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WORK PLAN  
for  
IN-SERVICE TRAINING

Michigan State University  
Vietnam Advisory Group  
Saigon, Vietnam

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Revision of March 1957

1. The March 1957 situation with respect to in-service training in Viet Nam. An understanding of the present situation with respect to in-service training in Vietnam is necessary in order to be in a position to understand the plans for the future.

In the first place it must be understood that there has been some "in-service training" going on in the Vietnamese Government for many years, before the French arrived, during their period of power, and again after the Vietnamese regained their independence. Many Vietnamese in the Government are probably quite satisfied with the present in-service training program. There is generally so little awareness on the part of the majority of Government officials with respect to what a planned training program can accomplish that there is little demand for such a program.

The Vietnamese tend to place strong emphasis on pre-service training; there is wide-spread recognition that the education received in the National Institute of Administration, the University of Saigon Law School, and the like is valuable and needed. However, there is probably too much of a tendency to expect these institutions to provide not only broad education for administration but also the training in specifics generally conceded in other countries to be more properly a matter of in-service training.

Often little consideration seems to have been given in the past to the training of the mass of lower-level fonctionnaires--the many who did not and could not be expected to attend institutions of higher learning like the National Institute. When in-service training for such groups is

organized, it tends to be limited to lectures. The director or chef de service merely reads the law, with little or no interpretation, to an assembled group of not-very-interested fonctionnaires. In other cases, we have seen a lecturer, assigned to teach a group for three or four hours, who runs out of material in 10 minutes and then has to dismiss the group. In still other cases there has apparently even been reluctance to spread knowledge through training too widely because such knowledge has personal financial value to those who possess it.

Also in the field of skill training, as, for example, typing training, there is very little awareness of training method. Typist-trainees in a typical private typing school, many of whose graduates will later go to work for the Government as typists, are generally put facing an old, worn-out typewriter and told to practice. Rarely, if ever is a student helped to overcome inefficient habits. The teacher has not been trained how to do this, nor even that it should be done.

The needs for training are fantastically great. First the teachers and trainers need training in how to train. Lower level fonctionnaires, supposedly once trained, need considerable retraining, a task frequently more difficult than original training. Higher officials have not even had the opportunity to learn through experience; many of them were suddenly thrust into positions of great responsibility to replace departing Frenchmen. Often high positions were given on a political rather than an ability basis. It is true that executive skills and know-how are gradually being developed through having to do the work, but the quality of the work often leaves much to be desired. Graduates of higher administrative training in Viet Nam and

"participants" with long training abroad have not yet reached executive positions in sufficiently great numbers and will not for some years to come. Short-term training of higher-level fonctionnaires, a few in the U.S. but mostly in more near-by third countries, is having some worthwhile effect.

The numbers of persons to receive training are enormous. The central government has somewhat under 60,000 employees. Some of these are known not to be needed in their present positions. At the same time, however, more personnel in other categories are badly needed. For example, in one province of 520,000 people there are but three tax collectors. For this reason the Government has recently (January 10, 1957) decreed that Departments send excess personnel from the central offices in Saigon to work in the provinces. The decree also advises that the Departments train the personnel remaining in Saigon to do the work of those being sent to the provinces. Since a well-developed personnel transfer system and an organized training program to implement this decree did not exist, the decree is not yet being carried out with any apparent effectiveness. The decree shows, however, the Government's awareness of a serious problem and desire to relieve it.

In addition, there are from 30,000 to 60,000 local government administrators, not on the national payroll. (A reasonably accurate figure on the numbers of such administrators is not available.) Many of these need training. All too often relatively inexperienced and untrained men were appointed to fill vacancies left by demoted or departing Viet Minh sympathizers.

Training needs for personnel in commerce and industry are also great. If Viet Nam's five-year plan for economic development is to succeed, much personnel training will have to be accomplished. A few Vietnamese have already seen that if training methods, training manuals, and trained trainers can be developed for government personnel it will be that much easier to establish good training for privately-employed personnel as well.

