

September 27, 1955

TO: The President of Vietnam
Nguyen Huu Chau, Ministre Délégué à la Présidence
Quach Tong Duc, Directeur du Cabinet de la Présidence
Nguyen Thanh Cung, Secrétaire Général de la Présidence
Tran Ngoc Lien, Charge de Mission à la Présidence
Vu Quoc Thong, Directeur de l'Institut National d'Administration
Leland Barrows, Director, USOM
Gardner Palmer, Assistant Director, USOM
Joseph Starr, Chief, Public Administration Division, USOM
Francis Meloy, Political Officer, American Embassy
James Tull, USIS
Charles Killingsworth, Coordinator, Vietnam Project, MSU,
East Lansing, Michigan

FROM: Edward W. Weidner, Chief Advisor, Vietnam Project, MSU

SUBJECT: Field Administration Work Program

We have had several suggestions on the Field Administration Work Program dated August 16, 1955. In view of the suggestions which have been made, we are revising the Work Schedule, Appendix A. The following is the revised priority:

1. Refugee Commission
2. Interior
3. Land Registration and Agrarian Reform
4. Civic Action Commission
5. National Education and Youth
6. Social Action and Health
7. Agriculture
8. Information
9. Public Works
10. Finance
11. Labor
12. Justice

FIELD ADMINISTRATION WORK PROGRAM

MICHIGAN STATE UNIVERSITY TEAM

Walter W. Mode
Frederic R. Wickert
Ralph Smuckler

August 16, 1955

INTRODUCTION

One of the high priority problem areas identified in the original survey by the visiting team of four Michigan State University professors was field administration. The problems of central-field relations within the ministries, organization of provincial, district and other local government and relationships between the various levels were viewed as crucial. To quote from the original report, "A very high priority area is the development of a nationwide system of effective local government and the reorganization of central-local relations Consequently, it would seem this. . . would call for a fairly substantial consulting team which would make an intensive six months thorough study of central-local relations and local government. As soon as the study is completed, and perhaps before the final report is made, the consulting team would need to turn to implementation."

The contract which developed from the report also acknowledged the importance of this problem area by specifying that a "thorough survey of the regional and provincial administration and of their relations with the central government" be conducted by the University team.

Our observations have confirmed these previous estimates. Conversations with U.S.O.M., U.S.I.S., and American Embassy personnel and with leaders in the Vietnamese Government have made it clear that one of the immediate and most important general problems of the Government is to improve its administration in the field and the administrative relationships between various levels of government. While other important problems exist, it appears that this

particular problem is general and crucial enough to merit our concentrated attention.

Further, it might be said that the whole success of American aid in Việt-Nam depends on this Field Administration Program. American aid in many cases is not effectively reaching the people. This Field Administration Program, by strengthening that part of the Government which is intended to reach the people, could have a powerful effect.

OBJECTIVES

The objectives of the Field Administration Program are :

1. To assist in bringing the activities of the government more effectively to all the people of Việt-Nam.
2. To assist in improving the field service in the Ministries and Commissariats.
3. To study and plan for integrated and democratic local government.
4. To review and place in perspective the inter-relationships of the several levels of the Government.

WORK PROGRAM AND SCHEDULE

In order to understand this proposed work program the concept of the project is needed. The personnel engaged in the general Field Administration Program are to work by projects. A project is concerned with work within a specific Government agency or functional group of such agencies. Various projects will be carried on simultaneously but will usually be in different phases of development. The plan for the Field Administration Program anticipates bringing to completion a series of specific, immediate-impact

projects, by carrying each through a series of chronological phases. These projects are shown in Appendix A, "Work Schedule."

This program of work can be broken down into two areas: (a) the field operations of the various ministries, (b) local government and inter-governmental relations. In both areas there would be a phase of information gathering, of evaluation, of analysis and submission of recommendations, and of following through on the implementation of the proposals.

Both these areas are intimately related. The field operations of the ministries work through and coordinate with local governmental units. At the same time, the officials in the local governmental units look to the field operating staffs of the ministries for assistance and implementation in the spheres of activity peculiar to each of the ministries. Because, however, the nature of the research, evaluation, and implementation processes is somewhat different in each of these two broad areas, it has been convenient to analyze and present our work program and schedule in two sections corresponding to the two areas.

