and the NIA agreed to develop recommendations for a standard machine to guide future purchases by the Government and for conversion of existing typewriters. The MSUG office management and training specialist began studies of a number of various kinds of typewriters now in use. He also made a trip to Ankara, Turkey, to study the experience of Turkish officials and American advisors in achieving a standardized typewriter for Turkey.

A Look Ahead

As the second half of 1959 begins, four new staff members are being added to replace those who have completed their assigned period in Vietnam. Because of this turnover, and because of the departure during this period of three additional staff members for home leave, it is probable that program activities will decelerate before picking up again later in the year. It is also possible that changes in personnel which includes the Chief of the Division, will result in minor changes or shifts in emphasis in activities which are about to be discussed.

Generally, the Public Administration Division will continue to direct its efforts toward strengthening of the NIA. Some assistance will be given in teaching, but this will continue to be small. Attempts will be made to achieve adoption of the revised curriculum which has been prepared by the joint NIA-MSUG committee. A proposal to re-examine the advanced studies curriculum which is greatly in need of revision will be made to the curriculum committee as a second phase of its work. Distribution of newly published materials mentioned earlier will be undertaken. Advice and assistance will be provided for carrying out the textbook translation program financed by P.L. 480 funds. Other materials, translated by MSUG, will be reproduced and made available to students, scholars, and practitioners. Support will continue for the case study program, and solutions will be sought to problems which prevent turning its direction over to the NIA.

Two more graduate students, future members of the NIA faculty, will be sent to the U.S. to work for advanced degrees if full approval is given by the government. Similar grants may be made to one or two additional Vietnamese students already in the U.S., pending further consideration of their applications. Arrangements will be completed for transfer to the NIA staff of the MSUG audio-visual aids specialist, who will then be sent to the U.S. for further technical training.

The intensive English language training for first year students will continue through July, and will be followed by a regular NIA English course in the Fall semester.

Translation and editorial assistance will be given to NIA and the Association for Administrative Studies in the publication of an English language volume of articles selected from Nghiên Cứu Hành Chính, the monthly journal of the Association. The 1959 supplement to the Vietnam Government Organization Manual will be translated and published. Preliminary mimeographed versions of reports on the study of administrative, economic, and social aspects of Khanh Hau village will be completed, as well as the study of some aspects of the labor force in Saigon. Assistance will be given as requested by the NIA in a proposed further study of the urban labor force, and help will be provided whenever

possible in other NIA research activities. MSUG will withdraw its library advisor during the next six months, leaving operation of the library in the hands of the NIA.

In-service training activities will continue to emphasize institutionalization of training. Assistance will be given to NIA in organizing a training officers conference. Plans will be made firm for the Department of Interior's six regional training centers. Help with training will be given the Department of Health in implementing its new medical supplies management system. A course in records management will be given to appropriate personnel at the Presidency, and assistance will be continued in typing training courses given by MSUG-trained instructors. Another course, an introduction to library science, will be offered by the library advisor. Processing of participants will continue, and they will be sent abroad for training when all arrangements can be completed. A series of short essays on various aspects of management and supervision will be prepared for publication. Other normal activities, such as the Newsletter and the preparation of training materials, will continue.

Further studies leading to the development of a standard typewriter for Vietnam will be made, and research and consultation with tax officials will continue. The Director General of Taxation will be sent to the U.S. to observe and study. Current projects in budget administration improvement, in which MSUG is participating, will probably be completed toward the end of the coming six months, with the possible exception of the pilot program budgeting project. Work will be resumed on studies of problems of the civil service system. In addition, consultation will be provided on such other matters as requested by the Government, within the limits of MSUG personnel resources.

Finally, if present schedules are adhered to, and if a contractor's bid is accepted, construction work will begin on the new physical plant of the NIA.

POLICE ADMINISTRATION DIVISION

General

The past six months completed the most active two years for the MSUG police administration program. The Division reached its peak in personnel strength in mid-1958, and during the past six months numerous departures have brought the staff down to the smaller size it will maintain during the next contract year. This has been a period of completing specific activities and carefully planning for the year ahead.

In reviewing the work of the past six months in the context of the first four years of efforts in the police field, it is clear that long strides have been taken toward institutionalizing general training, toward modernizing the equipment of the police forces, and toward improving certain important central headquarters functions. Much still remains to be done in developing specialties, improving other central headquarters services, and in installing an adequate communications system. The perennial problem of organizational improvement is still a major concern to be faced seriously by the Vietnamese Police Services, since reorganization progress has been minimal.

In the training field, the National Police Academy, originally opened in Saigon in October, 1955, has continued to operate routinely in its much improved and expanded facilities at Rach Dua. Over 2,500 men from all parts of the country have now been graduated. It was joined during the past six months by a new police training institution, the Higher Officers School at the VBI Headquarters, which will fill an important need over the years ahead. Specialized training in the Police and Security Services has become continuous and includes training for higher officers in leadership and command, for fingerprint specialist, for typists, photographers, firearm instructors, drivers of police vehicles, and other specialists.

