

FIFTH REPORT
of the
MICHIGAN STATE UNIVERSITY ADVISORY GROUP
in Public Administration
to the Government of Vietnam

submitted by
Wesley R. Fishel, Chief Advisor

Saigon, June 30, 1957

TABLE OF CONTENTS

	<u>Page</u>
<u>Introduction</u>	
Contract Renewal	2
Personnel and Visitors	2
<u>Police Division</u>	
General	4
Training	4
Studies and Reports	5
Reorganization	5
Other Activities	5
<u>Field Administration Division</u>	
General	7
Department of Education	7
Department of Interior	7
Department of Agriculture	7
Department of Land Registration and Agrarian Reform	8
Department of Information and Youth and Sports	8
Department of National Economy	8
Provincial Study	8
Special Commissariat for Civic Action	8
Administration of the PMS	9
Department of Finance	9
Study Trips	9
<u>National Institute of Administration Division</u>	
General	10
Day Degree Program	10
Evening Certificate Program	11
Research	11
Consultation	12
Library	12
Participant Program	12
<u>In-Service Training Division</u>	
Government-Wide In-Service Training Program	14
In-Service Training Courses	14
Related Activities	15
Budget Project	15

	<u>Page</u>
<u>Executive Office</u>	
Financial	17
Housing	17
Motor Pool	17
Personnel	18
<u>A Look Ahead</u>	19

Appendix 1

MSUG Organization, June 30, 1957

Appendix 2

Reports and Academic Materials

Appendix 3

A Comparison of General Expenditures for the Second
Six Months of 1956 and the First Six Months of 1957

Appendix 4

Coordinator's Office, East Lansing

INTRODUCTION

The art of counseling people of another culture in so sensitive an area as that of their government and its appurtenant bureaucratic mechanism is one in which, generally speaking, Americans have had relatively slight experience. Today, however, under the sponsorship of the International Cooperation Administration, of various philanthropic foundations, or indeed of the affected governments themselves, scores of U.S. academicians and other specialists in the administrative sciences are engaged in such endeavors in dozens of posts across the world.

The Michigan State University Group, which is the largest such ICA-financed effort, commenced operations in Vietnam two years ago. Arriving while the country was still rent by civil strife, the MSU representatives, comprising specialists in many branches of administration, including police, went to work at once to aid the Vietnamese National Government in dealing with certain critical problems.

As with many a technical assistance program in a developing area, however, MSUG's biggest initial task was the recruitment of a team of qualified American personnel. "Qualified" in this case meant not only the possession of a high degree of expertise but, more importantly, the ability to adapt readily to the peculiarities of an Asian society whose values were strikingly alien. It is a truism that many people are eager to have advice, but reluctant subsequently to acknowledge having accepted and acted upon it. This is particularly true in many Asian cultures which traditionally have set great emphasis on the saving of face. The delicacy of the problem is enhanced when to the traditional elements is added nascent nationalism. In such situations the offering of advice by a foreigner, no matter how expert, frequently is a matter involving much tact and subtlety. Accordingly, MSUG is gratified by the accomplishments which mark its first two years in Vietnam. These accomplishments reflect the framework of trust and friendship within which its specialists have been able to operate, a framework built upon a foundation of patience and mutual understanding.

Training and reorganization of the country's civil police services and reorganization of the field administration and central offices of the Commissariat General for Refugees were two tasks of immediate priority which faced the MSU Group in June 1955. Simultaneously, the Group began setting up longer range programs which, while of lesser urgency, would, it was recognized, contribute materially to the building of a modern and efficient administrative machine and to the eventual achievement of governmental stability. Among these were degree and certificate programs

at the National Institute of Administration (NIA), in-service training, development of library facilities, research in field administration, and a number of specialized police activities.

During the past six months, operations proceeded along anticipated lines in virtually all major programs. Progress was most marked in the NIA and Police fields. In the former area, sharply heightened interest among ranking officials in the Presidency in the general program of academic training resulted in the development of a revised three-year curriculum for the day degree course, and initial studies have been made toward the establishment of a program of advanced administrative studies. The designation in mid-December 1956 of Colonel Pham-xuan-Chieu as Director General, Police and Security Forces, brought results during the first half of 1957. Civil police programs showed significant advances in the areas of training and equipment, with consequent improvement of morale evident throughout the affected police services. Obvious gains also were made in the program of traffic improvement in the Saigon-Cholon metropolitan area.

CONTRACT RENEWAL

On May 18, 1957, Michigan State University and the International Cooperation Administration signed an agreement extending MSU programs in Vietnam through June 30, 1959. A parallel agreement between MSU and the Government of Vietnam has been drafted in Saigon and is currently under study by ICA in Washington.

PERSONNEL AND VISITORS

During the past six months there have been many personnel changes in the MSU Group. Sixteen staff members left for the United States (two of them on home leave), and 10 new members joined the Saigon staff.

There was a 100% turnover in division chiefs: Mr. Howard Hoyt, Police Division, left for home leave, and Mr. Jack Ryan became Acting Division Chief; Mr. Albert A. Rosenfeld assumed the post of Acting Chief of Field Administration Division upon the departure of Mr. Walter W. Mode; Mr. David Cole became Acting Chief, NIA Division, after Dr. Guy Fox left to take his new post as On-campus Coordinator of the Vietnam Project in East Lansing; with the departure of Dr. Frederic C. Wickert, his responsibilities as Chief of the In-Service Training Division were assumed by Mr. Marvin M. Murphy; and Mr. Homer Higbee, Executive Officer, was replaced by Mr. Herbert N. Stoutenberg, Jr.

Other departures during this period included Messrs. Rogers and Dymond, Police Division; Mr. Sanderson (on home leave), Mr. Haney, and Miss Lamphere, Field Administration Division; Dr. Lindholm and Miss

Rellick, NIA Division; Mrs. Lindholm and Mr. Hausrath, Consultant, In-Service Training Division; and Mrs. Brokenshire and Miss Guthrie, Executive Office.

The new arrivals were Messrs. Dagen, Franklin, Rundlett, and Kimball, and Mrs. Gunderman, Police Division, and Mr. Roberts, Executive Office.

The Chief Advisor left Saigon on March 19 for consultations on contract amendment problems in East Lansing and Washington. He returned to Saigon on April 19, after stopping briefly en route to observe public administration programs in Tehran, Rangoon, and Bangkok.

MSUG played host briefly to Professor Lynton Caldwell of the University of Indiana who was en route to visit his University's public administration project in Bangkok. During May and June, the ICA Evaluation Team, composed of Foy Kohler, James Killen, and Thomas Tidd, and accompanied by the new American Ambassador, the Honorable Elbridge Durbrow, were briefed on the organization and operations of the Group. The visitors toured MSUG offices in the Pasteur Building and at the NIA and inspected several police field installations.

