

**SEVENTH REPORT**

**of the**

**MICHIGAN STATE UNIVERSITY ADVISORY GROUP**

**in Public Administration**

**to the Government of Vietnam**

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## TABLE OF CONTENTS

	<u>Page</u>
INTRODUCTION	1
POLICE ADMINISTRATION DIVISION	
General	4
Research and Training	4
Municipal Police	6
VBI Criminal	7
VBI Internal Security	8
Civil Guard	8
Communications	8
Traffic	9
PUBLIC ADMINISTRATION DIVISION	
General	11
Academic Instruction	12
Consulting	13
In-Service Training	14
Research	16
ADMINISTRATIVE SERVICES DIVISION	18
EAST LANSING SUPPORT	19
A LOOK AHEAD	21
Police Administration	21
Public Administration	22
APPENDIX A	24
MSUG Organization, June 30, 1958	
APPENDIX B	25
A Comparison of General Expenditures for the Second Six Months of 1957 and the First Six Months of 1958	
APPENDIX C	
Reports and Documents	26

## INTRODUCTION

During this report period, the Michigan State University Group concluded its third year in Vietnam. In May, 1955, the first members of the Group arrived in Saigon. At that time the Government of Vietnam was engaged in military operations against the dissident sects in the western provinces; it was five months before the popular referendum which deposed Emperor Bao-Dai and installed a republic under the leadership of President Ngo-Dinh-Diem; a large French military force was still in the country; it was many months before the Constitution was promulgated for the new, independent nation. In May, 1955, there was a severe scarcity of trained Vietnamese to handle the burgeoning administrative problems which beset the new Government, the most immediate of which was the resettlement and integration into the life of the country of over 800,000 refugees from the Communist zone to the North.

When one views the administrative accomplishments of the Government against this background, one cannot but be impressed. In a few short years, the refugee problem has been mainly solved and a more stable administrative system, extending to all parts of the Republic, has been established. The Government is developing its civil servants, through in-service training programs, through training by the new National Institute of Administration, and through participant training in the United States and third countries. Administrative studies and reorganizations have taken place. Civil police services have elaborated an extensive training program for their personnel and general progress has been made. The role played by the Government in international conferences has gained it respect in Asia and in other parts of the world.

The accomplishments of the Government must be viewed in this broader perspective rather than in the week-to-week activities of Vietnamese officials and agencies. Unless this longer view prevails, it becomes difficult to evaluate properly the progress, problems, and setbacks encountered in the development of a modern administrative system.

This is true, also, of the work of MSUG and technical assistance in general. A semiannual report helps provide this perspective; and it is useful to compare from time to time the situation today with that which existed a few years ago. It is by placing daily activities in the wider framework, and by focussing upon the main objectives, that the advisor in a technical assistance program is able to make the maximum contribution to the success of that program.

Notable among the achievements of the past six months, during which MSUG operated at a personnel peak, are the remarkable forward strides made by the General Directorate of the Budget, the Municipal Police of Saigon, and in personnel training generally. The National Institute of Administration is now a going concern and, although it still has problems to overcome, it compares well with similar training efforts elsewhere in Asia.

During the previous reporting period, the activities of the Group itself were greatly influenced by a large staff increase, which permitted it to initiate a number of new programs and to expand some continuing programs. This period of expansion has been followed by six months of program development and consolidation.

There has been substantial progress in the development of specific projects which were instituted by MSUG towards the end of the previous reporting period. In the research field, several projects are moving ahead in collaboration with the National Institute of Administration. In the police field, modernization of the records and identification system of the Vietnamese Bureau of Investigation (Surete) has progressed well. The training of police and police instructors has also been pursued with significant results. Finally, the civil service study, which developed from a Government request of last December, has begun and will constitute a major focus of public administration consulting activity in the months ahead.

Since May, this program development has been accompanied by an intensive review of the Group's own activities, with special emphasis upon the content and directions of the various programs and the planned phasing-down of the Project in Vietnam to begin next year. The analysis has extended to every phase of the Group's activity. It has included the question of MSUG's relationship to the Civil Guard, the projected communications network for the Vietnamese police services, the future development of the NIA and the Group's role in the public administration field generally, including the consultative role vis-a-vis Vietnamese governmental agencies. The Group was found to be making satisfactory progress towards its objectives; in some cases, such as police training and budget consulting, progress has been very good, in others, such as the NIA teaching and research programs and police communications, much remains to be done in the months ahead.

There was a change in the leadership of the Michigan State University Group towards the middle of the reporting period. On April 5, 1958, Dr. Wesley R. Fishel departed from Saigon and on April 16, Dr. Ralph H. Snuckler arrived to assume the position of Chief Advisor of the Group. After two years of service in Vietnam, Dr. Fishel has returned to the East Lansing campus to resume his duties as professor of political science and to assist in the development of the University's international programs. Dr. Snuckler was Assistant Dean of International Programs at the time of his designation; he had served in Vietnam during the first eighteen months of the Group's operation from July, 1955 to December, 1956. Another important change in MSUG staff occurred on June 14, when Mr. John E. Griffin succeeded Mr. Herbert N. Stoutenburg, Jr., as Chief of the Administrative Services Division. Mr. Stoutenburg has returned to his administrative position at Michigan State University.

In May, 1958, a new contract was signed with the Government of the Republic. The new contract, which is essentially an extensive revision

of the original contract, provides a broader framework within which the Group will operate and enables the Government to make more general use of the Group's specialist personnel. It is also more in line with actual operating conditions in Vietnam, and designates the Secretary of State at the Presidency as the overall coordinator for the University Group. It should result in increasing the MSUG contribution to the progress of Vietnamese administration.

The Project hosted a number of visitors, including private scholars and personnel from other MSU missions or ICA contract groups. Included were MSU Vice President Thomas Hamilton, Dr. Glen L. Taggart, and Dr. John D. Ryder, Dean of the MSU College of Engineering. Dr. Taggart, who is Dean of International Programs on the East Lansing campus, spent two weeks in Saigon discussing and reviewing various aspects of the Project's operations. Also, Dr. William Ross, Dr. Cole Brenbeck, and Dr. Albert Levak of the MSU project in Pakistan, each spent a few days with MSUG, as did Dr. Robert Geist and Dr. Allan Tucker, MSU advisors at the University of the Ryukyus on Okinawa.

