

*John Dancy*

# **ADMINISTRATIVE ORGANIZATION IN THE PROVINCE OF MY-THO**

**MICHIGAN STATE UNIVERSITY  
Vietnam Advisory Group**

February 28, 1957

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(Prepared for use of MSUG personnel)

Administrative Organization in the Province of My Tho  
MSU

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## Study of the Organization of the Province of My-Tho<sup>1</sup>

### Introduction

With the exception of that of the Department of the Interior, all of the studies thus far undertaken by the Field Administration Division have been concerned with the organization and operation of specific programs. These studies have taken analysts into the provinces, but they have always been focused on a particular operation, rather than on provincial administration as a whole. Recognizing the need for a broader knowledge of provincial government and its relations to national government operations among members of the staff, we were particularly pleased by the invitation of Mr. Nguyen Tran, Chief of My-Tho Province to review the organization and operations of the government there. In keeping with this staff education objective, this report is descriptive, rather than critical. However, in some instances, the volume of facts that became available or the facts obtained here plus previous knowledge, made observations with respect to current organization and operations possible.

Several organizations were omitted entirely from this review -- the PTT, the Customs Office, the Railroad Administration, the Penitentiary and the several police organizations. The first three were omitted because they are wholly and directly supervised by the respective departments in Saigon, the penitentiary because of its recent transfer to the Department of Justice from the Department of the Interior with resulting organizational complications, and the last because of security considerations.

The study was principally conducted by Nguyen-Quan and Nguyen-khiem-Hanh of the Field Administration Staff, although the Chief Advisor, Dr. Fishel; Messrs. Mode and Rosenfeld of the Field Administration Division and Mr. Rogers of the Police Division also participated in varying degrees.

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<sup>1</sup> On 10/22/56 by Decree 143-NV, My-Tho Province was consolidated with Go Cong Province and re-named Dinh Tuong. However, no action was taken to effect this consolidation during the time that this study was in progress.

ADMINISTRATIVE ORGANIZATION IN THE  
PROVINCE OF MY-THO

TABLE OF CONTENTS

Introduction

- I. History - Physical, Economic and Social Background
- II. Organization
- III. Budget and Fiscal Operations
- IV. Miscellaneous

Appendix A - Village government manual

## I. History - Physical, Economic and Social Background

The modern history of My-Tho Province begins with the cession of the provinces of Bien Hoa, Gia Dinh and Dinh Tuong to the French in 1861. What is now My-Tho was then part of the province of Dinh Tuong.

The early days of French rule were marked by guerilla warfare led by patriots such as Thien Ho Duong and Thu Khoa-Huan who used the Dong Thap Muoi (Plaine des Joncs) for refuge whenever retreat was necessary. To facilitate their military operations, the French divided Dinh Tuong Province into smaller organizational units. One of these became My-Tho Province.

More recently, parts of My-Tho Province were incorporated into two new provinces, Moc Hoa and Phong-Thanh, so that no part of the "Plaine des Joncs" is now within its borders. Still more recently, the adjoining province of Go-Cong was ordered consolidated with My-Tho and the enlarged province was again named Dinh-Tuong. No action has yet been taken to effect this consolidation. For this reason, we shall continue to refer to "My-Tho" rather than "Dinh Tuong" Province. Unless otherwise noted, all data used in this report deals with My-Tho Province only, after the creation of Phong-Thanh and Moc Hoa provinces.

My-Tho covers about 141,730 hectares of which about 101,822 are cultivated. It is about 90 km. long and at its widest, 27 km. It has mainly clay soil, largely deposited by the Mekong River, one branch of which marks its southern boundary. In addition to many natural waterways, the Province has an important network of canals used for communication and irrigation. My-Tho, the provincial capital, is joined to Saigon by railroad and by highway to Tan An, Go Cong, Ben Tre and Vinh Long (via Cai Be). Until recently, My-Tho, the provincial capital, was an independent municipality; as of January, 1956, however, it was reduced to village status. The Province has five districts, eleven cantons and ninety-one villages.

The Province has a population of 425,550, most of whom are engaged in agriculture. One industrial enterprise employs sixty-two persons. About fifty other smaller industrial or commercial enterprises employ, altogether, less than 200 people.

Rice is the principal crop, although corn, potatoes, peanuts, manioc, sugar cane and various fruits are also raised. Animal husbandry is becoming increasingly important; during the first ten months of 1956, over 100,000 pigs and piglets were exported from the Province. It has about 18,000 individual holdings of which about 16,000 are of ten hectares or less.

The Department of Agriculture has organized fifteen 4-T clubs in the Province, where 272 members are learning the rudiments of scientific agriculture by personal experience. The Department also maintains a fruit tree nursery in the Province.

The provincial hospital has 300 beds of which 100 are reserved for the military. The staff consists of two physicians, twenty-four male nurses and four female nurses, and twenty midwives. Elsewhere in the Province there are two maternities and three dispensary-maternities. Privately operated facilities include five dispensaries and seven maternities.

The Province has one secondary school, sixteen primary schools of five grades and sixty-two elementary schools of two or three grades, two refugee primary schools, two refugee popular education classes, a home economics school and a workshop school. There are a few more than 600 teachers, about 28,000 primary and elementary pupils and about 2,300 secondary school pupils.

## II. Organization

The organization of the province follows that described in the MSU report "Recommendations Concerning the Department of the Interior, the Regions and the Provinces."

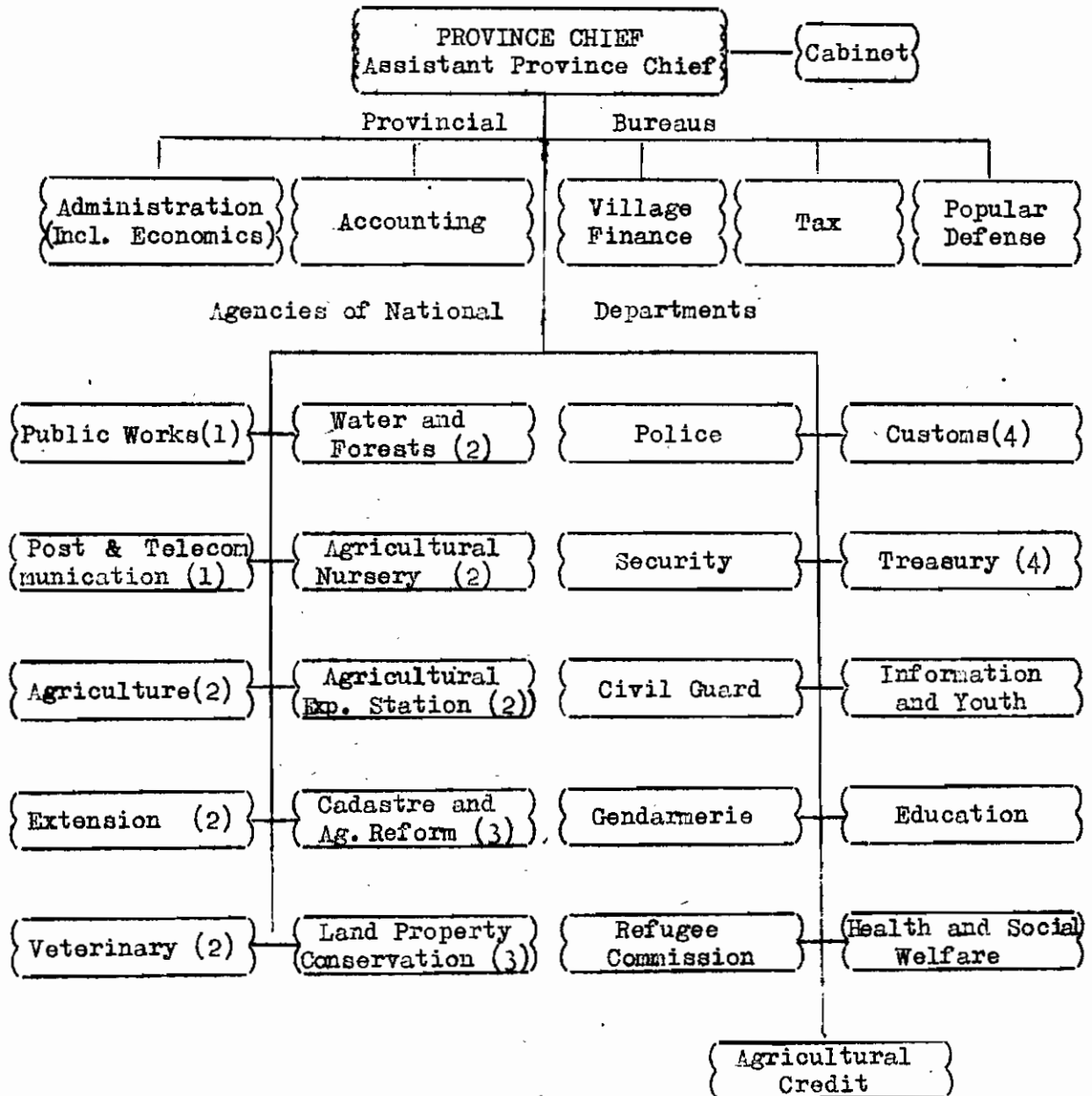
### A. Two types of organization units were found:

The Phong which is entirely under the direction of the province chief and the Ty or National Department agency. Theoretically, the Ty is administratively responsible to the province and receives technical supervision from the National Department. In actual practice, the degree to which the departmental agencies in My-Tho accept supervision from the Province Chief varies from agency to agency: Education, Health, and Public Works, for instance, work very closely with the provincial administration. On the other hand, he has little contact with agencies such as Customs, Post Office and the Agricultural Experiment Station.