POLICE DIVISION
Jack Ryan, Acting Chief

GENERAL

The first half of 1957 has seen continued progress on the part of the Vietnamese civil police forces. This has been particularly true with respect to training. Excellent relations with Vietnamese police officials and with other American agencies were maintained throughout the first half of 1957. The general outlook for the remainder of 1957 with regard to the Police Program is encouraging.

The general morale of the civil police in Vietnam was raised through the arrival of American Aid equipment in the form of training aids, 175 new jeeps, and tear gas equipment. Surplus military equipment consisting of trucks, automobiles, motorcycles, radio equipment, and electric generating equipment was transferred to the Civil Guard and the VBI, and also to various municipal police departments. It is anticipated that additional firearms, ammunition, and vehicles will arrive in Saigon in the near future.

An analysis was completed of the MSUG Police Program in Vietnam in terms of existing conditions. A comprehensive report was prepared which included the overall needs of the civil police forces of Vietnam. Orders for new equipment are being based upon this study.

TRAINING

The President of the Republic has taken a personal interest in the development of a much larger National Police Academy. A general developmental plan has been prepared and the final site selected.

Training achievements were considerable, particularly in terms of basic and advanced police courses, maintenance and use of firearms and tear gas equipment, criminal and subversive investigation techniques, and English language courses. Totals include the following:

National Police Academy Graduates:	
Basic	1,270
Command	70
Revolver Training Program Graduates	4,473
Civil Guard Training: Basic Police and Military	21,000 (approx.)

Interior Secretary Nguyen-huu-Chau has approved the development of In-Service training programs for the VBI, and MSUG has trained a forty-man VBI Personnel Inventory Team in preparation for expanded training and organizational activity.

STUDIES AND REPORTS

The Police Program Division made a comprehensive analysis of the Police Program of Vietnam based on historical development, problems, recommendations, and estimated equipment needs.

Mr. Franklin continued his study of Saigon-Cholon traffic problems. Mr. Rundlett made preliminary studies of police communications problems and revised equipment need estimates developed earlier.

REORGANIZATION

Implementation of the overall civil police reorganization recommendations has lagged, as have creation of modern identification and criminal records facilities. However, increased interest on the part of Vietnamese officials concerning these problems has been noted recently.

An excessive number of overlapping law enforcement organizations continues to exist, but it is expected that progress will be made during the remainder of 1957 regarding the delimitation of the legal responsibilities of each police agency in Vietnam.

Detailed planning is underway regarding the reorganization of the Civil Guard.

OTHER ACTIVITIES

Mr. Vu-Tien-Huan was appointed Assistant in Charge of Internal Security to the Secretary of State for Interior.

Newly arrived were 175 American Aid jeeps and a large quantity of tear gas equipment. Surplus military equipment (Lisbon Program) consisting of trucks, automobiles, motorcycles, radio equipment, and electric generating equipment was transferred to the Civil Guard and the VBI, and also to various municipal police departments.

An inventory was completed of both Civil Guard and VBI weapons and ammunition. MSUG has underway similar inventories for all municipal police forces. Statistics are being developed as to available trained drivers and mechanics in each civil police organization.

Approximately sixteen thousand fingerprint cards are now on file in the Identification Division of the VBI.

Progress is being made in the Security Division of the VBI, including the development of a temporary communications net which is approximately 50% effective. The Microfilming Project is continuing, and an in-service training program has begun. Working relations between the VBI and its advisors have been extremely satisfactory.

FIELD ADMINISTRATION DIVISION
Albert A. Rosenfeld, Acting Chief

GENERAL

During the period covered by this report, Field Administration Division continued its research, analysis, report writing and implementation in connection with its studies of agencies of the Vietnamese Government. It has been gratifying to note the developing momentum in Governmental reform activity, much of which has been linked to MSUG research recommendations. Some of these recommendations have been adopted readily; others require long range planning.

Field Administration personnel have also continued to assist the NIA by preparing course material and teaching courses, and to assist the NIA Division in arranging courses and selecting personnel for the participant training program.

DEPARTMENT OF EDUCATION

USOM and MSUG staff members have collaborated with the General Committee and six subcommittees established by this Department to assist in implementing proposed organizational reform (see Department of Education Report dated June 30, 1956). A two-volume Research Report on this Department was issued by MSUG as a supplement to the basic report. This will facilitate effectuation by supplying detailed information on relevant areas of educational activity. Among the fields in which particular progress is being made are those of school construction, popular education, semipublic schools, and the publication of textbooks.

DEPARTMENT OF INTERIOR

The President issued a decree establishing two important positions in the Office of the Secretary of State for Interior: an Assistant for Security and an Assistant for Administration. Both positions have been filled. (See Special Report to the President dated October 13, 1956.)

The Government is giving consideration to further consolidation of the provinces, and has designated the Direction General of Civil Service to make an organizational study of the provinces (see Provincial Study). This is in line with the earlier MSUG report titled "Recommendations Concerning the Department of Interior, the Regions and Provinces."

DEPARTMENT OF AGRICULTURE

A follow-up survey of the Report on the Organization of the Department of Agriculture revealed that many changes have already been put into effect.

However, the Government does not believe it expedient at this time to transfer the Agrarian Reform program to the Department of Agriculture, as it is one of the Government's basic programs of popular appeal and such transfer, necessarily involving reduction in its status to that of a subordinate program, might reduce its prestige and popularity.

DEPARTMENT OF LAND REGISTRATION AND AGRARIAN REFORM

Departmental personnel are translating into reality recommendations submitted in the Report on the Organization of the Department of Land Registration and Agrarian Reform of June 30, 1956. Progress has not been as rapid as was originally anticipated because of the delay in finding a Director General and because of the extended hospitalization of the Secretary of State. Approximately one-half of the recommendations have been or are in process of being implemented.

DEPARTMENT OF INFORMATION AND YOUTH AND SPORTS

The contents of the draft report on the Organization of the Department of Information and Youth and Sports were discussed with the Secretary of State for Information. As a result, further study was indicated in the areas of press and censorship, and revisions of content were suggested to bring the Report into conformity with some current changes within the Department. The Report was submitted in both English and French.

DEPARTMENT OF NATIONAL ECONOMY

The Report on the Organization of the Department of National Economy was submitted to the Government. The Secretary of State for National Economy has held a number of staff meetings to discuss the recommendations.

PROVINCIAL STUDY

A study was made and published on Administrative Organization in the Province of My-Tho. Although this report was originally intended for internal use, a number of Government agencies have requested copies, and it is also being made available for use in the provincial organizational study being undertaken by the Direction General of Public Service.