## POLICE ADMINISTRATION DIVISION

### General

Vietnamese authorities and the Michigan State University police advisors achieved a greater degree of cooperation and unity of action during the first six months of 1958 than during any previous six-months period. The most important of numerous encouraging developments were the opening of a new National Police Academy, indicative of continued progress in the training area, and the consolidation of criminal and identification records in one central location at VDI (Surete) headquarters in Saigon. In addition, substantial progress was made toward developing a corps of Vietnamese police instructors, realizing a modern police communications plan, improving the present records systems, and preparing a new motor vehicle code.

As part of the training efforts, twelve Vietnamese police participants left for the United States in January, 1958 for nine months of training and observation. Thirty more participants, scheduled for departure in September, are undergoing intensive English-language training. In the police leader program, four high police executives departed at the end of June on a special study trip to the United States, with brief visits to third countries. A second group of four leaders will follow in September.

MSUG continued its advice to the United States Operations Mission on equipment orders and counterpart expenditures for the police forces. All commodities ordered under the Fiscal Year 1956 program have been received, except for some vehicle repair items, and have been distributed, except for some equipment which is being withheld until adequate facilities have been constructed. Project implementation orders for commodities under Fiscal Year 1957 program have been placed, and the Fiscal Year 1958 sub-project agreement for the VBI and the Municipal Police has been approved. American Aid equipment orders for these two services are being prepared, as well as proposed project agreements for Fiscal Year 1959. Counterpart piaster funds were used during the report period to build and equip a Central Identification Building, and to construct garage facilities for the VBI and Civil Guard in order to provide adequate maintenance service for new transportation equipment.

### Research and Training

#### A. Research

Police advisors surveyed police departments in all principal cities of Central Vietnam and the Plateau Region, and in each place demonstrated the care and use of police weapons and equipment distributed under the American Aid program.

Staff members have begun a study of the records systems currently used by the Saigon Police Department. The study should lead to recommendations for more efficient and expeditious handling of police reports. A similar survey of the VBI Archives Bureau, with recommendations, has been completed, and other units of the VBI will also be studied.

At the request of the Secretary of State for the Interior, MSUG made a study of police facilities and submitted recommendations for developing a municipal police in-service training program. An MSUG-recommended manual of rules and regulations for the Municipal Police was presented to Saigon Police authorities, and a comprehensive firearms instructors manual was prepared for use by all civil police agencies. Finally, a national census card and a national identification card were developed in collaboration with Vietnamese counterparts.

## B. Training

The first half of 1958 saw continued emphasis on training, and MSUG participation in Vietnamese police training activities increased markedly.

On May 24 the Government inaugurated the new National Police Academy located near Cap St. Jacques, with a first class of 300 Municipal Police and VBI recruits. Future classes will include about 500 students. The Academy is well organized, facilities are generally good, and the teaching staff, although too small at present, is well oriented. All present instructors have undergone training in special MSU classes. MSUG specialists participate as guest lecturers and confer regularly on curriculum and other matters pertaining to the school. MSUG is now planning a new course for instructors to meet the increasing needs of the Academy.

In March, the old Academy in Saigon graduated its eleventh and final class of 165 students, bringing the total trained to 1,702 since its opening in October, 1955.

Special training conducted by the MSU staff during the past six months includes a class for VBI firearms instructors, revolver training for members of the Presidential guard, and a police administrator's course for high level VBI agents.

MSUG has continued to participate in the training of Civil Guard officers at Cap St. Jacques. To date, 70 students in two separate classes have been graduated and 174 are now in training.

MSUG police trainers are reviewing and editing all lecture materials they have used. These materials will be translated into Vietnamese and will be published for use as lecture manuals by Vietnamese instructors.

A SUMMARY OF POLICE TRAINING ACTIVITIES

<u>Schools</u>	<u>Hours of Instruction by MSUG Staff (past 6 months)</u>	<u>Students Now In Attendance</u>	<u>Students Graduated (past 6 months)</u>	<u>Total Graduates To Date</u>
National Police Academy *	0	300	165	1707
VBI Instructors Training Class	226	0	25	25
VBI Fingerprint School *	0	0	230	340
VBI Command School *	0	0	45	45
Civil Guard Officers School	125	174	50	70
Civil Guard Non-Comm. School*	0	0	400	843
English-language Training, NIA	0	0	0	12
Audio-Visual School *	0	0	0	6
Advance Firearms Training for Instructors (Mun. & VBI)	25	0	11	11
Municipal Police Firearms *	0	0	0	400
VBI Revolver Training *	0	0	20	144
Palace Guard Revolver Training	<u>148</u>	<u>0</u>	<u>58</u>	<u>56</u>
TOTAL	499	474	991	3230

\* MSUG role has been advisory.

Municipal Police

MSUG specialists have assisted in a variety of activities in the municipal police field, in addition to those discussed under training and research. These include communications, photographic laboratory, traffic, firearms range facilities, records system reorganization, and development of general rules and regulations. While much of this work related to the Saigon-Cholon police, MSUG also worked with municipal forces in provincial cities. If recommendations in the areas of communications, records, and operating procedures are implemented by the Vietnamese Government, they may lead to an extensive reorganization of the police system in Saigon.

MSUG helped develop plans for a new communications center to be constructed at Saigon Police Headquarters. This center will provide operational control of mobile radio equipment, telephones, a teletype net, and a call-box system. Detailed plans, now awaiting approval, have been presented for the improvement of existing firearms range facilities available to the Saigon Police Department. Seven power generators, obtained from MAAG surplus, have been installed in Saigon police precincts for emergency use.

The Government has approved recommendations to establish a Central Photographic Laboratory at Saigon Police Department headquarters, and USOM has obligated funds for its completion from available counterpart piasters. This project is part of a program to lessen the workload of the VBI Crime Laboratory by having arrested persons fingerprinted and photographed at precinct stations.

The integration of the police services of Gia Dinh and Tan Binh with those of the Saigon Police Department was completed in June. These suburban police organizations remain within the administrative control of their own city governments, but they now receive technical aid and advice from the Saigon police. A new proposed manual of rules and regulations for the Saigon police is being prepared by MSUG police advisors.