We can summarize by saying that by March 1957, the Vietnamese Government's in-service training problems were becoming increasingly clear to both Vietnamese and Americans concerned.

2. Government steps to solve in-service training problems up to March 1957. In some small part because of MSU suggestions and availability of MSU personnel who could give technical aid in in-service training, the National Institute of Administration (hereafter referred as NIA) appointed, late in 1955, a professor to devote part-time to organizing an in-service training program for the whole Government. The NIA in January 1956, received Presidential authorization and did then call together for the first time an Inter-Departmental Council on In-Service Training.

This Council set up plans to do centralized in-service training for three categories of personnel: supervisors and executives, specialists, and "executants."\* The President (March 1956) approved only the training of the latter two categories because of a feeling that that would be enough to start on. The plan called for some one designated Department to carry out one kind of training for the whole Government. The Department of National Education, for example, was designated to carry out records management training for "executants" throughout the Government.

\* This is a French word which is used to describe higher level office employees who investigate projects and write letters and reports for executives. May even supervise up to 100 other employees.

The plan never was too successful. Designated Departments seldom had the means to put over a good program. More important, trainers were not trained and used the lecture method too much. There was little follow-through to see that the training was used. Nevertheless, the feeling in the Presidency still seems to be that this kind of in-service training program should be adequate.

In September 1956 the Inter-Departmental Council on In-Service Training met a second time. The weaknesses of the in-service training program to date were apparent. They recommended to the President that a training service be set up in each Department and Province so that training could be decentralized to train according to the needs of the organization. An advisory council would be set up in each Department and Province to see that the training satisfied practical training needs of the Department. Training directors and trainers were to be trained by the NIA. The NIA would also "technically" coordinate and help these newly-organized training services to get started properly.

As of March 1957, however, for many reasons the September 1956 Council recommendations made no impression on either the President or the Presidency and were not approved (nor officially disapproved either). The NIA canvassed all Departments again on the September 1956 Council plan and by March 1957 almost all Departments had replied and indicated they were completely in favor of it. The National Budget Office, however, did not see where the money to finance the plan would come from.

The Presidency has again recently become aware of training needs. It wants training for agrarian reform agents, governmental accountants, and Department of Labor personnel particularly. It has recently ordered more

records management training. It has requested the NIA to provide training for selected executives to become supervisors, without, however, providing the NIA with the means to train them. The President himself seems to be pinning most hope on a larger participant program with the returned participants eventually spreading among their fellows the information they learned abroad.

The NIA in the meantime has added one new part-time professor to in-service training and has two more men in mind for in-service training duty. The NIA's Administrative Council has also recommended raising the status of in-service training so that it becomes one of the three major divisions of the NIA. There is every reason to believe that this recommendation will be approved. The NIA now must see that a big in-service training program is in the making or it would not add difficult-to-get personnel to such a program.

Somehow, eventually, the great needs for in-service training felt in the Presidency as well as in many other parts of the Government are going to be tied to the September 1956 Council recommendations for accomplishing the training. When this finally happens, in-service training in Viet Nam can really get underway.

The role of MSU to March 1957. MSU has gradually devoted more personnel and effort to in-service training. From but a small fraction of his time at first to almost full-time by now, Dr. Wickert has been allowed to work on in-service training. One consultant, Mr. Hausrath, helped on this program from September to December 1956. Since April 1956 one full-time specialist, Mrs. Lindholm, has worked on stenography and typing training. Dr. Maxwell served as a consultant in the field of records management in July and August 1956. Specialist members of MSU, for example, Mr. Murphy in budget administration, have increasingly begun to contribute to the program. The In-Service Training

Division now also has one full-time secretary, Miss Watzel, one professional assistant, Mrs. Tenenbaum, who looks after the in-service training pamphlet library and the development of an audio-visual aids center, and six Vietnamese employees with more to be added.