SPECIAL COMMISSARIAT FOR CIVIC ACTION

The study of this Special Commissariat, which was begun early last year and later suspended because of major internal changes which were taking place, is now completed, and the report will be submitted to the Government in July.

ADMINISTRATION OF THE PMS

The Preliminary Research Report on the PMS, with recommendations for improving the administration of the area, has been distributed in both English and French. This report is the result of research conducted during the past four months in Saigon and in the PMS by Mr. Hickey and Dr. Wickert. At the request of USOM, special emphasis was placed on the collection of data dealing with land tenure practices of the Mountain peoples. This information will be used in connection with land development projects being launched in the PMS. In addition, information is being gathered on tribal political systems and other aspects of the Mountaineer societies in order to facilitate administration of the economic development projects and administration of the PMS in general. Further research is planned.

DEPARTMENT OF FINANCE

Background research was completed preparatory to beginning a study of the Department. In initial contacts, officials of the Department requested that particular attention be given to certain specific areas of their operations. In consequence, the study has begun in the Treasury General of this Department.

STUDY TRIPS

A representative from USOM Education Division and Mr. Mode participated in an education study mission to Japan and the Philippine Islands. The American representatives accompanied a delegation of five Vietnamese Department of Education officials. Through conferences with national, prefectural, and local school officials, and visits to schools, much valuable data was secured. Matters of particular interest to the Vietnamese delegates were the high literacy rate in Japan, the decentralization by the Japanese of their past system of school administration and financing, elementary school curricula and examinations, school construction programs, and the use made of school buildings by communities, especially in small villages where the schoolhouse was the principal building.

Representatives of USOM and MSUG participated in a mission to Malaya to review its land registration program. Although the Malayan program is considerably more advanced than that in Vietnam, it is believed that the experience of Malaya will be of considerable value in developing the Vietnamese land registration program.

NATIONAL INSTITUTE OF ADMINISTRATION DIVISION

David Cole, Acting Chief

GENERAL

Principal among the activities of the National Institute of Administration and the NIA Division of MSUG during the past six months have been: review and reorganization of the curriculum, final agreement on plans for the construction of the new building for the NIA, issuance of several series of lectures and other teaching materials, and revision of the participant program.

DAY DEGREE PROGRAM

During the first semester of the new NIA school year which began in February 1957, MSUG personnel conducted or assisted in the teaching of seven courses in the day degree program. Enrollment at the Institute has increased steadily since its inception and now totals 288. The Vietnamese faculty numbers 19. The overcrowding of existing facilities has been anticipated for some time, and, to meet this problem, plans for construction of a new Institute building have been developed over the past year. Agreement has now been reached on all major aspects of this project. Condemnation proceedings have been instituted to obtain the desired property, and construction is expected to begin before the end of 1957.

At the direction of the Presidency, a special committee was established to review the general program of training at the Institute. This committee consisted of:

Mr. Nguyen-huu-Chau, Secretary of State at the Presidency
Mr. Doan-Them, Director of Cabinet to the Secretary of State
at the Presidency
Mr. Ton-that-Trach, Director General of the Civil Service
Mr. Vu-quoc-Thong, Director of the NIA
Mr. Le-van-An, Chairman of the Administrative Council of the
NIA and Inspector General
Five members of the staff of the National Institute of
Administration

As a result of the work of this committee, a new curriculum was developed which places increased emphasis on practical training in governmental regulations and procedures, in the hope that Institute students will be able to assume operating responsibilities more quickly after their graduation. The new curriculum has been approved by the Administrative Council of the Institute and by the Presidency. A new catalog will be issued shortly containing translations of the curriculum in French and English.

In addition to the revision of the day school curriculum, the Director of the Institute has proposed the establishment of an advanced study program open to graduates of the Institute or the Faculty of Law, or to civil servants with a number of years of governmental experience. The advanced training program would concentrate on more theoretical and technical studies than the regular certificate program, and would provide opportunities for individual research. The proposal has been approved by the Administrative Council and is under study by the Presidency. The Institute hopes to begin the program next February, and has requested teaching assistance from MSUG.

EVENING CERTIFICATE PROGRAM

For the second year of the evening certificate program, which began in February, 595 students have been enrolled in the eight courses offered. Since the curriculum for the night school was established on a two-year basis, it will be necessary during the coming months to decide whether to repeat the courses after the end of this, the second year, to develop more advanced courses for students wishing to continue their study, or to enlarge the program by adding advanced courses to the basic curriculum.

RESEARCH

During the period of this report, a proposal was developed and adapted for integrating the research activities of the Institute and the MSU Field Administration Division. Because of a shortage of personnel at the Institute and lack of suitable projects in the Field Administration program, joint undertakings were limited. During June both MSUG and the Institute Research Division began work on a trilingual (Vietnamese, French, and English) glossary of terms used in Political Science, Public Administration, Economics and Public Finance, and related fields. Preliminary work on this project is being coordinated by a joint Institute-MSUG committee.

MSUG staff members have been particularly active in the publication of reports and lectures during this period, as indicated in Appendix 2. A number of projects which are still in process include:

- "Vietnamese Government Manual"
- "Banking and Economic Development in Free Vietnam"
- "Analysis of Provincial and Local Government Revenues and Expenditures in 1956"
- "Lectures in Provincial and Local Government Taxation"

Members of the Institute faculty have been participating in a study of the Civil Service (Fonction Publique) in Vietnam. Work on this study has been completed, and proposals have been submitted to the proper agencies. The Association of Administrative Studies has been organized and has held several meetings at which prominent officials lectured on administrative practices in various foreign countries. The first issue of the Public Administration Journal, which is being published by the Association of Administrative Studies, is nearing completion and will be published in the coming months.

CONSULTATION

Members of the Institute staff have continued to serve as consultants to the Vietnamese Government. Dr. Lindholm participated in a special governmental committee for planning a popular savings program. Dr. Lindholm, Mr. Snyder, and Mr. Cole served as consultants to the National Income Working Group of the National Bank of Vietnam. Messrs. Murphy and Snyder, along with other members of the MSUG staff, have been advising members of the Budget Directorate, as described elsewhere in this report. Mr. Cole has been consulting with the Director of Provincial Budgets on problems of provincial and local government revenues.

LIBRARY

The Library was without a librarian during the period of this report, and it was necessary for the Library Advisor, Mrs. Alubowicz, to carry out the functions of the librarian. The Library now contains 4,340 books, over 50% of which are in Vietnamese or French. The file of pamphlets, documents, and special reports on neighboring Asian countries has been growing rapidly, as has the collection of United Nations publications. Approximately 1,000 volumes have been added to the Library during the past six months, and an additional 1,000 volumes are currently on order.

