

Charles A. Joiner

**WORKING PAPER ON HUMAN RESOURCE NEEDS
IN VIETNAM AND THE RELATIONSHIP OF THOSE
NEEDS TO PARTICIPANT POLICIES AND PRIORITIES**

by

CHARLES A. JOINER

MICHIGAN STATE UNIVERSITY
VIET-NAM ADVISORY GROUP

March, 1962

Saigon, Vietnam

Table of Contents

	<u>Page</u>
Letter to Pertinent Officials of the Republic of Vietnam Accompanying the Working Paper.	ii
Introduction.	iv
- The Importance of Improving Resources Needed in Vietnam.	1
- Study of Human Resource Needs in Vietnam.	7
- The Involvement of American Organiza- tions in Participant program	10
- Development of Vietnam's Human Resources and Participant Program Policies and Priorities.	12
- Conclusion.	19

Letter to Pertinent Officials
of the Republic of Vietnam
Accompanying Working Paper

Michigan State University has a long sustained interest in student participant programs. In fact, this interest in participant education and training is perhaps secondary only to its long-standing interest in the survival and progressive development of the Republic of Vietnam. These two interests have resulted in one of the most successful cooperative programs among the numerous American assistance programs.

The history of Michigan State University attests to its continued emphasis upon the education and training of both on-campus students, and students and practitioners in various walks of non-campus life. This emphasis began with the land-grant philosophy of cooperative agricultural extension and has continued in the form of various international programs throughout the world. The philosophy of Michigan State University has always been that non-campus activities are of value both to affected publics and to the extension of the cosmopolitan nature of the campus itself.

The experiences of Michigan State University in Vietnam have been of great benefit in expanding the cosmopolitan nature of the campus, and, it is hoped, have been of benefit to the progressive development of sound governmental policies and

implementation of those policies by the Vietnamese government. No single aspect of MSU's experiences in Vietnam has been of greater importance than its participant programs. Through the years these participant programs have provided training for personnel of the Vietnamese civil service and education for future members of the faculty of the National Institute of Administration. These programs have had long lasting effects and undoubtedly will have a much greater impact in the near future.

The enclosed working paper on Vietnamese human resource needs and the relationship of those needs to participant policies and priorities reflects MSU's experiences and multiple interests in Vietnam. Suggestions presented reflect not only MSU's many years of stimulating and pleasant experiences in Vietnam but also its continued desire for orderly, progressive continuation of both governmental and non-governmental phases of political, social, and economic development in Vietnam.

Charles A. Joiner
Public Administration Advisor
Michigan State University
Vietnam Advisory Group

Introduction

Orderly, constructive development of effective and efficient operations at all governmental levels in Vietnam is the most important current goal of the anti-communist forces in Asia. This goal is attainable. However, numerous additional goals must be pursued in Vietnam if there is to be a realization of the primary goal relating to governmental operations. At the same time, none of the additional goals can be achieved unless constant attention is devoted to strengthening the Vietnamese government itself. Because of the interdependence of several goals, no one goal can be attained to the exclusion of other goals.

This interdependence necessitates integrated, and coordinated political, economic, and social actions at all levels of government in Vietnam. It also necessitates careful planning both for immediate purposes and for long-range purposes. Such planning must consider present and future utilization and development of physical and capital resources. But, foremost, planning for interdependent political, economic, and social actions must consider the present and future utilization and development of human resources within Vietnam.

Physical and capital resources cannot be developed unless there is an available supply of expertise to plan and administer rational use of such resources. And unless there is an appli-

cation of rationality through human expertise it will not be possible to maintain orderly, constructive development of effective and efficient operations at all governmental levels. Failure to attain this goal would be a serious set-back not only for citizens of Vietnam but for the entire Free World.

During a period when external forces illegally threaten political, economic, and social activities both of governmental officials and private citizens, the goals of protecting citizens, securing the orderly operations of government, and, indeed, insuring the survival of a republican form of government must be given primary emphasis. There can be no development of physical, capital, and human resources unless security is maintained. But even such an obvious fact as the necessity for survival is subject to the interdependence of governmental political, economic, and social actions.

Security is much more involved than mobilization and combat. Also included in maintaining security are such factors as continued economic development (agricultural, industrial, and commercial), progressive public health and welfare programs, and, above all, efficient governmental administration. Each of these factors is necessary to gain needed support from the rural and urban population and to maintain the progressive growth of the nation. The best offense against external illegal threats is always in the form of efficient implementation of sound governmental policies. Such implementation necessarily serves as the foundation for effective security measures.