#### VBI Criminal

A notable accomplishment has been the reorganization and centralization of all identification and criminal records into Central Identification and Records Bureaus at VBI headquarters. The identification portion of this important project will be completed in early July, when additional building space provided through counterpart funds will be available. An operations manual for the VBI Identification Bureau has been prepared for translation into Vietnamese. It includes material on internal procedures, position classification, supervision and control, work priorities, and document-routing. The Government has not yet reacted to the report presented several months ago by MSUG advisors, which analyzed the organization of VBI Central Headquarters and made a number of recommendations.

Detailed plans have been prepared for the final arrangement of fingerprint cards so that the two outmoded systems, the Parisian and the Poettcher, can be searched prior to the final filing of new cards in the Henry System section. Henry fingerprint cards are now arriving at the rate of about 500 a day, and this input should show a sharp increase during the next six months. The Vietnamese Government intends to fingerprint its approximately 500,000 employees, including Army and Civil Guard personnel. The Identification Bureau will also increase its operations once fingerprinting of applicants for Vietnamese identity cards starts. About 65,000 Henry System cards are now on file.

Plans are being studied to provide additional space at VBI headquarters for the Central Records Bureau. These plans provide for consolidating all criminal records of the VBI into one Bureau whose operations will be closely linked to those of the Identification Bureau.

In general, the Identification Bureau of the VBI has greatly improved its operations and will be able to render excellent service to the nation's police forces, particularly when the use of adequate communications facilities and modern records methods are coordinated.

### VBI Internal Security

During the first half of 1958, the MSUG VBI Internal Security staff has continued its on-the-job training of members of the VBI Special Division. The course scheduled for mid-February was postponed due to administrative delays resulting from changes in the direction of the VBI, and this course is now scheduled to start on July 8. It will run for about three weeks and will be attended by an estimated 16 students drawn from the three administrative regions and from the Special Division. Progress during the last six months, if slow, has been satisfactory in that a number of counter-subversion operations have been started by the VBI and are producing results.

### Civil Guard

There was only limited progress in the Civil Guard field because of the need to await certain basic decisions concerning the future of the organization. The Civil Guard continues to lack both equipment and adequate facilities for training and other purposes. MSUG personnel conferred regularly with Vietnamese and American officials regarding possible future organization and equipment needs of the Civil Guard, and the Group has continued to render training assistance.

On May 7, the Vietnamese Government transferred jurisdiction for the Civil Guard from the Presidency to the Secretary of State for the Interior. The Government also created a committee, which includes an MSUG representative, to examine six regional training sites for the Civil Guard and to evaluate facilities at these locations. Five training centers have thus far been chosen and plans to renovate them at the Vietnamese Government's expense are proceeding.

### Communications

Overall planning is now complete for the police and security services. The new General Director of Police and Security Services has reappraised the entire communications program for his organization and has

made some changes in the plan presented several months ago by MSUG. In general, the General Director has stepped up the timing for putting the plan into effect, and his designation of a full-time counterpart to the MSUG communications specialist should in itself hasten progress. Planning for the Civil Guard is being held in abeyance pending a decision on the status of that organization.

Radio equipment needs for the Saigon Police Department are being reduced and emphasis is being given to the establishment of a telephone call-box system. All American Aid radio equipment for the municipal police services has been ordered, as well as three high frequency teletype terminals for the VBI.

Detailed plans and equipment orders are now being prepared for some twenty communications projects. These include the extension of the radio teletype network to four more terminals; and the construction of communications operations and repair centers in Saigon and six provinces, a radio telegraph network linking the teletype network to all provinces, a radio telephone network for intra-province communications, and a national mobile network.

Two training programs are being planned. The first will provide in-service training in VHF radio maintenance and will start in September under the direction of an American technician. The second program, planned to begin in December, will be a correspondence-school course in fundamental radio theory and practice.

### Traffic

Traffic engineering activities continued, with emphasis on assisting the Engineering and Police Departments in the Saigon-Cholon area. The city erected "stop" signs on five through-streets, and police began enforcement and education efforts. With this start, MSUG has suggested the establishment of an official safety council for the City of Saigon.

Parking stalls were marked for the first time on some of the downtown streets, not only providing specific sections for various types of vehicles, but also increasing the efficiency of street use. More "zebra" crosswalks were painted. Left turns are now prohibited at several intersections on the major street connecting Saigon and Cholon, in order to reduce traffic congestion. The city has widened the main roads entering Saigon from Gia-Dinh, as well as two major streets within the city.

Traffic cones and traffic counters are now being used in Vietnam. The cones have been found to be particularly useful in controlling crowds and separating pedestrians and motorists. The counters were used in conjunction with an origin-and-destination survey made by Capitol Engineering for the Saigon-Bien Hoa highway.

The vehicle code was completely revised in meetings held with a representative of the Department of Public Works. Work will continue on modernizing the code, with special consideration being given to matters of registration, administration, and procedure.

The traffic engineer has been encouraging the development of public transportation in Saigon as a means of reducing traffic congestion. The Government, which began to operate the local bus company at the beginning of the year, is very much interested in expanding bus operations. In another development of potential long-range consequence, the MSUG traffic expert began to work closely with the city planners on future traffic planning.

PUBLIC ADMINISTRATION DIVISIONGeneral

Public administration in Vietnam has made substantial progress over the past few years, and developments of the six months just past highlight this basic trend. If activities of the MSUG Public Administration Division have been stepped up during this period, this is largely a reflection of the Government's increasing recognition of the importance of public administration.

Vietnam moved to the forefront of those Asian nations giving increased attention to public administration when, in February, the Preliminary Meeting for the 1958 Regional Conference on Public Administration (held in the Philippines in June) convened in Saigon. In June, at Manila, the Vietnamese delegation sparked the establishment of a permanent Asian public administration association, and Saigon was designated as the seat of the new association's research, documentation, and diffusion center.

In the meantime, from January to June, the National Institute of Administration launched a program of advanced studies, an administrative case study program, an in-service training newsletter, numerous in-service training courses, and a new program of research. The beginning of these activities plus the continuation of others indicate that the "period of steady and substantial progress" anticipated in the previous semiannual report has lived up to expectations.

