

July, 1961

MICHIGAN STATE UNIVERSITY
Vietnam Advisory Group

SUGGESTED WORK PLAN
Under Possible New IGA-MSU Contract

The purpose of the following statement is to designate the areas in which an American university advisory group could profitably work jointly with and render assistance to the National Institute of Administration subsequent to June, 1962. The extent to which various problem areas could be dealt with by an advisory group obviously depends upon two factors: 1) the size and composition of the advisory group; 2) the plans of the NIA in terms of emphasis and growth. In all phases of the plan, it is contemplated that the American university group would work as colleagues. Although the role of MSUG professors is purely advisory and final decisions must properly be made by Vietnamese members of the NIA, the plan below envisages a genuine NIA-MSUG partnership involving collaboration in a common enterprise.

OBJECTIVE

The objective of the proposed project is to furnish technical assistance in order to develop further the National Institute of Administration in Vietnam as an effective instrument for enhancing the capacity, effectiveness, and responsibility of the Vietnamese civil service and for clarifying the proper role of the bureaucracy in a free society.

GENERAL

I. NIA Planning

- A. MSUG will help the NIA to plan rationally. This will involve both long-range and short-range planning.

1. Long-range planning

The NIA, in consultation with MSUG, will chart a course for the Institute's progressive development during the next three years. The plan will take into realistic consideration such factors as financial and staff expectations, the number of qualified students whom the NIA can reasonably hope to attract, the ability of the public service to absorb graduates, and the number and kinds of government needs (especially in pre-service and in-service training) which the NIA can meet.

2. Short-range planning

MSUG will also advise the NIA in developing an annual plan as well as work programs for shorter duration. The NIA will consult with MSUG both in determining objectives and in allotting the available, limited human and material resources to accomplish such objectives.

- B. Both long- and short-range planning will include provisions for the maximum utilization of space and facilities at the new NIA.

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- C. There will be periodic joint efforts to appraise the extent to which goals are being achieved, to analyze reasons for success or failure, to consider how barriers to planned progress can be removed, and possibly to modify existing plans.

II. Organization and Administration of the NIA

NIA and MSUG staff members will hold regular meetings for reviewing and re-assessing administrative structure and practices of the Institute. Resultant ideas for improvements in organization will be considered for adoption by the Rector and the Academic Committee or, if necessary, by the Board of Administration. Also subject to continuous consideration for improvement by a joint NIA-MSUG committee will be the NIA budgeting and accounting systems, records management, student affairs administration, class scheduling, and other business methods and procedures.

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III. NIA Consultation Commitments

MSUG will assist the NIA in complying with requests received from Vietnamese government agencies for advice and consultation. MSUG's assistance in this area will be closely related to the development of empirical research methods and techniques at the NIA. (See below, Research)

IV. Consultation to Professional Public Administration Society

MSUG will continue to give advice to the Secretariat of the Vietnamese Society for Administrative Research, a professional organization of scholars and practitioners in the field of public administration. The Secretariat of the Vietnamese Society is located in the Research Division of the NIA.

V. Assistance with New Programs

At present the NIA is considering introducing new programs both in the administration of justice and in public relations, and in reactivating both the Highlands (Montagnard) and the graduate program. In addition, NIA has requested permission to offer a license in public administration. If, after consultation with MSUG, the NIA decides to undertake any of the foregoing programs or if the Government of Vietnam makes it mandatory for the NIA to assume such programs, MSUG will assist both in the planning and implementation stages. In case the NIA adopts a course or courses in the administration of justice, MSUG would assume the teaching responsibility for a year until a Vietnamese faculty member was trained in the subject matter. Also the reactivation of the graduate program before the return of an appreciable number of Ph.D. participants from the United States would probably necessitate, initially and temporarily, limited teaching activities by MSUG personnel.

VI. Participant Program

- A. The NIA and MSUG personnel will collaborate in selecting and sending to quality American universities for graduate studies qualified persons who will join the NIA faculty upon completion of advanced degrees.
- B. The NIA and MSUG personnel will also collaborate in selecting present faculty and staff who will go to the United States and/or third countries for three months to a year for the purpose of research, study, and lecturing.

VII. Consultation on EROPA

MSUG shall continue to provide consultation to the EROPA Documentation, Research and Diffusion Center sponsored by the NIA, and to the publishing and editing of the EROPA REVIEW, a journal to which member countries contribute articles on public administration.

VIII. Exchanges of Ideas and Information

NIA and MSUG members, both formally and informally, will exchange ideas and information concerning research, teaching methods, instructional materials, curriculum and course content, in-service training activities and other matters of mutual interest.