The Importance of Improving Resources Needed in Vietnam

Implementation of sound governmental policies is not possible unless an adequate reservoir of human resources can provide a needed pool of expertise. Human resources represent the single indispensable element in mastering material conditions, and the reliability of these resources is directly dependent upon the extent to which they provide a pool of expert knowledge. Such knowledge is attainable only through education in substantive fields.

The substantive fields most obviously directly related to success of governmental operations are those dealing with physical resources, capital resources, and administrative resources.

1. Sound governmental policies must provide for the goal of improving and effectively utilizing physical resources. Implementation of policies regarding these goals of course requires that an adequate number of technicians be available to provide certain expertise. Technicians trained in various fields of engineering are the only source for much of the expertise needed in this area. Because of the length of time needed for training such technicians it is essential to program rationally for properly qualified and selected persons to acquire degrees in areas of technical specialization.

Such programming requires cooperation between the government of Vietnam and agencies subsidizing persons who are to receive technical training. It also requires coordination of effort. Agencies must provide funds for persons receiving governmental permission to be trained for acquiring expertise needed in Vietnam. At the same time, governmental permissions must in some way be geared to the availability of subsidy funds. Without this coordination it would be impossible to program rationally for achieving goals relating to development of national physical resources.

2. Capital resources also must be improved and utilized through sound governmental policies. This requires development of a broad supply of economic expertise. Current emphasis upon American and other forms of economic expertise assistance must be altered soon by increasing the advisory role of Vietnamese who are well-trained in economics, especially in the subject of economic progress in developing areas.

Sound, progressive, economic growth in agricultural, industrial, and commercial activities must be achieved. Expansions in public and private financing also are of primary concern. Economic stability and growth is a fundamental prerequisite for effective implementation of governmental non-economic policies. However, the availability of expertise for insuring such stability and growth can be assured (just as expertise in physical resources development) only by rational programming

for education of properly qualified persons in the various forms of technical specialization within the economics discipline.

3. Even if expertise is available in the form of an adequate pool of well-trained technicians in fields of engineering and economics, this expertise cannot be exploited effectively unless human resources also are available for administering governmental programs. No sound governmental policies possibly can succeed unless they are implemented by well-trained public administrators. Because of direct contact with the population these public administrators must be qualified technicians, but they, more than engineers or economists, must obtain additional education. There is a general recognition today that social science training is fundamental to successful public administration. This latter training is particularly significant because it relates to the goal of obtaining support from the rural and urban population, and this goal is as important as technical expertise in implementing governmental policies.

It is in the area of the non-physical sciences where governmental policies for programming the education of enough qualified students to meet needs relative to survival and to general efficiency must receive the most concentrated attention. Two factors necessitate this attention. First, no policies, regardless of their soundness in substantive terms, can be implemented effectively unless governmental administration is

based upon a solid fund of human expertise. This expertise must be obtained as quickly as possible because well-laid plans must be made for future governmental operations. Secondly, non-programmed, uncoordinated action very well might lead to disastrous results in terms of Vietnam's survival in the Free World's orbit. If educational plans for training in public administration and related social science disciplines are not rationally programmed, it is entirely possible that future cadres for constructing and implementing sound governmental policies will not be developed.

Such a disastrous development would mean that the desired developmental role of all levels of government in Vietnam probably would not be realized. Further, it would mean that current progressive procedural steps initiated at the insistence of the national government of Vietnam might not receive the full attention of expert administrative talents that these steps deserve. Finally, it would mean that a future important step of replacing military personnel who are currently occupying civil administrative positions with personnel specifically trained and developed to occupy such positions might never occur.

Obviously, administrative talents cannot be developed for handling responsible administrative positions unless persons possessing potentialities for developing those talents receive proper and relevant education and training. Furthermore, selection of persons possessing such potentialities simply

cannot be left to chance. In order to construct an entire national administrative system staffed by competent personnel, it is essential to program carefully and rationally for the future education of a large enough number of students to meet staff needs. This programming may accommodate national purposes either by providing directly for training of future governmental administrators or by providing indirectly for this goal by educating teachers to train future governmental administrators.

It takes considerable vision to provide farsighted planning and programming for insuring the existence of available human resources for administering governmental programs. Physical and capital resources are necessities whose importance most persons can recognize immediately. However, foreign engineers and foreign specialists in agricultural and economic development, etc., can be relied upon to provide pools of human expertise for many years while similar Vietnamese experts are being educated and trained.

