REPORT ON MSU VG POLICE PARTICIPANT PROGRAM

1960

MICHIGAN STATE UNIVERSITY VIETNAM ADVISORY GROUP

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During the period 1949-60, Michigan State University, School of Police Administration and Public Safety, has been involved in the training of foreign police participants. The School of Police Administration has been called upon to handle programs ranging from one-day visits to two-year courses of study. During this time approximately 235 participants have come to the East Lansing campus for varying lengths of time. In arranging visits, courses of study and observation tours, MSU has worked with the United States Army, State Department, International Cooperation Administration, International Association of Chiefs of Police, Governmental Affairs Institute, other branches of the Federal Government and, in some instances, other universities. As a result of this experience, the School of Police Administration has gradually developed evidence to support its observations and opinions relative to foreign police training. Much of the evidence is based upon personal experience of its staff members who have served, or are serving, in foreign posts both in Europe and the Orient.

This report, while based primarily on the MSU experience in Vietnam, is an effort to synthesize impressions and opinions obtained during the past decade. Detailed information regarding the Vietnam experience was obtained during the writer's visit to that country in May 1960. Observations and impressions obtained during visits in 1954, 1956 and 1957, are also incorporated in this report. Messrs. Strencher and Turner, currently in
Saigon, assisted in the preparation of this document. Attention is called to the last recommendation dealing with the establishment of a foreign Police Institute. This represents a brief exposition of thoughts and ideas expressed by staff members of the School of Police Administration as to how the problem might be approached in an attempt to further upgrade the nature and quality of foreign police training in the United States.

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SUMMARY OF SELECTED RECOMMENDATIONS

(See Pages 119-128 for complete recommendations.)

1. It would be desirable to have a restatement and elaboration by the United States Government of the specific goals and objections of participant training. (See pp. 5-9, 41-7, 119-120.)

2. Three levels of programming should be considered for participants, if long-range effects are desirable, namely:
   a. Extensive long-range programs (2-4 years).
   b. Short-term, specialized programs (10 mos.).
   c. Very short observation tours (2-5 mos.).

3. Communications between United States technical advisors and host-government counterparts needs to be improved for the mutual comprehension and realization of objectives and policies of the participant training program. (See pp. 45-7, 54-66, 100-10, 116, 121-22, 127.)

4. Selection of participants by means of arbitrary criteria -- e.g. rank, age, years of service, position, etc. -- is not a dependable method, and should be reviewed and replaced by more meaningful techniques. (See pp. 5-7, 54-66, 116, 121-22.)

5. Policies and mechanism of the English-language instruction program must be reviewed and modified. (See pp. 13, 66-7, 110-12, 123-24.)

6. The implications of the medical examination, with regard to timing, programming and expense, should be reviewed and the procedure suitably modified. (See pp. 13, 47-51, 68, 124.)

7. Consideration should be given to advancing notice of the date of the "call forward" of participants by ICA/W. (See pp. 47-52, 69, 125.)

8. The paramount importance of participant programming in the host-country should be recognized and reflected in the preparation of PIO/T based upon sound decisions. The success or failure of the training program may be determined by this one procedure. (See pp. 17-18, 69-78, 112-17, 125.)

9. Participant programming in the United States requires greater coordination between all cooperating agencies and a better understanding of problems of the host-country. (See pp. 21, 24-5, 79-96, 126.)

10. Directed efforts should be made to improve the understanding and willingness on the part of the host-country to utilize returned participants properly. (See pp. 28, 97-99, 127.)

11. Consideration should be given to the establishment of a Foreign Police Training Institute. (See pp. 129-132.)
CHAPTER I

INTRODUCTION

Michigan State University has maintained an ever increasing interest in educational and training activities of an international nature. The University's present-day philosophy includes significant references to participation in activities which result in cultural, technical and educational exchanges among nations. The following excerpts from This is Michigan State University--1957-58, M.S.U. Department of Information Services, offers some evidence of the University's emerging rule on the international scene.

"One of the most extensive international programs in American higher education is being conducted by Michigan State today in seven foreign countries. Designed to help the people of these countries help themselves, assistance is given in the solution of such local problems as health, agriculture, public administration and teacher training. MSU's program is being expanded in the interest of the advancement of technical, scientific and educational developments in various areas of the world. M.S.U. ranks third among American universities in the scope of its international program which is financed on a reimbursed basis.

Location of Foreign Programs

"Border Areas of the United States - M.S.U. specialists are conducting long-range research on the processes of technological and social change in the border areas of the U.S. Results of the study should provide information which will be useful in improving the international relations of the U.S. and its neighboring countries, Mexico and Canada. Currently underway in a U.S. - Mexican border project, and future plans call for a Canadian - U.S. border study and Alaskan - Canadian border study. Sponsor is the Carnegie Corporation.

"Costa Rica - For the past eight years Michigan State specialists have been making, and will continue to make, an evaluation of
"the spread of technological changes in Latin American countries. The evaluation is being carried on through the Inter-American Institute of Agricultural Sciences in Costa Rica.

"Brazil - In 1954 four M.S.U. professors helping establish the first school of business administration in Brazil, at Sao Paulo. The school offers two types of programs: a four-year undergraduate course, and a 13-week executive development course for Brazilians already holding responsible positions in business, government or the military. The school has graduated approximately 300 from the executive training program. Brazilian sponsor of the school is the Getulio Vargas Foundation; the American sponsor is the International Cooperation Administration. Nine M.S.U. professors are currently on the staff of the school.

"Colombia - In its eighth year is M.S.U.'s agricultural assistance program at Palmyra and Medellin, branches of the National University of Colombia. Exchange professors and special consultants from M.S.U. are helping to develop special fields in agricultural education and training, including short course programs, research, farm demonstration and extension work. There are three staff members at Palmyra and four at Medellin. Sponsor of the project is the International Cooperation Administration.

"Okinawa - Since 1952, M.S.U. staff members have been working with the staff of the University of the Ryukyus at Naha, advising the faculty in the organization and development of the university. Founded in 1951 under the sponsorship of the U.S. Civil Administration, the university is being patterned after the land-grant college system, embracing the three fields of teaching, research and extension work. M.S.U. staff members, which currently number six, also advise the military government there. At the fifth annual commencement, March 1957, the university awarded 243 bachelor's degrees and 30 terminal degrees (two-year diplomas).

"Pakistan - In June, 1957, Michigan State University signed an agreement with the Ford Foundation and Pakistan to assist in developing two training academies for Village-AID leaders. Four staff members spent the summer in Pakistan to start the project there. Three of these returned in the fall to attend to the campus aspects of the project, leaving one member in Pakistan.

"Foreign Students at M.S.U. - The 1957 fall enrollment, an all-time high included 450 students from 68 foreign countries and U.S. possessions. Most of the students are here for specialized study and are enrolled as graduate students or special students. At spring commencement, 1957, 17 foreign students received
bachelor's degrees and 28 received advanced degrees.

"International Center - Established in 1944, the International Center, located on campus, has these objectives: acquainting students of other lands with the American way of life; aiding local students and townpeople in acquiring a better knowledge and understanding of the cultures and problems of other lands; and fostering and preserving friendly contact between American and foreign students."

It should be emphasized that the orientation of Michigan State's international programs is primarily toward education, training and advisory assistance, as compared with financial and commodity assistance offered by other organizations. This was the overriding consideration in the creation of the M.S.U. Vietnam Project. In the Autumn of 1954, a number of M.S.U. specialists traveled to Vietnam for a first-hand appraisal of educational, training and reorganizational needs in its civil administration. In early 1955, the program was established and the first M.S.U. advisors arrived in Vietnam during May 1955, to render assistance in public administration, police administration, and public finance. During the period of greatest activity (1957-58), the total M.S.U. numbered 54 staff members. This project, sponsored by the International Cooperation Administration, was designed to implement and support foreign aid policies of the United States, as well as the educational and cultural philosophies of Michigan State University.

With particular reference to law enforcement administration, Michigan State has been involved in educating and training foreign police officials since 1949, when nine high-ranking German police officers visited the East Lansing campus on an M.S.U.-coordinated training tour. Since that time, M.S.U.'s School of Police Administration and Public Safety has provided education and training for police
officials from Tunisia, Morocco, Liberia, Afghanistan, Thailand, Somalia, Egypt, Union of South Africa, Nepal, Austria, France, Iceland, Sweden, Indonesia, Korea, the Philippines, Nationalist China, Panama, and the U.S. Territory of Guam, as well as South Vietnam. The first Vietnamese police participant arrived at Michigan State in 1955, followed by four participants a year later. At present, M.S.U.O. has coordinated the training programs of eighty-seven (87) police participants, from Vietnam of which fifty-four (54) were USOM-Funded.

From all of this combined experience arises an opportunity to study and evaluate the entire field of foreign police participant training, and an opportunity to put forth proposals for the improvement and further development of police participant training. This report is an attempt to accomplish these purposes.
CHAPTER II

GOALS OF THE PARTICIPANT TRAINING PROGRAM

Merely enumerating the names of countries and kinds of assistance programs in existence affords small indication of the magnitude of the undertakings and of the enormous operational detail involved. In order to provide technical assistance of a meaningful nature, a number of complementary activities must be pursued in order to obtain long-range results. Taking into consideration the nature of many under-developed nations--those most often receiving technical assistance--advice alone falls short of achieving the lasting results desired. In most cases, new equipment and facilities are required--and, more important and more difficult to obtain, personnel who have been trained to make optimum use of new equipment and facilities. This last factor is the main point of this report. However, it would be short-sighted to consider participant training only a means of developing technicians; as important as this aspect of participant training may be, there are other considerations.

Cultural Interchange.

The United States Government takes justifiable pride in a way of life which has given birth to great technological advancement, and to educational and cultural growth on a democratic scale. At the same time, the United States Government recognizes the many enduring and salutary elements of other cultures, and other ways of life. It is considered worthwhile that the American people should meet with the peoples of
other nations to exchange ideas and knowledge in social and cultural spheres as well as technological. Although there is inherent in all of this an effort to impress the foreign visitor with the American way of life that he might return to his homeland to proliferate the best elements of American culture, the total program may not fairly be considered a simple effort to induce change in the non-American culture. The greater value of cultural interchange should be found in mutual, rather than unilateral, change, and in the destruction of prejudice and growth of mutual understanding.

Cultural interchange, as a factor of United States foreign aid policy, appears to have a position of towering importance. The participant training program, under which foreign officials and students are sent to the United States for education and training, offers an excellent medium for cultural exchange.

Short-Term Technical Training.