Three newspapers have been ordered on microfilm: "Le Monde," from 1944 to date; "Le Journal d'Extrême Orient," from 1956 to date; "The New York Herald Tribune" European edition, from 1956 to date. It is believed that these newspapers will add materially to the Library's value as a center for research, while their continuing subscriptions will provide daily documentation on world affairs.

PARTICIPANT PROGRAM

A review of the participant program has been made, giving particular attention to the system of recruitment of trainees. After a number of conferences and exchanges of memoranda with representatives of the NIA, other Vietnamese Government agencies, USOM, ICA/W, and MSU/EL, it was

decided that the method of recruitment was too broad and the kinds of training programs offered too narrow. For the present year, the attempt is being made to remove these defects by planning integrated training programs to fit particular and urgent needs, and by recruiting candidates who are interested in, and adequately prepared for, the specific training programs. The first training program to be organized on this basis was for 14 junior police officer trainees and seven top police officials. The former are receiving six months of English training and other orientation courses preparatory to their departure for the U.S. in the fall. The senior police officials will go to the U.S. in two groups for short-term observation trips.

MSUG and the Vietnamese Government have agreed to send 12 to 15 trainees for study and three or four top level officials for observation in one or two specialized areas of Public Administration. Final agreement on the field of training is still pending. In addition, MSUG has proposed sending three persons each year to the United States for graduate study in Public Administration or Economics. Such participants would spend up to three years at an American university doing advanced research or studying for a doctorate, and would become members of the faculty of the NIA upon their return. Agreement has not yet been reached with the Government on the method of recruiting such trainees.

The group of 19 participants who have been attending Michigan State University since last September are now returning to Vietnam upon the completion of their training. MSUG is maintaining contact with them, is assisting the government in seeing that they are placed in positions for which their training has prepared them, and is studying the problems of readjustment of returned trainees.

IN-SERVICE TRAINING DIVISION
Marvin H. Murphy, Acting Chief

GOVERNMENT-WIDE IN-SERVICE TRAINING PROGRAM

The key to an effective and dynamic program of in-service training is the establishment by the Vietnamese Government of an in-service training organization in each Government department and each province, and the expansion of the NIA In-Service Training Section. As mentioned in the Fourth Report of MSUG, considerable progress toward this objective was made when the Inter-Departmental Council on In-Service Training recommended such a program to the President and drafted an *arrêté* for Presidential signature.

During the months of January through March, the proposed *arrêté* was reviewed and modified to conform to changes suggested by the President and the departments. The *arrêté* was resubmitted to the President in April, and he has already indicated his intrinsic approval of such a program.

In anticipation of the likely initiation of a government-wide in-service training program, a major portion of the Division's work has been devoted to preparing basic program materials. Mr. Alfred Hausrath, Consultant on advanced training techniques, completed plans, outlines, lists of references, and surveys of training needs for a major program to train training officers, government executives, and supervisors. The translation section has completed or is in the process of completing the translation and adaptation in Vietnamese of a number of training manuals. Among these are: a manual on conference leadership techniques, a supervisors' guide with case studies, a JIT manual, and a manual on the use of visual aids in training. Some of these will be used in various courses; others are intended for distribution to government employees.

Concurrent with the establishment of an organization for in-service training in the "line" departments is the impending expansion of the In-Service Training Section of the NIA. To keep pace with this enlargement of central staff on the part of the Vietnamese Government, MSUG has submitted to USOM and ICA/W a proposed project agreement which provides for six additional American staff members, including five training specialists.

IN-SERVICE TRAINING COURSES

A ten-week training course for typing instructors was organized and conducted by Mrs. Lindholm. Graduates of this course will be assigned to various government departments. As part of the course material,

Mrs. Lindholm prepared a typing manual which has been translated into Vietnamese for distribution to government agencies and schools. The course was well received by the Vietnamese, and the teaching methods used have been adopted as standard for typing training in Vietnam.

Mr. Murphy conducted a twenty-hour course in budget administration for 15 officials of the Vietnamese Budget Direction. Several of the techniques explained in the course have since been adopted by the budget agency and put into practice. This course was followed by six hours of instruction in O&M techniques by Mr. Rosenfeld and an additional six hours of instruction in accounting by Mr. Swanson. An evaluation questionnaire on the combined course indicated that it was of direct benefit to the participants.

RELATED ACTIVITIES

A library of in-service training manuals and other materials has been established and is in operation. This library contains materials from many foreign countries as well as publications from the United States. The Division has also established and is in the process of stocking a library of useful training films.

The Audio-Visual Aids Center has provided considerable assistance to other divisions of MSUG and the NIA. Projection equipment, tape recorders, and other training aids, plus the services of a trained operator have been made available to assist both Vietnamese and American instructors in course work. Vietnamese sound tracks have been prepared for several American training films. These have received enthusiastic approval from audiences of Vietnamese officials.

BUDGET PROJECT

A 31-page printed report on Vietnam's financial and budgetary administration was prepared by a committee headed by Mr. Murphy. The report was published in French and English and presented to the President and Cabinet. Partially as a result of this report, considerable interest in improving the budget system has been aroused among high government officials. The 1957 budget document contained several improvements over that of 1956. Its outstanding feature was a 35-page budget message and narrative explanation. The budget cycle for fiscal 1958 was revised to permit the budget to be authorized before the beginning of the fiscal year, and a 1958 Presidential Budget Policy Statement issued in April called for agencies to prepare requests on the basis of work programs.

In recent months cooperation between officials of the Vietnamese Budget Directorate and MSUG staff members has been increasingly close, and considerable progress in budget reform has resulted. During June

an economic classification of the budget was developed and adopted by a committee composed of top budget and accounting officials, and chaired by the Director General of Budget and Foreign Aid. Messrs. Murphy and Snyder of MSUG also participated in the work of this committee.

EXECUTIVE OFFICE

Herbert N. Stoutenburg, Executive Officer

The heavy turnover in MSUG personnel, which has been reflected in changes in the administrative staff, has increased the workload of the Executive Office.

From the date of the first MSU arrivals in Saigon, housing has been an everpresent problem. Rentals are excessive by any standard, and the growing American community is creating a steadily greater demand in an already tight market.

It has also been extremely difficult, as well as time consuming, to find in the local market the many necessary office supply items and household furnishings. There appears to be no relief in sight, and with the size of MSUG increasing, measures will have to be taken to develop new sources of supply.

FINANCIAL

Expenditures for the fiscal year ending June 30, 1957 are well within the total budget authorization of 29,795,600VN\$.

HOUSING

The impending arrival of additional staff members with large families has created a demand for two-, three-, and four-bedroom houses. Although such dwellings are scarce, nine additional units have been located. MSUG now has a total of 45 housing units, of which 21 are apartments.