The importance of human expertise in policy implementation is also quite obvious but, unfortunately, is not always recognized. This lack of universal recognition makes it mandatory that farsighted policies and priorities for obtaining administrative talents be provided now by the Vietnamese government. Such talents must be provided by Vietnamese personnel. In the area of human expertise in administrative matters the advisors cannot long be staffed from foreign

nations. A mature nation must have ultimate authority for implementing its own policies.

In Vietnam, as a result of French colonialism and years of devastating war, it is little short of miraculous that the Vietnamese system of public administration has advanced to its present level of attainment. Nonetheless, as in all developing nations, foremost attention still must be given to development of qualified cadres of administrative fonctionnaires from among the population of the nation involved. This is not only a prerequisite for survival, but it is also a prerequisite for maintaining bona fide national independence. And, naturally, it is a prerequisite for the type of efficient administrative operations which will not only insure implementation of programs essential for survival but also will insure support of the population for continuing the existence of the Republic.

Study of Human Resource Needs in Vietnam

Vietnamese governmental policies for securing an adequate reservoir of human resources undoubtedly should be the product of research. This research should result in a fairly accurate estimate of the needs for such resources both for effective continuation of governmental functions and for national survival. As both The Directorate General of Planning (DGP) and The Department of National Defense are involved, provisions should be provided for both national development and national security.

It is, of course, always wise to prepare the ground for future planning. But even more significantly it is impossible to program rationally in any substantive area unless the programs devised are built upon a solid factual foundation. This foundation must articulate needs in each substantive area, determine alternative paths to be followed in striving toward the goals of meeting such needs, and outline the financial and other resources available to be allocated for adopting any of the possible routes for pursuing those goals.

Fortunately, the Vietnamese government has decided to obtain information essential for a solid factual foundation that will form the basis for future governmental policies relating to securing an adequate reservoir of human resources. This information gathering study provides an unusual opportunity for the application of farsighted planning and programming. If this study is carefully enough devised, and is broad

enough to include all phases of national development, it is entirely possible that Vietnam may devise and promulgate human resource policies that are more conducive to orderly progress than are similar policies of any other developing nation.

Planning for construction of governmental policies relating to future availability of essential human resources will not be a simple matter. It involves establishing clear-cut policies regarding a needed pool of expertise for efficient development of physical resources, capital resources, and administrative resources. It also involves relating these policies to the future needs of political, economic, and social actions at all levels of Vietnamese government.

In addition, this planning involves policies determining priorities that should be given to developing various aspects of existing and potential national resources. These priority policies depend upon rational planning. Such planning should be based upon the same factual foundation that forms the basis for general governmental policies concerning development of a reservoir of human resources.

Because no governmental programs (regardless of how intrinsically sound they are) can be effective unless they are efficiently implemented, and because of the dependence of governmental economic and social action upon efficient political action, careful attention must be given to providing a high priority to development of adequate administrative expertise. This is the area of human resources which must be

handled by Vietnamese themselves. It is the area in which Vietnamese and not foreigners must be the technical advisors. The opportunity for application of farsighted planning and programming will be presented by analysis of the Vietnamese government's human resource needs study. Such analysis must observe carefully the requirements for maintaining the national administrative system in such a way that it will be capable of implementing sound, progressive programs at all levels of government. Policies and priorities to meet those requirements are mandatory if the security and progressive development of Vietnam is to be assured.

The Involvement of American Organizations in Participant Programs

Numerous agencies of USOM, special contract groups, and American private agencies and organizations operating in Saigon, are actively involved in participant programs. These programs constitute a large portion of the operations of numerous of these organizations. The participant programs themselves are a very important aspect of the technical assistance provided under governmental and private American programs.

In addition to their operational activities in the participant field, the American organizations also contribute large sums of money to such programs. In view of both the operational and the financial significance of participant programs to the American organizations, quite naturally the directors and the participant program coordinators for these agencies are extremely interested in the policies of the Vietnamese government relating to participant programs in general and especially to USOM's participant programs. American organizations are also interested in participant policies because the efficiency and effectiveness of spending United States aid funds depend upon preparation of capable Vietnamese administrators.

Although naturally neither the directors nor the coordinators would assume to dictate in any way to the Vietnamese government regarding policy, it is felt that in the interest of Vietnam as well as in the interest of these

organizations, it is quite appropriate for the affected American organizations to provide suggestions concerning participant policies. These suggestions should prove of value to all parties concerned because they would reflect the accumulated experience of American organizations not only in Vietnam but throughout the world.