To enrich the training now going on, several new text-manuals have been printed recently as a result of efforts of the past several years by MSUG staff members. New manuals for driver instructors, for use with new tear gas equipment, and for general basic training in police work are now being used. The latter manual, to which most members of the Division contributed, consists of 37 lectures previously delivered to Vietnamese police classes and subsequently further adapted and improved for publication.

Probably as a result of training and other activities, improved morale among some police units is very obvious. This has been particularly noticeable among the Saigon Prefectoral Police, and it has been a gradual development. Since the Saigon Police Force is a kind of barometer for the Police of Vietnam, their present improved neatness, courtesy, efficiency, and morale are constant reminders of improvement in general.

Civil Guard morale has also improved over the past six months, perhaps as a result of the signing of the Project Agreement which will provide long awaited material and other aid to the Civil Guard.

Several other elements of progress should be noted. Traffic movement has clearly improved over the years, and the trend has continued over the past six months. More modern traffic control equipment is being put into operation in the Saigon area. At the VBI Headquarters, new facilities are rapidly being completed, and central headquarters functions are improving. Notable among these are the operations of the central identification bureau and of the records bureau. In addition, several consulting reports by members of the MSUG staff were completed and submitted during recent months--one on motor vehicle registration, another on records management for the Municipal Police, and one on a uniform motor vehicle code. During the past six months, the police communications project began to move ahead more rapidly with arrival and installation of new equipment and some progress in efforts to train technicians.

The Civil Guard

By the end of June, MSUG was beginning to transfer technical aid responsibilities for the Civil Guard to a new Public Safety Division at USOM. This shift reflected both the desires of the University and the terms of a new Project Agreement signed on May 28, 1959 by the Government and USOM.

During the reporting period, our advisors have maintained close contact with the Director General and his deputy, have attended frequent meetings, and made a number of field trips to inspect present and potential training sites. During this time, two driver training classes were held for Civil Guard personnel with 55 instructors graduating. They in turn have started driving classes upon returning to their respective units. A firearms training course was instituted, and MSUG firearms advisors trained an initial class of 30 instructors in a three-week firearms program. The Director General, using selected personnel from the original class as instructors, has developed 90 instructors who are now assigned to the field as firearms instructors.

An analysis was begun of the number of available specialists within the Civil Guard and of existing training facilities. A detailed program is being developed for the training of sufficient numbers of qualified specialists in order to insure that the Civil Guard will be capable of absorbing and properly utilizing the commodities being provided by American Aid.

Much effort by MSUG specialists has gone into the preparation and negotiation of plans to be activated under the new Agreement. Joint studies were made by Civil Guard officials and MSUG police advisors

regarding Civil Guard equipment, and orders for these commodities have been submitted for processing. All reports concerning Civil Guard organization, equipment, and training have been duplicated for the new PSD files.

In spite of the serious problems it has faced, morale and aspirations appear high. Given the will and determination of its leaders and with the new material aid and acceleration of training which is planned, the Civil Guard should be able to progress rapidly over the years ahead.

The Security and Police Services

Activity continued along the same lines as in previous periods with completion of several projects, the beginning of several new activities, and continuation of others. Central headquarters of the Security and Police Services (CÔNG-AN Canh-Sát), continued to develop its facilities and improve its services and functions. Perhaps more than any other single development of the past four years, centralization of headquarters offices and services in one adequate location is turning out to have a broad impact and serve as a catalyst for general improvement. Growing out of this move which occurred in 1956 has been the centralizing of administrative records and statistics; establishment of an efficient inventory control system for all security services equipment; improved office procedures; and expanded in-service training.

A significant development at this headquarters which has been reported previously is the Central Identification Bureau. The Bureau has continued to operate smoothly and receives, classifies, and files Henry fingerprint cards from routine sources at the rate of 30,000 per month. Emphasis continues on consolidation of the Parisian and Pottecher system with the Henry system. Records of persons born before a given date are being eliminated. Thus more space is gradually becoming available for the clerical staff and for additional files.

This space will be needed soon as a result of the newly inaugurated laminated plastic identification card program which will be extended to all adults in all areas of Vietnam over the months ahead. This new program has been under discussion for many months, but actually began on an experimental basis during May. American Aid will partially support and MSUG will provide assistance to this important project which is being very efficiently administered by the VBI with cooperation of several other Vietnamese Government agencies. In order to handle the additional fingerprints derived from the National Identity Program, plans have been made to increase the personnel of the Identification Bureau and to operate on a 24-hour basis.

Construction of new VBI headquarters buildings continues with several completed and others started during this period. A new two-story Central Records Building is proceeding on schedule. Meanwhile,

final plans for the consolidation of VBI records are being developed for submission to the Director General. Plans for construction of the new Detention Center, the remodeling of a building which will house the new Crime Laboratory, the construction of a Communications Building, and the remodeling of another building for use in the expansion of the Central Identification Bureau, all financed with counterpart funds, have been approved but have not been let out for bids as yet.