Household furnishings such as glassware, dishes, and cutlery are practically unobtainable on the local markets, as are stoves, refrigerators, hot water heaters, and other appliances. MSUG must furnish most of these items for new rentals.

MOTOR POOL

While motor travel outside Saigon has decreased somewhat, there has been a steady increase in local use of vehicles. During the past two months, travel in the metropolitan area has increased to a point where for considerable periods of time vehicles have been unavailable for dispatch. To alleviate this situation, the Vietnamese Government has lent MSUG two jeeps and four Peugeot sedans.

Although local driving and climatic conditions, together with the age of the vehicles, make proper maintenance increasingly difficult,

good maintenance practices have kept them in satisfactory working order. However, many of the automobiles have reached the point where replacement is indicated for tires, shock absorbers, etc.

PERSONNEL

The total MSUG staff increased from 134 to 142 employees during the six-month period ending June 30. The following summary indicates the composition of the staff at the end of June:

28 Americans (with 34 dependents)
4 Americans on Piaster Contracts
<u>110</u> Vietnamese
142 Total Staff

The excellent cooperation on personnel matters given by USOM and the Embassy has greatly facilitated the recruitment, clearance, and classification of employees hired locally. Monthly meetings of personnel officers of American agencies and the Embassy make for unified personnel policies and wage scales, and facilitate procurement of local personnel by all agencies.

A LOOK AHEAD

The signing of a two-year extension to the Michigan State University-International Cooperation Administration agreement enables MSUG to set into motion previously prepared plans for improving its capacity to carry out its assigned programs. Within MSUG an internal reorganization is planned which should make for greater flexibility of operation. The four existing program divisions will be reduced to two: Public Administration and Police. In addition to facilitating administrative control of our increased staff, the new structure will enable MSUG to better fulfill its obligations to the Vietnamese Government.

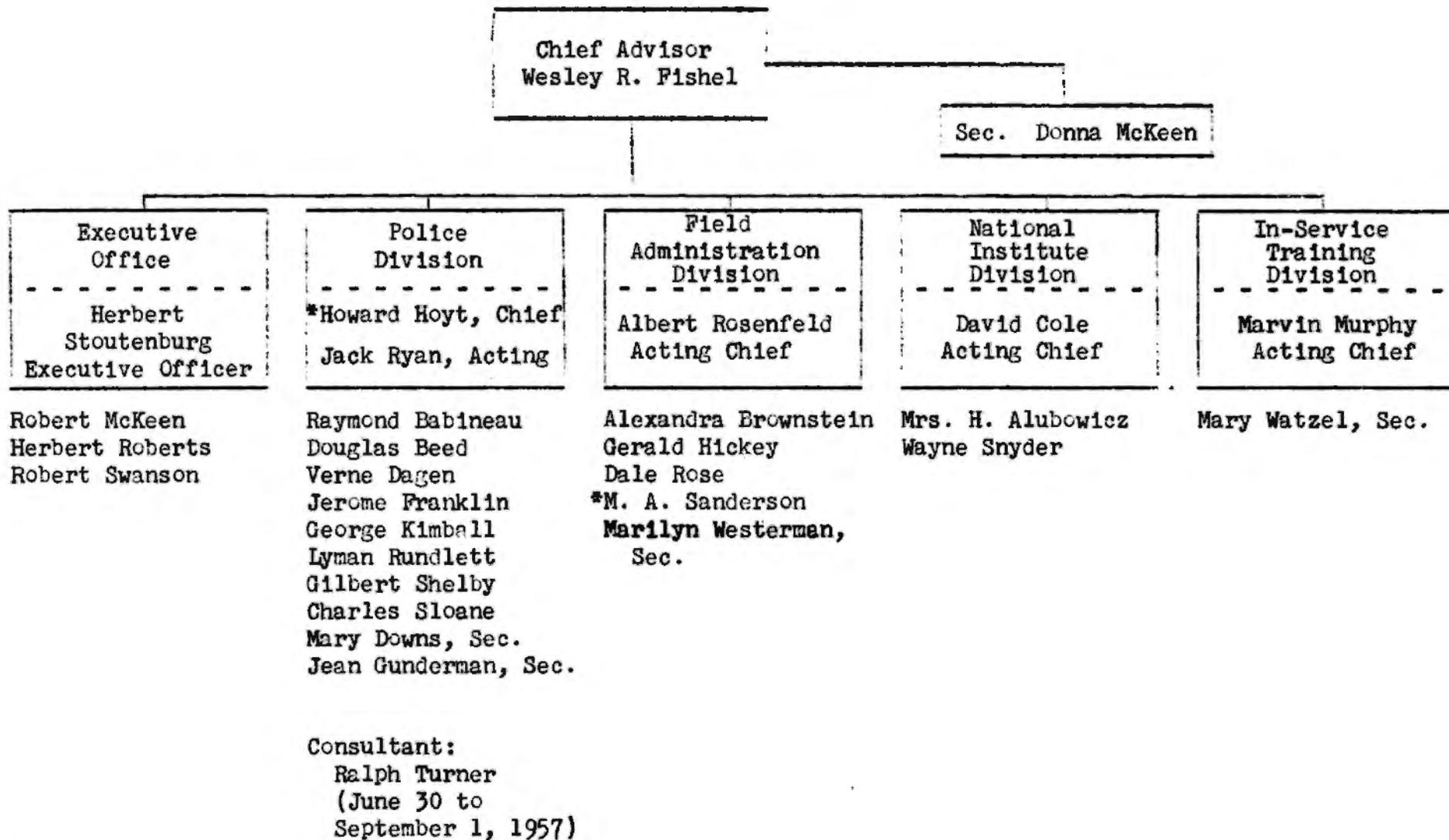
With its increased staff, the MSUG Police Division will be able to carry out training activities throughout the country. The Government now plans to establish a new and larger National Police Academy at Cap St. Jacques, and a new Civil Guard Training Center between Cap St. Jacques and Baria, in both of which operations MSUG will assist.

One of the most heartening signs on the administrative horizon is the progress which is becoming evident in the reorganization of the Vietnamese budget system. The Presidential appointment of Mr. Vu-van-Thai to be Director General of Budget and Foreign Aid reflected the Government's recognition of the fact that a substantial portion of its budget support originates in foreign aid. Mr. Thai's appointment also gave impetus to budgetary reform, and MSUG looks to a period of intensified activity in this field.