As indicated earlier, advisory and commodity assistance to underdeveloped nations requires the support of trained host-country personnel who will implement the new policies resulting from advisory assistance and properly utilize new equipment and facilities provided by commodity assistance. In many cases, training for this purpose need not be of long duration. Bringing into focus the police participant training program, criminal identification technicians are needed to classify and compare fingerprints, radio technicians are needed to repair and maintain new police radio equipment, records technicians are needed to administer reorganized police record bureaus, and competent officers
are needed to command riot squads, immigration bureaus and traffic law enforcement units.

Preparation for the assumption of these responsibilities is more properly termed training than education, and is of relatively short duration. The distinguishing factor is that short-term training generally implies the gaining of manual or technical skills, as contrasted with absorbing a large body of theoretical knowledge and gaining historical perspective, in education. Work-oriented cultural values often attach to short-term technical training.

Long-Term Technical Education.

Although long-term technical education may also be viewed as essential to the implementation of advisory innovations and the utilization of new equipment and facilities, its importance lies in going beyond the immediate needs of the advisory program. Whereas a trained man has gained competence to perform a specific task, and may even be qualified to train others in the performance of that task, the educated man is expected to perform a higher order of duty, to generalize his competence and to exert greater influence over wider areas of activity. His preparation must be oriented, not to a job, but to a body of knowledge which will permit him to perform a variety of related functions, and to influence others in the exercise of their functions. Again, bringing into focus the police participant training program, preparation for crime laboratory work might be considered an educational effort rather than training. Although the work is highly technical, it requires a knowledge of the physical sciences, of criminal
law and evidence. Equally important, proper utilization of a crime laboratory facility involves an understanding of scientific philosophy and a particular regard for individual rights under the law.

Preparation of the police administrator, also, may be regarded as an educational effort. Administration of a law enforcement organization requires the services of a man who has gained an historical perspective of social control, and who is able to discern the role of his organization in the total administration of public policy. In law enforcement administration, the formulation of policy requires more than technical competence as a police officer; it is suggested that preparation beyond occupational or technical competence at the operational level may be called education.

Putting aside law enforcement for the moment, there is need in some quarters for qualifying foreign participants by the granting of university degrees and advanced degrees. In a number of occupations, qualification is dependent upon long years of study and the obtaining of a specific university degree. Often, an under-developed nation is in need of professional practitioners thus qualified. The educating of engineers, accountants, public administrators, university teachers and other professional persons is considered to be a legitimate activity of a foreign aid when the further development of a nation is dependent upon the services of those so educated.

The primary goal of the participant training program is plausibly, to influence the foreign nation favorably toward the United States and to create a favorable climate of cooperation with the United States:

First, directly, by influencing the individual participant through
cultural interchange; Second, by providing training and education for individuals who will play a large role in improving the economic conditions, health, welfare and education of their people, and in improving government in form and services.

Although it is understood that cultural interchange, short-term training and long-term education are legitimate elements of the participant training program, there has been no indication of relative importance of these elements. Programs are developed which include varying degrees of cultural interchange and training or education; the variance among these elements is often wide and uncontrolled by programming officials because there is no guideline in this regard. This disparity and lack of balance will be further discussed in a later chapter.
CHAPTER III

MECHANICS OF THE POLICE PARTICIPANT TRAINING PROGRAM - SAIGON

This chapter will discuss chronologically the procedural details involved in the determination of training slots to be allocated, the selection, and pre-departure preparation of police participants. The processing of USOM-Funded and MSUG-Funded participants differs in some respect; the USOM procedure will be described and differences in the MSUG procedure will be briefly mentioned where significant.

Announcement.

The number of participant training slots available is not known until the annual USOM program has been approved. When the number of slots is known, some time during November of any programming year, this information is given to the GVN Committee on Overseas Study, hereinafter referred to as COS. Around November 30, COS holds a preliminary meeting to discuss the allocation of participant training slots within the various GVN agencies. Within the Police and Security Services, for example, COS decides how many slots shall be allocated to the Central, Highlands, and Southern regions of the organization, and how many slots shall be allocated to the municipal police service and to the Direction General, of Security Service, hereinafter referred to as the VBI. This preliminary meeting is attended by members of the COS, the staff of the VBI Training Bureau, and by USOM and MSUG training and participant advisors. Each proposed participant program is discussed, although agreement has been already reached on some programs.
and the discussion is a short formality. Following this preliminary meeting, COS transmits to the employer agency, in this case the VBI, the number of the participant slots to be filled.

Recruitment.

Upon receiving the number of participant slots available for the coming year, the VBI begins the nomination of participant candidates from within its organization. This has been done in a number of ways, largely depending upon the kind of slots being filled.

Competitive Examination. Between 1955 and 1959, the VBI Training Bureau selected participant candidates on the basis of competitive written examinations. All police and security personnel were notified that participant nominations would be made, and interested personnel registered for the examination. The examination included a test of general information, a test of law enforcement information, and a Vietnamese-to-English translation test. During the years of selecting participant candidates, the English translation test became the primary selection criterion; regardless of other factors, as rank, organizational responsibility, years of experience, etc, applicants who demonstrated the greatest English-language capability were selected to be candidates. The reason for this policy appears to lie in the necessity for English-language capability in the stateside training situations, and the short time available for English-language instruction of participants candidates prior to departure. Whatever the underlying reasons, candidates were selected largely on the basis of their English-language capability.
Designation. In some cases, participant candidates are simply designated by the VBI Training Bureau, with the approval of the Director General of Police and Security. Chosen candidates are never consulted in advance of the selection, and rarely told, after selection, about the training program for which they have been nominated. Participant candidates for the FY 1960 program were selected for nomination in this manner. After MSUG police advisors had interviewed more than forty (40) candidates, it was found that less than five (5) had been informed as to the field of training they would enter. The FY 1960 selection program will be described in detail in a later chapter.

Selection.

The list of participant nominations prepared by the VBI Training Bureau is submitted to USOM/Training Division and to MSUG/Police Administration Division. The MSUG participant advisor and other police advisors interview each candidate and record pertinent information on a short interview form and control chart (See Appendix B). Selection criteria for the FY-60 police participant program will be fully discussed in a later chapter.

English-language Instruction.

Concurrent with the MSUG interviews, the participant candidates are enrolled in English-language classes—since FY-55, at the Vietnamese-American Association, a bi-national center. (For a full discussion of the English-language training program consult Appendix A.) The VBI Training Bureau attempts to nominate two candidates for each available participant slot, (1) to provide substitutes for those candidates who
fail the final English-language examinations, for those who fail the medical examination, and for those eliminated by the MSUG interview, and (2) to create a competitive situation among candidates in the English-language training course.

During the years 1955-58, and half of FY-59, English-language instruction was offered at the rate of four hours each day for police participants; the period of training averaged four (4) months. Under the Vietnamese-American Association English-language training program, candidates receive periodic examinations of proficiency in both written and spoken English; at the termination of the pre-departure training period, candidates receive a final written and oral examination. ICA/W requires, for police participants, scores of seventy-five (75) in both the written and oral examination prior to departure.

**Medical Examination.**

Within the six months immediately preceding departure for the United States, participant candidates are given medical examinations by doctors approved by the United States Embassy/Saigon. In FY-59, approximately 10.0/0 of the candidates were rejected on medical grounds; the most frequent cause for rejection was pulmonary tuberculosis. Candidates, however, are rejected medically if their x-rays show any abnormality. Because the abnormality may result from a chest cold or other mild ailment, candidates who secure the approval of the VBI Training Bureau may be subjected to periodic medical examinations for a period of one year. If, at the end of that time, they are certified in good health by the U.S. Embassy/Saigon, they may be reconsidered for
the next year's participant program. This has been done in a number of cases. At this time, the candidates also receive the immunization shots.

Clearances, Visas, Other Procedure.

During the week of the MSUG interviews, participant candidates fill out in draft: the ICA Bio/Data form, security clearance form and U.S. entry visa application, and submit seven photographs each. These documents are forwarded to the U.S. Embassy/Saigon and ICA/Washington for action.

During the same period of time, participant candidates have been completing forms at the COS Training Section, for distribution to the GVN security agency and Defense Department for security and military clearances.

At approximately the time USOM receives the local security clearances and visa list from Washington, COS receives the GVN security and military clearances. The COS is then requested to arrange for a presidential arretee, which will authorize the overseas training for participants. At this time, the final English-language examination must have been given, and the final English-language examination from among the candidates.

After the presidential arretee has been issued, the passports and GVN exit visas are obtained. Following this, the U.S. entry visas are obtained at the U.S. Embassy/Saigon. Travel arrangements are made, tickets are obtained and travel advance checks are given to the participants.
Pre-departure Orientation.

During the final weeks of English-language instruction, an hour each day is set aside for MSUG orientation lectures. These lectures, offered in English, are of two distinct kinds: One-half the time is spent describing the American way of life, U.S. institutions, customs, social behavior, basic etiquette, table manners, problems of travel and weather, and U.S. government; the other half of the lectures are concerned with U.S. law enforcement at different levels of government--Federal, state, county, township and municipal. The kinds of agencies and their functions, practices, personnel, equipment, jurisdictions and administration are discussed by MSUG police advisors. U.S. culture lectures are ten (10) hours in duration, U.S. police systems, twenty (20) hours.

Participant Agreement.

Immediately following the MSUG interviewing and selection of participant candidates, a GVN-USOM Participant Proposal Agreement document is prepared. This document specifies the field of training for each specialized group, lists the names of principal and alternate candidates, describes the proposed program of training, the location of training, and post-training utilization of participants, and contains an agreement to release candidates for a certain number of hours of English-language instruction each day. For police participants, both USOM- and MSUG-Funded, this agreement form is signed by the Chief of the MSUG Police Administration Division, and by the Director General of Police and Security, GVN. (Consult Appendix E, for the form of
The MSUG-Funded participants are processed in much the same way; the same steps are involved, although they may be accomplished at places other than USOM offices, and by MSUG rather than USOM, personnel. The greatest distinction between MSUG- and USOM-Funded participant program exists in the programming, both in Saigon and the United States. This will be discussed in the following two chapters.

Pre-departure Leave.

The termination of English-language training and all other pre-departure preparation must be set for fifteen (15) days before departure. Immediately following the end of English-language final examinations, by GVN Police and Security Service policy, participants are given a ten-day pre-departure leave. Participants spend this time with their families, away from all duties and training. After the leave period, participants return to VBI headquarters for a five-day briefing by VBI officials, returned police participants, and the Director General of Police and Security. At the end of the five-day briefing, the participants depart for the United States.
CHAPTER IV

POLICE PARTICIPANT PROGRAMMING IN SAIGON

Programming is the most important single element in the administration of the participant training program. All other procedures are subordinate to the main point of the program, the accomplishment of training.