ACADEMIC ACTIVITIES

There are two main academic programs at the NIA. First, and by far the most important, is the regular 3-year degree program, designed to prepare students for the upper echelons of the civil service. Students for this program are selected by competitive examination from among those possessing the second baccalauréat. Second is the evening certificate program in which civil servants who complete six courses receive special diplomas. From time to time the NIA has conducted special academic programs. In 1961, for example, the Institute conducted a series of courses for the Department of Defense in order to prepare army officers for civil administration duties. A special program for Highland (Montagnard tribes) students is under consideration for 1962 or sooner. Also under consideration by the NIA is the eventual establishment of a meaningful graduate program.

I. Enhancement of NIA Faculty

Except in unusual circumstances, MSUG professors will not engage in teaching classes at the NIA on a regular basis. MSUG's efforts will be aimed primarily at improving the quality of teaching by NIA professors. MSUG will contribute to such a program in many ways:

- A. Advise the NIA on proper utilization of returned participants.
- B. Assist the NIA in enabling promising faculty members to gain further experience and/or study in the United States and third countries.
- C. Develop a series of joint seminars between NIA and MSUG staff members to be held on a regular basis, dealing with problems in public administration and the social sciences. There will also be similar seminars dealing with internal matters at the NIA such as curriculum, course content, long-range objectives, etc.
- D. MSUG will work with the NIA in constantly appraising the quality of the teaching program at the Institute. This can be done by observation, survey techniques, and informal discussions with both faculty members and students. However, the important point is that there must be continuing evaluation designed toward improving the quality of teaching. Evaluation of this sort should provide the basis of modifying the curriculum at the Institute when necessary.

II. New Academic Programs

MSUG will give advice and assistance in planning and implementing new academic programs at the NIA. (See page 2, "V" under "General.")

III. Improvement of the Student Internship Program

Recent research by NIA-MSUG staff members has revealed that there are numerous reservations about the value of the present internship program at the NIA. As presently constituted, the internship program at the Institute requires every third-year student to spend several months in provincial administration and in a Saigon agency prior to the completion of his studies at the NIA. Discussions with province officials as well as with NIA students suggest that serious consideration should be given to the elimination of the internship program and the introduction of "on-the-job training." This would require every student to spend one year of apprenticeship at the provincial level prior to assuming his civil service rating. At present, NIA students are placed at a higher level in the civil service than their experience warrants. This has caused difficulty for government officials as well as students because NIA students, upon graduation, must be placed in a position commensurate with their civil service rating; yet, their experience is insufficient for them to capably perform the jobs to which they are initially assigned.

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IV. Introduction of Reading Materials

Improvement of teaching methods through the introduction of the use of more reading materials would involve:

- A. Preparation by MSUG and NIA personnel of texts and readings in the Vietnamese language which are appropriate for classroom use. In the past a number of such readings have been used in classes. This program must be maintained and kept current.
- B. The introduction of the "reading room" concept with regard to the NIA Library. Surveys and observations by both MSUG and NIA staff members indicate that the library, one of the finest in Southeast Asia, is not being properly utilized. MSUG should exert considerable effort in the future to guide NIA professors to stress reading in their courses. Required readings, reserved books, reading lists, bibliographies and term papers based upon reading should all be an integral part of the three-year course program. Presently, most of the course work is based on lectures.
- C. Distribution of mimeographed materials to the students. Often the NIA professor has abundant material, much of which is used in lectures, which could be distributed in his class. Such a practice would somewhat alleviate the problem of the inadequate number of readings in Vietnamese.

V. Examination System

If MSUG suggestions concerning the examination procedure currently employed by the NIA are accepted, considerable effort by MSUG staff will be required in re-orienting the methods of examination. Objective tests, for example,

will have to be introduced; "think" essay examinations based upon principles and concepts advanced in the courses will be emphasized. The advisory role of the MSUG staff will be vital in this simplification of examination procedures.

VI. Class Programing

Given the improvement of teaching methods (IV), the change in examination procedures (V), and the alteration of the internship program (III), MSUG advice on class programing would probably be essential. The current system is erratic, vague and always subject to change. But the system appears to be an effect of the above problems which would automatically be improved if the other conditions obtained. Programing in America is still in the experimental stage, but a number of problems could be avoided with MSUG assistance which would result in a greater and more immediate productivity at the NIA.