This division began its activities all too often by contributing teachers to in-service training courses. Thus Dr. Maxwell taught records management directly to Government employees, and Mrs. Lindholm assisted a Vietnamese teacher to teach shorthand to a small group of selected stenographers.

Sometimes prospective trainers instead of working government employees were trained. Dr. Wickert was instrumental in organizing training for instructors of the then new Police Academy. Mrs. Lindholm has begun teaching a class of future typing instructors. It is expected and hoped that division members will more and more train trainers rather than train employees directly.

The division, with this in mind, has gone far in preparing a course to train training officers. It has also brought key Vietnamese to the Philippines to see in-service training in action; more of this is needed. A small staff of Vietnamese employees has been developed to adapt American training methods and materials to Vietnamese conditions. Some manuals have been translated and distributed. An audio-visual aids center has been established and personnel somewhat trained. A library of in-service training materials has been assembled. To publicize in-service training one of the lectures in a series given at the request of the President to middle-level Government executives was devoted to describing training and what it can accomplish. An article on in-service training for the new public administration professional journal has been almost completed. A pamphlet, to be one in a series of such pamphlets

describing facets of in-service training, has been prepared in collaboration with USOM's Program Support Division; these pamphlets will be used to pave the way for acceptance of in-service training among fonctionnaires.

The Division has also given some technical aid on a variety of training programs given by such government departments as Finance, Information (Propaganda), and Land Reform.

Its philosophy throughout, however, has been to assist Vietnamese to organize and carry out in-service training for themselves, to assist in the training of trainers, and to stay in the background.

The division has also worked with other MSU divisions, just as those divisions have worked with it. It has helped as was mentioned above, to train instructors for the Police Division. Also, with the help of tests it developed, it has assisted in selecting students for the Police Academy. It has helped the Field Administration Division train refugee center chiefs. In turn, the Field Administration Division's extensive interviewing of Vietnamese Government officials has had a great deal of in-service training value through getting officials to think through their problems with a non-threatening interviewer. It has cooperated in providing teachers for day school courses of the NIA; the night school courses of the NIA, mainly given to fonctionnaires, should contribute much toward in-service training by providing an educational foundation for subject-matter to be taught later in in-service training courses proper.

USOM/Saigon has from time to time expressed an interest in giving additional financial support for a more extensive in-service training program. MSU had so completely committed its allotted personnel and resources that there was little left for expanded in-service training. Most important, the best way to carry out a long-felt need of the USOM Public Administration

Division to improve civil administration in Viet Nam was seen to be through in-service training of the Government's employees. The USOM plan calls for providing more funds for training space for training aids, for five more American in-service training specialists plus a secretary plus consultants, and for the training in the U.S. and third-countries of in-service training participants. This plan is still pending.

3. Specific future tasks of the MSU In-Service Training Division.

Springing from the problems described above, the future tasks of the Division now appear to be the following:

- a. Assist the NIA in-service training personnel in carrying out their work. Probably the principal work here will be the training of Departmental and Provincial training officers.
- b. Help in the development of the NIA in-service training personnel, particularly the newly-assigned ones. It is planned, for example to have an American work directly with the NIA professor charged with organizing specialist training, another American to work with the NIA professor charged with organizing leadership training, etc.
- c. Advise top governmental officials, especially those on the Inter-Departmental Council and in the Presidency, regarding in-service training as a solution to some of their manpower problems.
- d. Continue to search for, accumulate, and translate in-service training materials from other countries in order to make them available for Vietnam.
- e. Assist in the development of more efficient and useful public administration techniques on a national level, e.g., accounting, in order to provide better material for training. It is often hard to know which comes first, improvement through training or improvement in what is to be taught.