The introspective analysis of Institute programs, undertaken by Presidency officials and senior members of the Institute administration, has resulted in a new curriculum for the day degree program. In addition, the Government is now developing a rationale for a new program of advanced administrative studies which will be open to graduates of the Institute, to senior civil servants, and to graduates of the Faculty of Law of the University. Inasmuch as it is generally recognized that successful administration is as much a matter of concept as it is of procedure, it is hoped that the emphasis on theoretical studies in the advanced program will further the acceptance by Vietnamese officials of a modern philosophy of administration.

APPENDIX 1

MSUG ORGANIZATION
JUNE 30, 1957



* On home leave

APPENDIX 2

Reports and Academic Materials
Prepared by
MICHIGAN STATE UNIVERSITY
Advisory Group

General Reports

1. **Monthly Reports:** Mimeographed monthly reports have been submitted covering the operations from July 1, 1955 through May 31, 1957.
2. **Semiannual Reports:**
 - a. First Report, August 19, 1955
 - b. Second Report, December 31, 1955
 - c. Third Report, June 30, 1956
 - d. Fourth Report, December 31, 1956
 - e. Fifth Report, June 30, 1957
3. ****Presidential Lecture Series:**
 - a. The Role of Management in Government, Mr. Walter Mode, May 18, 1956
 - b. Middle Management, Dr. Guy Fox, May 23, 1956
 - c. The Art of Supervision and Leadership, Mr. Howard Hoyt,
May 28, 1956
 - d. How to Develop Executives, Dr. Frederic Wickert, June 1, 1956
 - e. Staff Work, Mr. Homer Higbee, June 6, 1956
 - f. What is O&M Work?, Mr. Albert Rosenfeld, June 11, 1956
 - g. Service to the Public, Mr. Gene Gregory, June 15, 1956
 - h. Some Aspects of the Modern Financial Administration,
Mr. Frank Landers, June 20, 1956
 - i. The Operating Executive and the Public Personnel System,
Mr. David Wood, June 25, 1956
 - j. Responsibility and Accountability of Public Officials,
Dr. Ralph Smuckler, June 29, 1956

4. Special Lecture Series

5. Special Reports:

a. Presidency Project Reports:

- (1) *Work Plan of the Presidency Project, Edward W. Weidner, second edition, August 18, 1955
- (2) *Report and Recommendations on The Reorganization of the Presidency of Viet Nam, John T. Dorsey, November 15, 1955
- (3) Program for Improving the Vietnamese Budget, Frank Landers, July 1956
- (4) Report to the Presidency, A report to the President and Cabinet on MSU proposals for changes in Vietnam's budget and accounting system, Marvin H. Murphy

b. Report to the President on Price Control and Inflation in Viet Nam (In French only), dated May 10, 1956, by John T. Dorsey, Jr., Gilbert Shelby, and John Hunter

c. Special Report to the President on Administrative Organization, October 13, 1956

Police Project Reports

1. Work Plan, Police Administration, Howard W. Hoyt and Associates, Fourth edition, August 29, 1955
2. Work Schedule for Police Administration Project, Howard W. Hoyt, September 15, 1955
3. Recommendations for American and Vietnamese Action re Civil Security, Memorandum to Chief Advisor, October 11, 1955
4. Report on the Police of Viet Nam, Members of the Police Team and Ralph H. Smuckler, December 1, 1955
5. *Brief History of the Surete in Indochina, January 10, 1956
6. *Civil Guard Report, January 16, 1956
7. Report of Police in Can Tho, February 6, 1956

* Also in French

8. Civil Guard Report for December 1955, February 24, 1956
9. Report on the Proposed Organization of the Law Enforcing Agencies of the Republic of Viet Nam, April 1956
10. General Information on V.B.I., April 17, 1956
11. Report on the V.B.I. in Can Tho, April 23, 1956
12. Report on the Tanan V.B.I., April 23, 1956
13. Reorganization of the Vietnamese Bureau of Investigation, July 1956, by Prof. Jack Ryan
14. *Preliminary Report on the Establishment of a Scientific Crime Detection Laboratory, Prof. Ralph F. Turner, August 1956
15. Civil Police Administration Program, May 1957 (distribution limited)

Field Administration Project Reports

1. Field Administration Work Program, Walter W. Mode, Frederic R. Wickert, and Ralph H. Smuckler, August 16, 1955 (as amended September 27, 1955)
2. Refugee Commission Reports:
 - a. *Recommendations Concerning Proposed Reorganization of the Commissariat for Refugees, Walter W. Mode, Ralph H. Smuckler, Frederic R. Wickert, August 6, 1955
 - b. Research Report, Field Study of Refugee Commission, Ralph H. Smuckler, Walter W. Mode, and Frederic R. Wickert
 - c. *Recommendations Concerning Proposed Field Organization of the Commissariat for Refugees, Walter W. Mode, Frederic R. Wickert, and Ralph H. Smuckler, September 20, 1955
 - d. *Review of Recommendations Concerning Proposed Reorganization of the Commissariat for Refugees, March 24, 1956
 - e. Review of Recommendations Concerning Proposed Field Organization of the Commissariat for Refugees of September 20, 1955, June 29, 1956
3. *Recommendations Concerning the Department of Interior, the Regions and Provinces, and Supplement, January 14, 1956

*Also in French

4. *Report of Comparative Study of Agricultural Administration in Japan, Taiwan, and Viet Nam, May 22 - June 4, 1956
5. *Report on the Organization of the Department of Land Registration and Agrarian Reform, June 30, 1956
6. *Report on the Organization of the Department of Agriculture, June 30, 1956
7. *Report on the Organization of the Department of Education, June 30, 1956
8. Field Administration in Viet Nam: A memorandum to the President, August 21, 1956
9. Report of Study Mission to Thailand - Field Organization and Administration - Economic Planning and Operations, November 30, 1956
10. A Budgetary and Fiscal System for the Proposed Field Administration Program, A report presented to the President's Committee for the Study of Budgetary and Financial Questions, Marvin H. Murphy
11. *Report on the Organization of the Department of Information and Youth and Sports, January 15, 1957
12. *Report on the Organization of the Department of National Economy, January 31, 1957
13. Administrative Organization in the Province of My Tho, February 28, 1957
14. **Research Report, Department of Education, Volumes I and II, March 1957
15. Community Development (Summary of Programs) (translated into English from a booklet prepared by the Direction General of Plan)
16. *Review of Recommendations on the Reorganization of the Department of Land Registration and Agrarian Reform, June 1957
17. *Preliminary Research Report on the PMS, June 1957

Institute Reports

1. Work Plan, Degree or Certificate Program, Guy H. Fox, John T. Dorsey, and John M. Hunter, August 25, 1955
2. Work Plan for Research Coordinator, Ralph H. Smuckler, September 15, 1955