Continued progress was made in the initial stages of the preparation of a uniform crime reporting system. Adaptation of the system utilized in the United States is being jointly developed, keeping in mind the special problems in Vietnam.

Municipal Police

During the past six months, MSUG continued its regular liaison and advisory work with the Municipal Police, particularly with the Police of the Saigon Prefecture. As improvements continue to be made in Saigon, they inevitably are reflected in the provincial cities within a short time.

In recent months the in-service training school has graduated 500 police officers, and the Director now plans to expand facilities in order to double this rate of training. Normal recruitment of personnel to fill positions created by retirement and resignations is considerably higher than the 40 police officers who are now permitted into each National Police Academy class; therefore, the Saigon police are establishing a recruit training school as well.

A pilot fingerprint and photograph laboratory was established in the second precinct and is working out well. The Director is now working toward the establishment of similar laboratories in each of the remaining seven precincts and in Gia-Dinh and Tan-Binh, suburbs of Saigon. These additions will save many man-hours and free police vehicles previously used to transport prisoners to the central laboratory for photographing and fingerprinting. Some of the equipment for these laboratories such as cameras has been provided through American Aid.

During this reporting period, a "Records Management Study" of precinct two was completed by an MSUG specialist working closely with police officials. The survey included a spot check of remaining precincts in order to make sure that similar procedures were being used in all precincts. The Director is very interested in the possibility of modernizing records and reporting, and of developing needed statistics. It is believed that, as a result of the survey and the great interest shown by municipal police leaders, the next six months will see the beginning of a modern police records system at the second precinct. Once this is established, the system will expand to all precincts and to police headquarters.

The suggested rules and regulations for the Police Department, prepared jointly by the Deputy Director and the municipal police advisor at the request of the Director one year ago, have not yet been acted upon. They were submitted by the Director to the office of the Secretary of State for Interior for approval.

The Municipal Police Department held its annual firearms competition between precincts and departments during June. The MSUG cup was won by the headquarters police unit. Excellent shooting was demonstrated throughout the day with effective discipline and management of the range. Unfortunately, plans to expand the municipal firearms range have not progressed due to shortage of counterpart funds.

By Presidential decree of March 23, 1959, the Saigon Police Department was placed more definitely under the Saigon Prefect (Mayor) for administration, fiscal control, and policy direction. The Saigon police may continue to look to the VBI for technical advice or assistance. Under the terms of the decree, the Director is now an appointee of the President. In another change, a new precinct (arrondissement or administrative subdivision) was created within the city government, and this was reflected in the police organization.

Traffic Engineering Section

The MSUG traffic engineering advisor has been working closely with professional engineers and officials who are responsible for planning the future growth of Saigon and other areas, for improvement of present streets and highways, and for day-to-day operations of the different departments and divisions concerned with the flow of traffic.

One of the major problems confronting the Saigon Department of Public Works, as is the case in any fast growing city, has been the lack of a long range plan for city street and highway improvements. Significant strides forward are being made in this area now. Early in the year two city engineers were sent to study and observe the City Planning Department in Singapore. They also visited the city traffic bureau which is in the Police Department; the Traction Company; the City Engineer; and the utility company, where they studied street lighting, observed city garbage disposal, sewer construction, and water supply facilities. Emphasis was placed on the coordination of all of these different engineering activities. A report of the Singapore visit was prepared and read to the entire city engineering staff, and a written report was submitted through the Prefect to the President.

Partially as a result of this visit, the Saigon City Engineer's office has prepared practical street development plans; plans for gradual changing of the street lighting system; and plans for major street improvements such as street widening, one-way streets, and intersection design. The City Engineer is now attempting to coordinate sewer and

power line construction with street development or improvement. These decisions are being made with factual statistics of actual traffic volume based on counts made at different hours of the day. These traffic counts are also being made before deciding on highway changes in rural areas.

Weekly meetings have been held with the traffic division of the Saigon Police, and with the city planning section of the Directorate General of Reconstruction and City Planning.

In an effort to alleviate the tremendous congestion of the city streets caused by the large volume of bicycles, motorbikes, scooters, etc., the MSUG traffic engineering advisor has also worked closely with the manager of the City Bus Company in an effort to help improve its passenger capacities. As an MSUG participant, the manager of the Bus Company also visited Singapore for two weeks where he observed and studied the Transit Company's operation. New bus routes have been established, existing routes changed, service regularized, and many improvements made as a result of the initiative of the Bus Company Director. The MSUG advisor has assisted the company in preparing factual data necessary in applications to the U.S. Development Loan Fund. The Bus Company is seeking a loan to finance 100 additional buses. All of these improvements will continue to relieve Saigon of much of its traffic congestion.

The advisor made a trip throughout Vietnam with Capitol Engineering Company and GVN representatives to select sites for a nationwide origin and destination traffic survey. The same group also made recommendations on site locations for bridges at Hue and Danang (Tourane).