Of special interest, relative to the recommendations made in the above mentioned report, is the ability of some agencies (Treasury, for instance) to service more than one province from My-Tho (as described below). This suggests that in this geographical area at least, the communications situation would permit the establishment of national services on an area basis, as recommended, as soon as security considerations permit.

Observation: The President's Committee on Administration, in cooperation with the department concerned, could make a department by department study to determine which departments can establish their field operations on a sector or area, rather than on a provincial, basis.

ADMINISTRATIVE ORGANIZATION OF THE PROVINCE OF MY-THO



- (1) A Department of Public Works agency  
 (2) A Department of Agriculture agency  
 (3) A Department of Land Conservation and Agrarian Reform agency  
 (4) A Department of Finance agency

B. The responsibilities and authorities granted the provincial chief by Ordinance 57-a have generally not yet been recognized except in "principle" by the national departments. Many decisions on which all of the facts are available at the provincial level are still being made in Saigon although there is no reason to believe that the individuals making the decision there are better qualified to make them than provincial personnel. A number of undesirable results stem from this:

1. Decisions are delayed, very often past the point where the action to be taken can be helpful. For example, permission to up-grade an elementary school (three grades) into a primary school (five grades) was requested before the close of the last school year. No reply has as yet been received from Saigon. Secondary school scholarships funds for the school year 1955-56 were not made available until the beginning of the school year 1956-57. As a result, many students had to abandon their studies because of lack of funds.
2. Technical personnel are held at desks in Saigon whereas they could advance government programs much more effectively if they were in the field.

#### Observations:

1. Each Department could set up a committee consisting of both departmental and field employees to examine the departmental program in detail and determine the specific items on which authority can adequately be exercised at the provincial or district levels.
  2. Failures of a national department to make a requested decision within a fixed time limit could constitute authority to the provincial authority to make the decision. This technique was adopted by the French Government (Decree 53-896 of September, 1953) to meet a similar problem and is said to work well.
- C. There is no central agency in Saigon to "represent" the provincial government vis-a-vis the substantive departments. As a result, the point of view of the province chief is not always properly presented to the departments. Although the Department of the Interior should do this, the press of its many and varied functions leaves it little time for this activity.

### Observations:

1. An organizational unit could be established to specifically act as an "agent" for the provincial chiefs. If such an organization were headed, on a rotating basis, by provincial chiefs, it would serve the dual purpose of insuring that the head of that unit would be familiar with the current problems of the provincial chiefs, and would give the latter some insight into the problems of the departments. If the organization proposed in MSUG's Special Report to the President of October 13, 1956, is established, these matters would become the special responsibility of an Assistant Secretary of State for the Presidency.
  2. Semi-annual or at least annual meetings of the provincial chiefs could be held jointly with departmental representatives for the discussion of problems and for better coordination of activities. These would be regularly scheduled and be of sufficient duration to complete discussion of policy and program questions.
- D. The Treasury Office at My-Tho services five provinces -- Tan An, Moc Hoa, Ben Tre, Go Cong and My-Tho -- without difficulty. The offices of the Water and Forest Service and the Veterinary Service supervise these programs in My-Tho, Go Cong, Tan An, Moc Hoa, Ben Tre, Tra Vinh and Vinh Long provinces. The Province Chief indicated that he expected no administrative difficulties to arise in connection with the consolidation of My-Tho and Go Cong provinces.

Observations: As a preliminary step toward the consolidation of provinces proposed in the MSUG report "Recommendations Concerning the Department of the Interior, the Regions and the Provinces," January 14, 1956, each department could review its field operations to determine if, even though the overall and complete consolidation proposed in the above report is not feasible at this time, the benefits of consolidation, better use of scarce technical personnel, larger scale operations, etc. could not be achieved with respect to specific groups of provinces.

- E. The Department of Agriculture has representatives of seven programs headquartered in My-Tho:

Rice Culture Agency  
 Veterinary Agency  
 Agriculture Agency  
 Water and Forests Agency  
 Extension Service Agency  
 Agricultural Nursery  
 Central Station for Agricultural Experimentation

All of them operate as individual and independent entities. Some service only My-Tho Province, some service surrounding provinces, as well. There is apparently a lack of communication between the agencies. There is also some overlapping of assigned or assumed functions. For instance, the Extension Services "establishes popular centers for experimenting with fertilizer;" the Agricultural Agency sells fertilizer; the Rice Service shows farmers how to use fertilizers, etc.

Observations: In our study "Report on the Organization of the Department of Agriculture" 30 June, 1956, we recommended (p. 13) that the various organization units of the Department serving a particular area be brought together in one building. This, in itself, should result in better coordination of activities. A formal device for coordination -- either a council composed of representatives of the various services, or a resident representative of the Secretary could be established on a pilot basis to determine whether such a device would result in better service to farmers at less cost to the government.

### III. Budget and Fiscal Operations

- A. The budgets of the agencies reflect this duality of supervision. In most cases the head of the service is paid from the National Budget and his subordinates from the provincial budget. This is true even of the province's own administrative bureau. The bureau chief is paid from the National Budget, his five clerks from the provincial budget. As was pointed out in the "Interior" report (p. 3, English edition) this duality of budget does not permit coordinated planning of services. Further, it results in "paper" budgetary deficits at the provincial level which are eventually paid by national funds with no control before the fact, and in many administrative delays in the payment of bills. We say a "paper" deficit<sup>1</sup> because the deficit in part results from the arbitrary allocation of expenditures between the national and provincial budget. Thus, if all personnel costs were paid by the departments concerned, the so-called "deficit" would largely disappear, although the overall cost of government, both provincial and national, as shown in figures 1 and 2, would be the same

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<sup>1</sup> The 1956 budget for My-Tho Province showed estimated receipts of 107 million p. Through September, 1956, only about seven million had been collected.

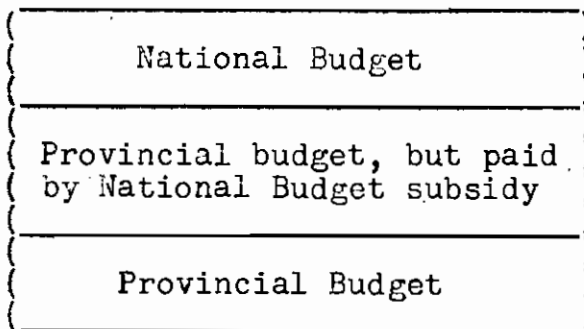


Fig. 1

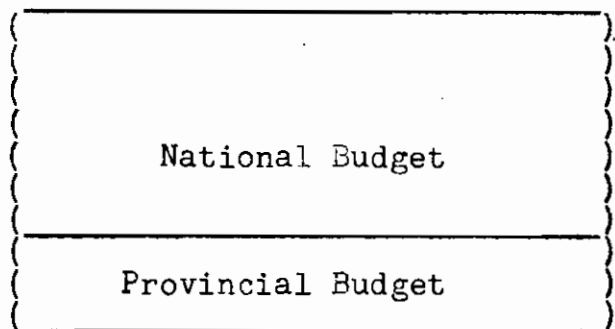


Fig. 2

Observations: Discussion within the President's Committee on budgetary reform indicated that for largely psychological reasons, the provincial budget could not be abolished at this time, as recommended in the "Interior" report. One change that would permit better national planning, yet still keep the psychological values of the provincial budget, would be to re-establish the areas covered by the two budgets on a functional basis. For instance, all expenses -- personnel, equipment, supplies, etc., of a function such as accounting, which must be coordinated with similar functions in other provinces - could be paid from the National Budget. On the other hand, all expenses for a function such as land surveying which is largely unaffected by conditions outside the province, could be met by the provincial budget.

Some functions are now so treated. For instance, all expenses for primary education: teachers' salaries, building costs, maintenance, etc., are charged to the provincial budget and all expenses for secondary education are met from the National Budget.

Moreover, generally, if expenses incurred at the provincial level could be approved and paid at the provincial level, with appropriate post-audit, it would eliminate the long delays which now result when payments are made from the National Budget for expenses incurred locally. This matter is discussed in greater detail in paragraph E of this section.

- B. The villages are guided in their administration and financial operations by the Village Finance Bureau. The latter reviews proposed budgets and proposes changes if necessary; insures that village funds are kept safely in the Treasury; and prepares payrolls for village employees. Funds for this purpose come 60% from the provincial budget and 40% from the village. Although the National Budget makes no direct contribution to the village budget, all village budgets of 500,000 or more must be approved by the Directorate-General of Budget in Saigon.

Observations: Responsibility for approval of all village budgets could be delegated to the province chief. The Directorate General of Budget in Saigon has no basis on which to constructively comment on these budgets or to question any specific items. Approval, therefore, becomes merely a time-consuming formality.