The Public Administration Division played a role in all of these developments--more directly in some than in others. Yet in all of them ultimate credit must go to those officials of the Government of the Republic whose leadership, cooperation, and perseverance made advances possible.

The present organization of the Division, established at the beginning of the previous report period, proved viable and well-adapted to current needs. Personnel remained unchanged for the most part, with only one staff member, Mr. Albert A. Rosenfeld, returning to the United States at expiration of his appointment. Mr. Marvin Murphy replaced him as Acting Head of the Consulting Section in May.

An intensive program review was conducted after the arrival of the new Chief Advisor in April. The main lines of program development which took shape both before and during this review are the following:

Efforts of the Division have been and will increasingly be focussed on collaboration with the faculty and staff of the NIA to improve the quality and effectiveness of all of its programs, particularly the

undergraduate and advanced academic training. Continuing emphasis is being given to the development of the joint NIA-MSUG research program, and the projects initiated toward the beginning of the report period will be followed by more of the same general nature. The role of the NIA's In-Service Training Division has, through its activities, become more explicitly that of providing stimulation, advice, and staff services to government agencies, which retain the final responsibility for most of the training of their personnel. In addition, increased attention has been given to encouraging and supporting training activities in the provinces. Consulting activities have continued in projects begun before the present report period, but emphasis has shifted to more intensive studies in the preparation of recommendations. Plans are under way for concentrating efforts in areas which will have repercussions throughout the administrative system, such as budgeting and personnel administration. In all of these programs, plans are being made to phase down MSUG activities, looking toward the eventual withdrawal of the Group from Saigon.

#### Academic Instruction

Nearly all of the teaching assigned to MSU personnel during the first half of 1958--five courses in all--has been in the new advanced program at the National Institute of Administration. A total of 149 students and 106 auditors enrolled for advanced courses at the beginning of the semester in February. Eighteen of these completed their first semester studies and have indicated a desire to prepare the thesis required for the certificate. Certain difficulties in the administration of this program developed in the early months of instruction, revealing planning inadequacies relating to attendance, registration, and levels of instruction. These and other problems have been the basis of a series of joint NIA-MSU discussions which will, it is hoped, lead to significant changes in future advanced instruction in public administration.

Instruction in the undergraduate program was conducted entirely by NIA personnel during this semester, except for weekly lectures in each class enrolled in the English language program. The introductory evening class in public administration, which MSU offered for the eighth time this year, is to be absorbed by the NIA in the coming semester.

Other MSU activities in Academic Instruction have included a continuation of programs begun during the previous six months. The preparation of teaching materials, especially in the development of cases in administration, moved forward rapidly, thanks to the cooperation of the NIA and the Government. In addition to the translation of three American cases, two cases based on Vietnamese material have been completed, and field interviewing has been conducted and materials gathered for four others.

A group of essays on the basic concepts of the social sciences prepared by an MSU staff member has been experimentally introduced in the English-language classes at the NIA, serving at once as a basis for language instruction and as an introduction to modern approaches to administration.

The Institute produced a number of significant new publications during this period. The second and third issues of Administrative Research, the journal of the Society for Administrative Studies, were published. The first English catalogue of the National Institute of Administration was published and distributed, and the Vietnam Government Organization Manual for 1957-58 (275 pages) was edited and published in both Vietnamese and English. The manual, the first of its kind in Vietnam, has been particularly well received and may become a regular service publication of the Institute.

During this period seven participants left for advanced study and observation of American public administration, joining ten who are there already. The processing of additional participants is underway, including doctoral candidates, leader participants, and administrative and police trainees; and an expanded program for the remainder of the year has been approved by the Vietnamese Committee on Overseas Studies. Three doctoral candidates now in the United States will be joined during the next six months by three more; and all will eventually return as faculty members at the Institute.

### Consulting

Consulting activity during the last six months has been largely devoted to four major projects, which will probably continue to account for the bulk of the section's work during the next six months as well. These are studies of the Treasury Department, Health Department, Budget reform, and Civil Service reform.

The collection and analysis of data on Treasury operations have been completed, recommendations have been formulated, and a report has been prepared for submission in July. This project, one of the most thorough and intensive undertaken by MSUG, is concerned with the careful definition of Treasury functions, the transferral of functions not relevant to its major purposes, and the simplification and speed-up of its procedures.

The collection and analysis of data on Health Department operations will be completed shortly. In addition to day-to-day contact within the Department, MSUG personnel have been working closely with the staff of the World Health Organization and the USOM Health Division in this project, which is concerned with general organizational matters as well as specific problems.

Continuing its progress of the preceding six months, the General Directorate of Budget and Foreign Aid has reorganized its operations and completed improved forms and instructions for the 1959 agency budget preparation. Personnel of the Departments of Health and Public Works have received instruction in program budgeting, and the development of program budgeting in the Department of Health has been started. Overall, the excellent advances made in budget reform seem to be solidly established, and the new central role of the budget agency in program development and control is increasingly recognized and accepted by government agencies.

Just before the report period began, the Government forwarded a list of requests for assistance on a number of projects. The most significant of these requests has resulted in the beginning of joint efforts of the NIA, the General Directorate of Civil Service, and MSUG to improve the civil service system. The General Director of Civil Service has convened preliminary meetings to discuss the scope and objectives of the study, working relationships have been formulated, and background material has been prepared.

Most of the other requests, because of lower priority or more limited scope, are not being handled through a consultation project of such depth and duration. Most of them will be met by furnishing appropriate documentation to the agency concerned, with a brief working paper in some instances. Where larger-scale projects have been decided upon, as in municipal administration, they have been scheduled later because of limitations of staff time. Other members of the MSUG staff will assist the Consulting Section in handling these requests.

Although results in establishing a strong organization and methods program within the Government have been less than anticipated in the preceding semiannual report, continued progress is being made. The Government has shown increasing interest in selecting civil servants for training in this area. Through the participant program, four people are currently being trained in the United States and five additional people have been designated for such training in the near future. The General Directorate of Budget and Foreign Aid contains an O and M Section, the staff of which is currently working on several projects in cooperation with an MSUG specialist, and the Civil Service plans to activate such a section when trained staff become available.