Police Communications Section

The nationwide police communications network has been planned and designed in cooperation with Government authorities and coordinated with technicians and division chiefs of USOM who are also planning telecommunications projects for Vietnam. The major portion of the communications equipment needed for the police and security program is now on order, and some has arrived. Plans call for the installation of most of this equipment by technicians provided by the suppliers of the equipment.

The radioteletype between Saigon and Dalat has now been installed by MSUG technicians and is operational. As soon as a building adjoining Hue VBI Headquarters has been renovated to house the radioteletype equipment, the equipment will be installed, and Saigon and Dalat will be in direct contact with Hue as well.

Temporary classroom and storage areas have been completed and are presently in use. The spare and repair parts received to date have been temporarily stored and inventoried until the completion of the Communications Center. The plans for the four communications buildings have been approved by the Secretary of State at the Presidency and will be offered for bids soon. It is anticipated that approximately one year will be necessary to complete these buildings.

Inventory procedures have been revised and approved which provide complete control over all communications equipment and supplies.

The greatest problem facing the communications project is the lack of trained technicians available to the police services. Therefore, much of the time of the communications technicians is being used in developing communications training. Twelve weeks of classroom work in mathematics has been completed by 19 prospective technicians taught by a Vietnamese professor contracted by MSUG. These 19 men will start a basic radio theory class in July. Classes have been conducted for nine teletype operators, three each from Saigon, Dalat, and Hue. The four Vietnamese participants now studying radio techniques, repair, etc. in the United States will return to Vietnam in August. Twenty students are presently enrolled in an advanced English class preparing to study communications in the United States starting this Fall. These programs will help alleviate the shortage of Vietnamese technicians in this field.

Furthormore, a plan for developing communications technicians in Vietnam, using existing facilities and equipment already provided by the Aid program, has been suggested by MSUG and is now under study by USOM and the Government. The immediate need for communications technicians will be felt by all branches of government within the next few years, and the plan is aimed at alleviating this shortage.

MSUG communications technicians have assisted different divisions of USOM/Saigon in technical matters and served three days consulting in Rangoon, Burma, at the request of USOM.

Research and Training

Training and research specialists of MSUG have continued to work closely with the training officers of the Police Services in developing curricula for the schools, training faculty, advising on the physical layout of schools, classrooms, and firearms ranges. MSUG has also helped ease the shortage of police training materials in Vietnamese. For example, MSUG has developed appropriate soundtracks for 17 police training films which are now used regularly in police training.

During the past six months, further progress has been made in preparing training materials. The police specialists have published five manuals, which are the results of training efforts over the past four years. These manuals are proving very useful to many agencies. The Driver Training and Motor Maintenance Manual is an illustrated and printed compilation of the material used in a series of instructor schools conducted by MSUG staff over the past seven months.

Many requests outside the police services have been received for this manual, and it is now being used in training schools conducted by the City Bus Company, the Labor Federation for drivers of inter-city buses, the General Staff of the Vietnamese Army, the Department of Health's malaria eradication program, and the car pools of the U.S. Embassy, USOM, and MAAG.

The Tear Gas Training Manual was also developed as a result of training given by MSUG throughout Vietnam as tear gas equipment was furnished through the Aid program and distributed to various police forces. The manual is well illustrated and has been well received.

The Glossary of Police Terms is a bound, mimeographed manual of 612 police technical, professional, and slang terms. It presents English and Vietnamese words and definitions in matching columns. In many cases new Vietnamese words had to be improvised, and this was done in conjunction with the MSUG translator-interpreter pool and Vietnamese police officials. It will be valuable to the police who are using English language texts or reading professional magazines, and it is now being used in classes preparing participants for U.S. or third country training.

As part of the work on the new motor vehicle code and as a service to English speaking foreigners in Vietnam, the Police Administration Division translated into English, mimeographed, and bound the French Indo-China Motor Vehicle Code currently in effect in Vietnam. Like most countries, this code is a compilation of very old laws and regulations together with recent ones. Until the Uniform Vehicle Code now being studied is adopted, this code is in effect.

The Police Training Manual is now being delivered from the printer. It is the product of three years of lecturing by the MSUG staff at the National Police Academy, and High Officers Schools of Police, VBI, and Civil Guard. It includes 37 lectures with diagrams and illustrations dealing with police operation, administration, and training subjects and will be one of the most valuable products developed by the police consultants of MSUG for the police services of Vietnam.

Several research projects mentioned in previous reports were completed during this period. The Records Management Survey, which included a study of reporting and records of precinct two of the Saigon Police Department and a survey of archives and mail room at headquarters,

has been completed. This survey, together with recommendations for the modernizing of the present Municipal Police records system, is being translated into Vietnamese, for presentation, as requested, to the Director of the Saigon Police. It had been conducted in close collaboration with Municipal Police officials. The survey report and recommendations for modernizing the motor vehicle registration system and files was completed and submitted to the Secretary of State for Public Works for study. MSUG staff members also continue to advise and work with the committee appointed by the Secretary of State for Public Works to study the Uniform Motor Vehicle Code.

