

WORK PLAN AND STATEMENT OF PHILOSOPHY

for

IN-SERVICE TRAINING

Michigan State University

Viet Nam Advisory Team

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October 3, 1955

WORK PLAN

IN-SERVICE TRAINING PROGRAM

1. Background. In any program of technical assistance, the training of nationals of the country to be assisted becomes an essential ingredient. The four-man FOA team from Michigan State University, in its report of October, 1954, saw that one type of such training should be "immediate in-service training." They recommended that high priority be put on such training. Here lay an opportunity for immediate impact. The contract between the Government of Viet Nam and Michigan State University also puts considerable emphasis on the responsibility of the University to provide in-service training.

2. Definition of in-service training. In-service training for the purposes of this Work Plan, refers to the group or individual training of persons who are already in the employ of the Government of Viet Nam. In addition, the training of already functioning officials at the commune level might be included. A wide range of possibilities for such training has already been suggested. For example, the four-man team from the University mentioned the development of courses that could be given during working hours or at night. These courses could be intensive one-week courses or much less intensive ten-week courses. In the latter arrangement, officials might meet an hour or so each week. Special conferences, conventions, and meetings were also seen as a possibility; it was thought that these might be particularly effective at the higher administrative levels. Moreover, the contract between the Government and the University indicates that the University has the responsibility for assisting the Government in organizing and conducting frequent conferences and round tables for Government

officials and employees.

Still another suggestion stated in the contract concerns the development of professional associations and technical publications. These devices provide for a kind of development of already-employed Government personnel.

Many other possibilities for in-service training are likely to become evident as actual training is begun. For example, in-service training courses developed and given in Saigon or other large centers could be translated into correspondence courses which would extend in-service training to hard-to-assemble government employees throughout Viet Nam.

3. Main objectives of the in-service training program; tie-in with the other programs of the Michigan State University group. The in-service training program to be conducted by the Michigan State University group for the Government of Viet Nam has as its primary objective the relatively quick changing of the on-the-job behavior of Government employees so that the Government itself will function more effectively.

But training of any kind, including in-service training, is not done in a vacuum; it must be done in relation to the work activities of people. Hence another way of looking at the objective of the present in-service training program is to see that it is one way of implementing the content programs of the Michigan State University group. The content programs are the Presidency, the Police, and the Field Administration Projects. Once, in any one of these content programs, adequate delineation of the nature of the problems has been obtained through research, and an action program to meet these problems has been approved by the concerned authorities, one of the important ways of obtaining action, or implementing, or making

changes, is the in-service training of the people in the situation: the police, the government officials who supervise employees in the field or work there themselves, employees in the Presidency, etc. It could be said that the objective of in-service training is to implement and supplement the various MSU content programs.

Another way of viewing the objectives of the in-service training program has been suggested by in-service training personnel of the National Institute of Administration. They see two principal objectives: (1) training to improve the performance of personnel on jobs they are already doing, e.g., training a secretary to perform his secretarial duties better; and (2) the training (and selection) of lower-level fonctionnaires to take over higher-level positions. The feasibility of this second objective, in view of the fact that its accomplishment may take more time and that the first year of this program is oriented toward immediate impact, remains to be determined.

4. Some subsidiary objectives of the in-service training program. One subsidiary objective of the in-service training program is to establish in-service training as part of the way of life for personnel in the Government of Viet Nam. In various parts of the world there is a growing recognition that education must be continuing, and must be geared to help individuals meet a rapidly changing world. The formal school training received in youth is simply not enough. The general acceptance of in-service training in Viet Nam could lead to helping individuals and the Government change to meet the demands of rapidly changing conditions. In-service training might also provide opportunity for individuals to develop, relatively independently

of the amount of formal education they had received, and gradually to lead to the creation of a personnel system in which individuals are rewarded more for what they can do now than for the degrees they received at some time in the past.

Related to the above objective is the one of making in-service training so attractive and useful that the Government of Viet Nam will want to continue it on its own after the expiration of the contract. As will be mentioned again later, the National Institute of Administration is setting up a section for in-service training so that the beginnings of a mechanism to continue it have already been made.

Another objective is to acquaint appropriate officials in Viet Nam with U.S. in-service training methods and devices. They can then adopt those which seem most applicable to the solution of their own training problems and to integrate them into their own culture.

A part of in-service training technique apparently not frequently utilized in Viet Nam is research: research into training needs, research into evaluation of training methods and programs, and the like. It is at this point that the in-service training function and the research function within the work of the Michigan State University group meet. Another point of meeting of these two functions would be the in-service training of Government personnel in research techniques.