The work of programming begins when the number of police participant slots is known, during November. At that time, the Chief of the Police Administration Division, MSUG, must decide upon the allocation of the slots among functional specializations within the QVN police service. As stated earlier, the training of participants is intended to complement the advisory and commodity assistance being given. MSUG allocation of training slots has reflected this goal. With the creation of a crime laboratory, a central records bureau, a riot squad, a criminal identification bureau and a juvenile delinquency control bureau, participant slots have been allocated to train laboratory technicians, police record bureau commanders, riot squad commander, criminal identification technicians and supervisors, and juvenile delinquency control officers and supervisors. Advisory and commodity assistance in police administration, criminal investigation, traffic law enforcement, police radio communication and police personnel management has resulted in the allocation of participant slots to those functional areas. The number of slots allocated to each specialization depends upon the degree of assistance being given, and upon immediate
and long-term needs of each sub-program of MSUG.

The allocation of participant slots is the first small step in the programming work. There has merely been a determination of what kinds of training are desired. From this point on, the procedures of USOM and MSUG differ considerably, both in Saigon programming and U.S. programming. They will be dealt with separately.

Programming of USOM-Funded Police Participants.

After the participant candidates have been interviewed by MSUG; have been enrolled in English-language classes and completed their paperwork, draft Project Implementation Orders/Personnel are prepared by the MSUG participant advisor. During the year 1957-58, generalized PIO/P's were prepared, covering all fields of functional specialization in a single document. In FY-59, each specialized program was covered in a separate PIO/P. (For a comparison of these procedures, copies of PIO/P's may be found in Appendix K.)

The PIO/P is first of all a financial document, listing a breakdown of all expenditures for each participant group. Secondly, the PIO/P is a programming document. The project title establishes the kind of training activity to be accomplished; the relationship of the training activity to projects of the United Nations and other agencies is established; the names of principal and alternate participant candidates are entered on the PIO/P, followed by a description of the training needed and method of accomplishing the training; contemplated plans for the dissemination and use of knowledge gained are described, finally, assurances of proper end-use of trained participants are provided.
The key to successful programming, in the host-country location, is in the preparation of the PIO/P. What is called for in the PIO/P will be implemented in the United States, but only in terms of the availability of training requested. The MSUG participant advisor may list any kind of training which may be desirable to the Police and Security Service of Vietnam; if that form of training is not available in the United States, the program will fail. For this reason, the participant advisor responsible for preparing PIO/P's must be well acquainted with police training facilities in the United States.

After the PIO/P's have been reviewed by USOM/Training Section, the documents are printed and twenty copies of each sent to ICA/Washington. Police participant PIO/P's are forwarded to the Training Division of the International Association of Chiefs of Police by ICA/Public Safety Division. IACP/Training Division performs the stateside programming and coordinates the training program throughout the United States. This will be discussed in the following chapter.

Programming of MSUG-Funded Police Participants.

At the point where PIO/P's would be prepared for USOM-Funded participants, the MSUG participant advisor and other police advisors jointly prepare a memorandum detailing the training specializations, periods of study, place of study, subject matter of training course, and itinerary, of MSUG-Funded participants. During years when both USM and MSUG-Funded police participants were sent to the United States, there was close coordination between the two programs; because MSUG-Funded participants were sent to the School of Police Administration and Public Safety, Michigan State University, this program was limited
to those police training courses offered in the curriculum of Michigan State University. These were: police administration, criminal investigation, police records management, crime laboratory, and crime prevention. Other training specializations--riot control, state police operations, traffic law enforcement, radio communications, and immigration, were administered under the USOM-Funded program.

Once again, the key to successful programming from Saigon is in the preparation of the memorandum describing the training program.

Copies of this memorandum are sent to the USOM/Training Section and to the MSU Vietnam Project Office/East Lansing. The Vietnam Project office performs the stateside programming and coordinates the training program.
CHAPTER V

POLICE PARTICIPANT PROGRAMMING IN THE UNITED STATES

As stated above, the success of the stateside programming will depend to a large degree upon the preparation of the PIO/P's and memoranda. IACP/Training Division and M.S.U. Vietnam Project office now have in hand the programming documents prepared by the MSUG participant advisor in Saigon; it is now their job to use these documents in obtaining desired training for the police participants. Because the MSUG participant advisor, even with a good working knowledge of stateside police training facilities, is fairly well isolated from the American scene, some of the PIO/P and memorandum training proposals will be described in general terms. (i.e. if it is desired that participants attend a large, in-session police academy, it will be the work of the IACP/Training Division or MSU Vietnam Project to select the police academy, applying criteria supplied in the Saigon programming document. The MSUG advisor lacks current information.) If the MSUG programming document is general enough to permit choice among good training facilities and yet specific enough to guarantee correct interpretation and proper implementation of desired training, IACP and Vietnam Project will be able to carry out the intended program.

ICA/W - IACP/Training Division Programming of Police Participants.

The IACP/Training Division, on ICA contract, programs and coordinate U.S. training for USOM-Funded police participants. From the list of educational institutions and law enforcement agencies contained in the PIO/P's, IACP arranges for enrollment and selection of course, and
later, for on-job tours of enforcement organizations. These activities are coordinated with ICA/PSD. Participants, while enrolled in courses and touring police departments, submit to IACP/Training Division periodic reports describing their activities. At the termination of the ten-month training and observation period, the participants return to Washington to write and submit final reports and for exit interviews with ICA/W officials. The IACP/Training Division task is largely one of scheduling. After the formal classroom training has been completed, on-job training tours are planned, with participants visiting a number of law enforcement agencies throughout the United States. These visits average two weeks in each agency.

MSU, East Lansing, Vietnam Project Programming of Police Participants.

The Vietnam Project office, part of the total ICA - MSU contract, programs and coordinates U.S. training for MSUG-Funded police participants. From the list of functional specializations and specific courses contained in the MSUG programming memorandum, the project office arranges for enrollment and final selection of courses from the current MSU catalog, and later, for short on-job training tours of law enforcement organizations. One of the police administration faculty at USU is charged with responsibility for foreign police students; he acts in a liaison capacity with the Vietnam Project office, and acts as enrollment officer and academic counselor to Vietnamese police participants as well as other foreign students. For the past several years, this position has been held by a retired Captain of the Michigan State Police. Although this member of the police administration faculty is responsible for most academic matters of participant programming, the Vietnam Project office, in
cooperation with the police administration faculty, prepares the schedule for on-job training tours. Functional specialists from the faculty (i.e., crime laboratory, police administration, police records management) provide guidance in the selection of law enforcement organizations to be visited, and the project office performs procedural details. Participants engaged in on-job training tours of police agencies are accompanied by a member of the Vietnam Project staff, the police administration foreign student advisor, or a member of the police administration faculty.

In contrast to IACP/Training Division programming, under which participants often spend four months of the ten-month training period in visiting law enforcement agencies, MSU Vietnam Project programming generally provides for one month of observational touring at the end of the formal classroom training, and several short visits to police departments between academic quarters.
CHAPTER VI

EXPERIENCE OF POLICE PARTICIPANTS IN THE UNITED STATES

After recruitment, selection, English-language training, medical examination, filling out of forms, pre-departure preparation and orientation, host-country programming, stateside programming, pre-departure leave and travel half-way around the world, the participants begin their training programs in the United States. Beginning with recruitment, the pre-departure processing of police participants equals their period of U.S. training in duration.

Because the U.S. experience of USOM and MSUG-Funded participants differs in several ways, it will be discussed in two sections. Typical, but not exclusive, training programs will be described.

Experience of USOM-Funded Police Participants.

Participants arriving at the Washington International Airport are met by a representative of ICA/Police Administration Division. After securing housing, the participants begin a period of orientation and briefing, as follows:

IC A - TATS Arrival Orientation . . . . . . I week
Washington International Center . . . . . I week
IACP-TD Analysis, Briefing and Counseling . . I week
*INPOLSE--Familiarization U.S. Police Systems . 2 weeks

*For further information regarding this and other organizations mentioned in this report, consult the Directory of Organizations, Appendix L
Following the orientations and briefing, the participants are enrolled in formal classroom training programs, as follows:

* IMPOLESE—Basic Criminal Investigation Course ... 4 weeks
* IMPOLESE—Advanced Criminal Investigation Course ... 6 weeks

Total 10 weeks

*--For a complete outline of content of the basic and advanced criminal investigation courses, consult Appendix F.

Because a number of training institutions participate in this activity, a few alternative examples of this formal training period follow. The first 4 weeks of initial orientation and briefing are the same for the following training programs.

Grand Rapids, Michigan Police Department Recruit School ... 6 weeks
MSU Police Administration School—Basic Recruit Course ... 4 "
U.S. Treasury Department Law Enforcement School ... ... 6 "

Total 16 weeks

Southern Police Institute—Scientific Investigation ... ... 2 weeks
U.S. Treasury Department Law Enforcement School ... ... 6 "

Total 8 weeks

Continuing with the first training program described above, the formal classroom training is followed by on-the-job study and training as follows:

On-the-job study and training at selected municipal police departments, mid-west and western cities ... 7 weeks

On-the-job study and training at selected state police departments, mid-west and western states ... ... 4 "
With this on-the-job training tour, the training period of the participants ends. Two terminal weeks are spend as follows:

ICA - Seminar on Communications ........ I week
IACP-TD--Final Reports on Evaluation .... I

After the writing of final reports, the participants depart for Vietnam. This USOM-Funded participant training program is described only as a typical example; the following chapter will present in detail the training programs of fifteen (15) police participants, both USOM and MSU-Funded, who have undergone ten months of training in the United States and returned to Vietnam.

Experience of MSU-Funded Police Participants.

Participants arriving at the Capitol City Airport in Lansing are met by a staff member of the MSU Vietnam Project, or a member of the police administration faculty, or both. After securing housing, the participants are given a conducted tour of the MSU campus, including visits to classrooms, laboratories, living facilities, recreational facilities and the Internation Center. During the next few days, personnel of the Vietnam Project provide orientation lectures, covering approximately the same material as the Washington International Center for USOM-Funded participants. Because participants normally arrive just a few days before the beginning of classes, they are enrolled and registered for courses almost immediately. Choosing a criminal investigation participant, as described for the IACP program, a typical MSU program would be as follows:

Introduction to Law Enforcement
Criminal Investigation
Police Patrols
Police Administration
Police Records Management
Juvenile Delinquency Prevention and Control
Special Problems in Police Administration

All courses during academic year . . . . . . . . 33 weeks

During periods between academic quarters, 2-3 weeks in December, and one week in April, and following the Spring recess of courses, participants engage in on-the-job training tours of police departments. The shorter tours between quarters are usually with an accompanying faculty member; the terminal tour is often not, because of greater distances and expense involved.