The Government and police services are increasing emphasis on in-service training. They are broadening the use of training facilities by making them available to other branches of police services for special type training during between-term vacation periods. As an example, the National Police Academy and staff are engaged in special training for 300 village police chiefs from South Vietnam between the regular NPA terms. There are plans to use both the National Police Academy and the VBI Command Officers School quarters in Saigon for special training for Civil Guard officers.

In-service police training continues in all 39 provinces of Vietnam using as instructors the graduates of the National Police Academy or, in some cases, graduates of the command officer police schools. MSUG continues to furnish visual aids and other training materials for these classes, and the advisors continue field trips to advise and implement these programs.

MSUG staff has now phased out of almost all instructor training activities because the Government has many competent instructors. The Group continues in an advisory capacity in training and will continue to give some lectures at the Command Officers School.

The National Police Academy has graduated two more of its regular classes during this reporting period, bringing the total graduates to 2,584 since October, 1955. MSUG's role now is advisory with a few guest lectures being given during each term. The Command Officers School at VBI Headquarters graduated its first class of 50 officers on June 12. MSUG acted in an advisory capacity, furnished visual aids, training material, and lectured on several subjects during the school session.

The entire riot squad of the Saigon Municipal Police, comprising 210 men, was re-trained in the use of the riot shotgun. This training continues for the men assigned to raid detail, vice squad, etc. MSUG still actively assists in hand gun training for a few top level instructors for the Saigon Municipal Police and is also assisting in the training of the third group of revolver instructors for the Civil Guard. The MSUG training specialists assisted the National Gendarmerie, ARVN, and MAAG in setting up a training program for their new military police schools by providing training materials and loaning many of the training films.

MSUG advisors continue to meet regularly with the officials of the Department of Interior and police training officials in an effort to develop a well planned national training program for police.

A Look Ahead

In reviewing anticipated activities and accomplishments of the Police Administration Division during the second half of 1959, the overall picture appears to be considerably encouraging.

In the research and training field, it is expected that distribution of 2,000 Vietnamese language police training manuals will be completed. The police advisors will continue to provide lectures and demonstrations at the second VBI Command School. Current firearms and tear gas training for both VBI and Municipal Police personnel will be completed during the next six months, and all currently available police training films will be converted from English to Vietnamese. This will bring the total number to 22. A revised fingerprint manual will also be completed and published in Vietnamese.

MSUG will continue to consult and present guest lectures at the National Police Academy. Work will continue in accumulation of textbooks, pamphlets, and selected police literature for translation into Vietnamese and subsequent transmission to the National Police Academy library. A third class at VBI Command School in Saigon will be started.

Assistance will be provided on the formulation of recommendations for a nationwide master training program for the Police and Security Services. Plans will also be proposed for an intensive training program for command officers and supervisors for municipal police services. Assistance will be provided to the Saigon Police Department in the formulation of new rules and regulations. Work on the Vietnamese Motor Vehicle Code will continue.

MSUG police specialists will provide lectures in English as part of a pre-departure training program for participants. Research will be continued in an effort to measure the effectiveness of MSUG police training so that necessary shifts in emphasis can be made. It is anticipated that the number of field trips will be increased and will include added emphasis on training programs in the provinces.

At the VBI headquarters, the new records building should be completed during the month of August. This will enable the VBI to consolidate its criminal and subversive activities records in one location. Meanwhile, work on the establishment of modern procedures will continue at the Central Records Bureau.

Renovation of a third building to be added to the Central Identification Bureau is continuing. Completion of this work within the next few months will provide space for rearrangement of fingerprint files,

typing pool, and other administrative services. This will mark the beginning of the operation of this particular bureau in the manner envisaged in 1956.

Bids have been let for the construction of a new detention center at VBI headquarters which will permit renovation of the old detention center into a Scientific Crime Detection Laboratory. Advice will continue to be given to laboratory personnel in the preparation of necessary plans required for this conversion. In addition, MSUG will assist in setting up certain crime laboratory equipment which has recently arrived in Saigon. The extent of this work will depend upon the feasibility of using this equipment in the present laboratory facilities.

The National Identity Card Program will continue to function with four mobile field teams. Purchase orders will be placed during the next two months for additional equipment. Detailed plans are currently being developed for the full scale implementation of this program which will be undertaken following receipt of the additional American Aid equipment.

Increased use will be made of the multilith printing press furnished as part of the American Aid program in printing forms, fingerprint cards, lecture outlines, police publications, and other items. Close coordination will continue with the General Services Bureau at VBI headquarters regarding distribution and proper maintenance of equipment which has been furnished to the Police and Security Services since the inception of this program.

Work with the Saigon Municipal Police will continue, and assistance will be given to the Saigon Municipal Police Department in the modernization of its records system. Initial steps in the establishment of a Central Records Bureau at police headquarters will be undertaken. This is a major project and can be considered an extremely favorable development. In addition, a study of the personnel of the Saigon Police Department will be undertaken.