In the present emergency, the Vietnamese Government has had to train accountants according to the outmoded Statutes of 1912, still in effect and based on even more ancient French accounting procedures. Although this training has its values, more desirable would have been to assist in developing a more modern accounting system and then train fonctionnaires in its use. But we have already found that training top accounting personnel in the principles of modern accounting is necessary before they can revise the statutes. Hence comes about a very intimate relationship between developing new, more efficient governmental practices and in-service training. The In-Service Training Division could become a focal point in the utilization of MSU and even USOM specialists in improving government administration. These specialists could teach their specialty to Vietnamese statute writers who could later also teach.

f. Closely related to e. above is assisting in introducing and applying job analysis, operations analysis, and other "efficiency engineering" techniques, again, among other purposes, to provide a sound foundation for the training of personnel. In many governments, training and operations analysis are organized to work together.

g. Assist in setting standards for selecting Departmental and Provincial training officers.

h. Assist Departmental and Provincial training officers to get off to a good start on their new, difficult jobs. It is anticipated that a three-months training course for training officers will not train them completely but that they will require additional, individualized assistance after they get on the job.

i. Assist Departmental and Provincial In-Service Training Advisory Councils to do their work well.

j. Assist in further publicizing the value of in-service training among government officials to receive such training.

k. Assist NIA in-service training personnel to arrange better practical work for third year NIA day-school students. (This is an NIA idea.)

l. Encourage and assist in the formation of a professional society and journal for in-service training professional personnel.

m. Continue to develop and train the American and Vietnamese staff of the MSU In-Service Training Division to do their work better.

n. Suggest, obtain, and utilize specialized in-service training consultants.

o. Play a leading role in the selection, training, and utilization of possible in-service training participants, including third country trips, to acquaint higher officials with the values of in-service training programs.

p. Work with Presidency, Departmental, and Provincial training directors in assessing their agencies' needs for participants, the selection of such participants, and their utilization (especially as trainers) on their return from participant training abroad.

q. Provide, if funds are available, training aids equipment and training space. Advise on standards for such equipment and space.

r. Continue to cooperate with other MSU divisions' programs. For example, police training officers will be trained along with other training officers. When a Field Administration Division survey uncovers a training need, it can be met by suggesting the providing of the training by the appropriate Departmental Training service. Naturally the Departmental

Advisory Council on In-Service Training should plan a leading role in getting the needed training authorized.

s. Continue to provide spot help on emergency training problems of the Government.

4. Time schedule by six-month periods. The two major unknowns are:

(1) What in-service training program the President will finally approve, if any; and (2) how much USOM will finally decide to support in-service training. A third unknown is the extent of MSU support.

If there is no change, that is, the President does not approve and USOM gives no additional support, the Division will give what help it can to emergency programs as it hears about them, e.g., the training of tax collectors for the Department of Finance. Also training in stenography, typing, and records management is probably so firmly established that it will continue.

If the President approves the Council's plan, but USOM gives no additional grant, the Division will have to depend on some more help from the rest of MSU to get training officers trained. Other projects will have to be dropped in favor of training training officers. Little help could then be given the new training officers once they graduated from their course and took over their new jobs, and a larger proportion of them is likely to fail.

If USOM approves and the President does not, the Division would concentrate on doing as many programs of training as possible to show what in-service training can accomplish in the hope that the Government would eventually authorize the training of training officers.

The following time table is based on early approval by the President of the Council's plan as well as USOM's grant of the requested additional funds for in-service training. With respect to American personnel, this would mean at least a chief of division and two secretaries, an office skills training specialist, a training-officer training specialist, the part-time use of subject-matter specialists in such subjects as budgeting, accounting, etc. from the MSU team as a whole, and five Civil Administration Assistance Project (additional USOM fund) specialists. These five specialists would be; one specialist for executive and supervisory training, one for specialists training, one for executive training, and two for provincial and local training. In addition, special, short-term consultants in such fields as paper management, office layout, and job-analysis-for-training-purposes are likely to be essential.