Total period of on-the-job training tours, during academic year and terminal . . . . . . . . . . . . . . . . . 6 weeks

Once again, the training program is briefly described as a typical case of MSU Vietnam Project Programming. A number of MSU training programs will be discussed in detail in the following chapter.
Upon their return to Vietnam, police participants report immediately to the Training Bureau of the VBI, where they prepare final reports on their U.S. training experiences. Following this, they await reassignment within the Police and Security Services. A following chapter will provide a discussion of the reassignment of returned police participants, indicating post-training utilization and other pertinent information.
CHAPTER VIII

PROBLEMS EXISTING IN THE POLICE PARTICIPANT PROGRAM

MSUG Evaluation of the Police Participant Program.

During the first five months of 1960, MSUG Police Administration Division engaged in an evaluation of the total police participant training program. This evaluation included an analysis of programming documents of both USOM- and MSUG-Funded programs, correspondence, organizational rank structure of the Police and Security Service, the selection and pre-departure processing of candidates, the English-language training program, stateside programming by ICA-IACP/Training Division, and reassignment of returned participants. A most important element of the evaluation effort was the interviewing of returned police participants. The early part of this chapter is concerned with the returned-participant interviews.

ICA Participant Questionnaire and Conducting of Interviews. In February and March, 1960, Messrs. Turner and Strecher, MSUG Police Administration Division, met individually with Messrs. Dienes, Parker and Luche, USOM/Saigon, to discuss an evaluation of the police participant training program. USOM had received from ICA/Washington a participant questionnaire reportedly designed to accomplish this kind of program evaluation. The discussions between MSUG and USOM resulted in an agreement that MSUG would employ the questionnaire on a pre-test basis for the interviewing of returned police participants. In return, MSUG would provide USOM with the results of the interviews and observations regarding the questionnaire.
MSUG reproduced the questionnaire in sufficient quantity to provide USOM with copies of all those completed. A specimen questionnaire was presented to the Director General of Police and Security, Vietnam, with the request that the MSUG participant advisor be permitted to interview returned police participants. The purpose and scope of the evaluation study were fully explained. Permission to interview returned participants was not granted. After further discussion, the Director General agreed to permit the Chief of the VBI Training Bureau to interview returned participants, employing a Vietnamese-language questionnaire. All completed questionnaires were to be submitted to the Director General for approval, routed to MSUG and finally translated into English for tabulation of data.

For this purpose, the ICA/W questionnaire was translated into the Vietnamese language by MSUG translators and ten copies were presented to the Chief of the VBI Training Bureau.

During ensuing weeks, the Training Bureau head experienced considerable difficulty in executing the questionnaires; the MSUG participant advisor worked with him, explaining objectives of the questions and the questionnaire. Although excellent translators had been employed, there was apparent difficulty in bringing complete meaning into the Vietnamese version. There was also the tendency of the interviewers, knowing that the Director General would review their replies to questions, to be less than candid. Upon further requests made by MSUG, the Director General agreed to permit the MSUG participant advisor to be present at the interviews; however, the interviews were still to be conducted in the Vietnamese language, with only occasional interpretation at difficult points. At this time, the
Director General also prescribed that interviews be limited to one hour. It became impossible to complete the questionnaires in the allotted time. The first questionnaire was yet to be completed; none were submitted to MSUG.

In late March the matter was once again discussed with the Director General. Mr. Arthur F. Brandstatter, Director of the School of Police Administration and Public Safety, Michigan State University, was scheduled to be at MSUG/Saigon for three weeks in May for the purpose of personally evaluating the police participant training program. The Director General agreed to permit Mr. Brandstatter and the MSUG participant advisor, Mr. Strecher, to interview the returned participants, allowing interviews of two hours duration, and employing English-language questionnaires.

A schedule of participant interviews was prepared and submitted to the VBI Training Bureau. As indicated in tables on the following page, only thirty-two (32) of the forty-seven (47) returned police participants were in full ten month training programs and were members of the Police and Security Service. Fifteen (15) remaining participants were sent on two-month leader tours, or are members of the Civil Guard. Of the thirty-two (32) returned participants, time permitted the interviewing of twenty-three (23).

As the tables indicate, there was an attempt to obtain a sample of returned participants which would include representative proportions of training specializations, police agency membership, post-training locations and funding by agency. After the schedule of twenty-three (23) interviews
### Table # 1. All Police Participants

<table>
<thead>
<tr>
<th>Training Specialization</th>
<th>Total Trained</th>
<th>Returned</th>
<th>In U.S. Now</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Criminal Investigation</td>
<td>25</td>
<td>3</td>
<td>10</td>
<td>I</td>
</tr>
<tr>
<td>Radio Communication</td>
<td>24</td>
<td>2</td>
<td>3</td>
<td>5</td>
</tr>
<tr>
<td>Police Administration</td>
<td>12</td>
<td>-</td>
<td>5</td>
<td>2</td>
</tr>
<tr>
<td>Crime Laboratory</td>
<td>6</td>
<td>-</td>
<td>5</td>
<td>1</td>
</tr>
<tr>
<td>Traffic Law Enforcement</td>
<td>3</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>State Police Operations</td>
<td>2</td>
<td>-</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>Police Records Management</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Riot Control</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Immigration</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Police Training Techniques</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Crime Prevention</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>Police Personnel Management</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Police Leader Tours</td>
<td>2</td>
<td>2</td>
<td>6</td>
<td>8</td>
</tr>
<tr>
<td>Totals</td>
<td>87</td>
<td>8</td>
<td>32</td>
<td>40</td>
</tr>
</tbody>
</table>

### Table # 2. Interviewed Police Participants

<table>
<thead>
<tr>
<th>Training Specialization</th>
<th>Total Trained</th>
<th>Returned</th>
<th>% of Interviewed</th>
<th>% of Total Trained</th>
</tr>
</thead>
<tbody>
<tr>
<td>Criminal Investigation</td>
<td>8</td>
<td>2</td>
<td>6</td>
<td>44.4%</td>
</tr>
<tr>
<td>Radio Communication</td>
<td>2</td>
<td>2</td>
<td>-</td>
<td>11.1%</td>
</tr>
<tr>
<td>Police Administration</td>
<td>2</td>
<td>-</td>
<td>2</td>
<td>11.1%</td>
</tr>
<tr>
<td>Crime Laboratory</td>
<td>3</td>
<td>-</td>
<td>3</td>
<td>16.7%</td>
</tr>
<tr>
<td>Police Records Management</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>5.5%</td>
</tr>
<tr>
<td>Riot Control</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>5.5%</td>
</tr>
<tr>
<td>Police Personnel Management</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>5.5%</td>
</tr>
<tr>
<td>Totals</td>
<td>18</td>
<td>4</td>
<td>14</td>
<td>99.8%</td>
</tr>
</tbody>
</table>

### Table # 3. Funding Agency

<table>
<thead>
<tr>
<th>All Police Participants</th>
<th>Interviewed Participants</th>
</tr>
</thead>
<tbody>
<tr>
<td>USOM-Funded Participants</td>
<td>54</td>
</tr>
<tr>
<td>MSUG-Funded Participants</td>
<td>33</td>
</tr>
</tbody>
</table>

### Table # 4. Location Since Return

<table>
<thead>
<tr>
<th>Location of Assignment</th>
<th>All Participants</th>
<th>% of Total</th>
<th>Interviewed Participants</th>
<th>% of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Saigon - VBI Headquarters or Municipal Police Dept.</td>
<td>28</td>
<td>87.2%</td>
<td>15</td>
<td>83.3%</td>
</tr>
<tr>
<td>Other Cities, Provinces</td>
<td>4</td>
<td>12.8%</td>
<td>3</td>
<td>16.7%</td>
</tr>
</tbody>
</table>

Totals | 32 | 100.0% | 18 | 100.0% |
had been approved by the VBI Training Bureau and the Director of the Saigon Municipal Police, and the interviews had begun, MSUG was informed that the schedule conflicted with a promotional examination to be taken by some interviewees. This conflict resulted in the dropping of five (5) interviews; only eighteen (18) returned police participants were interviewed.

The interview team consisted of Mr. Brandstatter, Director of the M.S.U. School of Police Administration and Public Safety, Mr. Strecher, MSUG participant advisor, and one MSUG interpreter. Both interviewers had had law enforcement experience involving the interviewing and interrogation of suspects, witnesses and complainants; both hold M.A. degrees in public administration, have engaged in university teaching and testing of students, and have served on oral interview boards of various kinds. Additionally, both interviewers were acquainted with a majority of the returned participants as a result of teaching and social contact with them at Michigan State University. One member of the interview team, as participant advisor, had established working relationships with several of the participants over the previous ten months.

In beginning the interviews, the team adhered to the written ICA/W instructions for interviewers as much as possible. Short introductory remarks concerning the purpose and nature of the interview were delivered prior to beginning the interview. Without exception, the returned participants wanted to have the interviews conducted in English. This was done; the interpreter was employed to clarify particularly detailed questions and replies, whenever the interviewee appeared confused or hesitated to answer.
Following are a number of observations regarding the ICA questionnaire and its execution.

I. The amount of time involved in completing the questionnaire appears to have been underestimated. On two occasions the interviewers attempted to complete the questionnaire as prescribed by ICA instruction sheets and were unable to do so.

In two hours of interviewing, less than half the total questionnaire was completed. It is estimated that a thorough execution of each questionnaire would require between four and five hours of continuous interviewing. The Director General of the Police and Security Service originally specified that interviews be kept to one hour; finally, for the present team, he approved of two-hour interviews. The length of the questionnaire, from the team's observation, precludes its use in the two-hour interview. There may be considerable difficulty in obtaining approval of longer interviews.

Because of this difficulty, prescribed use of the ICA questionnaire was discontinued. In advance of further interviews, blank ICA questionnaires were distributed to scheduled interviewees with instructions that they complete the forms prior to their interviews. Fully aware that much of the questionnaire's value was lost through this procedure, the team used the completed questionnaire as a control device, in conjunction with a shorter questionnaire form prepared by MSUG at an earlier date. (The form is described in the following section and a copy may be found in Appendix A.)
Additional information was gained from final reports submitted by participants trained under ICA-IACP coordination. During the early part of each interview, the completed ICA questionnaire and final report were scanned by one member of the team while the other proceeded with the questions. The results of this procedure will be described in the following section.

2. Although the ICA questionnaire is lengthy and detailed, there appears to be insufficient exploration of the stateside training and education programs. The questionnaire may be roughly subdivided in content as follows: (See copy of questionnaire in Appendix C.)

Items:

1 - 43 Participant's status prior to training; selection, program planning.

44 - 62 Place of study (country) and orientation before departure.

63 - 65 Type of program planned.

66 - 84 Place of study, length of study, program changes, subject matter of training program.

85 - 87 Evaluation of training program. (See I77-I81)

88 - 98 Finances (personal) and social life in the U.S.

99 - 109 Seminar in Communications.

110 - 113 Interchange of U.S.-Vietnamese Social Customs.

112 - 161 Position since return: job type, use of training, multiplier training, etc.