In the police communications field, a precise analysis of progress expected during the latter half of 1959 is impossible due to delays in placing contracts for commodities and technicians needed in the project. Based on those which appear to be proceeding without drawback, the following goals should be achieved during the next six months: (1) the location and installation of about 100 radio units in villages and posts in the PMS and Central Regions; (2) the installation of VHF equipment in several selected cities in the South. At least two base stations and 15 mobile units should be operative; (3) the completion of the radio teletype system linking Dalat, Hue, and Saigon. In addition, maintenance personnel for the equipment will have completed their training under the guidance of the technician brought to Vietnam for this purpose; and (4) considerable progress toward the completion of

the four buildings: VBI communications headquarters, transmitter building, receiver building, and municipal police communications building for Saigon.

The bulk of the commodity aspect of the police program is completed with the exception of various communications projects. As a result, technical assistance goals will receive considerably more emphasis than in the past. MSUG specialists anticipate working closely with their counterparts in achieving these various training and technical assistance goals.

Summary of Police Training

| <u>Active MSUG Participation</u> | <u>Now In Training</u> | <u>Trained In Past 6 Mos.</u> | <u>Total Trained Since 1955</u> |
|---|------------------------|-------------------------------|---------------------------------|
| Audio-visual and Photography Training | | 50 | 85 |
| Command Officers School (VBI) | | 50 | 95 |
| Command Officers School (Municipal) | | | 148 |
| Driver Trainer School (VBI, Municipal, Civil Guard) | | 144 | 173 |
| English-language Participant Training (VBI, Municipal, Civil Guard) | | 73 | 169 |
| Firearms Training (Municipal, VBI, Presidential Guard) | 55 | 838 | 5,994 |
| Instructor Training (VBI, Civil Guard) | | 20 | 65 |
| <u>Advisory MSUG Participation</u> | | | |
| Command Officers School (Civil Guard) ¹ | 120 | 110 | 420 |
| Fingerprint Training (VBI) ² | | 292 | 632 |
| National Police Academy (VBI, Municipal) ³ | 280 | 279 | 2,584 |
| Noncommissioned Officers Regional Training Centers (Civil Guard) | 9,000 | 9,381 | 26,482 |
| Recruit School (Civil Guard) ⁴ | | 400 | 1,560 |
| Recruit School (Civil Guard) ⁵ | | | 19,000 |
| GRAND TOTAL | 9,455 | 11,637 | 57,407 |

- 1 MSUG withdrew to advisory role in August 1958.
- 2 MSUG withdrew to advisory role in December 1955, after training nucleus of 20 instructors.
- 3 MSUG withdrew to advisory role in June 1956.
- 4 Temporarily closed November 1958, reopened as regional school March 1959.
- 5 MSUG trained 133 instructors who assisted in training, school closed 1956.

ADMINISTRATIVE SERVICES DIVISION

As predicted in the Eighth Semiannual report, administrative support activities increased markedly during the past six months. The increase was due primarily to a turnover of more than one-half of the American staff and their dependents. Travel arrangements, housing maintenance and repair, and housing renewal, combined with the return to the owners of 13 residential housing units, accounted for the much increased work load.

Packing and arranging transportation for household and personal effects of departing staff members, renewal of residential housing leases, and heavier than anticipated expenditures for translating, reproduction, and printing made it difficult to stay within the six-month budget for the period ending June 30, 1959. As anticipated in the last report, expenditures for the period were heavy, totalling VN\$14,808,124, even with an overall reduction in staff toward the end of the period. This, however, was well within the budget estimate established at the beginning of the calendar year. The heavy expenditures during the reporting period will necessitate a maximum effort to economize during the coming six months since the overall budget is slightly in excess of VN\$25,000,000 for the entire calendar year.

During the last 30 days of the reporting period, plans were completed for a gradual reduction in MSUG Vietnamese staff totals. The Group will maintain a rate of reduction approximately the same as that planned for American staff. Although the general shortage of qualified Vietnamese personnel has been eased, there are still several personnel problems within the Group which will have to be rectified.

As of June 30, 1959, the American and Vietnamese staff numbered as follows:

| | |
|------------|---|
| 38* | American staff (and 56 dependents) |
| 123 | Locally hired regular staff (plus five part-time) |
| <u> 3</u> | Locally hired contract staff (plus three part-time) |
| 168 | |

*Includes five on home leave.

EAST LANSING SUPPORT

During this six-month period the supporting role of the Coordinator's Office in East Lansing reached peak activity. In addition to maintaining substantive contact with other departments and overseas activities of MSU, the Coordinator's Office negotiated a new contract with ICA/W, recruited for the biennial personnel turnover, and underwent an intensive audit by ICA/W. In February, the Coordinator, Mr. Sheinbaum, went to Saigon for discussions of these various issues prior to dealing with them.

On June 29 a new standard university contract with ICA was signed. Earlier the Agreement with the Government of Vietnam had been signed in Saigon. The new ICA contract, in effect, extended the previous contract for a three-year period, and the staff size of the Group was reduced from 54 to 30 with further phasing down envisioned by June, 1962. The projected budget for the three-year period is \$2,661,329, bringing the total budget since the beginning of the Project in April, 1955, to \$6,377,026.