- C. Accounts for receipts and expenditures are maintained separately -- direct-tax receipt accounts by the Treasury and indirect tax receipt **expenditure** accounts by the Accounting Bureau. This results in a de-emphasis of the role of receipts in the budget process and a lack of day to day knowledge on the part of the province chief of how specific tax collections are being made. It also means that this data follows different routes in being reported to Saigon where it must eventually be coordinated.

Observations:

1. The books of account maintained by the Accounting Bureau could reflect both receipts and disbursements.
  2. Where receipts lag behind estimates, proposed expenditures could be reviewed and adjusted to avoid budgetary deficits.
- D. Taxes are collected by both the Tax Bureau and the Treasury Bureau.
1. Responsibility for collection of direct taxes (those assessed on property such as land, boats, animals, etc.), including the prosecution of delinquent tax-payers, lies with the Treasury Bureau.

The actual determination of the amount of the direct tax is made by the council of the village where the property is located. The assessment list is approved by the district chief, reviewed by the Tax Bureau and then approved by the province chief. The list is then sent to the Treasury Bureau for collection. Village authorities collect the rents when the property owner lives in the village and deposits the collection with the Treasury Bureau after obtaining a "certificate of deposit" from the Tax Bureau. The Treasury Bureau is expected to collect the tax if the owner lives elsewhere.<sup>1</sup>

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<sup>1</sup> Professor Cole in his "Report on Taxation in the Provinces of South Vietnam," November 1956, notes that this method of collection is an outgrowth of the tax being assessed on the owner rather than on the property.

The Treasury Bureau has no collection staff. Within the area of its authority it depends upon part-time collectors, e.g., a bailiff in My-Tho, the security service in Tan An, council members in Go Cong and Ben Tre. There is apparently no procedure for collection of taxes owed by individuals who reside outside of the area.

In principle, the product of the property can be seized for non-payment of taxes.

Present law calls for the following steps:

- a. Warning
- b. Summons (without cost to property-owner)
- c. Summons (costs chargeable to property-owner)
- d. Prosecution
- e. Seizure of property product
- f. Sale of property product

Because of unsettled conditions since 1945, no property product has been taken to satisfy failure to pay taxes. However, the province chief has just received a directive to collect all current taxes as due, which presumably will require the re-instatement of seizure procedures.

2. Responsibility for the collection of indirect taxes (such as those on business and income), including the determination of the amount due, lies with the Tax Bureau. These taxes are based on declarations by the taxpayer. The Tax Bureau has no staff of investigators to check these declarations. The Bureau chief believes that the vast majority of these declarations are false.
3. The Tax Bureau is responsible for reporting to the Department of Finance, weekly by telegraph and monthly by letter, the total amount of taxes collected from all sources.
4. Requests for tax refunds or reductions, must be approved by the Finance Department in Saigon.

#### Observations:

1. Centralization of responsibility for the collection of all taxes in the Tax Bureau would make for more effective collection at less cost. This would restrict the functions of the Treasury Bureau to safekeeping of cash collections.
  - a. The direct-tax list is processed in any case by the Tax Bureau. Placing collection responsibility in the Treasury Bureau involves extra handling.

- b. Property owners are more likely than the average citizen to be liable for indirect taxes. Although the list of property-owners is available to the Tax Bureau, there would be a greater tendency to use it for the purpose of checking indirect taxes if collection of property taxes were also a function of the Tax Bureau.
  - c. If, as noted below, a staff of enforcement agents is made available, it could be used to handle collections of both types of taxes.
  - d. For budgetary operations, estimates of receipts, and, it is believed, more accurate estimates would be available from a single source.
2. As a pilot study, a staff of enforcement agents could be assigned to My-Tho Province to determine whether it would be profitable to use them nation-wide, i.e., whether the extra taxes they would collect would more than pay for the costs of collection. For instance, the Chief of Water and Forests Service advised us that he collected only 1/3 of the taxes that should be collected in wood products within the area of his jurisdiction.
  3. It is desirable that decision be reached as to the liability of property owners for taxes unpaid for the 1945-1955 period. If it is determined that such taxes should be collected, in some cases this liability can be used to offset payments which the government will be required to make under the Agrarian Reform program.
  4. Study of the impact of provincial import and export taxes as such, and of the administration of collection of these taxes, on the prices and quantity of goods reaching consumer markets may reveal need for changes in such taxes. Apparently some of the delays at collection points as cited in the following extract from the newspaper "Cach Mang Quoc Gia" for 26 September 1956 results in spoilage of fish and vegetables en route to major markets, thereby reducing supplies and raising prices.

"Since Camau became a province separate from Bac Lieu," they say, "the Bac Lieu economic service has obliged them to stop at the service for control before 10:00 a.m. and before 4:00 p.m. After these hours, trucks are detained until the reopening of the office. This delay usually causes the death of 30 or 40 percent of the fish arriving in Saigon."

The distance between Camau and Bac Lieu is only 66 km. but the road is much damaged. Besides this from Bac Lieu to Saigon, though they have paid a tax to the Camau authorities, they have to stop at thirteen more control stations like Binh Anh (Cholon). They are sometimes required to count their fowl one by one.

5. Responsibility for approving tax refunds within the framework of policy established by the Minister of Finance could be delegated to the provincial chief. He has all of the facts and is much better able to evaluate the other factors involved -- moral reputation of the taxpayer, etc. than anyone in the Department at Saigon.
- E. Present procurement procedures<sup>2</sup> result in long delays, both in obtaining goods and services, and in paying suppliers for them. In some cases<sup>3</sup> this has resulted in the loss of funds available from American aid as well as raising the cost of the work when finally done. For instance; Bids received for the instruction of a gate at the Nguyen Dinh Chieu school in My-Tho were as low as 52 percent of the estimate. By the time approval was received from Saigon, all bids had been withdrawn, so the Public Works Department had to undertake the work itself at much greater expense.

#### Observations:

1. Changes in the price level have reduced the area in which provincial chiefs can make purchases without Saigon approval. This limit could be raised to meet actual conditions.
2. Provincial chiefs could be allowed to procure, without the need for further Central Office approval, any item for which specific budget approval has previously been obtained.

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<sup>2</sup> See MSUG report, "Recommendations Concerning the Department of the Interior, the Regions and the Provinces," January 14, 1956, Part II, Chapter III.

<sup>3</sup> See MSUG report, "Report on the Organization of the Department of Education," June 30, 1956, Part II, Section I.

3. The respective roles of the operating offices, the administrative bureau, the accounting office and the treasury office could be better defined and enforced. For instance, the treasury bureau pays suppliers upon presentation of a "mandat" issued by the administrative bureau. However, before making the payments, the treasury bureau will:

- a. Check the budget to see if the expenditure was authorized. This is a responsibility of the accounting bureau and has already been done before the purchase order was issued.
- b. Check the budget to see if funds are available in the budgetary allotment.
- c. Make a determination as to the need for the article or service purchased. This is a responsibility of the operating official concerned and the execution of this responsibility would best be questioned by the operating official's superiors and not by the Treasury representative.

F. Supplies and equipment for all operations are bought locally or sent up from Saigon depending upon the nature of the material and the budget to which chargeable. Present procedures result in many small purchases with resulting higher purchase and administrative costs. Where the Departments insist upon supplying materials from Saigon, these are even higher. For instance, the Agriculture Department supplies the Veterinary Service in My-Tho with 120 liters of gas monthly for official travel. However, they insist upon the Service sending their car to Saigon (a round trip of approximately 150 km.) to pick up the gas, although there are a number of gas stations in My-Tho.

Observations: On a pilot project basis, the Department of Finance could establish a Supply Depot in My-Tho, which would purchase and stock the supply items in general use by government agencies there. As these latter required supplies, they could "buy" them from the Supply Depot on a budgetary transfer basis.

#### IV. Miscellaneous

- A. Although there is a shortage of doctors and other medical personnel, much of the time of these technicians at hospitals and health centers is taken up with paperwork.

Observations: The training of lay administrators who could take over non-professional duties and thus leave doctors free to do medical work exclusively seems desirable.

- B. The program under which villages send students to be trained as midwives and nurses, after which they were to return to the village and work there, is not working out as expected. Of the thirty-six male nurses and forty-three midwives graduated from the first six months training course, only two went back to their villages, the remaining seventy-nine preferring to work for private dispensaries or maternities. As a result, most of the villages have cut off the financial support (14\$ per day per student for six months) of the sixteen nurses and thirty-four midwives attending the present sessions. It is obvious that some incentive will have to be found to take place of the money which the graduates can earn in private practice after graduation.

Observations: This seems to be the sort of "positive" program which our report on the Organization of the Department of Information and Youth and Sports suggests as the next phase of that department's work. Possibly a uniformed lay Medical Corps may prove attractive to many graduates.

- C. The sole obligation placed upon the private practitioner, or operator of a maternity or dispensary by the government is to report births and deaths to the Public Health Department. There is no inspection of the premises or equipment for cleanliness, adequacy, etc.

Observations: Such inspections seem desirable. Fees levied on the maternities, dispensaries, etc. could be sufficiently high to pay the cost of the inspections.

- D. The Public Health Department still supervises the Social Welfare program although at the departmental level these have been split (see Order No. 2831a-TTP/VP of 16/11/52). It was our impression that very little attention was paid to welfare operations because of the press of other duties and because no specific program has been developed for the field, although in each village there exists a social welfare committee which could be used to implement such programs. Undoubtedly, now that an independent Department of Social Welfare has been established, programs in this field will be developed.