162 - 176 General information: associations with USOM technicians, etc.

177 - 181 Further evaluation of training program.

182 - 199 English-language training, in host country and U.S.
After Question No. 65 notes the type of training program and the amount of time spend in each of six types of activity, Questions No. 66-73 ask for the names of universities attended, time spent, and degrees obtained. If the participant did not attend a university, Questions No. 66-73 are not asked, and there is no space in the questionnaire to record the names of other educational and training institutions. Whether the participant attended a university or not, there is no space in the questionnaire to list all courses of training received and no space to evaluate the specific courses taken. Questions No. 85 and 86 ask whether there was anything in training program that was particularly interesting or valuable, or not interesting or valuable. Questions 177-180 concern the entire program, but could include comments about the training program specifically. These questions are as general as Nos. 85 and 86.

A prime difficulty with this kind of question is that a reply which might appear to be acceptable and responsive might provide no information. It is possible, and in some cases probable, that the entire questionnaire could be executed in the prescribed manner without providing many kinds of information essential to an objective appraisal of the participant program. (i.e. in one case, a participant reported having been trained at a number of fine institutions. After long and intensive probing which went beyond the scope of the ICA questionnaire, it was found that he received photographic training without seeing a camera or darkroom. Another participant, nominated for police personnel management training, attended classes at a number of fine institutions
and visited a number of American police departments. Painstaking interrogation revealed that of the ten months in the United States, he had received two weeks of personnel management training with a civil service organization. The remainder of his training period was spent in generalized training and observation not directly related to his field.

In these and other cases, the initial answers satisfied the scope of the questionnaire. It was only in going beyond the bounds of the questionnaire that important information was obtained.

Questions No. I2I-I6I, concerning the participant's experience after returning to his country, are excellent and thoroughly explore important material. The interview team, however, believes that equally thorough attention should be given to the participant's experience prior to his selection for the training program. These questions represent an attempt to determine whether the returned participant has received promotions, whether he has been given greater responsibility, whether he utilizes his new knowledge directly and in multiplier fashion. Few participants offered candid replies to these questions. An objective comparison of pre- and post-training rank, functional title, number of subordinates, work of subordinate, assignment within organization, etc., provides an experienced U.S. technician with concrete data to judge the participant's post-training utilization and advancement.

As mentioned above, the interview team, after discontinuing prescribed use of the ICA questionnaire, employed another questionnaire prepared by MSUG prior to receipt of the ICA form. This questionnaire was designed to obtain information regarding the participants' organization
status and the nature of his work, both prior to his selection for the training program and following his return to work. Ample space was provided to record data concerning all schools attended and organizations visited, as well as evaluations of those experiences. Although this supplementary questionnaire is relatively crude, its informality and lack of rigidity, and the latitude permitted the interviewers, elicited more candid replies and explanatory excursions than did the larger questionnaire. The short, succinct reply was not found to be of value during the interviews. Since discussion was required to obtain the desired information.

3. In working with the ICA questionnaire, the interview team concluded that trained interviewers without additional qualifications will find difficulty in obtaining accurate information. The reasons for this conclusion follows:

a. In sensitive organizations as the Police and Security Services of Vietnam, returned participants show a tendency to withhold information and to consider certain aspects of their work and experience confidential. Without a thorough going exploration of the participant's work and experience, a program appraisal loses some accuracy.

b. The organizational structure of the participant's agency is often material to the program evaluation. The rank structure of the Police and Security Services loomed large in an assessment of post-training
utilization. This information is not ordinarily available. (i.e. in the United States, Assistant Inspectors of Police have been trained as administrators; in Vietnam, in reality, they have next to the lowest possible rank in the police organization of Vietnam. Assistant Inspectors are prone to let this impression of high rank persist.)

c. Aside from withholding information because of organizational sensitivity, participants do not seem to welcome this kind of interview. They view with suspicion any strange person asking questions about their backgrounds, work and relationships with supervisors. Even the introductory statement of purpose and nature of the interview does not dispel this initial suspicion.

As noted, the present interviewers were well acquainted with most of the returned participants. Even in this situation, it was necessary to engage in the most intensive kind of probing. Questions were repeated, rephrased and reoriented in order to gain frank answers.

Recommendations

I. The questionnaire form should be of smaller size. The two-hour interview did not seem objectionable; a questionnaire designed for an interview of that duration would seem to be adequate.

2. The questionnaire should be expanded, in part, to determine more fully the nature of the stateside educational and training activities
and the specific activities pursued during on-job and observational tours of agencies.

3. Questions designed to elicit evaluations of training experiences should be more specific and focused upon course content, quality of instruction, day-to-day activities during observation tours, etc.

4. The participants' pre- and post-training positions should be covered equally to provide data for a comparison of status and an objective appraisal of advancement and training utilization.

5. Directions to interviewers should indicate that considerable discussion and probing may be necessary to obtain complete and accurate information.

6. Interviewers, ideally, should not only be trained and experienced, but should have overseas-counterpart-advisory experience and thoroughgoing knowledge of the participants and the organizations for which they work. It is difficult to give this point sufficient emphasis; the validity of the evaluation program could well rest upon this single factor.

As a result of the difficulties with the ICA participant questionnaire, the information obtained does not correspond to the format of the ICA participant program evaluation outlined.

The following discussion of problems encountered in the administration of the police participant training program is not limited to information obtained during the interviews. As stated in the introduction to this chapter, programming documents, correspondence and reports were utilized. This discussion will follow the outline used in describing the operation
of the entire police participant program, from goals and objectives through post-training reassignment.

**Objectives of Participant Training for Police.**

It was stated in Chapter II that cultural interchange, short-term training and long-term training are all recognized objectives of the participant training program. The inference was then made that no guidelines exist for the establishment of a balance among the three objectives. Each objective is acknowledged importance; however, the importance of each must be viewed against its potential consequences.

Cultural interchange may be considered a source of mutual understanding among nations and a method of influencing participants favorably toward the United States, but to what degree should cultural interchange be translated into terms of participant programming? Although some cultural interchange is undeniably present in all stateside contracts of participants including teacher-student relationships, cultural interchange and technical training activity may be seen as competing for the time of participants. It would be possible to program participants for full-time social contacts with the American people, and equally possible to confine participants to a kind of celibate routine of instruction and study. Somewhere between the two extremes lies the balance, but it is suggested that the balance should differ according to the kinds of training intended, and the level of foreign official being trained.

To illustrate, one recurrent problem discussed later in this chapter, is the suspicion with which returned participants are viewed by their superiors and by the heads of organizations. Without exception, as
indicated by interviews, the participants have been favorably influenced toward the United States and are predisposed to employ their newly gained skills and knowledge in their work. In most cases, the supervisory officers of returned participants have not traveled to the United States, view their subordinates with suspicion and envy, and restrain their efforts to initiate improvements. By way of contrast, returned participants who work for American-trained commanders are permitted much greater initiative. In the former case, it is well and good to say that a foreign police official has been trained; and influenced favorably toward the United States; the total effect, however, is just that -- one man has been influenced, and may be unable to make the best use of his technical abilities because of it. The key to balanced programming may be found in the latter case; the commander who has traveled to the United States will usually be disposed toward subordinates who have been trained in the United States and seek to improve their work and organization. Because this has so often been found to be the case, it is suggested that the degree of cultural interchange programmed be directly proportional to the number of people supervised and officially influenced by the participant. It may even be argued with justification that some high-ranking officials should be sent to the United States on short tours (2-3 months) with the intention of providing nothing but cultural interchange directly linked with their occupational specializations. A high-ranking police commander could make an observational tour of United States law enforcement facilities with special attention to the training facilities and organization involved in the training of his subordinates. This, of course, has been done. It
is suggested here that this kind of program be enlarged upon and pursued as part of a definite policy regarding the balance between cultural interchange and technical training. Short-term observational tours, where used in the past, have not been planned as an adjunct to the technical training programs. If used in careful conjunction with longer-term technical training programs for participants, the short-term tours could well pave the way for much more effective post-training utilization of participants.

The argument that follows that lower-ranking operational police officials need not be exposed to the same degree of cultural interchange as their superiors, because their field of influence is far less. This is not to argue that they be placed in confinement during their training programs. Rather than programming long-term police participants for considerable periods of observational touring, it would better serve all purposes to program their training in locations which offer maximum training possibilities in company with opportunities for cultural interchange. A number of educational institutions provide this combination. The need to cut short the formal training period in favor of a long tour would be eliminated.

This discussion is related to another much discussed problem relating to the selection of police participants. On the one hand, it has been argued that only high-ranking, mature police officials should be chosen for participant training. Many of the high-ranking police officials, however, gained their positions through political influence, are disposed to remain in sinecure positions in the capital city and shun the challenging
positions elsewhere, are satisfied with their positions and the status quo, and are not susceptible to new ideas or training. These officials, for instance, have great difficulty in completing the English-language training course prior to departure and seem to consider the necessity for learning English an intrusion upon their official status. Additionally, the mandatory retirement age for the Police and Security Service of Vietnam is fifty-five (55); most high-ranking, mature police officials would have few years within which to apply their newly gained knowledge and skills. On the other hand, it is argued that participants should be selected from among the bright young men of the police service -- men who are eager to learn, eager for advancement, and willing to forego immediate comfort for an opportunity to study and improve their performance. Here, it is argued that the bright young men are in no position to influence policy or procedure, and will become submerged in the organization upon their return.

Here again, it is suggested that the high-ranking, mature and influential police official be selected for short-term observational tours, on which interpreters eliminate the language deficiency, and the capable, younger officers be selected for technical training which will serve them for the many years remaining in their careers. It has been seen as doubtful that the techniques of the high-ranking, mature police officials can be much influenced or changed by a ten-month training course in the United States. Even a two-month observational tour, however, often paves the way for fuller utilization of his U.S.-trained subordinates. Eventually the capable young men will assume positions of greater authority and
influence; this long-term result of the participant program should not be minimized.

Long-Term versus Short-Term Training.

In beginning an advisory and training program within an under-developed nation, there is pressure toward quickly producing competent officials to fill the many essential positions within the government service. This is the immediate need, and often a pressing one. A program developed under this kind of pressure often neglects the more distant requirements of the future; a training program designed only to fulfill immediate, pressing needs does injustice to the total advisory and training effort and does not necessarily provide the foundation of future growth.