Working closely with the School of Police Administration, the Coordinator recruited from its staff Professor Ralph F. Turner to be crime laboratory specialist, and Paul M. Shields and Victor G. Strecher as research and training advisors in the Police Administration Division. With the Department of Political Science, Associate Professor Lloyd D. Musolf from Vassar College was recruited as Chief of the Public Administration Division; Dr. Musolf will return to the Department as a regular faculty member. In addition, with the Department's cooperation, Dr. Jason L. Finkle was appointed Academic Program Advisor; Dr. Finkle will also return to MSU upon completion of his tour in Saigon. Associate Professor Frank C. Child of the Department of Economics was appointed as Economics Research Advisor. Additional staff members who joined the Project during this period were: Mr. George A. Melanson, formerly with the University of Pennsylvania Project in Pakistan, to assist in the in-service training program; Mr. Donald F. Aschom of the MSU Highway Traffic Center as finance officer; and Miss Jane Ericson and Miss Ruby Fox as secretaries.

The first formal audit report was received from ICA/W early in January. This was based on a review of the first two years of the Project's expenditures made in the summer of 1957. In addition, a subsequent audit review was both made and informally reported in March and April, 1959. In the final review the University received satisfactory treatment from ICA/W, but only after considerable time and effort was applied both in East Lansing and in Saigon in documenting its case.

The Participant Program in East Lansing

Since January 1, 1959, 16 regular participants and five police leader participants have come to East Lansing. Of the 13 who arrived during the month of January, eleven were enrolled at Michigan State University during the winter quarter--three in police administration specializing in laboratory and records management; four in public administration; two master's candidates in economics; and two doctoral candidates in political science. One participant enrolled at the University of Michigan for a Ph.D. program in international relations, and another at Columbia University for a Ph.D. program in public administration. In the spring quarter, two additional participants arrived to enroll at MSU--one in hotel management and one in public administration. Mr. Nguyen Quang Quynh of the NIA faculty began observational work in sociological research methods. Four police leader participants from the Police and Security Service and from the Civil Guard undertook an intensive two-month observational tour.

All participants have been active in attending conferences and meetings such as those of the American Society of Training Directors, the American Society of Public Administration, the American Economic Association, etc. Several participants attended sessions devoted to organization and management by the State of Michigan.

The language problem continues to be formidable. In addition to intensive pre-departure lessons in Saigon for as long as six to nine months, special classes are established upon arrival in East Lansing. The resources of MSU's modern language laboratory are also brought into use. Some participants, concurrently with other activities in Washington, also attend the language center at American University. Despite these efforts, most participants have problems of comprehension in their first weeks and months in the United States.

As of June 30 there were 34 MSUG participants in the United States:

- 1 NIA faculty member
- 2 Library Science
- 4 Organization and Management
- 1 Personnel Administration
- 1 Banking
- 3 Master's degree candidates
- 7 Doctoral candidates
- 1 Budget Administration
- 3 Hotel Management
- 11 Police Administration

In conjunction with the Institute of Research on Overseas Programs, a selective reference library was established. A catalogue system has been set up with the advice and guidance of Dr. Richard Chapin, Library Director, MSU, and considerable headway has been made in acquiring materials pertinent to public administration and activities of underdeveloped countries with special emphasis on Southeast Asia. This resource is already proving extremely valuable to the work of the Vietnam Project participants in public administration.

Coordinator's Office

The MSU Board-appointed staff of the Coordinator's Office consisted of the following personnel as of June 30, 1959:

Stanley K. Sheinbaum, Coordinator

Stanley T. Gabis, Jr., Assistant Coordinator*

Wesley R. Fishel, Assistant Coordinator*

Elsie Cunningham, Participant Director

Lawrence Baril, Police Administration Specialist*

Doris DeKoning, Assistant to the Coordinator

Alice Preville, Secretary

Nona Pettigrew, Librarian

Nancy Maddalozzo, Secretary

* Half-time

APPENDIX A

ORGANIZATION OF MICHIGAN STATE UNIVERSITY GROUP
(MSU Board-Appointed American Staff)

Ralph H. Smuckler, Chief Advisor

Robert Scigliano, Asst. to Chief Advisor
Howard Waltman, Participant Program Director
Donna McKeen, Secretary