- E. In our "Report on the Organization of the Department of Land Registration and Agrarian Reform," it was noted that in My-Tho 26,034 tenant-landlord contracts had been signed and that by April, 1956, this figure had risen to 36,939. As of November 15, 1956, the number of signed contracts had further risen to 43,384. The Chief of the Cadastre Service estimates this is 90 percent of the possible number. It is believed that the province will play an important part in succeeding phases of the agrarian reform program, since it has about fifty holdings of more than 100 hectares and about 175 holdings of more than fifty hectares.
- F. It was noted in our "Report on the Department of Land Registration and Agrarian Reform" that in some provinces the Land Conservation Agency also performed the functions of the Land Registration, Public Property and Stamp Agency of the Department of Finance. Until recently, My-Tho was one of these provinces and consequently, this service reported to both the Department of Finance and the Department of Land Registration and Agrarian Reform. Now Land Conservation is a separate agency. One of the difficulties arising from this situation is that the clerical assistants in the office are all finance clerks who have had no previous experience in land registration work. This will prove a serious handicap to administration of up-coming phases of the Agrarian Reform program. It will be recalled that in the report mentioned above (English edition, page 6) we recommended the initiation of in-service training for employees engaged in land registration work. The passage of time has made implementation of this recommendation extremely urgent, and the failure of the national departments concerned to recognize the long-term importance of correct land registration as against immediate revenue collections from the sale of tax stamps should be corrected by the installation of the type of personnel required.

The Department of Land Registration and Agrarian Reform has not followed changes in provincial boundaries and appropriate changes in the responsibilities of the offices at My-Tho. The office there now has records covering:

1. The whole province of My-Tho
2. The whole province of Go Cong
3. A part of the province of Tan An
4. A part of the province of Ben Tre
5. One village in Moc Hoa

Observations:

1. The Department of Land Registration and Agrarian Reform could initiate in-service training for land registrars as soon as possible.
2. The Department could review the areas served by its field offices and, to the greatest extent possible, change the boundaries of the areas served to coincide with provincial boundaries.

G. Coordination and understanding between civil and military authorities seem lacking in some instances. For instance, the Viet Cong have adopted, as a dividing device, the technique of sending anonymous letters to the military denouncing certain village leaders as Communists. Arrests are then made by the military without consulting the district chief who is familiar with the personalities concerned. This makes it difficult to recruit capable villagers to act as leaders.

The district chiefs have no security forces under their direct supervision. Although, in principle, both the Civil Guard and Self-Defense groups are under civilian control, the district chiefs have not always been able to get their assistance when needed, or for as long as needed. Objective discussion of the issues involved in this situation, between the Department of Defense and the Department of the Interior, should be initiated to solve this problem if it occurs in other provinces.

H. The district chiefs had a generally high regard for the accomplishments of the Civic Action teams that visited My-Tho. Unfortunately, their visit was so short that the high interest aroused was not sufficiently deep to maintain it at that level after the departure of the teams. If the MSU team now studying Civic Action finds this situation true elsewhere, it suggests the need for a new approach to the problem of community development.

I. We were impressed by the amount of time spent by the provincial and district chiefs in visiting villages and hamlets to explain the policies of the government and to obtain first hand knowledge of the desires and aspirations of the people. Giving the citizen the feeling that his opinions and ideas have an influence on the policies and operations of the government is, we believe, the best way to insure the popularity of and gain the support for the government. If this is not a usual practice among provincial officials, its desirability could be brought to their attention.

## APPENDIX A

REPUBLIC OF VIETNAM  
Government Delegate  
of South Vietnam

Documents  
on the Main Functions of  
the Communal Administration

(Translated by Michigan State University Staff - Field Administration  
Division.)

## Some Main Functions of the Communal Administration

The Communal Administration has these functions:

To decide within the limit of the actual laws on the following matters -

- Budget draft, bonds and loans;
- Rates and appropriate procedure for collecting income and other taxes of the village;
- Rate of additional percentage collected for the communal budget within the legal limit;
- Lease or sale of communal real estate; contract for renting communal real estate;
- Creation, purchase, transfer and exchange of communal properties; repair and improvement on these properties;
- Planning of all work programs useful to the economy and social welfare of the village;
- Acceptance of money or in-kind gifts given by the citizens to the villages or to the public services in the villages;
- Settlement of disputes between the villagers and bringing parties before the tribunals for all cases with regard to communal properties.
- All matters required by law to be submitted to the village council for decision.

In addition, the Communal Administration is in charge of:

- Forwarding to the higher level the petitions on all matters relating to the living conditions of the village;
- General management; and law enforcement;
- Issuing documents within the limit of the communal administration's competence; notarizing requests and private deeds;
- Representing the village before the courts;
- Keeping the seal of the village, archives and files;
- Calling the regular monthly or special meetings of all administrative levels for an exchange of views on the overall situation in the village, and looking for appropriate means for solving important problems such as public security, agrarian reform, etc.

#### On education:

- All matters relating to education (schools, hygiene for the pupils), popular education classes, anti-illiteracy, good customs and reputation;
- Encouraging the physical and moral education of the youth.

#### On vital statistics:

- Keeping the records of vital statistics (birth, death, marriage);
- Issuing birth, death, and marriage certificates;
- Issuing copies of vital statistics;
- Recording in the registers the verdicts of the tribunal on vital statistics (to serve as birth certificates, marriage certificates, etc.);
- Collecting fees for issuing certificates;
- Authorizing the burial of persons where cause of death is unknown;
- witnessing criminal deaths for establishment of death certificates.

#### On health service:

- Instruction on public hygiene;
- Maintenance of the health service stations, and the first-aid kits of the village;
- Organizing and urging the aid for relief victims;
- Looking after and assisting all charity organizations in the village.

#### On public works:

- Watching the roads, bridges and reporting to the higher authorities of all damages which call for repairs.

#### On commerce and industry:

- Controlling and reporting to the higher authorities market prices (especially of rice and paddy);
- Reporting to the higher authorities the number of smugglers and persons practicing food speculation;

- Census of industry (factories, firms);
- Census of handicrafts;
- Investigating all requests for government loans for promoting industry, handicraft and agriculture.

On agriculture:

- Assisting the Agrarian Reform agents in explaining the agrarian reform program to the farmers; encouraging the landowners and tenant-farmers to sign the contracts;
- Reporting to higher authorities on all difficulties which might arise between landowners or tenant-farmers;
- Following the application of agrarian reform law;
- Controlling the harvests and reporting to higher authorities on these harvests;
- Comments on agricultural affairs;
- Census of land;
- Census of animals, and expanding the breeding system;
- Maintenance of the irrigation network;
- Investigation of requests for loans from the villagers and giving recommendations;
- Distributing loans and agricultural tools;
- Obtaining reimbursement of the government loans when due;
- Acting as the committee of agrarian reform in order to settle disputes pertaining to the lands.

## Vital Statistics

Births, deaths and marriages should be declared to the local Commissioner for Vital Statistics. No charge is required, following the Decree dated October 3, 1883, and the elementary provisions of the Vietnamese Civil Law. Those who do not make this declaration shall be fined the equivalent of from 500 to 2000 French francs and those who make false declarations shall be sentenced to imprisonment from 6 months to 2 years.

1. Birth: If the birth declaration is not made within 8 days of the birth, a judicial sentence (which shall serve as a birth certificate) is required from the local Court of First Instance.

The doctors, midwives, directors of hospitals or those who witness the birth; or at whose home the wife lives, have to declare the birth of the child. Two witnesses are required.

If his parents have a marriage certificate, the child is entitled to bear the father's Christian name. If not, the child's father has to report to the Commissioner for Vital Statistics and declare that he recognizes that the infant is his child. By doing so, the child shall bear his father's Christian name. Otherwise, the infant is entitled only to follow his mother's Christian name. The father can also recognize the infant after he has legally married the infant's mother.

2. Death: Deaths should be declared within 3 days. Two witnesses are required.

In case there is a death in the village caused by an accident or any other reasons whereby the deceased person's identity is unknown, the Commissioner for Vital Statistics should prepare a death certificate with full details (physical appearance, particular marks, clothing, estimated age) in order to make it useful for future research.

3. Marriage:

a. First rank -- this should be declared 8 days before issuance of the marriage certificate.

Necessary documents for the preparation of a marriage certificate:

- Birth certificate or legal document replacing birth certificate for both sides;
- If the parents on both sides can't attend the wedding ceremony, there must be a legal statement allowing their children to marry.

- If their parents died or disappeared without leaving any trace, there must be a death certificate or legal statement certifying the disappearance;
  - If there has been a divorce, there must be a certificate of the previous marriage or an excerpt of the divorce verdict;
  - If they are widowed, they must show the certificates of their previous marriages and the previous husband's or wife's death certificate;
  - In both above cases, the woman is permitted to remarry after a time limit of 10 months;
  - If military, there should be a license to marry which is delivered by the qualified military authorities;
  - If they have the French citizenship, there should be a certificate stating that they have full permission for marriage -- the French Delegation in South Vietnam delivers that certificate (according to the Agreement dated September 16, 1954, concluded between the French and Vietnamese Governments);
- b. Second rank -- According to the law in force, besides the first rank wife, the man has the right to marry a second rank wife and he must set up the marriage certificate of second rank.