In outline form the specific work plan is as follows:

I. The Field Operations of the Various Ministries

A. Research Phase

Data would be collected through systematic use of documents, interviews, and field observation on the operations, functions, procedures, organization and problems of both the Saigon and field offices of the ministry.

B. Analysis and Recommendations

After thorough study of the information collected, a report would be submitted containing major findings and suggestions for improving field administration in the respective ministry.

C. Implementation Phase

We would be ready to assist the Government in the adaptation of those suggestions through in-service training programs in the field service, by periodic re-examination and conferences, and by counseling with Governmental officials.

II. Local Government and Intergovernmental Relations

A. Research Phase

The regional delegates and a sample of province chiefs and officials in sub-units of government and administration would be systematically interviewed in all sections of the country. We would collect information on functions, organization, procedures and relationships of these local government officials.

B. Analysis and Recommendations

Our report would contain recommendations for the improvement of administration and government at these various levels. We would pay particular attention to possibilities of relating the services of local government more effectively to the people, eliminating duplication of

services and jurisdictions, improving administrative procedures and communications between levels of government.

C. Implementation Phase.

Implementation takes place through action by the Vietnamese Government on the suggestions submitted in the survey report. However, we would be ready and expect to follow through on the proposals through in-service training, further contact and counseling with local officials, and further periodic examination and conferences.

GENERAL CONSIDERATIONS

Flexibility. While the work on local government and intergovernmental relations is a general project which will take considerable time and concerted planning and energy, the individual ministries will be treated in a series of more limited projects. The pattern of research and implementation must be kept flexible so that the individual problems and considerations of the various ministries can be accommodated. Furthermore, flexibility is needed in the local government portion of the work because of the differences in various sections of the country.

Coordination. Projects would be coordinated with the plans and work of the Vietnamese and American government agencies concerned. As far as possible, we will draw upon the advice and assistance of established U.S.O.N. Field Representatives as well as those of U.S.I.S. and other American agencies. The Minister of Interior has been designated by President Diệm as the coordinator of the project on the Vietnamese side. We will attempt to have small, counterpart, liaison committees established within the ministries being studied

so that communications would be adequate and the benefit from exchange of ideas maximized. Within the work of the whole Michigan State University group, the Field Administration Program will collaborate with the Police Program in collecting field information of potential value to both programs. As soon as the In-service Training unit of the National Institute of Administration is established, it is hoped it can make an important contribution to the Field Administration Program.

The Interviewing Technique. It is expected that interviews will not only yield information which will help project staff members make recommendations and decisions regarding the Field Administration Program, but will have a more immediate effect. That is, the interviewing situation should provide an opportunity for each interviewed official to think through the operations for which he is responsible and to develop new insights concerning them. This interviewing approach should also indirectly provide an opportunity for the interviewed officials to participate in the planning for the later phases of the Field Administration Program. It might be added that group interviewing (or field conferences) may prove as valuable or more valuable than individual interviews. The stimulation and cross fertilization that occurs merely through discussing administrative functions, goals, and problems with government officials should therefore serve as informal implementation at even the earliest phases of the proposed work. The self-examination and self-appraisal that occurs during a period of interviewing is sometimes more effective than anything else in providing improved administration.

Concurrent Development. By doing work in both the ministry area and the local government area of the program concurrently, various economies of time and energy can be realized. Information gathered in connection with one will

be useful in understanding the other. Furthermore, the field administration problems encountered in both should be quite similar and interrelated. The time of the interviewers and other researchers can be utilized to best advantage in the field when they are used interchangeably between two such closely related areas. Finally, a type of multiplier effect can be taken advantage of as the projects progress and the types of situations encountered fall into similar patterns. These patterns will call for the same research techniques and the making of similar recommendations.