It would be well for the government of Vietnam to exploit the experience of such organizations. The forthcoming study of future human resource needs in Vietnam should profit from a cooperative effort in which American organizations furnish advice based upon their experience and their abilities for financing the training of participants. It is also entirely possible that these organizations can materially assist in research undertaken as part of the study by providing expertise, physical facilities, and financial assistance. Because of the importance of participant programs to Vietnam it is exceedingly important that projections of future human resource needs be based upon concerted efforts expended in a coordinated manner by pertinent Vietnamese and American agencies. It is naturally assumed that the American role would be one of assistance in research for the human resource study and of providing information relative to availability of funds for various participant programs, and that the American role would not involve policy-making itself.

Development of Vietnam's Human Resources and
Participant Program Policies and Priorities

There is no question but that in terms of establishing a rational program for educating future leaders in Vietnam it is essential to establish clear cut policies regarding participant programs. It also appears feasible to set up a scheme of priorities, again based upon clear cut policies outlining the future leadership needs in Vietnam, and determining which fields are of most importance in meeting those needs. These policies should deal with the topic of mobilization waivers and, unquestionably, such waivers should be closely related to the general policies and to the priority policies.

There are numerous avenues for effectively providing for future leadership and, certainly, each of these avenues has merits.

The following description of four possible types of participant program policies is certainly not an exhaustive list. However each of these four types includes methods for meeting many of the human resource needs of Vietnam. Because of this virtue all four should be evaluated carefully in any study of human resource needs. The four are:

- (1) Policies regarding all holders of grants to American universities;
- (2) Policies regarding priorities for separate fields of study for which participant grants are available;

- (3) Policies regarding separate sub-policies for each field of study for which participant grants are available;
- (4) Policies regarding graduate work in fields for which participant grants are available.

1. One avenue that might be developed into a clear cut policy is to permit all persons who have received scholarships to American universities to attend those universities for study. If this policy were followed, there is no question but that at least quantitatively the leadership needs in the future would be greatly met. It is assumed, of course, that if such a policy were followed. The Directorate General of Planning and The Department of National Defense would provide security and other normal clearances for such purposes.

It is quite likely that a proper sub-policy for a policy of this sort would be to delegate responsibility to the Secretary of State for National Defense to establish a set of priority policies. If Defense were to do this, then it could survey the vitae of each receiver of an American participant grant in order to determine whether or not it was essential for current national defense that this person be mobilized. Those persons whose presence was not immediately essential for national security could, under such a scheme, receive permission to accept scholarships.

2. Another possibility for a general policy would be for the Vietnamese government (a) to set up a list of priorities as to fields, (b) to provide an estimate as to the total

numbers of future leaders needed under each category on the priority list, and (c) to submit an estimate to the appropriate American organizations. If such a list were provided, naturally it would be assumed that qualified persons receiving grants who were in the high priority categories would be given permission to study abroad.

One obvious problem with this technique is that data concerning future needs are not readily available. Another problem, of course, is synchronizing the priority list with available grants under existing programs. However, if such a scheme could be worked out in a rational manner, it probably would prove extremely profitable both for the Vietnamese government and for the efficient operations of the American organizations involved.

3. It is also possible that different policies can be devised relating to different fields. Naturally, this would be similar to the priority policies but would not necessarily depend upon as extensive a collection of data concerning future leadership needs as alternative number two. This third alternative also permits working out policies in conjunction with the existing programs of pertinent American organizations.

There is no question but that it is important for policies to be devised and promulgated relating to leadership needs in scientific fields, especially engineering. However, the importance of other fields cannot be underestimated. For example, the training of future teachers regardless of their

specific discipline is one of the primary needs for the future development of Vietnam. Although it is extremely important to have persons capable of building bridges, etc., it is equally and perhaps more important to have persons available who are capable of teaching hundreds of others to build bridges.

In addition to teaching, the entire realm of research must be considered and provided with high priority in participant policies. It is quite important that policies of the Vietnamese government regarding participant programs include adequate provisions for training skilled researchers in both the social and the physical sciences. The physical science researchers will be of importance in the future because they will study those matters relating to such topics as problems of bridge building that are peculiar to Vietnam and will provide information that eventually leads to solving problems of a local nature. The same is true for the social scientists.

Research in human relations both throughout the country in general and within governmental agencies is quite important, not only for efficient governmental operations per se, but also for the development of programs that will tend to develop the country both economically and socially. Research of this type not only can aid in the long range development of a developing country, but can be of extremely valuable assistance in solving immediate problems.