The procedures for second rank marriage are similar to those of the first rank. They must show, however, the still valid marriage certificate of first rank (it is prohibited to set up a second rank marriage if there is not a first rank marriage).

Notice: The go-between is unnecessary in the preparation of a marriage certificate. If there are no parents, individuals in loco parentis are required.

Remark: The above procedures are set up in accordance with the law, but practically everyone knows everyone else in the villages. The Commissioner for Vital Statistics is advised to simplify the red tape according to circumstances provided that no illegal steps are taken.

#### Copy of the Vital Statistics Certificates

Birth certificate  
Death certificate  
Marriage certificate

The Commissioner for Vital Statistics should furnish a copy at the request of everyone applying for one. Besides the Commissioner for Vital Statistics' signature, the copy must also show the General Secretary's signature and the village's seal.

The village is entitled to collect issuance fees at the fixed rates.

Copies for completing records of pupils, military, retirement and pension, justice and health, widows and orphans and war victims, are free from fees.

Statement replacing birth certificate is furnished by the village Commissioner for Vital Statistics under the three following circumstances:

1. Setting up records for applying for employment in the government or for enrollment in the South Vietnam Civil Guard;
2. Setting up records for the entrance examination to the public schools;
3. Setting up records of the private employees who ask for family allowances (reference to South Vietnam Delegeue's official note No. 1985-HCSV dated April 29, 1955);

Remark: The Commissioner for Vital Statistics, as well as the personnel of the village administration, have to make known to the people the utility of vital statistics. Each citizen should have authentic identification. Therefore, they must declare births, deaths, and marriages in accordance with the law. Those who don't declare will be transgressors of the law and, hereafter, if they need vital statistics' certificates, they must request the tribunal to furnish them with a statement replacing the civil status certificates. This will be expensive and complicated, in addition to being a nuisance.

## Police

The Commissioner of Police is the chief of the administrative and judiciary police of the village. He is the prosecutor's principal assistant in insuring security and order. He is assisted by the village self-defense guards and his aides. He also is in charge of transmitting the convocation orders and the communiques of justice.

### Definition of Administrative Police

The judiciary police investigates felonies and misdemeanors, gathering evidence and taking the transgressors to the tribunal which punishes them.

### Usual Functions of the Commissioner of Police

#### 1. During peacetime

The Commissioner of Police commands the village self-defense agents which patrol day and night on the village roads and in the hamlets, to check the observance of the administrative regulations of the village.

He has the authority to intervene, and prevent the individual fights which occur in the village or in crowded meetings, in small disputes, and, if necessary, to take the transgressors to the village office for settlement by the chief of village council.

The Commissioner of Police is permitted to lock up in the village hall those who are caught in a state of drunkenness, or of disturbing the village discipline. However the duration of the confinement can't exceed 24 hours. In order to take care of the security and discipline of the village, the Commissioner of Police orders the village self-defense agents to watch crowds which congregate in such places as: the market place, festivals, public ceremonies, burials... and to patrol the roads leading to those places for protecting the people and the tradesmen on their way homeward.

The Commissioner of Police oversees observance of the police regulations on the village roads, as well as on the canals, the rivers, ponds and lakes, the trees along the roads or the brooks which belong to the village. He draws up the official statements of transgression of those regulations. The Commissioner of Police reports every damage to materials employed for the repairing of the temples, pagodas, memorials and statues located in the village.

During the patrols, the Commissioner of Police should pay much attention to the observance of the police orders which have been issued under the village's regulations concerning public hygiene in order to

prevent contagious diseases. He is also charged with protecting the agricultural professions, the crops, the village people and with denouncing those who are responsible for damage to ricefields and gardens (stealing of young rice plants, letting the cattle destroy the crops...)

The Commissioner of Police holds in custody for decision by the village council or brings to higher authorities those who are caught red-handed in opening gambling houses, in organizing opium smoking and brothels... or other games which are prohibited by the local police regulations. He must attach to the custody report a detailed list stating the confiscated materials and money.

The Commissioner of Police, as well as the village self-defense agents, rescue the people in case of serious accidents; disasters, such as floods, typhoons, epidemics, fire... They must notify the village council and go immediately to the scene to mobilize the people for the rescue and to apply requisite measures in order to save the lives and properties of the people. In these instances, the self-defense guards should watch and take care of the furniture and the clothing of the unfortunate people in order to prevent looting. The village council has to take suitable measures with local means in order to prevent the above thefts. During the patrols, the Commissioner of Police should investigate any crimes which occur. He must check with the chiefs of family groups, the chief of hamlet or any trustworthy persons in the village.

If there is a search-warrant or a request of the judiciary authorities or of other authorities, the Commissioner of Police must make an effort to find out the identity, as well as the hideout, of the criminals. He must record the declaration of witnesses and request them to sign their declarations. He can't force them to sign, however. He then transmits those documents to the prosecutor's office or to the authorities concerned.

After checking the identities of the criminals, the Commissioner of Police should keep close watch over them and make a rough and semi-official investigation. He should then take them to the prosecutor's office, along with the investigation report and the seized evidence.

The Commissioner of Police doesn't have the right to keep the criminal in confinement beyond a time-limit of 24 hours.

In the report of investigation, it must be stated that the criminal was searched carefully right after the arrest (if a female criminal, the search is entrusted to a woman) and it must be attached to a detailed list stating the documents and materials carried by the criminal. This list is to be signed by the criminal. If the criminal refuses to sign or he can't sign, these facts should be mentioned in the report of investigation.

Within the village competence, the Commissioner of Police is empowered to keep in confinement, to draw up official statements and to take to the prosecutor's office or to the qualified authorities, all those who are murderers, thieves and bandits, Communist agents and rebels, as well as those who are caught red-handed violating the village's security regulations and those who hinder the people from worshipping or who commit violence to individuals.

In requesting the people to show their identity card for control, the Commissioner of Police should have a pleasant attitude and avoid every act which is liable to make the people misunderstand his action. Therefore, the Commissioner of Police should be cautious. Aside from emergency cases or on receiving special orders from qualified authorities, the Commissioner of Police must refrain from requesting any person to show his identity card.

The Commissioner of Police should notify the prosecutor or the district chief if he discovers corpses on the road side, the ricefield borders, or on the riversides. He must assign someone to stay with the body until a policeman comes to draw up the official statement. He is not allowed to touch the body, as well as the evidence, until the tribunal agent and policeman come to examine everything.

- The Commissioner of Police should draw up a list of the families located in the village in order to facilitate the control of intruders. (This work is mostly entrusted to the chiefs of hamlet and chiefs of family group.)
- The Commissioner of Police must be cautious in making arrests, searching private dwellings and must avoid misuse of power.

### Dispersing Riots

The Commissioner of Police, chief of the village self-defense, should disperse small crowds which protest against the enforcement of a l.w, an arrest, an indictment, and the armed or unarmed riots which rise against the public security or the authorities, or which aim at looting or destroying public and private properties.

Bloodshed by weapon or hand grenade in the above dispersions or repressions should be avoided. Weapons can be used, if necessary, in cases such as:

- a. Risk of an assault or violence,
- b. When there is no other means for protecting the places which are entrusted (for instance the village office), the persons who are entrusted (prisoner) and, finally, when the revolt can't be subdued by any means other than the use of arms.

In both cases, if the rioters go on attacking, the Commissioner of Police should call aloud (at least three consecutive times) "Stop; if not, I shall have to use weapons," and fire one shot in the air.

If the revolt develops rapidly and can't be subdued even by weapons, the administrative and military authorities should be notified immediately in order to get reinforcements from the neighboring Civil Guard posts or from the Army.

He must report to the higher level events prior to, during, and after the riot, as well as the identity of the leaders of the riot. Arrested rioters must be taken immediately to the qualified authorities or the prosecutor's office.

### Beggars, Vagrants

The Commissioner of Police should watch over beggars and vagrants, particularly the healthy beggars who wander in the country and do not have identity papers. If the following events occur, they must be taken to the qualified authorities for punishment:

- a. If they assault or threaten the people in asking for alms,
- b. If they carry weapons in asking for alms,
- c. If they beg at night and enter private dwellings for robbery,
- d. If they make false certificates, passports, or if they pretend to be infirm or disguise themselves in asking for alms,
- e. If they are repeated offenders.

However, toward the honest, old and disabled persons who must live on charity, they must be sympathetic or send them to the homes for the old persons in the province.

### The Deserters

Whenever there is a note or a request from the military authorities to pursue deserters, the Commissioner of Police has to arrest these deserters who come to take refuge in the village. He then must take them to the concerned authorities.

The Commissioner of Police shall also deliver the convocations, or the notes of the Ministry of Justice.

### In Time of War or Within Insecure Areas

In time of war, the Commissioner of Police has to obey the orders on security and police concerning the security of the remote posts. At this time, in an area where there is relative security, the Commissioner of Police must closely cooperate with the chief of Civil Guard in the operations, and in the police operations within the villages.

The chief of Civil Guard is a military advisor to the village council. To avoid misunderstandings, anytime the Commissioner of Police conducts the village self-defense guards in operations in the village, he should let the chief of Civil Guard know the date, time, and plans. Likewise, they should have the agreement of the chief of the concerned post.