With the above American personnel, plus a complement of Vietnamese and, most important, a sufficient number of NIA personnel for in-service training, the following activities should be accomplished:

a. March 1, 1957 to August 31, 1957

- (1) Orientation of new Americans and their Vietnamese assistants.
- (2) Orientation and training of new NIA in-service training personnel.
- (3) Satisfactory preparation of new temporary quarters for NIA-MSU in-service training personnel. (Present NIA premises are far too inadequate.)
- (4) March 1 to May 31 - Continued preparation of training officer course material.
- (5) June 1 to August 31. Training of first class of training officers.

- (5) Continuation of and stimulation of increased training of top technicians in such areas as budgeting and accounting.
  - (7) Continuation of typing, stenography, and records management training program.
  - (8) Consultant in job analysis for training purposes will have completed enough sample studies to have established this practice firmly.
  - (9) In-Service training participants selected and on their way to the U.S. and third countries.
  - (10) Higher Vietnamese officials will have taken one or more short third-country trips to see in-service training in action.
  - (11) Some progress toward acceptance of idea that the usual participant training is a part of in-service training.
- b. September 1, 1957 to February 28, 1958.
- (1) Another class of training officers will have graduated.
  - (2) Individual counseling for graduates of the first training officer class will have begun. They will have received help, especially in the area of establishing good relations with the top to bottom of the Department or Province in which they are working.
  - (3) Evaluation studies of completed training programs, in collaboration with the NIA Research Division, will have been started.
  - (4) The new training officers will have launched their first training courses, including the training of specialists already in their Departments in how to train others.

- (5) Typing, stenography, records management, and other office skills training will continue.
  - (6) Participant program of in-service training will continue.
  - (7) Distribution and training in the use of training aids will have begun.
  - (8) A professional society and journal, plus a weekly newsletter to government supervisors will have begun.
  - (9) Cooperation with other MSU division programs will be revived and intensified.
  - (10) Begin study of training needs of local administrators.
- c. February 28, 1958 to February 28, 1959.
- (1) Training officer training continues as long as needed.
  - (2) The heavy load of consultation with individual Department and Province training officers will reach its peak and start going down. Province consultation work may remain heavy the whole period.
  - (3) Training of local administrators by trained Vietnamese trainers will get started.
  - (4) Evaluative studies of training will continue and lessons learned from them applied.
  - (5) General participants and in-service training participants will be returning from abroad and put to use as trainers to spread their knowledge. Departments will be trained to use these participants wisely.
  - (6) Some assistance may be given toward the Department of National Economy's program to extend in-service training in industry.

d. In summary, many training officers will be trained and will have trained others. The whole Government will feel the impact of these newly trained men in making the whole operation of the government more efficient and satisfactory, not only for the officials themselves, but most important for the people of the country.

PLANNING MANNING TABLE  
Staff Members Appointed by  
Michigan State Board of Agriculture

I. MSU-NIA Project Budget

1. \* Chief of Division (replacement for Dr. Wickert not yet named)
2. Division Secretary (Miss Watzel)
3. \* Assistant Chief of Division and Specialist in In-Service Training in the Public Service (Dr. Woodruff). (This position may emphasize the research and evaluation aspects of in-service training.)
4. Specialist in Office Management and Office Skills Training (Dr. Carmichael)
5. \*\* Budget Training Specialist (Mr. Murphy)

II. In-Service Training (Civil Administration Assistance) Project Budget

1. \* Specialist in organizing leadership and supervisory training in the Departments.
2. \* Specialist in organizing executant training in the Departments.
3. \* Specialist in organizing specialist training in the Departments and in the Provinces.
4. & 5. Evaluation of training in the field and organizer of training at the local government level.

- \* Will have a definite Vietnamese counterpart on the NIA staff.
- \*\* Temporary. This specialist may be transferred to other MSU divisions as needs dictate, and other specialists may be transferred to this division as needs dictate.