| <u>PUBLIC ADMINISTRATION DIVISION</u> | <u>ADMINISTRATIVE SERVICES DIVISION</u> | <u>POLICE ADMINISTRATION DIVISION</u> |
|--|---|---|
| John Dorsey, Chief | John Griffin, Chief | Howard Hoyt, Chief Jack Ryan, Deputy Chief |
| Denzel Carmichael, Office Management & Training | Donald Aschom, Finance | Douglas Beed, VBI, Internal Sec. |
| James Hendry, Economics | Robert McKeen, General Services | Felix Fabian, Research & Trng. |
| Juliane Heyman, Librarian | Olga Pierce, Admin. Assistant | *Jerome Franklin, Traffic Specialist |
| Gerald Hickey, Social Anthropologist | Ruby Fox, Secretary | Melvin Handville, Research & Training |
| *Leonard Maynard, In-Service Training | | Jerome Hommye, Communications Specialist |
| George Melanson, In-Service Training | | William Jones, VBI, Internal Security |
| John Montgomery, Academic Instruction Admin. | | John Manopoli, VBI, Aid Control |
| Marvin Murphy, Budgetary Administration | | *Lyman Rundlett, Communications Specialist |
| Charles Myers, Organization and Methods | | Charles Sloane, Municipal Police |
| *Dale Rose, Personnel Admin. | | Daniel Smith, VBI, Internal Security |
| Milton Taylor, Tax Admin. Specialist | | Arthur Stein, VBI, Internal Security |
| *Lloyd Woodruff, Public Administration Specialist | | Claire Osborn, Secretary |
| Jane Ericson, Secretary | | Helen Riggs, Secretary |

* Home Leave

APPENDIX B

SUMMARY OF OPERATING EXPENDITURES (COUNTERPART)
FOR SIX-MONTH PERIOD, JANUARY 1-JUNE 30, 1959

| | <u>Expenditures</u> | |
|--|--------------------------------------|--|
| | <u>Vietnamese</u> <u>Plasters</u> | <u>U. S.</u> <u>Dollars</u> <u>(@ 34.78)</u> |
| <u>Personnel Services</u> | | |
| Non-American | 4,830,049.00 | 138,874.32 |
| Overtime | 501,864.00 | 14,429.67 |
| Terminal Leave | 9,024.00 | 259.46 |
| <u>Travel</u> | | |
| Local Operational | 177,719.00 | 5,109.80 |
| Overseas Operational | 510,093.50 | 14,666.29 |
| <u>Transportation of Things</u> | | |
| Personal Property | 80,141.50 | 2,304.24 |
| <u>Communications</u> | | |
| Telephone | 71,037.88 | 2,042.49 |
| Cable Charges | 57,346.45 | 1,648.84 |
| Other | 4,461.00 | 128.26 |
| <u>Rents & Utilities</u> | | |
| Office Rents | 750,000.00 | 21,564.12 |
| Utilities | 1,083,785.58 | 31,161.17 |
| Rents - Residential | 3,859,853.40 | 110,979.11 |
| <u>Printing & Reproduction</u> | 247,010.00 | 7,102.07 |
| <u>Contractual Services</u> | | |
| Representation | 41,415.00 | 1,190.77 |
| Motor Repairs & Maintenance | 229,505.16 | 6,598.77 |
| Residential Repairs | 191,013.86 | 5,492.06 |
| Office Repairs | 84,723.00 | 2,435.97 |
| Translation & Research | 432,170.00 | 12,425.82 |
| Others | 421,640.00 | 12,123.06 |
| <u>Supplies & Materials</u> | | |
| Office Supplies & Materials | 272,459.02 | 7,833.79 |
| Motor Fuels & Lubricants | 84,443.00 | 2,427.92 |
| Residential Supplies & Materials | 394,724.68 | 11,349.19 |
| <u>Equipment</u> | | |
| Office Furnishings | 182,535.30 | 5,248.29 |
| Office Machines | 39,769.00 | 1,143.44 |
| Automobiles | 89,859.60 | 2,583.65 |
| Residential Furniture & Fixtures | 88,919.00 | 2,556.61 |
| Library Equipment Incl. Books | 72,563.00 | 2,086.34 |
| TOTAL | <u>14,808,124.93</u> | <u>425,765.52</u> |

APPENDIX C

REPORTS AND DOCUMENTS

January 1 - June 30, 1959

Other MSUG and NIA publications included in previous semiannual reports.

Snyder, Wayne W. Statistical Methods (revised). Published by MSUG and the NIA. (Vietnamese and English) (Printed)

In-Service Training Newsletter. Six issues. Published by NIA. (Vietnamese) (Mimeographed)

Administrative Research. Six issues. Published by NIA under auspices of Society for Administrative Studies. (Vietnamese) (Mimeographed)

Millot, John D. Management in Public Service (translation). (Vietnamese) Published by MSUG. (Printed)

Carmichael, Denzel M. Training Course for Government Typists, 3rd Edition. (Vietnamese) (Printed)

Carmichael, Denzel M. Manual for Use in Standardized Letter Form in Vietnam. (Vietnamese) (Printed)

Police Division, MSUG. Tear Gas Manual (translation). (Vietnamese) (Printed)

Police Division, MSUG. Motor Vehicle Code for Vietnam (translation). (English) (Mimeographed)

Police Division, MSUG. Driver Training and Maintenance Manual. (Vietnamese and limited number in English) (Printed)

Police Division, MSUG. Police Training Manual. (Vietnamese-English) (Printed)

Police Division, MSUG. Glossary of Police Terms. (Vietnamese-English) (Mimeographed)