If each returned ten-month participant is going to be responsible only for his own competence in future years, his training has been expensive -- this investment is one specialist has been a large one. On the basis of observations and interviews, it is seriously questioned whether a ten-month course of training, however good it may be, prepares a police participant to utilize this training in a comparable training and development of other police officers. If, for example, eighty (80) police participants were given ten months of training during the years 1955-60, and were held responsible only for their technically specialized work, 1970 would find Vietnam with eighty (80) trained police specialists in its police service. If, on the other hand, forty (40) police participants had received two years of intensive, higher-level education and training during 1955-60, and each were held responsible for training
only five (5) other specialists each year, 1970 would find Vietnam with two thousand (2,000) police specialists in its police service. Admittedly an over-simplification, this presentation is intended only to provide a meaningful distinction between the short-term and long-term training programs. At first glance, it may be argued that two- and four-year programs of training and education are prohibitively expensive. In rebuttal, the opposite might be argued; in reality, the ten-month training programs are most expensive in terms of the superficiality of the training and the small potential yield in numbers trained. A longer program, two or four years in duration, would have to be carefully programmed to include not only technical training, but also courses and preparation leading to qualification of the participant for future training efforts.

An overview of police participant training, then, would indicate three major forms of programming, each intended for the accomplishment of a specific objective:

1. Very short (2-3 months) observation tours of United States law enforcement organizations, for high-ranking, mature police officials, closely coordinated with the ten-month participant training programs of their subordinates.


3. Long-term (2-4 years) participant training programs for (a) police officers undertaking highly technical programs.
requiring scientific background training, and (b) competent young officers who will be responsible for training large numbers of other officers in specialized fields of work.

All three types of programs are held to be equally important to a program of advisory and material assistance -- the first to insure the implementation of programs and best utilization of trained specialists, the second to insure the supply of needed specialists in the immediate program, and the third to insure an enduring growth of competence within the organization, especially after termination of the assistance program. The last has the most far-reaching implications. If the United States government contemplates an eternal program of assistance to the police services of Vietnam, there is no need for long-term planning; every kind of training can be provided as the need becomes apparent. If a termination of the assistance program is contemplated, regardless of the date, long-term programming must have paramount consideration if the efforts of the United States are to have enduring consequences of a favorable nature.

Mechanics of the Police Participant Program.

In the administration of the participant program, some individual practices and policies create difficulties; more important, the chronologic relationships among some required practices create problems reflected in the kinds and quality of training finally programmed.

The Timetable. The timing of several administrative procedures is related to actions taking place at ICA/Washington and at USOM/Saigon. Information regarding the number of participant slots for the approaching
year waits upon the final approval of that year's entire program; the number of slots is not known until November. The first action on the new year's participant program occurs November 30, with the meeting of the GVN Committee on Overseas Study. After this meeting, the number of available slots is announced within the Police and Security Services, applications for examination are accepted, and participant candidates are either designated or selected as a result of the examination, by the VBI Training Bureau. The list of participant candidate nominations is ordinarily received by MSUG during the middle or latter part of January. The nomination list is examined by MSUG police advisors for compliance with MSUG selection criteria (to be fully discussed in the following chapter); following this by a lapse of two weeks to one month, the participant candidates become available for interviewing and the beginning of English-language classes. Routine paperwork is taken care of at this point. The real problems begin to arise with the PIO/P deadline. The PIO/P's are due April 15; by this date, the participant candidates have averaged one and one-half to two months of English-language training, have shown little indication of how well they will absorb the training, and have not been medically examined. The screening and final selection of participants is not a single-interview, record-check kind of procedure; over the months of English-language training and orientation, the participants, their examination grades, and demeanor are watched closely in an effort to make the best selections. But the PIO/P's are due before two of the more important screening procedures have been completed, thus before the names of principal and alternate participant candidates can
be fairly determined. The filing of original PIO/P's is then reduced to entering names, possibly right, possibly wrong, in the principal and alternate training slots. The filing of PIO/P amendments becomes an automatic follow-up procedure, when the participants have been selected. This problem was aggravated in FY-59, when, after the filing of PIO/P's to meet the deadline, continuing testing of candidates indicated that a majority of twenty radio maintenance and repair participant candidates did not have the mathematical and mechanical aptitudes or backgrounds for radio repair training. There was later some hesitation in approving the amended PIO/P's because of the extensive transfer of participant candidates among the training specializations. This, however undesirable it may be, will recur because of the timetable -- it is inherent in the timetable. Because recruitment is begun at a late date, and because all selection and processing, both GVN and US, is not conducted with dispatch and freedom from error and blockages, meeting the PIO/P deadline with carefully selected participant candidates is problematical.

Completing the medical examinations prior to the PIO/P deadline would eliminate one source of candidate rejections, thus permitting additional accuracy in the first PIO/P's submitted. The medical examination, however, must be given within six months of departure; it cannot be given before April 15 unless all participants are slated to leave by the end of September, and this is seldom the case. For the FY-60 program, there was an attempt to have all police participant candidates examined medically during March, to eliminate the loss of candidates occupying principal slots on the PIO/P's. It was found that only one medical
examination may be reimbursed by USOM. Upon request, the VBI Training Bureau arranged chest X-rays of candidates by Vietnamese doctors. MSUG received the small X-ray films with short notations of unknown significance. Upon conferring with a U.S. consular officer, the MSUG participant advisor was informed that the U.S. Consular Office was interested only in the final official medical examination by Embassy-approved doctors; there was no way of arranging for competent analyses of the X-ray films, within the limits of USOM financing.

A number of training programs for police participants require that the trainees appear ready for training at the U.S. location, by September 15. Programs of this type include the Northwestern University, Traffic Institute and the Delinquency Control Institute in California. The courses run from September through June of each year. In order to meet the training deadline, police participants, computing travel time, pre-departure leave, and VBI orientation, must complete English-language training and other pre-departure preparation by approximately August 15. Other police participants, in order to attend the Fall quarter at any university, also must meet this deadline or delay departure until late December. Because of these deadlines, not for all participants, but affecting the entire group, the duration of English-language training is a maximum of five months, and more often four months. All but a few of the FY-60 police participants began English-language classes March 9 with no previous English-language proficiency whatsoever. Departure of these participants for the United States will depend upon their achieving minimum scores of seventy-five (75) in both the written and oral AULC
examinations in August. There is question that they will be able to pass the examinations with minimum scores. If they do not, it will mean a postponement of departure for training. In the cases of traffic law enforcement and crime prevention participants, it will mean cancellation of their programs for one year or a change to less desirable training institutions. In every case, a large-scale failure to pass final English-language examinations causes disruption of the entire program. The basis for this problem cannot be found in the participant candidates; the programming advisors are aware of their capabilities, and it must be said that a great majority of the candidates put forth full effort to learn the language. Four to five months is simply not adequate time to gain the degree of proficiency required by ICA/Washington.

The time of the final English-language examination, in relationship with the call forward, causes one of the larger difficulties. Even with constant evaluation of language progress along the way, it is difficult to determine whether a given candidate will pass the final examination. The call forward is often received one month in advance of the desired date of arrival in the United States, requiring that the AULC English-proficiency examination be given immediately. This combination of events brings all matters of programming, final selection of participants and scheduling to a tangle of rushed last minute activity. If principal candidates fail the examination, they must be replaced by alternates. Often GVN is unable to nominate sufficient numbers of alternates. If the alternates fail the examination, departure must be postponed or the program cancelled. Often the failure is by a small margin and the choice lies
between a principal candidate of technical ability who experienced difficulty learning the English language, and an alternate of considerably less technical ability who readily learned English. The decision must be made amid the welter of other last minute decisions.

Anticipated dates of departure are set by the MSUG participant advisor, the termination of English-language training is planned carefully, and effort is made to evaluate training progress throughout the pre-departure period. All of this planning, somehow, does not coincide with the sudden call forward; the planning is not effective.

Selection of Police Participants. During early Fall, 1959, MSUG prepared an analysis of characteristics of participants selected during the years 1955-59. The following tables result from that analysis.

Table #5.

Strength at Rank of Police and Security Service (1958)
(The complete rank structure may be found in Appendix G.)

<table>
<thead>
<tr>
<th>Rank</th>
<th>Number</th>
<th>% of P&amp;S</th>
</tr>
</thead>
<tbody>
<tr>
<td>All Controllers and Commissioners</td>
<td>44</td>
<td>1.9%</td>
</tr>
<tr>
<td>All Redactors</td>
<td>140</td>
<td>2.8%</td>
</tr>
<tr>
<td>All Special &amp; Urban Inspectors</td>
<td>695</td>
<td>13.9%</td>
</tr>
<tr>
<td>All Assistant Inspectors</td>
<td>4,111</td>
<td>82.4%</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>4,990</strong></td>
<td><strong>100.0%</strong></td>
</tr>
</tbody>
</table>

The table above indicates only the strength of the Permanent Cadre of the police service, comparable to the authorized strength of an American civil service police department. The total manpower of the Police and Security Service numbers about 15,000, the additional 10,000 consisting of "daily" and "contract" status officers and GVN civil servants assigned to the Police and Security Service on a more or less
permanent basis. The non-permanent cadre officers have full rank and
privileges, but not tenure of employment. They serve as investigators,
bureau chiefs, municipal police chiefs (small cities), and hold other
responsible positions.

Not all of the eighty-seven (87) police participants sent to
the United States during 1955-59 are members of the Police and Security
Service. Most of the tables indicate seventy-two (72) police officers
having been trained; this figure includes all permanent cadre officers,
non-permanent cadre officers and ARVN officers temporarily assigned to
the police service, but excludes nine police leaders sent to the United
States on two-month observation tours, and six Civil Guard officers.

Table #6.
Distribution of Police Participants by Organization

<table>
<thead>
<tr>
<th>Police and Security Service</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Permanent Cadre</td>
<td>60</td>
</tr>
<tr>
<td>Daily, Contract Status</td>
<td>10</td>
</tr>
<tr>
<td>ARVN Officers Temporarily Assigned</td>
<td>2</td>
</tr>
<tr>
<td>Sub-Total</td>
<td>72</td>
</tr>
</tbody>
</table>

| Police Leaders -- two-month observation | 9 |

<table>
<thead>
<tr>
<th>Civil Guard</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>6</td>
</tr>
<tr>
<td></td>
<td>87</td>
</tr>
</tbody>
</table>
### Table 7.