#### In-Service Training

In keeping with the objectives developed during the previous reporting period, the In-Service Training Section engaged in a wide range of activities for the purpose of diffusing information on in-service training, furnishing advice and assistance to requesting agencies on specific training problems, and providing a limited amount of direct training.

The most notable single accomplishment was the establishment, in collaboration with the NIA, of a monthly In-Service Training Newsletter. The Newsletter contains material on training activities, methods, and problems, in addition to information of general interest on public administration. It is circulated to government employees and has been well received. Two thousand copies of the first issue of the Newsletter were distributed. However, because of the demand for additional copies, the number of copies per issue rose to 3,000 and finally to 4,000.

The translation and printing of training material in Vietnamese included extracts from the Philippine Islands Training Officers' Manual and Visual Aids in Public Administration, and Job Instruction Training guide cards, all of which were reproduced in quantity. The translation of eight other items was initiated. Also, a Vietnamese sound track was prepared for another public administration training film, bringing the total number of such films to six. Government agencies in Saigon and the provinces are increasingly making requests for showings of these films, and 25 presentations have been made to about 3,500 persons during this reporting period.

Significant progress has been made in typewriting training. Follow-up meetings were held with former trainees and a new typewriting trainer course for 14 government employees was given. In addition, former trainees conducted five courses within government agencies, three courses are in process, and others are planned. In developing instructional materials for these courses, special efforts were made to ensure that materials would be realistic in terms of the work of the government typist.

After consulting major agencies, a report on standardizing administrative correspondence throughout the Government was prepared for the Secretary of State at the Presidency.

The In-Service Training Section offered a course in the cataloguing and classification of books which sixty government employees attended. The USIS has translated the material used in the library course for publication in book form. Another course on organization and administration of a training program was part of the advanced program at the NIA.

Two conferences for high level government officials were held during the period. Dr. Arthur J. Naftalin, Commissioner of Administration for the State of Minnesota, and a special consultant to MSUG, gave three lectures at the NIA on public administration reform. These lectures were published in English and Vietnamese. In addition, the NIA sponsored a two-day institute on the management use of statistics, the purpose of which was to increase appreciation by key government officials of the value of statistics as a tool of management.

Members of the Section gave materials and advice to a number of provincial officials through correspondence and field visits. Partly,

because of the example of Ba Xuyen Province, which instituted a training program during the last half of 1957, but also because of the generally increased appreciation of training, several other provinces have begun organized training programs. As in Saigon, training in the provinces apparently emphasizes technical specialties, such as tax collection, but there is an increasing interest in the area of office management. Areas such as supervision and work simplification are as yet inadequately represented.

The General Directorate of Civil Service has initiated seminars for its supervisory staff, based on an MSUG program outline, and it has continued the training for non-supervisory personnel reported on six months ago.

In-Service Training and Consulting staff of MSUG continued their assistance to the Vietnam Press, the official news agency, in its organizational reforms. The Press has improved its reproduction and distribution unit, its accounting procedures, and its filing system. Carrying forward the training activities initiated during late 1957, Vietnam Press organized two classes for its staff, in journalistic English and headline writing (conducted by an MSUG staff member) and in basic journalism. The course in basic journalism included trainees who have been selected by Vietnam Press to conduct the training program which has been planned for provincial correspondents.

### Research

The Research Section has made some progress towards two objectives established for it in the last report: research-minded members of the MSUG and NIA staffs have entered into closer working relations, and research is being carried on which is of academic merit and which will assist government planning. This progress is related to the joint NIA-MSUG research program set up early this year. Research projects and priorities were agreed upon, persons with primary responsibility for conducting the projects were designated, and consultative counterparts were named for each research undertaking. Active NIA participation under this arrangement has thus far been limited largely due to the academic and administrative assignments of NIA faculty members.

Following the slow process of clearing the research program with Vietnamese and American agencies concerned, several projects have got underway. The interdisciplinary study of a Vietnamese rural community has been progressing satisfactorily, with observation and interviews being conducted by three American staff members specializing in the economic, administrative, and social organization of village life. The study will probably be completed late this year.

In a second study, the social effects of light industry in Vietnam, interviewing has been one-half completed. This is an NIA-proposed

project in which MSUG staff members are participating heavily, and it is intended that the study will be brought into the framework of similar research being carried out under UNESCO auspices in other parts of Asia. Other research activity, which will be published shortly, includes a study of the evolution of the administrative structure of the Vietnamese village and a bibliography of contemporary materials on Vietnam.

In addition to research initiated by the NIA-MSUG research committee, Research Section personnel have participated in the work resulting from consultation requests from government agencies, mentioned earlier in this Report. Thus far, MSUG has fulfilled one request for assistance on a research design to measure social needs in Vietnam, and more can be expected in the future. Although other requests are being fulfilled, to attempt to meet all requests may be beyond the limits of the NIA and MSUG resources.

One of the major efforts of the library during the period under review has been to build the periodical collection. Holdings of major journals have been carried back to 1945, and, in the case of journals particularly important to public administration, back to date of origin. General library holdings have grown to more than 7,500 volumes. Another major effort has been a redefinition of duties of library personnel and re-assignment on the basis of a study of library needs. Two new staff members have been added, and at the present time the technical services of the library--largely cataloguing and classification--are being maintained entirely by Vietnamese personnel. A start has been made toward the establishment of a reference service on public administration, which will be an area for major development during the six-month period ahead.

ADMINISTRATIVE SERVICES DIVISIONGeneral

The operations of the Division were normal, with no serious problems and with staff functioning under a maximum work load. No important changes in this situation are anticipated during the next six months.

Housing maintenance continued to be a problem, with erratic utility services causing inconveniences and, in the case of electricity supply, considerable damage to electrical equipment.

Motor pool operations were normal, with the fleet comprising 20 vehicles, including one on loan from the Vietnamese Government. All arrangements were handled for participants and staff members engaged in official travel.

Personnel

As of June 30, 1958, the staff composition of the Michigan State University Group was as follows:

46	Americans (plus 86 dependents) *
2	American piaster contract
1	Canadian piaster contract
<u>144</u>	Vietnamese
193	Total Staff

\* Includes one staff member on home leave.