*Also in French

**Also in Vietnamese

3. Advanced Economics, John M. Hunter, Fall 1955
4. *An Analysis of Government Payments in Viet Nam during 1955, Wayne W. Snyder and Nguyen Van Hoang, October 8, 1956
5. Analysis of Viet Nam's Tax System with Recommendations, Richard W. Lindholm, prepared for USOM, June 1956
6. **Taxation in the Provinces of South Viet Nam, David C. Cole, November 1956
7. **Lectures in the Economics of Finance, Richard W. Lindholm, Fall 1956
8. **Lectures in Money and Banking, Richard W. Lindholm, Fall 1956
9. **Budgetary Administration - twenty-three lectures with Glossary and Bibliography, Marvin H. Murphy, Fall 1956
10. Statistical Methods, (Vietnamese only), Wayne W. Snyder, Fall 1956
11. **Aspects of Modern Public Administration, Spring 1957
12. **Readings in Economic Development, Richard W. Lindholm, Spring 1957
13. **Lectures in the Economics of Finance, Richard W. Lindholm, Spring 1957
14. **Lectures in Money and Banking, Spring 1957
15. **Lectures in Budgetary Administration, Marvin H. Murphy, Spring 1957
16. Statistical Methods (Vietnamese only), Wayne W. Snyder, Spring 1957
17. Comparison of Vietnamese Government Revenues and Expenditures for Fiscal Year 1954, 1955, and 1956, Wayne W. Snyder, Spring 1957
18. *Autonomous State Organizations: Government Enterprises and Public Corporations of Viet Nam, Wayne W. Snyder, Spring 1957

In-Service Training Reports:

1. Work Plan and Statement of Philosophy for In-Service Training, Frederic R. Wickert, October 3, 1955
2. Phu'o'ng-Phap Dieu Khien va Hu'o'ng Dan Phien-Hop, (translated into Vietnamese from Conference Leadership, U.S. Air Force Manual 50-8, Issued June 1953), February 1956

*Also in French

**Also in Vietnamese

APPENDIX 3

A COMPARISON OF GENERAL EXPENDITURES
FOR THE SECOND SIX MONTHS OF 1956
AND THE FIRST SIX MONTHS OF 1957

<u>Description</u>	<u>General Expenditures</u> <u>Second Six Months 1956</u>		<u>General Expenditures</u> <u>First Six Months 1957</u>	
	<u>VN\$</u>	<u>US\$</u>	<u>VN\$</u>	<u>US\$</u>
<u>Personal Services</u>	<u>2,692,101.00</u>	<u>77,403.70</u>	<u>3,717,671.00</u>	<u>106,891.06</u>
Non-American	2,365,993.00	68,027.39	3,305,420.00	95,037.95
Overtime	326,108.00	9,376.31	412,251.00	11,853.11
<u>Travel</u>	<u>2,251,090.43</u>	<u>64,723.70</u>	<u>429,884.55</u>	<u>12,360.10</u>
Local Operational	336,370.20	9,671.36	137,148.70	5,380.92
Overseas	1,914,720.23	55,052.34	242,735.85	6,979.18
<u>Transportation of Things</u>	<u>24,052.27</u>	<u>691.54</u>	<u>28,156.90</u>	<u>809.57</u>
<u>Communications</u>	<u>87,276.47</u>	<u>2,509.38</u>	<u>132,657.89</u>	<u>3,814.20</u>
<u>Rents and Utilities</u>	<u>1,967,087.80</u>	<u>56,558.00</u>	<u>8,918,986.75</u>	<u>256,440.10</u>
Rent - Office	217,231.30	6,245.86	2,071,472.79	59,559.31
Rental of Equipment	53,600.00	1,541.11	25,900.00	744.68
Utilities	822,234.00	23,641.00	1,033,745.96	29,722.43
Rents - Residential	874,022.50	25,130.03	5,787,868.00	166,413.68
<u>Printing and Reproduction</u>	<u>116,500.00</u>	<u>3,349.62</u>	<u>378,193.40</u>	<u>10,873.88</u>
<u>Contractual Services</u>	<u>2,322,635.70</u>	<u>66,780.77</u>	<u>2,360,447.70</u>	<u>67,867.96</u>
Representation Allowance	60,929.00	1,751.84	20,456.00	588.15
Contractual Services	2,261,706.70	65,028.93	2,339,991.70	67,279.81
<u>Materials and Supplies</u>	<u>486,159.38</u>	<u>13,978.14</u>	<u>669,969.15</u>	<u>19,263.06</u>
<u>Equipment</u>	<u>1,615,333.00</u>	<u>46,444.32</u>	<u>978,267.00</u>	<u>28,127.28</u>
Office Furnishings	281,410.00	8,091.16	101,750.00	2,925.53
Office Machines	39,500.00	1,135.71	81,337.00	2,338.61
Other Equipment	1,294,423.00	37,217.45	795,180.00	22,863.14
<u>Grand Total</u>	<u>11,562,236.05</u>	<u>332,439.17</u>	<u>17,614,234.34</u>	<u>506,447.21</u>

APPENDIX 4

To: MSU, ICA/W
From: Stanley K. Sheinbaum, Acting Coordinator
Subject: Semi-Annual Report, January to June, 1957

On April 18, 1957, the Vietnam Project ended two years of operations and began its second period under newly signed contracts with the Government of Vietnam and the International Cooperation Administration extending until June 30, 1959. Implicit in this "turning the corner" was the busiest six month period the Coordinator's Office has faced since the initial preparatory phase in the Spring of 1955.

Contract Renegotiation

Negotiations for the extension of the contract with the Government of Vietnam have been conducted in Saigon with Dr. Wesley Fishel, Chief Advisor representing the University.

In East Lansing the general format of the new contract with ICA was negotiated by Dr. Edward W. Weidner, during his term as Coordinator prior to January 1, 1957. Dr. Ralph Smuckler, Coordinator from January to March and Mr. Stanley K. Sheinbaum, Acting Coordinator since April 1st worked out the details in lengthy discussions with ICA officials in Washington. Last minute obstacles prevented the signing of the new contract and to prevent a lapse, a one month extension amendment was signed on April 18th. Finally, on May 17th the new contract amendment embodying the desired changes was signed.

The most significant of the changes was in the increase in the number of MSU staff members in Saigon from 30 to 54. The police program was most affected by this expansion. Other changes were more of a mechanical nature; for instance, policy for salary rates, promotions, merit increases, etc. are now more in line with general university practice. Reflected in the new contract is a partial reduction of the encumbering approvals that the Coordinator's Office has to obtain from ICA/W. It is hoped that the new general contract being negotiated by ICA with all contracting universities will further remove these sources of delays.