Thus, the chief of Civil Guard of the village has the authority to control the activities of the village self-defense guards on all matters: devotion, discipline, spirit and propaganda. He prosecutes all illegal activities of the village self-defense guards in order to have them punished by law.

In case of need to pursue the malefactor, the Communists and rebels, or to disperse the armed crowd, the Commissioner of Police may get more Civil Guards for carrying out his job.

The Commissioner of Police is required to help the military authorities by supplying the latter with information concerning the activities of the enemy, the topography of the area, and suspected persons.

In the areas where security is not yet established, the village council assists the military commander in applying the emergency regime with all military powers under their direction. The Army will look after the enforcement of all laws concerning the police, administration, and justice in the village.

### Notices

1. List of misdemeanors within the jurisdiction of the communal administration:
  - a. Criticizing local authorities and making ill-intentioned propaganda which would give trouble to the people in the village;
  - b. Refusal to execute the work of night-watch at public offices, and of patrol in the village;
  - c. Refusal to report to the local authorities on their request;
  - d. Hiding strangers or marauders without notifying the local authorities in their village;
  - e. Moving to another village without notifying the local authorities for mentioning the move on the identity card;
  - f. Not showing the identity card to the local authorities to obtain a dwelling certificate in the new village;
  - g. Giving bad examples, by fighting and creating disturbances in the village, as well as at the market place;
  - h. Not letting the local authorities know of the existence of persons drowning in the river of the village;
  - i. Refusing to execute all works prescribed by a requisition order from the administrative judicial authorities;

- j. Purchasing of buffalos, oxen and horses without the possession of the ownership certificate or the sale certificate delivered by the village authorities;
- k. Calling for help unnecessarily.

Besides the above mentioned affairs, other offenses would be investigated and reported to the prosecutor or the district chief to administer justice following the cases.

## 2. Flagrant violation of law and other similar cases.

- a. Arrest on the spot when committing crime or felony, the violation having just been committed;
- b. Transgressors being run after by the shouting of the people.

## 3. Justice Notices

- a. call bill: is to call the interested party to a fixed appointment given by the judge.
- b. compulsory-report bill: is an order in which the persons charged with law enforcement are required to bring by force, if necessary, the convicts to the judge for interrogation.
- c. arrest-warrant: is an action by which the prosecutor or the examining magistrate orders the arrest and jailing of one who is already under interrogation by the justice court.
- d. wanted-bill: is an order from the examining magistrate, following the agreement of the prosecutor, given to the persons in charge of law enforcement in order to pursue, and arrest the person convicted of transgression and eligible for imprisonment.

Every bill must be made on a paper, with the signature and seal of the local authorities and with the date. They should also clearly state the name of the convict.

## 4. List of important events which call for a special report.

- a. Events having the character of disaster and requiring rapid and decisive solution in order to secure the persons' life or properties (flood, earthquake, collapse, motor car accident, shipwrecked boats, explosion of munitions depots, fires, etc...)
- b. Events having some important character on the public security of the country, and requiring use of the special means in order to maintain order (strikes, riots, discovery of munitions and explosives caches);
- c. Crimes, felonies which require the application of special measures (looting, embezzlement of public funds, destruction of railroads, power and telephone lines, etc...)
- d. Activities and attitudes endangering the Department of National Defense (espionage, attack on military posts, incitement to desertion, etc...)

## Taxes and Finances

Budget: The communal budget is prepared by the village council, formulated and submitted to the following persons for approval:

The province chief, if under 500,000 piastres (Arrete No. 350-DF/BD of September 24, 1953)

The Delegate of the Government for South Vietnam, if over 500,000 piastres (Arrete No. 2455 DF/BD, October 10, 1953)

The fiscal year begins January 1 of each year and ends on January 20 of the following year.

Receipts: The village council has full authority to collect the regular taxes fixed by the budget. As for the extra receipts, the village council used to have the approval of the province chief before collecting to avoid all responsibility in case of errors.

The district chief's signature must be on all receipts issued. The stubs are kept at the district chief headquarters. When the village council has already used this stub, it can get a new one at the district headquarters, but it must show the original. The village must keep these used stubs in order to show them at the request of the authorities.

There are two receipt books for collecting taxes: the first one is concerned with the collection of taxes for the national and provincial budgets; the second one is for the village budget.

The Commissioner for Finances is charged with the collection of money. The latter signs the receipts with the seal of the village council, and gives them to the persons who have paid their taxes. Total receipts are figured at the end of each page, from the beginning of the fiscal year. At the end of each month, the total receipts are computed and the village council must sign this total list. At the end of each fiscal year a general list is set up, which the district chief must approve.

To facilitate tax-collection the villages must make a statistical list of the annual receipts of each kind of tax every fiscal year (land and property taxes, cattle taxes, etc...) and the budget beneficiary of these receipts (national, regional, communal). In this statistical list every payment, the amount to the treasury and the percentage which goes to the village budget, must be mentioned. The receipts of payment must be attached to the stub of the tax-records. The period of payment of taxes depends on the chief of the treasury of each area (usually twice a month). At the end of the fiscal year the tax-collection decreases, so the payments may be made once a month.

For the land-taxes, patent-taxes, cattle-taxes, boat-taxes, etc. the drafts are made by the villages and then submitted to the province for visae and are to be included in the province tax records. In principle, when the tax-draft is approved by the Delegate, the village will start collecting taxes. But in practice, when the tax-draft is approved by the province, the villages will base their action on that to collect taxes right away, as it is easier to collect taxes at the beginning of the mid-year than at the end of the year.

For new taxes the villages desire to collect to reinforce the village budget, the village council must set up a joint-resolution and submit it to the chief of province through the district chief in order to send it to the Delegate for approval before the execution. On village properties and lands, each village must keep a list indicating the necessary details relating to land register, maps, topography, and the list of the tenant-farmers, the rents, etc.; this registry will enable the village council to follow the collection of village land rent.

At the present time, village lands are not eligible for bidding, but are reserved for the veterans, disabled, or the needy for low rent according to the agrarian reform law.

The villages which have houses to let must also keep similar records.

All kinds of properties rented by the villages at a price over 50,000\$ per year or for over three years must be approved by the Delegate.

The bid must be carried out under the normal regulations, such as obligation to establish conditions of contracts, to post in public places, to organize bid calling and draw up the minutes to be submitted for approval.

The Commissioner for the Treasury is in charge of keeping the village budget. All receipts collected by the village (whether the national budget, provincial budget, or communal budget) must be kept in the village safe, according to the principles of a unique budget.

Following are the maximum sums that the Treasurer may keep in the village safe:

10,000\$ - village located in the province capital)	Circular No.
5,000\$ - village located in the district capital)	36/DF/BD of
3,000\$ - other villages	) Feb. 17, 1953

The excess sum must be sent to the treasury or intermediary treasury if there is not a treasury in the province. In this way, all the villages would keep a stub. Every time the village wants to send an amount of money to the treasury for payment, it sends the receipts to the province and district to be registered in the control book kept by

the province or district. Every time it wants to draw money from the treasury, the village must submit a request to the district chief for approval and then go to the province headquarters to fill out a withdrawal form. This application will be submitted to the chief of province for approval.

The final step is to present it to the treasury and receive the money. The district, as well as the province, will register the amount drawn out so as to follow the financial situation of the village.

The district chief and canton chief have to check the village safe many times per month. After that, they must report to the province chief headquarters. At each checking, the district chief and the canton chief have to sign the expense and receipt sheets of the village.

Expenses: Regarding the expenses of the village budget, the principles of autonomous finance have been fully applied. However, to avoid illegal expenses, all villages have to follow the orders of the district and provincial level on the use of the village budget. Though the expenses are minor, the villages have to ask for the province chiefs' advice before spending. As for extra expenses, the village only spends when receiving the agreement of the district chief or province chief.

On personal expenses, the Treasurer distributes the salaries established by the village on the signature of the interested party.

Following is the number of personnel supported by the village budget:

- Village council members (40% on fixed allowances; the provincial budget will support 60%)
- The personnel in charge of the bureaus
- Permanent auxiliary personnel
- Male and female nurses, rural midwives for villages located in province or district capitals
- Road cleaners, Public Work's employees
- Public park keepers
- Water-plant employees
- Tax-collectors (for government-managed businesses)

As for material expenditures, each payment must be certified by a receipt. As they are paid in cash, the receipt must be stamped at the rate of 0.20 per 100\$. The stamp cost is to be paid by landowners. On the receipt there must be mentioned "paid", and the payment date. The receipt will be signed by the chairman, treasurer or the village council members depending on the size of the expenditures.

The principles for material expenditures are also applied to the administration of village budget, i.e.,

- Expenditures exceeding 5,000\$ must be preceded by consultation with the supplier.
- Expenditures exceeding 50,000\$ must be approved by the regional government Delegate.
- Expenditures exceeding 60,000\$ -- contract must be established through regular calling for bids.

Repairing or construction over 50,000\$ must be approved by the province chief.

When planning construction work, one first must see if adequate funds can be made available by the village budget, then ask the Public Works service to make an estimate, and finally write a joint resolution to be submitted to the chief of province through the district chief. The chief of province will either approve or submit it again to the government Delegate, depending on the size of the expenditure.