RESEARCH

The MSUG research program in public administration and the social sciences will continue to serve several needs:

- 1) It enables the faculty if the NIA to gain a greater appreciation for empirical research and introduces a pragmatic approach to administration rather than a legal-theoretical approach which has hitherto prevailed in Vietnam.
- 2) It provides teaching materials, not only for the NIA professors engaged in research, but also for all professors at the Institute (as well as at the university) by making available new textbooks and monographs.
- 3) It provides a valuable source of information to Vietnamese, American, and other agencies engaged in assistance programs on social, economic, political and administrative problems in Vietnam.

During the past several years, the MSUG research program has had a significant evolution. Initially, MSUG professors engaged in individual research projects undertaken separately and apart from NIA professors. The reason for this procedure was that American research methods, especially the emphasis on empirical observation, was not acceptable to French-trained professors at the Institute. MSUG, rather than either forcing or relinquishing its position, chose to demonstrate the feasibility, practicability and utility of empirical research. Thus, MSU professors produced monographs in various fields of the social sciences and made them available to the NIA for use in the classroom. The administration and the faculty of the NIA were favorably impressed with the results, and by 1959 they were collaborating in field research with MSUG staff members. These past two years have found teams of NIA and MSU professors undertaking studies of province, district and local governments in the delta region, and the central lowlands and the high plateau.

Despite the experience acquired by NIA professors in research, MSUG feels that joint research should be continued beyond 1962. Behind this reasoning is the firm belief that research and writing based on research requires a high level

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of precision and analysis. The presence of an American university group has had the effect of establishing research standards; nevertheless, the NIA faculty has not as yet demonstrated an ability to maintain such standards when engaged in independent research.

I. Research Meetings

Regular meetings between NIA and MSUG research personnel will continue through 1962-65 to discuss research findings and problems, to identify areas in which research is most needed, to explore the feasibility of joint NIA-MSUG research projects, and to consider other matters of general research interest. The NIA and MSUG shall propose research topics and make research designs in three fields: public administration, economic and social problems.

II. Relation Between Civil and Military Administration

MSUG and the NIA will engage in extensive and continuing research on relations between civil and security forces at levels of government below the central administration. The problems of civil-security relations are those that will be encountered by most NIA graduates assigned to positions in provincial government. It may also be anticipated that there will be a continuing need for adjustment and reform of civil-security relations as the nature of the security problem changes in Vietnam. The absence of research data in this area has already been a source of distress for all agencies concerned with the problem.

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III. Local Government Studies

The NIA and MSUG will continue their joint research studies of administrative and social problems in various regions of Vietnam. These studies should provide the basis for a more comprehensive administrative study of local government throughout the entire country.

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IV. Glossary

The NIA, after consultation with MSUG, will consider the feasibility of undertaking a glossary of terms with the view of promoting a standardized nomenclature of words and expressions used in the field of public administration. In the event the NIA finds it can devote sufficient time and resources to the preparation of such glossary and decides to undertake the project, MSUG will give advice, furnish professional and clerical assistance, and publish the glossary after it is compiled.

V. Government Organization Manual

MSUG will assist the NIA in the preparation and publication of periodical revisions of (or supplements to) the Vietnamese Government Organization Manual. As in the past, the NIA and MSUG will jointly edit the material submitted by government agencies in order to produce a manual with uniformity in form and style.

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VI. Translation of American Textbooks

The NIA and MSUG will cooperate in selecting appropriate American textbooks in the fields of political science, public administration, economics, public finance, and sociology, and in the translating of such books into the Vietnamese language for use by NIA students. The NIA and MSUG will coordinate their activities in this field with the translations being made by USIS under P.L. 480 and will, upon the request of USIS, furnish advice and consultation to USIS regarding the translation of textbooks applicable to courses in the NIA curriculum.

VII. Occasional Papers

From time to time, but at no regular or scheduled intervals, MSUG will finance the publication in English of especially meritorious materials relating to the academic interests of the NIA. To be selected for publication as they become available will be such materials as articles from the journal of Administrative Research and other Vietnamese periodicals, lectures and studies not previously published in English, and other studies and essays of special interest and importance. A joint NIA-MSUG committee will select materials for publication. The article, lecture, study, or other material selected by the committee will be published as an Occasional Paper of the NIA.

VIII. Development of Additional Research Projects

In addition to the activities listed above, unforeseen opportunities arise from time to time, through requests of government agencies, to engage in activities, usually on a short-term basis. Where feasible, such activities will merely be added to those listed; exceptionally they may displace an activity scheduled above.