Financial

Expenditures for the 1958 fiscal year amounted to VN\$32,200,855.89, which is within the MSUG budget allotment for the 18-month period ending December 31, 1958. (See Appendix B.) Despite a significant staff increase, with concomitant increases in housing and transportation services, the 1958 fiscal year expenditures exceeded those for 1957 by only 10 per cent. This occurred primarily because the usual two-year advance rentals for housing are being replaced by smaller advances of six months or one year.

EAST LANSING SUPPORT

On the Michigan State University campus, the Vietnam Project is responsible administratively to the Dean of International Programs, Dr. Glen L. Taggart. It receives substantive guidance from the College of Business and Public Service, headed by Dean Alfred L. Seelye. The Coordinator's Office maintains close contact also with the academic departments directly concerned with the activities of MSUG--for example, the Departments of Political Science and Economics, the School of Police Administration and Public Safety, and the Library. One of the important administrative aspects of the Coordinator's Office is to act as liaison between the Group in Saigon and MSU, ICA, and other agencies, public and private, in the United States. This requires close and regular contact with government officials in Washington and the attendance at professional meetings and other conferences relating to Asian or Vietnamese affairs.

The function of the Coordinator's Office is to provide general support for the Michigan State University Group. This function was performed routinely during the period just ended, with an increase in the tempo of some activities and a decrease in others. Mr. Stanley K. Shoinbaum resumed his position as Coordinator of the project at the beginning of the period, after having spent two months in Vietnam gaining first-hand knowledge of the project's overseas operations.

The recruitment and processing of new staff ceased to dominate the work of the Coordinator's Office. In the report period, there were only three persons added to the overseas staff, in contrast to the thirty-nine persons recruited during the previous year. However, although recruitment diminished, participant training expanded.

During the latter part of 1957, there was only one MSUG participant in the United States. Nine more participants arrived in the first six months of 1958, and, as the report period closed, the East Lansing staff was preparing to receive Mr. Ton-That-Trach, Head of the Vietnamese Civil Service Directorate, due to arrive in mid-July; Mr. Vu-Quoc-Thong, Rector of the National Institute of Administration, expected in mid-August; and two groups of top-level police leaders, expected in July and September, respectively. Six of the nine participants who underwent training during this report period were enrolled in courses at Michigan State University, two were enrolled at the American University, and one engaged in an intensive study and observation tour of state and federal agencies, and of university and private institutes of public administration. Observation trips, visits, and attendance at professional meetings were arranged for all the participants, as their course schedules permitted and in accordance with their fields of specialization and interest. Three of the recent trainees are members of the NIA faculty, two are with the Budget Directorate, two with the Civil Service Directorate, and two with other Vietnamese Government agencies.

In late June, a six-weeks Conference on Vietnamese Financial Administration was launched, bringing together six Vietnamese and six Americans interested in this subject. Nearly all the American members have had experience with the project in Vietnam, and this promises to increase the value of the discussions and reports which will develop over the weeks ahead.

Two annotated bibliographies were produced by East Lansing staff, one dealing with "Recent Articles on Vietnam" and the other summarizing "Reports and Academic Materials Prepared by the Michigan State University Group." Also, Dr. Richard W. Lindholm, who spent two years in Saigon with MSUG, is editing a collection of essays to be called the Vietnam Experiment. Present and former MSUG staff members will be among the contributors to the book, which will be published by the MSU Press. This study, however, is not sponsored by the project.

The Vietnam project is one of seven overseas projects of MSU. As an outgrowth of these projects abroad, of which the Vietnam project is by far the largest, and as a result of the general interest in the international field on the part of the University as a whole, the Office of International Programs is currently conducting a series of faculty seminars to further define the long range international program of MSU. The seminars, which will provide intensive examinations of the fields of international politics, economics, communications and education, are sponsored by the University and by a Ford Foundation grant and involve the efforts of about 40 faculty members plus numerous consultants. The outcome of this planning period should enrich MSU programs abroad, including the Vietnam project, and over the years ahead, add significantly to the contribution of universities in general to research, education and service in the international sphere.

Among the Vietnamese visitors to the East Lansing campus during the six months, the following deserve mention: Dr. Tran-Vy, Secretary of State for Health in the Vietnamese Government; the Reverend Cao-Van-Luan, Rector of the University of Hue; Professor Le-Van-Chau, of the University of Hue; Mr. Thuong-Buu-Khanh, of the Vietnamese Embassy in Washington; and Mr. Khuong-Dinh-Tay of USIS in Saigon. Also, the Reverend Emmanuel Jacques, active in Vietnamese student affairs in the United States, paid a visit to MSU.

### A LOOK AHEAD

In the preceding pages, a fairly detailed account has been presented of the Group's activities over the six months extending from January 1 to June 30, 1950. In the present section, an attempt will be made to project these activities into the future, dealing with the important anticipated developments in the public administration and civil police programs during the next six or, in some cases, twelve months.

#### Police Administration

Although the Vietnamese police organizations have accomplished much in the past three years, they must still move quickly and far to achieve full capability in discharging their responsibilities in a modern way. Training has moved ahead well and is a daily concern of Vietnamese police leaders; and equipment and facilities are improving and will continue to improve in the months ahead. The area of least progress is in police reorganization where, although progress has occurred, much remains to be done. In the opinion of MSUG police advisors, two broad organizational problems exist which will require careful attention:

1. The jurisdiction or delimitation of authority among the various police organizations is not specified clearly, and
2. The relationship of police services in the provinces to the province chiefs and to their central Police Directorates is not defined effectively from the standpoint of modern police administration.

Related to these broad problems are several others of a lesser nature: (1) The clarification of the authority of military police over civilians, (2) the definition of the long-range civil police roles of the Civil Guard, the Gendarmerie, and the rural militia, and (3) the long-range organizational relationship of the uniformed police to the VBI. During the year ahead, MSUG police advisors will be conferring with Vietnamese officials in order to find practical solutions to these problems.

Much remains to be done in other areas and MSUG will continue its efforts in a broad variety of police fields during this next year. Police personnel management and practices need a thorough examination and modernization, and MSUG specialists hope to assist in this effort. Training activities will continue as a major effort, with a shift to training evaluation as work loads permit. The development of Vietnamese training manuals has already been mentioned. In the traffic field, the new working arrangement with city planners should lead to further advances in Saigon and other cities.