Another objective, related to training method, concerns the introduction, development, and evaluation of "democratic" training and supervisory techniques as compared with those techniques which in recent years have become identified, especially in the Orient, with Communism. Reference here

is to techniques like self-criticism sessions. There seems to be some tendency in certain leadership training programs in Free Viet Nam to adopt to some extent quasi-Communist leadership training techniques. Within any leadership training program conducted with the assistance of the in-service training program of the Michigan State University group, one objective will be to utilize democratic methods and to avoid Communist ones. It is obvious that there may be much overlap, e.g., both groups may use the lecture method. Nevertheless, there may be real differences in the way the lecture method is employed by the two groups. This matter has become very important in recent years in view of the research knowledge amassed in the United States and other Western countries with respect to how people are actually changed by training (e.g., the effectiveness of personal participation in discussion groups) on the one hand and the intuitive but nonetheless real knowledge on the part of the Communists with respect to how to change people.

5. The effect of situations on the organization and conduct of in-service training. Two broad types of situations in which in-service training will probably be done suggest themselves: (1) training specific to the work of persons within any one government ministry or section of a ministry, for example, training in tax collection procedures for certain Ministry of Finance personnel: (2) training that is so general that it would be useful to numbers of persons in government service in general, e.g., leadership training.

These two broad types of situations profoundly affect the organization of in-service training. In the first type of situation mentioned above, the situation in which training is specific to specialized groups of persons, it would be necessary to arrange for training within the Ministries. One suggestion has been to select competent instructors who are already on the

job within specific Ministries and arrange to give them additional compensation for conducting in-service training courses. The National Institute of Administration has already, informally, expressed an interest in organizing such courses. The MSU team may from time to time provide personnel, under Institute auspices, to teach a course for a Ministry. Thus, Dr. John M. Hunter is now teaching a course for the Ministry of Finance.

Another pattern of organization of in-service training within a Ministry is emerging in the Police Project, MSU. Here the Ministry concerned is setting up special schools for the training of police. The In-service Training Coordinator sees opportunities here for assisting Ministry officials and MSU personnel in such matters as the determination of training needs, the recruitment, selection, training, and evaluation of trainers, the recruitment, selection, and evaluation of trainees, the utilization of trainees following training, the introduction and utilization of effective training techniques, etc. The need for standardized tests for the selection and evaluation of personnel is becoming apparent.

The second type of situation in which in-service training might be done, namely, general training potentially applicable to personnel in a number of Ministries, will probably demand a different kind of arrangement under which the training is to be done. One suggestion, following the pattern set by the University of Michigan technical aid team in the Philippine Republic, would be to develop cadres of trainers (Vietnamese Nationals) who could offer such training. Thus, for example, trainers could be developed to teach leadership training, and trainees could be drawn from various Ministries. Also, the trainers might be shifted from Ministry to Ministry to conduct the same course within each of the various interested Ministries; the course itself

might be modified each time to meet the individual needs of a given ministry. Trainers might be borrowed from the Ministries in which the training was to be conducted, and then trained to do the training within their respective Ministries. Still another variation might be to train by organization levels, with less emphasis on individual Ministries. Thus there might be separate leadership courses for top, middle, and lower level management.

Besides leadership training, other general training possibilities suggest themselves. Training might be offered in such subjects as the public relations responsibilities of the official in the Government of Viet Nam, secretarial training for Government secretaries, office management training for office managers, counseling and interviewing techniques for managers, etc.

Again, informally, the National Institute of Administration has expressed an interest in organizing this very broad kind of in-service training service for the Government. However, by decree, the Institute is limited to the training of personnel between the highest level of fonctionnaire down to and including the District level. The Fonctiones Publiques directorate of the Ministry of the Interior might also eventually play an important role in this kind of in-service training. Broad in-service training however, should not be limited to fonctionnaires alone, but somehow needs to be organized and extended to other groups, e.g., village leaders.

A natural time to conduct general in-service training might occur during the implementation phase of each ministry study conducted by the NSU Field Administration Program (see Work Plan for the Field Administration Program, dated August 16, 1955).

It is difficult at this date to be more specific regarding this Work Plan because the form that in-service training may take is dependent on the needs and outlook of the many persons concerned with each training program. At this stage of its development the in-service training program should be kept flexible.

In addition to the broad, situational effects described above, there are some other possibilities regarding in-service training.

Certain Vietnamese Government agencies may provide assistance. There may already be training organizations within Ministries. The Civic Action program's methods, once carefully studied, may be applicable elsewhere.