A joint NIA-MSUG committee shall not only review the pending projects submitted to the NIA by GVN but shall also, in consultation with government agencies, devise research projects to meet the needs of the Vietnamese government. This activity might even constitute a beginning for the consultative role that the NIA will eventually play in government. For example, a competent NIA-MSUG research group could assist the Vietnamese government by conducting administrative and social research in anticipation of new problems of government. If MSUG and the NIA had been called upon to conduct sociological, administrative, and political research prior to the introduction of the agrovillage program, it is more than probable that many serious problems could have been averted.

IX. Library Development and Improvement

MSUG will continue to underwrite, though at a reduced rate from the 1959-62 period, the expansion of the NIA Library's holdings of books and journals. A joint NIA-MSUG committee will periodically review library acquisition procedures, circulation policies, and other administrative practices.

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IN-SERVICE TRAINING ACTIVITIES

The following activities are suggested for execution during the period July 1962 to June 1964, as a logical continuation and progression of the in-service training activities jointly carried on at present by the NIA with MSUG's cooperation.

The main emphasis of the activities proposed lies in the regularization and refinement of activities now in various conditions of maturity.

I. Publication and Distribution of Training Material

A. "Progress"

The in-service training periodical entitled "Progress" will continue to be issued at the rate of 6,000 per month.

B. Translation of Foreign Training Material into Vietnamese

This activity will be curtailed on the grounds that large quantities of material already exist. However, if particular needs arise, translations will be undertaken.

C. Publication of Original Vietnamese Training Material

As training officers and other persons interested in training develop confidence and ability, they will be encouraged to prepare training material, the reproduction of which may be undertaken by the NIA.

II. Direct Training

A. Basic Training Officers Course

This training course, which was initiated in 1961, will be repeated as frequently as resources permit, in order to provide fundamental concepts and techniques to civil servants who have been designated training officers. This is a new program which looks toward the development of a professional attitude and competence in training officers. Such training will be provided to personnel from both the central government and the provinces.

B. Technical Seminars and Conferences

From time to time, as conditions permit and if cooperation from other governmental agencies is obtained, specialized personnel in the government will be invited to participate in training sessions concerned with their particular functions and interests.

C. Executive Development

Efforts will be made to organize and conduct seminars for civil servants at the executive level, in order to provide them with insights into the role of the executive in the Vietnamese government.

III. Advice and Assistance to Other Government Agencies

A. Material Aid

As the need arises and if resources permit, aid will be made available to training activities throughout the government in the form of construction and furnishing of training centers, audio-visual aids, printed training materials, and expendable supplies.

B. Advice and Assistance

Advice and assistance in the organization and administration of training programs and specific training courses will be available to requesting agencies. From time to time this may include making available the services of a member of the NIA as an instructor. Of particular importance will be the effort to encourage specialized central agencies such as the Direction of Budget and the Directorate of the Civil Service to conduct training programs in their special fields for personnel from other government agencies. In addition, advice and assistance to typing training officers will be continued.

C. Provincial Training

Special advice and assistance to the Department of Interior and the several provinces in the promotion and refinement of training in the provinces will be provided. While training problems in the provinces in many cases follow a general pattern, certain sections of the country have special problems in addition. For example, some special problems would involve the training required for administrators of the ethnic minority populations. Another example of a special training need would be the concentrated training of local administrators after the establishment of relative security in a given area.

IV. Participant Program

Opportunities for participant training in the field of in-service training in the U.S. and third countries will be made available. Such training may include observation tours, participation in appropriate international conferences and actual training courses.

V. Institutionalization of the Training Function

This activity, along with the actual basic training of training officers, is probably the most significant work planned for the period. Its primary objective is to integrate the training activity with the management process and to provide a government-wide system to assure optimum effectiveness and efficiency in all aspects of training.

A. Establishment of National Policy on In-service Training

The purpose of this is to give added impetus to the training movement and to clarify matters of responsibility and coordination.

B. Special Advice and Guidance to Key Agencies Involved in Training

This would include assisting the Directorate General of Civil Service to prepare and administer a body of regulations and standards for in-service training throughout the government. For example, in-service training may be formally recognized as a continuing responsibility of each agency subject to periodic audit, with the Directorate General of Civil Service authorized to apply sanctions in the event of deficiencies in a specific program. This project would also include establishment of a government-wide reporting system on training matters. Another possible project would be assistance to an agency, possibly the Direction of Budget, in the establishment of a management services unit responsible for promoting management and methods improvement in the government and providing training accordingly.

VI. Miscellaneous Activities

This refers particularly to the readiness to respond to special requests for advice and assistance on matters pertaining to training or indirectly related to training such as the establishment of an incentive awards system, a suggestion program, or a performance evaluation system. It may also involve cooperation with other American agencies as requested. In addition, it may include the fostering and promoting of desirable professional associations.