**Rank Distribution of Police Participants, 1955-59.**

<table>
<thead>
<tr>
<th>Rank of Title</th>
<th>Number</th>
<th>% of Total Trained</th>
<th>% of P&amp;SS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Redactor -- ranks 20-29</td>
<td>16</td>
<td>22.2%</td>
<td>2.8%</td>
</tr>
<tr>
<td>Special &amp; Urban Inspector -- 30-39</td>
<td>22</td>
<td>30.5%</td>
<td>13.9%</td>
</tr>
<tr>
<td>Assistant Inspector -- 40-48</td>
<td>22</td>
<td>30.5%</td>
<td>82.4%</td>
</tr>
<tr>
<td>Daily Status Inspector</td>
<td>4</td>
<td>5.6%</td>
<td></td>
</tr>
<tr>
<td>Civil Service, Daily Clerks</td>
<td>6</td>
<td>8.3%</td>
<td></td>
</tr>
<tr>
<td>ARVN Officers, Temporary</td>
<td>2</td>
<td>2.8%</td>
<td></td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>72</strong></td>
<td><strong>99.9%</strong></td>
<td><strong>99.1%</strong></td>
</tr>
</tbody>
</table>

### Table 8.

**Per-cent of Police and Security Rank Strength Trained.**

(Ten-month programs only)

<table>
<thead>
<tr>
<th>Rank</th>
<th>Number</th>
<th>Number in P&amp;SS</th>
<th>% of Rank Strength Trained</th>
</tr>
</thead>
<tbody>
<tr>
<td>Controllers and Commissioner</td>
<td>0</td>
<td>44</td>
<td></td>
</tr>
<tr>
<td>Redactors</td>
<td>16</td>
<td>140</td>
<td>11.4%</td>
</tr>
<tr>
<td>Special &amp; Urban Inspectors</td>
<td>22</td>
<td>695</td>
<td>3.2%</td>
</tr>
<tr>
<td>Assistant Inspector</td>
<td>22</td>
<td><strong>4,133</strong></td>
<td>5.5%</td>
</tr>
<tr>
<td><strong>Sub-Totals</strong></td>
<td><strong>60</strong></td>
<td><strong>4,990</strong></td>
<td><strong>15.1%</strong></td>
</tr>
<tr>
<td>Non-Permanent Cadre Officers</td>
<td>12</td>
<td>120,000</td>
<td>.1%</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>72</strong></td>
<td><strong>14,990</strong></td>
<td><strong>15.2%</strong></td>
</tr>
</tbody>
</table>
### Table #9.

**Years of Service of Police Participants Prior to Training.**  
(Excluding Leader Tours and ARVN Officers)

<table>
<thead>
<tr>
<th>Years of Service</th>
<th>Average Years of Service by Rank</th>
</tr>
</thead>
<tbody>
<tr>
<td>I year or less</td>
<td>Redactor 4 years</td>
</tr>
<tr>
<td>2 - 3 years</td>
<td>Inspector 5 years</td>
</tr>
<tr>
<td>4 - 5 years</td>
<td>Assistant Inspector 6.2 years</td>
</tr>
<tr>
<td>6 - 7 years</td>
<td>Clerk 3.7 years</td>
</tr>
<tr>
<td>8 - 9 years</td>
<td></td>
</tr>
<tr>
<td>10 years or more</td>
<td></td>
</tr>
</tbody>
</table>

Total 76 participants

### Table #10.

**Distribution of Police Participants by Function.**

<table>
<thead>
<tr>
<th>Function</th>
<th>Number</th>
<th>% of Total Train</th>
</tr>
</thead>
<tbody>
<tr>
<td>Secretary, Clerk, Other Office Function</td>
<td>28</td>
<td>38.9%</td>
</tr>
<tr>
<td>Chief or Ass't. Chief, Adm. Section</td>
<td>19</td>
<td>26.4%</td>
</tr>
<tr>
<td>Chief of Line Unit, Police or VBI</td>
<td>5</td>
<td>6.9%</td>
</tr>
<tr>
<td>Criminal Investigator</td>
<td>5</td>
<td>6.9%</td>
</tr>
<tr>
<td>Chief of Police</td>
<td>1</td>
<td>1.4%</td>
</tr>
<tr>
<td>Sub-Section Units</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Alien Control Officer</td>
<td>4</td>
<td>5.6%</td>
</tr>
<tr>
<td>Physical Education Instructor</td>
<td>2</td>
<td>2.8%</td>
</tr>
<tr>
<td>Postal Censor</td>
<td>1</td>
<td>1.4%</td>
</tr>
<tr>
<td>Code Cipherer</td>
<td>1</td>
<td>1.4%</td>
</tr>
<tr>
<td>Radio, Technical Specialists</td>
<td>6</td>
<td>8.3%</td>
</tr>
</tbody>
</table>

Totals 72 100.0%
### Table #II.

**Distribution of All Police Participants by Pre-Departure Location**

<table>
<thead>
<tr>
<th>Location of Assignment</th>
<th>Number</th>
<th>% of Total Trained</th>
</tr>
</thead>
<tbody>
<tr>
<td>Saigon - Municipal Police or VBI</td>
<td>76</td>
<td>87.3%</td>
</tr>
<tr>
<td>Hue - Municipal Police or VBI</td>
<td>7</td>
<td>8.0%</td>
</tr>
<tr>
<td>Dalat - VBI Regional Headquarters</td>
<td>2</td>
<td>2.3%</td>
</tr>
<tr>
<td>Nha Trang - VBI Agency</td>
<td>1</td>
<td>1.2%</td>
</tr>
<tr>
<td>Province Command {Civil Guard}</td>
<td>1</td>
<td>1.2%</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>87</strong></td>
<td><strong>100.0%</strong></td>
</tr>
</tbody>
</table>

This short analysis of participant characteristics was made solely on the basis of records; interviews of returned participants were not feasible at the time. For this reason, some of the inferences and conclusions made at the time were unnecessarily disturbing. At first sight, for instance, Table #7, indicates that twelve personnel -- clerks, secretaries, ARVN officers -- not even members of the Police and Security Service organization were trained as police participants. Six of these participants were GVN civil service clerks, assigned to the Police and Security Service. This use of participant slots appeared inexcusable until it was found that non-permanent cadre officers occupy positions of authority and responsibility almost co-equally with permanent cadre officers. This is true in the VBI far more than in the municipal police service, where most high-ranking officers are members of the permanent cadre.

One of the returned participants interviewed in May 1960 is a GVN civil servant; his civil service rank corresponds to that of Redactor in the police service. He maintains his civil service status because it is financially advantageous to him. Since his return, he has been placed in charge of the main Police and Security Service Records Bureau, a most
Another participant, also a civil servant, is assistant to the chief of the Police and Security Service Personnel Bureau, also a position of responsibility. Another participant with the rank designation of "secretary" had been in the Police and Security Service as a GVN civil servant only six months when he was selected for training. Upon his return, he became the assistant chief of the VBI Training Bureau, and six months later, the chief, a position he continues to occupy. The status of employment appears to have little bearing upon the assignment of police personnel in Vietnam.

Another somewhat misleading factor is the functional designation of the police participants. In addition to permanent cadre rank, all officers have functional titles, and most of these indicate secretarial or clerical work. (Table #10.) This is understandable when it is known that most police and security units have a staff-to-line ratio of five-to-ones in Vietnam. There appears to be a tremendous amount of paperwork done in the Police and Security Service. Although it would appear beneficial to select more participants from the line units, it has to be considered that more promotions are made from among the office staffs. A criminal investigator in his fifteenth year of service might be supervised by a former secretary or clerk with three years of service. Promotion within the Police and Security Service appears to be more dependent upon educational level and influence than upon seniority or kind of experience.

Years of service are little indication of promotional potential or assignment of responsibility in the police service of Vietnam. As Table #9 indicates, sixteen Redactors averaged a year less of service than
twenty-two Inspectors, a lower rank; the Assistant Inspectors, lowest rank in the organization, showed the highest average years of service.

Organization rank, as a factor in the selection of participants, can also be misleading, because rank is not a measure of authority or responsibility within the Police and Security Service. A redactor, corresponding roughly to the American police lieutenant or captain, may be a Province VBI Chief, chief of police of a medium-sized city, Saigon Precinct Commissioner, or he may be the chief of a small administrative bureau or a technical specialist. The rank is determined largely on the basis of educational level; its only constant is pay rate. As strange as it may seem, small-town chiefs of police have had within their commands personnel of higher rank; bureau chiefs have had and do have higher-ranking subordinates.

All of this may appear to be incredible, but it exists and must be considered in evaluating the selection of police participants. From all of this information arises the conclusion that no single factor -- whether rank, years of tenure, assignment, status of employment, or age -- can be considered individually in the selection of police participants. In aggregate, it is reasonable to select from among candidates with greater rank, longer experience, active police service experience, maturity, better position and permanent status of employment. The danger lies in proceeding on the assumption that any one factor which appears undesirable will relegate the returned participant to an organizational limbo. This is not the case.

Of particular interest is the pattern of selection found among the
eighteen returned participants interviewed by the MSUG team. The
following chart indicates each returned participant's program of study,
organization, and functional position prior to selection for training.

**Criminal Investigation**

1. VBI, CID -- Chief of small clerical office staff.
2. Saigon P.D., CID -- Criminal Investigator with on-street experience.
3. Saigon P.D., Intelligence -- Investigator and supervisor of five
   investigators.
4. VBI Intelligence -- Section Chief, Document Research; studying for
   information.
5. VBI CID -- Assistant to Chief of CID. In VBI six months, no experience.
6. VBI Intelligence -- Intelligence Agent, on-street experience.
7. VBI Administrative Bureau -- Secretary-Clerk, supervised office staff.
8. VBI Provincial Agency -- Secretary in charge of confidential files.

**Radio Communications**

9. Saigon P.D., 2nd Precinct -- Ass't. Commissioner of Pct., Chief of
   CID in Pct.
10. Saigon P.D., 1st Precinct -- Chief of Bureau of Secret Affairs,
    anti-subversive.

**Police Administration**

11. VBI Immigration -- Chief of Bureau of Foreigners' Entry.
12. VBI Regional Directorate -- Chief of Directorate Records Bureau.

**Crime Laboratory**

13. VBI Personnel Bureau -- Assistant Chief of the VBI Personnel Bureau.
14. VBI Photographic Bureau -- Darkroom technician, prepared photo reports
15. VBI Intelligence -- Chief of Records Section of Intelligence Bureau.

**Police Records Management**

16. VBI Record Bureau -- Chief of VBI Central Record Bureau, excluding
    south region.

**Riot Control**

17. VBI, Saigon Harbor Police -- Chief of Saigon Harbor Police.

**Police Personnel Management**

18. VBI Personnel Bureau -- Group Leader, in charge of clerical work
    for transfers.
The backgrounds of the participants, as related to their training programs, are interesting but somewhat confusing. Beginning with the criminal investigation program, only three of the eight participants had had previous investigative experience, and two of the three had been intelligence, rather than criminal, investigators. Three of the participants had done purely clerical work, two of them not even in line investigative organizations.

For the radio communications program, there could be no match of experience and training program because of a lack of experienced officers. The fact, however, is inescapable that both radio participants were excellent candidates and better suited for either the criminal investigation or police administration programs. It is equally clear that one of the crime laboratory participants occupied a more important post in the VBI Personnel Bureau than the officer trained in personnel management.