A very significant and obvious example of the value of such research is the research by social scientists on the

Montagnard. The product of this research will have important effects not only socially and economically, but also in terms of security. This is especially true for social science research concerning such immediate problems as the development of strategic hamlets. If in the future there are numerous well-trained Vietnamese social science researchers, then such research as that on the Montagnard can be handled by them. This is one of the best techniques for arriving in the future at a stage where Vietnamese can handle many of the tasks now assumed by American and other foreign advisors.

In addition to teaching and research, it is important that social science participant programs relating to training of administrators be given adequate and high priority in policies concerning participant programs. This is quite important in terms of the development of effective and efficient administrative cadres in terms of 5-10-20 years hence. Again, education in this phase of the social sciences is important because it permits and even assures the eventual assumption of technical advising by Vietnamese themselves. It also will permit the national government of Vietnam to expedite replacing military public administrators with qualified civilian public administrators.

Participant programs for training in public administration are the most pragmatic means of meeting human resource needs because their dividends accrue very quickly and their effect is widespread in a fairly short time after they are initiated.

Thus, in addition to the long-range importance of public administration participant programs, there is the perhaps more important aspect at least in terms of Vietnam, of the immediate results provided by such programs which deserves special attention in the human resource needs study. It is possible currently to contract for important tasks that might involve engineering competence. However, it is not possible to contract for foreign administrative cadres.

Regardless of the effectiveness of physical improvements in the country and regardless of advanced programs regarding social and economic topics, neither physical development nor economic and social improvement is possible without efficient implementation by agencies of the Vietnamese government. It will not be possible to effect efficient implementation unless well-trained administrators are available.

The importance of public administration training has been recognized officially and has been given highest priority in the recent joint Vietnamese-American communique concerning programs for future improvement in Vietnam. As the importance of public administration training has been so well recognized, it is essential that high priority be given to this phase of participant programs regardless of which of the four policy alternatives mentioned here (or any other possible alternative policies or combination among the four) is followed.

4. The fourth alternative participant program policy relates directly to study for advanced graduate degrees in American universities. It is entirely possible that the best procedure is to have a separate policy for obtaining advanced degrees regardless of the nature of policies for participant programs in general. The need for well educated persons, especially in the social sciences and particularly in public administration can be met best through graduate work. It is to be assumed that persons selected for grants for graduate work will be persons who are highly qualified and will be persons who, upon their return to Vietnam, should add a great deal to the future development of the country.

Perhaps it would be best to have a sub-policy regarding grants for work toward advanced degrees to persons currently residing in the United States. This sub-policy would deal with persons whose mastery of English is acknowledged and whose potentiality as graduate students is also acknowledged by their admittance to an accredited graduate school. The current emphasis on many American campuses relating to international programs and to comparative administration places many of these schools in a very enviable position for training foreign graduate students, especially in the field of public administration.

Conclusion

In order for the American university programs to be fully utilized, in order for the Vietnamese government to receive the best benefits of the potential talents among the Vietnamese population, and in order for the participant programs of American organizations to be fully effective, it is quite essential that a definitive policy be constructed to provide for future graduate work for highly qualified Vietnamese students.

It should be re-emphasized that the participant program policies of the Vietnamese government are very important both to the future development of the country and to the operation of numerous American programs. It is to be hoped that a technique of administration can be devised which will insure that the agreed upon policies will be efficiently, effectively, and honestly implemented. Each of the policies outlined above could be so constructed as to avoid favoritism in selection and to insure that the major criteria of capability of the candidate and needs of the country are considered.

The necessity for adequate administrative mechanisms for implementing the policies is aggravated by the current security situation in Vietnam. This is especially true because most of the potential candidates will be between the ages of 20 and 33 and, therefore, eligible for mobilization by the Department of National Defense. Probably policies that are devised

should be clear cut enough and should be so administered that those persons who of necessity must be mobilized because of their peculiar talents will not be lost to the country even for one or two years. However, it is very important that a policy be devised that will permit persons in this age group who are not currently essential for national security to receive participant grants. All countries have some arrangements to permit qualified students to continue their education in order to be of invaluable service to their country at a later date.

It is quite possible that the interested American organizations could be of assistance in administering the policies for participant programs. Indirectly, of course, American agencies and organizations will be involved in the administration of the programs simply because they are selecting candidates.

It is recommended that, if at all possible, the participant program policies devised by the Vietnamese government should give high priority to the training of competent teachers who can in turn teach students within Vietnam in fields of importance to national development and security. It is also recommended that very high priority be given to participant programs in public administration because of the significance of such programs in insuring the development of the country. It is equally important that the social sciences as well as the physical sciences be provided for adequately by the new policies. Unless this is done, a very serious gap will develop in the overall training for future leadership in Vietnam.