At the village level where most of the constructions are comparatively small, the government managed system is frequently applied. In such cases, the work must be carried out under the technical supervision of the Public Works service. However, bid-calling must be given for important works, if any.

The accomplished constructions must be approved by a committee appointed by the chief of province.

For the villages located in province or district capitals, the repairing or widening of roads is assumed by the Public Works service, but the village budget will have to pay for the reparation or widening cost.

All expenses for materials or labor must be registered in an expenditure diary. Settlement of all expenditures must be done at the end of each month and signed and stamped by the village council. At the end of the fiscal year, they make a final settlement and submit it to the district chief for examination.

Besides this, the village also keeps an account-book in which all expenditures are registered according to each chapter & article of the village budget for each reference and prevention of corruption.

All materials presently available or newly purchased must be registered in the material records of the village.

Every month, a draft balance-sheet of the expenditures and receipts must be made and sent to the province headquarters for control. Every three months, a balance-sheet of receipts and expenditures with the business receipts attached must be made and submitted to the province

chief for approval. This balance-sheet is to be established in triplicate, one is kept in the province headquarters, one in district headquarters, and one sent back to the village, together with the business receipts.

At the end of every fiscal year, the district would rely on the fourth quarter accounting sheet to make their reports on the administration of the villages' budgets within the district and send these reports to the chief of province with an attached statement indicative of the receipts and expenditures situation of each chapter, article, and the materials and funds remaining available in the village.

The village fiscal year terminates on January 20 of the following year. On the next day, i.e., January 21, the remaining funds of the old fiscal year (both funds kept by the village and deposited at the Treasury) must be entered in the record of the new fiscal year. The receipt for these remaining funds is numbered first and attached to the balance-sheet of the first quarter of the new fiscal year to justify the transfer of remaining funds to the new fiscal year. Then the administration of the village budget will continue as stated above.

## Information and Propaganda

### A. Organization

1. A member of the village council or the police officer is appointed village information agent. It is recommended that this agent not assume other functions, so that he would be able to devote himself entirely to information tasks.
2. The village teacher and self-defense men are to enlist in the village information division.
3. The village council is to provide the village information branch with office space and other facilities.
4. Organization of the hamlet information office which is composed of chief of hamlet and chief of family-group.
5. Setting up an information hall, information bulletins, paper-reading cell in family group, schools, popular education course.
6. Formation of secret informants charged with permanent liaisons and reports.
7. Setting up of the village artistic group.

### B. Operating

1. Setting up of the list of village inhabitants whose relatives were evacuated to the North, pro-Communist, opponents, the indifferent elements.
2. Cooperation with the administrative or military authorities to discover Viet Cong underground activities and to promote the Communist denunciation campaign.
3. Collaboration with the village council and the village organizations to frustrate new themes of Communist propaganda.
4. Seeing to it that the cadre will behave himself properly and carry out his task satisfactorily to avoid backwardness and corruption.
5. Seeing to it that the village, hamlet authorities, family groups, popular education courses, village groups, population will study the basic documents regularly, namely:
  - a. the situation of the country and the world,
  - b. Communist denunciation is a national policy,
  - c. the National Assembly elected on March 4 is a step towards territorial unification.

6. Upon reception from the higher levels of instructions, the village information cadres, hamlet cadres, family groups, and organizations will meet together to study these instructions carefully and then disseminate them to their respective units. The idea is to make the population understand the government policy, thus paving the way for effective implementation of the instructions by the village council.

7. Organization of permanent training courses for village, hamlet and family-group cadres, school teachers, popular education courses and popular groups.

8. Organization of brain-washing courses for rallied Communist or rebel cadres.

Notes: The village council has to make a constant review of what it has achieved regarding the above items; or if it has failed to realize them, what is the reason for the failure. It must extend its meetings to cadres from all village organizations to seek ways of carrying out the above basic items properly.

The district military and administrative authorities, the district information officer will send their inspectors to the village for control and organization of competition between different villages.

## Organization of Hamlet and Family-Groups

### A. Hamlet and Chief of Hamlet

A village comprises several hamlets. The number of hamlets in a village depends on the village area and number of houses. A large village is difficult for liaison; a hamlet with too many houses makes security insurance ineffective. The establishment of the hamlet boundaries should be based on the two above factors.

Each hamlet has a chief of hamlet. The latter represents the village council for administering the hamlet programs.

The chief of hamlet, who is charged with the hamlet security, must be selected by the village council from the people who have an anti-Communist record or a definitely nationalist stand.

The selection must be approved by the district chief's assistant.

#### Functions of Chief of Hamlet

1. Pointing out to the hamlet people the benefits of the nationalist policy and the disaster of Communism.

2. Issuance and close supervision of the implementation of the government instructions in all fields; economics, finance, health, education, social action, etc.

3. Control over the hamlet people's activities and that of the neighboring hamlets.

4. Insurance of security and order.

5. To inform secretly the chief of the military post or police officer of the underground activities of the anti-government elements.

6. To report immediately all happenings within the hamlet to the chief of military post or police officer.

7. To transmit to the village council the hamlet's opinions.

8. Liaison with the village council from the administrative viewpoint and subordinated and responsible to the police officer as far as security matters are concerned.

### Liaison with the Village Level

Each village should have a liaison man to contact directly with the chief of hamlet. The liaison man may be selected from the self-defense corps.

#### B. Family-Group

This may be a five-family, seven-family or ten-family group, depending on the local facilities and needs. The following is the way to organize a family-group:

- Five neighboring houses make up a family-group.

- Numbering of family-groups: Each family-group comprises five houses. However, the two or three houses left from a group of houses being made into family-groups can make up another family-group. It is not advisable to form them with two or three houses of a far-away group of houses into one family-group. Each family group is to be numbered in the proper order of 1, 2, 3, 4, and 5.

Each house in a family-group must have a clearly visible inscription hanging in front of the house. The houses are to be numbered in the order of 1, 2, 3, 4, and 5. On the inscription, the number of the family-group is to be mentioned first and that of the house, latter. Example: the house is number 4, the family group is 25. The inscription would then be 25/4.

When a new house is built, the chief of the neighboring family group has to report to the chief of hamlet and the newly-built house will be integrated into the said family group.

When the number of houses of a family group is increased due to newly-built houses and reaches 8, this family group is to be divided into two, one made up of 5 houses, the other of the rest. To avoid creating confusion, the former number of the family group is maintained with the addition of a letter A, B, etc... Example: 25/1, 25/2, 25/3, 25/4, 25/5, 25-A/1, 25-A/2, 25-A/3.

#### Filing of the Family Statement

The name of the hamlet, and house number is added to the family statement which is submitted to the village council and filed in order of hamlet, family-group to secure easy reference.

Filed as above, the family which does not submit a statement can be found and the chief of family will be requested to make the required statement.

## Population Census

When the statements are all submitted, one can calculate the population of each family group, hamlet, village, canton, district and province.

## Map

Draw a hamlet map with the indication of the number of family groups. The village also must have a map which clearly indicates the location of the hamlets so that they can easily be found when necessary.

## Responsibility

The numbering of family groups, reception, control, filing of family statements and completion of maps are functions assumed by the police officer.

## Functioning

In all statements, requests, tax-records, there must be mentioned the hamlet and house-number of the interested party. The agency to which the above statements are applied is responsible for checking and completion.

On receiving a denunciation of Communist infiltration to such house of such hamlet, the chief of district, chief of military sector, district Civil Guard, or district surete can, based on the map indications, proceed immediately to the search without their having to ask the way which may divulge the secret.

In case a tax-officer dies, falls sick, flees, or is arrested or replaced as a result of administrative reorganization, the new officer can **check** with the house-number, and name of hamlet indicated in the tax-records in order to visit each house individually to collect taxes.

## Chief of Family-Group and Family-Group Specialist

Each family-group includes 5 houses; that means there are 5 chiefs of family. The chief of hamlet appoints the most trusted chief of family to be the chief of family-group. The remaining four will be respectively put in charge of the following functions, according to their abilities:

- chief of family in charge of education and youth,
- chief of family in charge of economics,
- chief of family in charge of sanitation and health,
- chief of family in charge of taxes.

The appointment of the chief of hamlet must be approved by the village council.

### Functions of Chief of Family-Groups

1. Explanation to the family group members on the good cause of the national government and the disaster of Communism.
2. Spreading of local government instructions in all fields: economics, finance, health, social action, etc... and close supervision of their implementation.
3. Keeping an eye on the activities of the family-group members.
4. Assuming the security, public order and prevention of missing persons in one's family group.
5. To inform secretly the chief of military post of the underground activities of the reactionary elements.
6. To report immediately to the chief of hamlet, chief of military post and village council of all events.
7. To bring to the attention of the chief of hamlet the opinions of the family group.
8. Responsible to the chief of hamlet for administration as well as security.
9. To supervise, control and assist the four chiefs of family carry out their tasks.

### Functions of Chief of Family in Charge of Education and Youth

In the field of information, propaganda and youth --

1. Political study and study of documents received from the village information agent.
2. Gathering of the family-group people and disseminating among them the above documents.
3. Encouraging family-group members to attend meetings held in the hamlet.
4. Reporting to the village information agent the problems of one's family-group or the neighboring one.
5. Encouraging the youth to participate in social work.
6. Relations with the chief of family group in administrative matters and with the village information agent on technical matters.