APPENDIX A
WORK SCHEDULE

A. With Ministries

Ministry (Listed in order of priority)*	Project Begins	Research Phase Completed	Recommen- dations Submitted	Implemen- tation Period
1. Refugee Commission **	Sept. 1	Sept. 15	Sept. 20	
2. Interior	Sept. 1	Dec. 1	Janv. 15	
3. Social Action and Health	Oct. 1	Nov. 1	Nov. 15	Indefinite
4. Civic Action Commission	Oct. 1	Nov. 1	Nov. 15	Period depending upon recom-
5. Land Registration and Agrarian Reform	Oct. 15	Dec. 1	Jan. 1	mendations
6. Agriculture	Nov. 1	Dec. 15	Jan. 15	
7. Information	Nov. 1	Dec. 15	Jan. 15	and Govern-
8. Public Works	Dec. 1	Feb. 1	Mar. 1	ment Action.
9. National Education and Youth	Dec. 1	Feb. 1	Mar. 1	
10. Finance	Jan. 1	Feb. 15	Mar. 15	
11. Labor		(To be scheduled if possible)		
12. Justice		(To be scheduled if possible)		

*Those priorities will shift to meet changing conditions.

**The Refugee Commission is listed first because of its importance as an immediate problem and also because of the preliminary work we have already done with the Commission.

B. With Local Government

The work schedule calls for a preliminary report on the area of local government and intergovernmental relations by December 15, 1955, and a final report with recommendations by February 15, 1956. The formal implementation phase would begin as soon as the report and the suggestions contained in it had been acted upon by the Government.

APPENDIX B
PERSONNEL REQUIREMENTS

<u>U.S. Personnel</u>	<u>Type of Work</u>
1. Walter Mode	General Supervision (Interviewing, Analysis, Implementation)
2. Ralph Smuckler	Supervision (Research, Analysis)
3. Frederic Wickert	Supervision (Analysis, In-Service Training, Implementation)
4. Wayne Snydor	Interviewing, Research, Implementation
5. Roland Honey (after Sept. 30)	Research, Analysis, Implementation
6. Alexandra Rolland	Research, Administration
7. Secretary - Administrative	Secretarial
8. To be recruited (Glasgow)	Implementation
9. To be recruited	Analysis, Implementation
Total U.S. Personnel	2

<u>Local Personnel</u>	
10-11. Research Assistants	Research
12-13. Research Analysts	Research, Analysis
14-16. Interpreters	Research, Implementation
17-18. Typists	Administrative
19-23. Field Assistants	Implementation
24. Translator	Research, Analysis, Implementation
25-26. Administrative Assistants	Administrative
27-31. In-Service Trainers	Implementation

Total Local Personnel 22

APPENDIX C

PIASTRE BUDGET (IN DOLLARS)
FIELD ADMINISTRATION PROGRAM

	<u>Fy 1956</u>	<u>Fy 1957</u>
01 Personal Services	32,700	48,000
02 Travel	28,700	16,900
04 Communications	1,273	1,273
05 Rents and Utilities	98,700	9,075
06 Printing and Reproduction	1,015	1,015
07 Other Contractual Services	18,000	9,000
08 Supplies and Material	2,667	2,667
09 Equipment	5,200	600
10 Land and Structure	<hr/>	<hr/>
	188,255	88,530

APPENDIX D

U. S. DOLLAR COSTS
 (Computed as of 9/30 of the total dollar costs of the
 Michigan State University Project)

FIELD ADMINISTRATION PROGRAM

	<u>Fy 1956</u>	<u>Fy 1957</u>
1. Salaries		
a. M. S. U. Overseas Staff	61,400	93,300
b. M. S. U.-U. S. Staff	11,100	11,100
c. Consultants	5,400	5,400
2. Annuity and Social Security	4,970	7,203
3. Overhead	17,122	21,907
4. Travel Costs		
a. Overseas Staff Travel	39,864	31,418
b. Overseas Dependents Travel	60,323	44,237
c. Inspecting Officers Travel	2,095	2,095
d. U. S. Staff Travel	1,260	1,260
5. Special Equipment	22,785	3,000
6. Library Materials	10,500	3,000
7. Direct Costs	1,899	1,723
8. Special Insurance	<u>2,880</u>	<u>2,880</u>
GRAND TOTAL	241,598	228,523