As equipment begins to arrive and specialized training programs get underway, the communication plan developed over the past year will be put into effect. As a result, major advances should be realized in police communications. The Crime Laboratory plan calls for training and equipment ordering over the next year; but actual implementation and operation of a modern laboratory lie further in the future than the implementation of the communication plan.

Other efforts during the year ahead will include a program of case studies in Vietnamese law enforcement, perhaps conducted in cooperation with the National Institute of Administration; assistance to police schools and headquarters in developing library facilities; and assistance in the field of automobile registration and licensing.

At present, MSUG is re-examining its contribution in the police field in order to maximize its effectiveness and to determine its future goals. Tentatively, it appears that by the end of the next twelve months many objectives will have been reached and it will be possible to decrease police advisory work and to concentrate in more specialized fields and on continuing organizational problems.

#### Public Administration

Activities will in all probability continue at the present level through December, 1958. However, in line with anticipated counterpart fund shortages, as well as with the objective of turning activities over to the NIA and other relevant agencies, plans are being made now for a reduction of MSUG staff and activities during the spring of 1959. As a step in this direction, some of the Vietnamese staff of MSUG may be transferred to NIA administrative control during the next six months, if arrangements can be made for placing them on the NIA payroll in early 1959.

Discussions with the NIA will be undertaken with the objective of working out improvements in teaching, research, and in-service training programs. MSUG staff will give about half the courses in the advanced program, and will attempt to develop more teaching materials through translation of basic texts and assisting with the writing of a text in public administration. The case development program will be continued as a vital part of the effort to develop materials. The participant program will continue, with a particular attempt to select more advanced graduate students to study for the Ph.D. and return to teach on the NIA faculty.

In its consulting program, MSUG staff will continue to cooperate with the General Directorate of Budget and Foreign Aid. Emphasis will be given to the development of a general budget law to replace the present 1912 statute so as to place the budget system on a solidly modern and adequate basis. The study of the organization and procedures

of the Health Department will be completed, and it may be possible to install an experimental program budget in this agency before the end of the next reporting period. The Treasury study report will be submitted soon, and, if the Government requests, assistance will be given in the installation of improved procedures. But by December, the largest proportion of consulting efforts will probably have been committed to the project aimed at the reform of the civil service system.

Most of the in-service training activities reported above will continue with increasing emphasis. Major efforts will be made to increase third-country training in conjunction with the development of a training officers' program. Additional support will also be given to provincial training activities. Typing training will be followed up and additional departmental courses will be encouraged, taught by graduates of MSUG typing trainers' courses. If the Government gives its approval, the already well-received standardized administrative letter will be installed throughout the Government. Studies will be initiated for the adoption of a standard Vietnamese keyboard for typewriters.

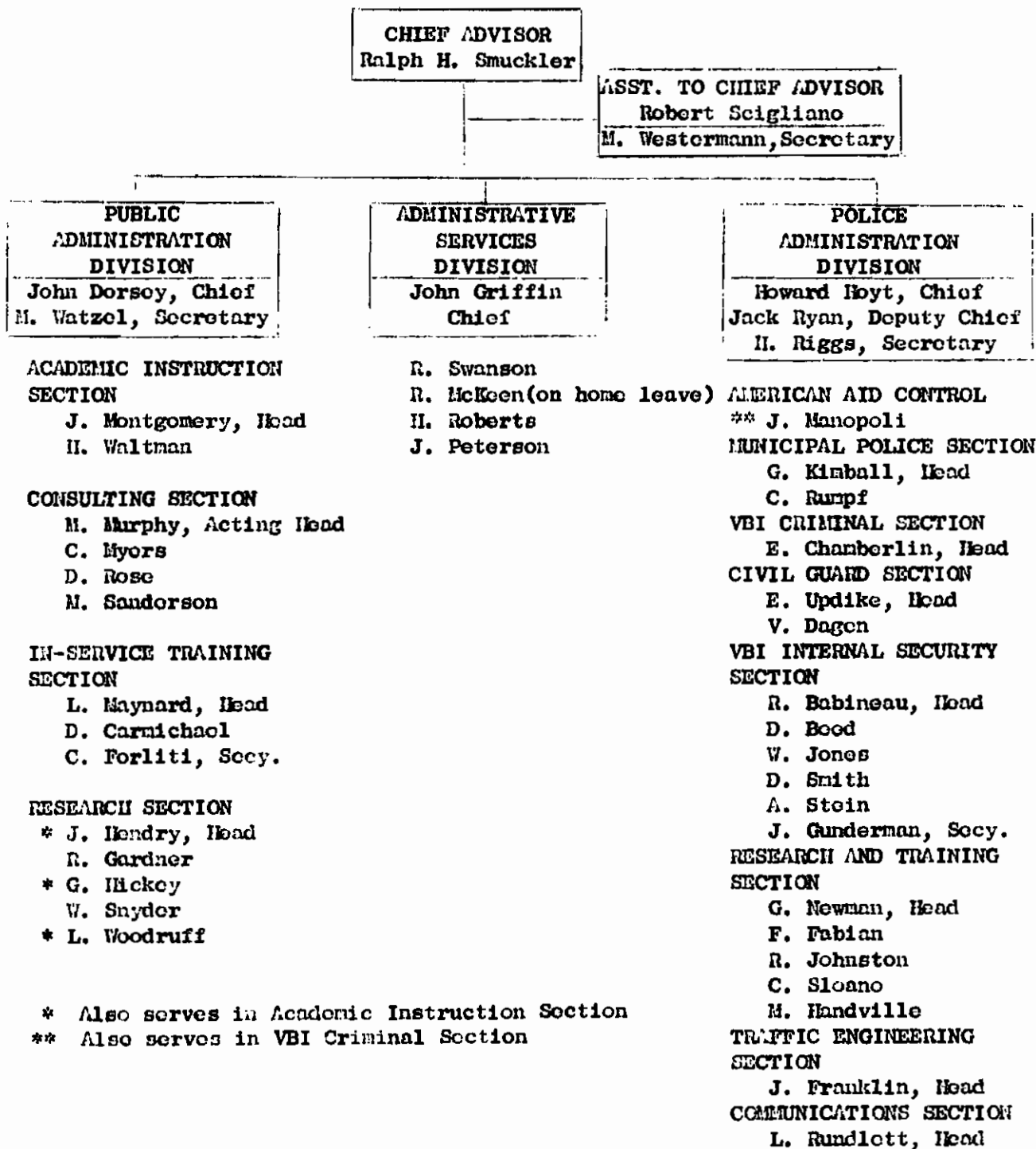
In the research program, the village study and the study of the effects of industrialization will be completed. At least two other major studies, one of municipal government processes and another of administrative practices affecting foreign investments, are being planned. In addition, a number of the Government's requests for documentation and staff papers will be met. During the next six months, efforts will be made to increase NIA management of the library, and a public administration reference service will be begun.