Recruiting:

With the project completing its first two years, it has been necessary to replace those staff members not returning for a second tour. In addition recruiting began for the 24 new positions allotted under the revised contract. Professor Arthur F. Brandstatter, Director, School of Police Administration, MSU, performed yeoman service in recruitment for the Police

Division. About four hundred applicants were considered for the various positions. After careful screening the following thirty were appointed:

<u>Name</u>	<u>Position</u>	<u>Former Position</u>
Chamberlin, Everett	Police Administration Specialist	California State Department of Justice; Sacramento State College
Clowers, Norman	Police Administration Specialist	City of Tacoma, Washington, Police Department
Fabian, Felix	Police Administration Specialist	Assistant Professor, State College of Washington
Gollings, Robert	Police Administration Specialist	California Highway Patrol
Handville, Melvin	Police Administration Specialist	Lieutenant, New York State Police
Johnston, Raymond	Police Administration Specialist	Superintendent of Records, Police Department, Eugene, Oregon
Manopoli, John	Police Administration Specialist	Lieutenant, New York State Police
Newman, George	Police Administration Specialist	Michigan Department of State
Rumpf, Carl	Police Administration Specialist	Roseburg, Oregon Police Department
Smith, Daniel F.	Police Administration Specialist	Investigator, Department of Army
Updike, Everett	Police Administration Specialist	Chief Inspector, New York State Police
Westermann, Marilyn	Secretary	Bechtel Corporation, California; U. S. Army, Tokyo
Beed, Douglas	Police Administration Specialist	Department of Army, Investigator
Kimball, George	Police Administration Specialist	Detective, Detroit Police Department
Rundlett, Lyman	Police Administration Specialist	Communications Specialist, Motorola, Inc.
Woodruff, Lloyd	Public Administration Training Specialist	Assistant Professor, University of Wisconsin
Hendry, James	Economist	Michigan State University, Economics Department
Dorsey, John T. Jr.	Chief, Public Administration Division	Michigan State University, Department of Political Science
Turner, Ralph	Consultant, Police Administration	Michigan State University, Department of Police Administration
Hagelberg, Milton	Consultant, Conference Management	Michigan State University, Continuing Education Service
Scigliano, Robert	Public Administration Specialist	Michigan State University, Department of Political Science
Carmichael, Denzel	Office Management	Michigan State University, Department of Business Education and Secretarial Skills

<u>Name</u>	<u>Position</u>	<u>Former Position</u>
Jones, William A. K.	Police Administration Specialist	Department of Army, Coordination and Records Office
Forliti, Catherine	Secretary	Hq. U. S. Army, Minnesota
Gardner, Richard	Librarian	Librarian, Case Institute of Technology
Stein, Arthur	Police Administration Specialist	Records Specialist, Department of Army
Peterson, Joan	Secretary	General Service Administration, Minnesota
Roberts, Herbert	Personnel Officer	Michigan State University
Dagen, Verne	Police Administration Specialist	Lieutenant, Michigan State Police
Gunderman, Jean	Secretary	Department of Air Force

Preparations for outgoing personnel

The task of preparing these personnel and their families almost equalled in scale that of recruitment itself. Arrangements for travel, shipping, and storage became routinized despite occasional unique problems. After considerable screening of information, comprehensive packets of briefing material were distributed in an attempt to answer the myriad of questions that arise when planning for a duty tour overseas.

Three briefing sessions of three weeks each were held during the period. Eight days were spent by each of the staff members at the ICA/W orientation program in Washington; the remainder of the briefing session was held on campus. The MSU sessions were focused on Vietnam and on the project itself. In addition, intensified training in French language was part of the briefing.

Each of the sessions was clouded by the problem of clearances for some of the staff members. The delays ensuing from lack of receipt of the various clearances seriously affected the morale of the relevant personnel when forced to readjust travel and departure plans for themselves and their families.

Participant Program

The participant program represents the largest substantive contribution made by the Coordinator's Office to the Project. Twenty Vietnamese governmental personnel of various levels of responsibility returned to Saigon around June after nine months of studying and training in various aspects of public and police administration. Generally, each of the participants spent the first quarter or the first and second quarter, depending on their background experience, on campus attending classes oriented towards their particular needs or studying or observing under the guidance of MSU faculty. For three to six months each of the participants was interned within various federal, state or local government bureaus for in-service type of training. Among the very many such offices that cooperated in this program were the Comptroller of the State of Michigan; the Chief of Police of Kalamazoo, Michigan; the Detroit City Planning Commission; the Port of New York Authority;

The U. S. Treasury Department; the U. S. Department of Agriculture; Chase-Manhattan Bank; the Tennessee Valley Authority; State of Michigan Civil Service Commission; the U. S. Civil Service Commission; etc.

Inter-University Relations

As of January 1st the Vietnam Project was placed under the jurisdiction of Dr. Glen L. Taggart, Dean of International Programs as part of MSU's long run planning to integrate the supervision of its overseas operations. The purpose of this arrangement is two-fold: a) to obtain for programs like the Vietnam Project, maximum efficiency in planning and staff; b) to derive for the University, its faculty and its students maximum benefits from the experiences of MSU staff abroad. The resources of personnel from various departments are drawn upon for assistance and planning for the participant program. Further, various faculty have devoted considerable time to assisting in the briefing of outgoing personnel. Faculty returning to campus from Saigon have considerable opportunity to enrich their lectures and other contacts with students.

Support and Logistics

During the period from January to June, 1957, the Coordinator's Office continued its purchasing of supplies and equipment for training purposes in Saigon. In addition, 1200 books and films were obtained for the library being developed in Saigon at the National Institute of Administration.

President Diem's Visit

On May 15th and 16th it was the pleasure and honor to receive President Ngo Dinh Diem on campus again. Governor Williams, President Hannah, the State Board of Agriculture, Dean Taggart and other officials of the State of Michigan and of the University found his visit a rewarding one. It is hoped that such contacts with President Diem and other officials of the Government of Vietnam will be maintained in the years to come.

East Lansing Staff

Coordinator	Dr. Ralph H. Smuckler, January 1 - March 31 (1/2 time) Mr. Stanley K. Sheinbaum, April 1 - present (1/2 time)
Secretary	Mrs. Joyce K. Bell (full time)
Administrative Assistant (Police)	Mr. Lawrence J. Baril (1/2 time)
Administrative Assistant (Participants)	Miss Elsie Cunningham (full time)
Research Associates	Dr. John T. Dorsey, Jr. (1/2 time) Dr. Allen S. Whiting (1/2 time)
Participant Program Order Librarian	Dr. Richard McCleery (1/2 time) Miss Paula Irving (1/2 time)
Graduate Assistant	Mr. Robert Carle (1/2 time)
Graduate Assistant	Mr. Thu Ngoc Phan (1/2 time)
Typist Clerk	Miss Barbara Lyman (full time)