In the field of education --

1. Study the disadvantages of illiteracy and the advantages of education.

2. Spreading the above facts to the family.

3. Establishment of the family group illiterates list.

4. Organization of courses for these illiterates.

5. If the family group is unable to organize courses itself, it may call on the village teachers of the school in the vicinity to organize such courses. The chief of family in charge of education must urge the people in his family group to attend the courses.

Relations with local government in administrative matters and with the education people on technical matters.

#### Functions of Chief of Family in Charge of Economics

In the field of public works --

1. Study the benefits of means of communication, post-office, bridges, government buildings and the duty of a citizen regarding their maintenance.

2. Disseminating the above facts to the family-group people.

3. Looking after these buildings, communications and organization of preventatives against sabotage.

4. Calling on the family-group people to do the small reparations within the scope of their facilities. Collaboration with neighboring family-groups as far as common roads are concerned.

5. Reporting achievements to village Public Works officer.

6. Reporting to the village Public Works officer the damages to the means of communication, public buildings which the family-group is not in a position to repair.

In the field of economics --

1. Study the advantages of increased production, the way of realizing it and the duties of a citizen in that connection.

2. Disseminating these facts to the family-group.

3. Explanation of the advantages of cooperatives, handicraft trade and promotion of these activities.

In the field of agriculture --

1. Studying the agrarian reform program, its benefits and implementation method.
2. Explaining these facts to the family-group.
3. Circulating the agricultural documents to the chiefs of family.
4. Assisting the village economics officer in the census of the family-group land area, agricultural products and abandoned land area.
5. Encouragement of cultivation, reclamation of abandoned land around the house for vegetable planting.
6. Reporting to the village economics officer the need of the family group for fertilizer, seeds, agricultural tools (establish a list).
7. Monthly report to the village economics officer on the crop situation of the family-group.

In the field of animal husbandry --

1. Study of animal husbandry techniques, the advantages of these techniques and general notions of animal sanitation.
2. Disseminating these facts among the family-group.
3. Circulating to the chiefs of family books, magazines and documents about animal husbandry and veterinary.
4. Encouraging animal husbandry by setting concrete examples.
5. Assisting the village economic officer in the census of domestic animals of the family-group.
6. Application of domestic animals sanitary rules; report on illegal slaughtering, movement of cattle, cattle diseases.
7. Monthly report to village economics officer on the sanitary conditions of cattle, and animal husbandry situation in the family-group.
8. Assisting the veterinary services agents during their field-trips.

In the field of agrarian reform --

1. Study of agrarian reform program, its advantages to tenant-farmers, landowners and the implementation method.
2. Disseminating these facts among the family group.
3. Assisting the village economic officer in the census of family-group land ownership, whether these lands are cultivated by land-owners themselves, or rented to tenant-farmers, number of contracts signed, land without contract and the reason why contracts are not signed.
4. Encouraging the signing of contracts between land-owner and tenant-farmers.
5. Assisting the agrarian reform agents during their field trips.

The chief of family in charge of economics communicates with the chief of family group in administrative matters with the village Public Works officer, village economics officer, village agricultural officer in technical matters.

#### Functions of Chief of Family in Charge of Sanitation and Social Action

In the field of sanitation --

1. Study of sanitary principles, advantages of sanitary rules observance and disadvantages of sanitation negligence.
2. Disseminating these principles among the family-group.
3. Seeing to it that the family group members will observe public sanitation rules.
4. Helping the family-group members who are sick by sending for a doctor or taking them to the hospital.
5. In case an epidemic disease breaks out in the family-group, reporting to the chief of family-group and village health officer.
6. Assisting the agents of health services during their field trips.

In the field of social action --

1. Study the disaster of the four vices: gambling, opium-smoking, drinking, prostitution, and the measures taken by the government against them.
2. Disseminating these facts among the family-group.

3. Assisting the health agents during their field trips.
4. Seeing to it that the family-group members will observe government measures against four vices.
5. Reporting violations against government measures to the chief of family.
6. Explaining the solidarity between the different families of the family-group and promoting mutual help between families.
7. Organization of relief to the needy families and promotion of solidarity between families.

Relations with chiefs of family-group in administrative matters and with village health and social action officer in technical matters.

#### Functions of Chief of Family in Charge of Taxes

1. Studying the reason why the different taxes are established and the duties of a citizen in that connection.
2. Explaining to the family-group the usefulness and necessity of taxes.
3. Assisting the village financial officer in the census of land, cattle, coaches, boats, shops, handicrafts of the family-group in order to set up a complete and fair tax system.
4. Setting an example for the family-group by paying taxes first.
5. Seeing to it that the family-group will fully pay taxes to the government.
6. Relations with chief of family-group in administrative matters and with village taxes officer in technical matters.

## A Few Social Works

### Public Health

Public health aims at two objectives -- disease prevention and disease treatment.

Disease prevention means using all methods to keep diseases from breaking out, especially epidemic diseases; thus protecting the people's health and enabling them to live a healthy, happy life. The best method is to expand public sanitation to all walks of life.

In the task of expanding public sanitation, the village health officer should ask health cadres to visit each hamlet and house, individually, to check on the cleanliness of the yard, stable, toilet room, drainage system, etc... to remove puddles favorable to the development of mosquitoes, flies, etc.

One should be careful about foods, water in the countryside. In the dry season, water should be boiled before drinking.

Positive action should be taken to insure against epidemic diseases. The health service is requested to come to the village and provide for preventative vaccinations against cholera, typhoid, tuberculosis and malaria and to urge the village people and their families to get vaccinated.

In case epidemic diseases break out, report immediately and indicate clearly the kind of disease, the place it breaks out and its scope. Write down on the disease form all the details and send the diseased to the hospital immediately.

### Veterinary Functions

If no veterinary agent is available in the village, the village health officer will be put in charge of village cattle. He will look after the sanitation of the cattle in order to prevent cattle and poultry epidemic diseases and notify the higher level in due time in case diseases break out.

Without a veterinary agent, the village health officer has to look after the meats, fish on sale in the village in order to ban spoiled foods from the village market. In case he finds spoiled foods, he must have them buried and write a report of the occurrence.

Treatment of disease is the duty of the nurses. The village health officer has only to look after the way the diseases are treated in the village, to urge the village people to follow scientific methods of treatment which is more effective than the old one and to disseminate civilization among the village people.

### Medical Functions

- to look after the medical activities in the village -- first aid station, first aid kit, mobile distribution of medicines.

In each populous hamlet, a first aid station which also provides for midwife service, should be set up. Establish a schedule for the mobile medical group to visit the village regularly.

### Sanitary Functions

- looking after the digging of wells. Don't dig wells in marshy land or near cemetery.

Building of toilet rooms in compliance with standardized plans is stressed. These toilet rooms must be built far from the pools, wells.

In short, the health functions are to promote medical care and sanitation and report to higher levels the shortcomings of the local health situation and propose remedial actions to be taken to better the situation.

### Social Relief

- is to help the needy, weak victims of war, fire, flood, the old and sick, morally or materially such as giving them money, medicine, comforting them, providing them with means of livelihood.

In social relief, the quicker the aid, the more effective it is and means should be sought to make the needy self-sufficient. It is, therefore, better to provide them with means of livelihood rather than giving them temporary aids such as food, clothing.

### Social Action

- aims at creating a sound and healthy, progressive and energetic generation. To carry on social action work, one should aim at a three-fold improvement of people's life -- material, intellectual and moral.

### Material

- to improve the standard of living of the needy, the workers, and to make their lives more decent so that they can better accomplish the duties of citizens.

### Intellectual

Every citizen should know how to read, write and develop his mind to serve his country successfully.

## Morals

Citizens of an independent country should get rid of bad customs, gambling, opium-addiction, prostitution and cure themselves of contagious diseases so as not to undermine the people's health.

The health and social action officer will take care of social relief action as well as health within the village.

In the field of social relief, the officer will look after the social relief and charitable organizations of the village such as Association of Charities, Association of Women's and Children's Protection, Public Nursery, Association of Anti-Illiteracy and Association of Popular Culture.

A standing committee, located in the village headquarters, is placed under the social action officer. The chairman is the social action officer and its members are chosen from among the village council members, the elements, important personages. Technical cadres and agents may be selected as well.

This committee is authorized to use the funds made available by provinces or districts. It will seek means to improve the village budget, to carry on social work to the fullest extent through establishment of action sub-committees at the lowest level possible.

As for its activities, the social action committee, made up of trained cadres or assistants, will apply modern methods of social work to the remote area such as conducting social action investigation, organizing of social relief, expansion of public sanitation rules, combatting contagious diseases, improvement of the standard of living of the needy, teaching nursing method, and home decoration.

To make a society sound, and healthy, one must fight off the above-mentioned vices, improve the standard of living of the needy, provide them with means of livelihood, and bring to them the facilities of modern life: electricity, running water, organization of sound recreations like music, sport clubs and develop the qualities of a citizen of an independent country.

Social action is a big task. The one in charge of social action should use all the facilities available to improve living standards in accordance with human evolution.

In the performance of his task, he should get in touch with the provincial social relief committee. This committee is headed by the chief of province. At present, it is the provincial social action service.