Also, the efforts of other U.S. agencies may be coordinated with this in-service training program. U.S.O.M. already has personnel actually studying, or conducting, or organizing the in-service training of some Vietnamese Government personnel, e.g., the training of teachers. Obviously, such training would not be duplicated. In general, any in-service training program considered by the MSU team would be coordinated with those of concerned U.S. agencies.

It may be that U.S. agencies could at times be of direct assistance to the kind of in-service training program visualized in this Work Plan. U.S.I.S. has already indicated the possibility of developing instructional films. The Education Division of U.S.O.M. may help with advice on training methods. U.S.O.M. divisions may provide instructors from time to time on specialized topics or provide source persons for discussions at conventions of Government officials.

6. Cooperation from management needed for effective in-service training.

The development, through in-service or other training, of the individuals in an organization such as the Government of Viet Nam, so that those individuals can do a better job, is, in the last analysis, a responsibility of the supervisors of these individuals. It is these supervisors who must utilize these individuals in accomplishing the objectives of their organizations. For this reason the supervisor must become intimately involved and concerned with any training program, if the training program is to have any value. This work plan, therefore, becomes as much the work plan for these supervisors as it does for the MSU personnel concerned with in-service training.

Following are some of the ways in which supervisors of Vietnamese Government offices, whose subordinates take in-service training, may do their part in the in-service training program:

- a. Managers and supervisors must be prepared for change. Training means change in people, and many managers may not really want change. It has happened, for example, that lower levels of supervisors who receive training in the principles of good supervision, become dissatisfied with the failure of their superior supervisors to utilize these principles. The superior supervisors do not really want change. Training will fail if those concerned do not welcome and prepare for constructive change.
- b. Managers and supervisors can help in determining the training needs of their subordinates, as can the subordinates themselves. Managers and subordinates may not agree with each other on the kinds of training needed. Nevertheless, with the help, understanding, and cooperation of all concerned, training needs can more accurately be determined. The training itself will be more effective if it really meets needs of people, both superiors and subordinates.
- c. Managers can also do much with respect to the selection of good trainers, and with making such personnel available to serve as trainers. In addition, managers can do much toward giving trainers adequate rewards, in money, status, and opportunities for advancement in the future.

- d. Another way in which managers can help to develop in-service training is to select trainees who are most likely to benefit from training. Also managers can do much by rewarding subordinates who take the trouble to get training. They may also see that trainees receive pay for class or conference time if such pay becomes necessary and desirable. Managers may also wish to take advantage of the training situation as one in which trainees can be evaluated, under comparable conditions, for promotion.
- e. Managers can also help in assembling and making available subject matter needed in in-service training course work. Such information may be known only to managers, so their participation in course preparation may be essential.
- f. Managers may also contribute something by permitting and even encouraging research studies in the evaluation of training and training methods.
- g. Providing and arranging for logistical support, e.g., making class room space available near the trainees' work place, can be very helpful. Help in providing for food and temporary lodging of persons attending conferences, a real problem in parts of Viet Nam, may make the difference between successful and unsuccessful training.
- h. Managers may also lend support to the training program by going through the training themselves, when appropriate.

The highest levels of the Government of Viet Nam could provide powerful support for in-service training in several ways. First, they could put into effect a more flexible personnel administration system which would, among other benefits to the Government, reward persons who benefited from in-service training. Training standards could be developed. Possible training officers, to see to it that good and effective training was done, could be arranged for in each Ministry, under the general guidance of the Fonctionnes Publiques, or the National Institute of Administration, or some similar government-wide organization.

7. Priority and sequence of in-service training. In any in-service training program within any given organization of the Government, the first step must be the determination of training needs through research. In some

cases, the research into training needs may well be a part of the research conducted for each Field Administration Program project. Following this comes the selection and training of instructors, and finally the selection and training of the trainees themselves.

While both the Police and Field Administration Programs of the Michigan State University team are to run concurrently, at least at the beginning, the Police Program is likely to have somewhat higher priority. With respect to trainers for general training programs, it is planned to develop a cadre of trainers (Vietnamese nationals) who can be shifted as needs dictate and who may form a nucleus of training persons who would help keep in-service training going after American aid was no longer called for. Types of general training to be offered are likely to be leadership training for managers and supervisors, office management training, possibly secretarial training, and possibly public relations training for officials. Specialized training should not be neglected. Also, reasonably immediate attention is to be given to the organization of conferences and conventions as a way of getting immediate-impact in-service training under way.

8. Personnel and budget statement. American personnel consists of one person, Dr. Frederic R. Wickert, In-service Training Coordinator. Other American and local personnel engaged in in-service training are assigned to specific projects and the budgets in each case reflect this allocation.