MSUG will cooperate with the NIA in all feasible ways to develop the new Asian research, documentation, and diffusion center established by the Eastern Regional Organization for Public Administration at the recent regional conference. The center presents a challenge and opportunity to the Government and, in particular, to the NIA to develop a research organization and program of great value to Vietnam's national development and regional leadership.

Finally, construction should begin on the new NIA campus.

## APPENDIX A

ORGANIZATION OF  
MICHIGAN STATE UNIVERSITY GROUP  
(MSU Board-Appointed American Staff)  
June 30, 1958



APPENDIX B

A COMPARISON OF GENERAL EXPENDITURES  
FOR THE SECOND SIX MONTHS OF 1957  
AND THE FIRST SIX MONTHS OF 1958

<u>Description</u>	<u>General Expenditures</u> <u>Second Six Months 1957</u>		<u>General Expenditures</u> <u>First Six Months 1958</u>	
	<u>VN\$</u>	<u>US\$ @ 34.78</u>	<u>VN\$</u>	<u>US\$ @ 34.78</u>
<u>Personal Services</u>	<u>4,498,118.00</u>	<u>129,330.59</u>	<u>5,063,377.00</u>	<u>145,726.77</u>
Non-American	4,048,594.00	116,405.81	4,699,249.00	135,113.55
Overtime	422,772.00	12,155.60	341,300.00	9,813.11
Terminal Leave	26,752.00	769.18	27,828.00	800.11
<u>Travel</u>	<u>497,659.10</u>	<u>14,303.77</u>	<u>959,073.05</u>	<u>27,575.42</u>
Local Operational	284,609.00	8,183.12	310,786.00	8,935.77
Overseas Operational	213,050.10	6,125.65	648,287.05	18,639.65
<u>Transportation of Things</u>	<u>87,760.22</u>	<u>2,523.30</u>	<u>28,239.00</u>	<u>811.93</u>
Personal Property	64,565.92	1,856.41	11,569.70	332.65
Other	23,194.30	666.89	16,669.30	479.28
<u>Communications</u>	<u>111,672.14</u>	<u>3,210.81</u>	<u>101,032.31</u>	<u>2,904.89</u>
Local Telephone	52,118.50	1,498.52	58,091.75	1,670.26
Cable Charges	47,562.14	1,367.51	34,069.06	980.13
Other	11,991.50	344.78	8,351.50	254.50
<u>Rents &amp; Utilities</u>	<u>10,020,612.09</u>	<u>288,114.20</u>	<u>4,403,934.88</u>	<u>126,622.62</u>
Office	750,000.00	21,564.12	750,000.00	21,564.12
Utilities	877,978.69	25,243.78	1,449,464.48	41,675.23
Rents Residential	8,392,633.40	241,306.30	2,204,470.40	63,333.27
<u>Printing and Reproduction</u>	<u>253,740.51</u>	<u>7,295.59</u>	<u>513,866.16</u>	<u>14,774.76</u>
<u>Contractual Services</u>	<u>1,164,512.85</u>	<u>33,482.26</u>	<u>879,099.22</u>	<u>25,276.00</u>
Representation	29,072.00	835.88	85,262.00	2,451.47
Motor Repairs & Main.	172,673.19	4,964.73	121,904.54	3,505.02
Residential Rep. & Remodel.	294,002.30	8,453.20	301,052.83	8,655.92
Off. Repairs & Remodel.	70,974.00	2,040.66	57,564.00	1,655.09
Translation & Research	109,100.00	3,136.86	106,500.00	3,062.10
Other	488,691.36	14,050.93	206,815.80	5,946.40
<u>Supplies &amp; Materials</u>	<u>945,077.18</u>	<u>27,173.01</u>	<u>637,095.83</u>	<u>18,317.87</u>
Office Supplies	417,989.00	12,018.88	233,100.20	6,645.89
Motor Fuels & Lubricants	42,845.83	1,231.91	69,193.48	1,989.46
Residential Sup. & Mat.	342,506.35	9,847.80	210,630.50	6,056.88
Other	141,736.00	4,075.22	119,171.65	3,426.44

(Continued)	General Expenditures Second Six Months 1957		General Expenditures First Six Months 1958	
	VN\$	US\$ @ 34.70	VN\$	US\$ @ 34.70
Equipment	<u>1,319,191.25</u>	<u>52,305.66</u>	<u>211,795.10</u>	<u>6,089.56</u>
Office Furnishings	176,932.00	5,173.43	38,080.00	1,094.33
Office Machines	115,739.90	3,327.77	13,305.00	540.63
Residential Fur. & Fix.	1,502,222.35	43,192.13	63,892.00	2,412.03
Library Equipment Incl.				
Books	21,297.00	612.33	63,325.10	1,820.73
Other Equipment	-	-	7,693.00	221.19
Grand Total:	<u>19,393,343.34</u>	<u>557,744.19</u>	<u>12,802,512.55</u>	<u>368,099.82</u>

APPENDIX C

REPORTS AND DOCUMENTS

Prepared by the National Institute of Administration

January 1 - June 30, 1958

Administrative Research. Second and third issues. Published under auspices of Society for Administrative Studies. (Vietnamese)

In-Service Training Newsletter. Five issues. (Vietnamese)

Vietnam Government Organization Manual, 1957-1958. (English and Vietnamese)