To prevent misunderstanding, it should be pointed out that the second police administration candidate was programmed for concentrated work in police records management, thus coinciding with his experience. A final tabulation, however, would indicate that only seven (7) of the eighteen (18) interviewed participants were selected for training consistent with their experience. Of the eleven (11) remaining participants, two were unavoidably inexperienced (in radio communications), and nine (9) were apparently selected without regard for the experience-training program relationship. Attempts to uncover the reasons for this method of selection were hampered by personnel turnover in the VBI Training Bureau, and a lack of written documentation of police participant
selection for the years 1955-59. The Chief of the VBI Training Bureau, one of the eighteen participants interviewed and not familiar with selection methods of the years in question, can say only that these VBI nominations represented an honest attempt to select the most intelligent and capable officers with the highest degree of English-language proficiency for the participant slots. This may be the case. It is clear that VBI promotions are not based upon simple factors as rank, age, years of service, experience or training. There is reason to believe that the Police and Security Service nominates participant candidates in conjunction with intended transfers and positional promotions of personnel. In most cases where the participant's past experience is not consistent with the training program, he is transferred to an entirely new position upon his return. To further complicate the picture, however, many of the new assignments are no more consistent with the training programs than were the experience backgrounds. For instance, a former section chief in the VBI Intelligence Document Research Bureau was trained in criminal investigation, and returned to a position as Assistant Chief of the VBI Training Bureau. This represents a promotion in responsibility, but not a predictable one. Another participant, formerly secretary in charge of confidential files in a province VBI office, was trained in criminal investigation and is now the Chief of Supply and Transportation for the VBI Identification Bureau. This, also, is a promotion in responsibility, but an inconsistent one. The entire matter of reassignment will be considered later in this chapter; these two cases were briefly described as an element of VBI selection police.
For purposes of further studying the group of eighteen interviewed participants, the following table compares their rank, age, years of service and number of subordinates, all at the time of selection for training. The numerical designations correspond to those of the chart on page 59, to facilitate identification.

Table #12

<table>
<thead>
<tr>
<th>Rank</th>
<th># in P&amp;SS Org. (I-48)</th>
<th>Age</th>
<th>Years of Service</th>
<th>Number of Subordinates</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. Clerk -- GVN Civil Service</td>
<td>-</td>
<td>40</td>
<td>6</td>
<td>-</td>
</tr>
<tr>
<td>2. Administrative Clerk -- GVN C.S.</td>
<td>-</td>
<td>25</td>
<td>6</td>
<td>-</td>
</tr>
<tr>
<td>3. Urban Inspector 3rd Class</td>
<td>37</td>
<td>37</td>
<td>3</td>
<td>5</td>
</tr>
<tr>
<td>4. Daily Inspector</td>
<td>-</td>
<td>28</td>
<td>4</td>
<td>12</td>
</tr>
<tr>
<td>5. Secretary -- GVN Civil Service</td>
<td>-</td>
<td>35</td>
<td>1/2</td>
<td>20</td>
</tr>
<tr>
<td>6. Redactor 5th Class</td>
<td>29</td>
<td>31</td>
<td>7</td>
<td>1</td>
</tr>
<tr>
<td>7. Special Inspector 1st Class</td>
<td>35</td>
<td>38</td>
<td>13</td>
<td>20</td>
</tr>
<tr>
<td>8. Special Inspector 4th Class</td>
<td>38</td>
<td>24</td>
<td>4</td>
<td>20</td>
</tr>
<tr>
<td>9. Redactor 5th Class</td>
<td>29</td>
<td>36</td>
<td>2</td>
<td>15 (300)*</td>
</tr>
<tr>
<td>10. Urban Inspector 5th Class</td>
<td>39</td>
<td>32</td>
<td>9</td>
<td>10</td>
</tr>
<tr>
<td>II. Redactor 4th Class</td>
<td>28</td>
<td>38</td>
<td>4</td>
<td>40</td>
</tr>
<tr>
<td>12. Redactor 5th Class</td>
<td>29</td>
<td>36</td>
<td>1</td>
<td>18</td>
</tr>
<tr>
<td>13. Secretary -- GVN Civil Service</td>
<td>-</td>
<td>36</td>
<td>II</td>
<td>(150)*</td>
</tr>
<tr>
<td>14. Special Inspector 2nd Class</td>
<td>36</td>
<td>46</td>
<td>7</td>
<td>-</td>
</tr>
<tr>
<td>15. Assistant Inspector 4th Class</td>
<td>47</td>
<td>36</td>
<td>6</td>
<td>15@</td>
</tr>
<tr>
<td>16. Secretary -- GVN Civil Service</td>
<td>-</td>
<td>35</td>
<td>7</td>
<td>70</td>
</tr>
<tr>
<td>17. Redactor Principal 3rd Class</td>
<td>23</td>
<td>36</td>
<td>3</td>
<td>325</td>
</tr>
<tr>
<td>18. Special Inspector 5th Class</td>
<td>39</td>
<td>34</td>
<td>5</td>
<td>2</td>
</tr>
</tbody>
</table>

Averages: . . . . . . . 34.6  5.5  52 (15, #17)

* - Frequently serve as acting chief of precinct and bureau.
@ - Boys and girls, working as filing clerks.

The above table illustrates the futility of attempting to place absolute values upon rank, age, years of service, or number of subordinates.
as criteria in the selection of police participants. The highest ranking officer, Number 17, also commands the largest number of men, but has 2.5 years less seniority than the average, and one-half the years of service of two GVN Civil Service clerks who command no men. Number 13, an officer without permanent cadre status, commands 70 men, and has equal or greater years of service than all Redactors, the highest permanent cadre rank represented among police participants. The non-permanent cadre clerks average 6.1 years of service, somewhat higher than the permanent cadre officers. The clerks average 48 subordinates, or three times the average, if the one large number, 325, is excluded. The lowest-ranking officer, Number 15, has twice the years of service of the highest-ranking officer, Number 17.

The comparisons might continue indefinitely, all going to support the statement made early in this chapter: few measurable characteristics of Police and Security personnel are useful as criteria in the selection of police participants.

In any case, it is most difficult to determine whether appropriate police personnel have been selected merely from an examination of their characteristics prior to selection. The justification of selection in the eighteen cases will be explored further in terms of post-training assignments.

The chief problems with regard to the VBI selection of police participants may be summarized as follows:

1. The competitive written examinations used by the VBI Training Bureau are of doubtful validity. The intelligence, or general information
test is one prepared by a member of the VBI Training Bureau and is not a trustworthy instrument. MSUG efforts to obtain a non-culture-oriented intelligence examination from the United States were unsuccessful. The test of occupational knowledge, based upon the work of the Police and Security Service, appears to be valid and is useful in evaluating the backgrounds of training applicants. The Vietnamese-to-English translation test, also prepared by the VBI Training Bureau, offers at least a rudimentary indication of written English-language proficiency. Unfortunately, this language test has become the predominant criterion in the VBI's selection of candidates.

2. Designation of participant candidates without competitive examination, at first considered a solution to a number of problems, has created new difficulties. These stem from the manner of designating officers for training. The VBI Training Bureau is ordered to designate participant candidates for specialized training slots. Names are drawn from personnel list, submitted to the Director General's office for approval, then sent to MSUG and USOM in the form of a nomination list. In preparing the list, the VBI Training Office does not consult the officers being nominated. After MSUG's acceptance of the nominations, the VBI Training Bureau orders the candidates to Saigon for English-language training and the MSUG interviews, informing them only of their designation for participant training, not of the field of study. Without exception, the candidates so designated wish to travel to the United States for training, but many of them have no desire to follow the course of training for which they have been nominated. For this reason, the FY-60
The police participant program has been reduced from thirty slots to eighteen, as indicated in the following chapter.

3. The high command officers of the Police and Security Service, and Province Chiefs, are reluctant to release their most capable and higher-ranking police officers for participant training. They argue that security conditions within their jurisdictions justify their refusal to release personnel. The province chiefs, equivalent to a state governor in the United States, wield great authority and seldom lost this kind of argument.

4. There has been insufficient communication between MSUG and the Police and Security Service with regard to standards of selection and methods of selection. In FY-60, there was an attempt to improve communication, as reported in the next chapter.

The chief problems involved in the MSUG selection of police participant are as follows:

I. The objectives of the participant program can be clearly stated in terms of assisting the police service of Vietnam to become a well-trained, well-administered and smoothly operating organization. At some point between the definition of objectives and their accomplishment the clarity ends. Having found little significance in selection criteria which once appeared to be useful and valid, it may be possible that selection criteria based upon the characteristics of the applicants will not be effective in selecting Vietnamese police participants. As a generalization, it may be said that selection of high-ranking officers of long experience in responsible positions will result in a better
participant training program. In application to individuals, it simply does not work out that way. The final result is often a young officer of intermediate rank, with few years of service, no practical experience and no command or supervisory experience, being placed in a command position of considerable responsibility. This happens too often to be the unusual or exceptional case.

The possible conclusion arises that the selection criteria discussed in this chapter are artificial within the context of Vietnamese police administration, and are impossible to apply in a rapidly-changing, unsettled and sometimes whimsical operational situation as found in the Police and Security Service. The most fruitful course of action may be to maintain close communication with the VBI Training Bureau, indicate the fields of training and the number of participants needed to fill them, request the best possible, most capable officers with large promotional potential for candidates, and rely upon the VBI Training Bureau to select the best candidates. Probably the best control consists of NSUG exacting written assurance that each returned participant will be assigned to a specific position of specified responsibility and authority.

**English-language Instruction.** To briefly review, ICA/Washington requires that all participants receive minimum scores on the AULC English-language examination prior to departure for the United States. The minimum score for police participants, determined by the nature of the training program pursued, is 75 in the written test and 75 in the oral examination. (For an extensive discussion of English-language instruction and testing in the police participant program, consult Appendix A.) Participant
candidates are placed in English-language classes at the Vietnamese-American Association immediately upon selection by the VBI Training Bureau; MSUG screening of candidates continues during the entire pre-departure processing. The problems with regard to English-language training, already discussed in this chapter under Timetable and in Appendix A, may be summarized as follows:

I. The period allotted for English-language instruction is inadequate to achieve the standards of English-language proficiency required by ICA/Washington. Support for this conclusion is found in the following facts:

a. All of the eighteen participants interviewed stated that the duration of English-language training was wholly inadequate, averaging four and one-half (4-1/2) months.

b. All of the eighteen participants interviewed suggested that all future participants receive at least twice as much English-language instruction as they did.

c. All of the eighteen participants interviewed reported that they were unable to communicate in English during their first 4 - 8 weeks in the United States; some reported difficulty lasting 3 months; the shortest period of difficulty was 1 month.

d. The FY-59 group of 40 participants, in no way less intelligent than other police participants, was held
back from departure in September because of inadequate language proficiency. They had received 6 months of instruction, and required 4 additional months before achieving the minimum ICA/W standard. They departed in late December 1959, and January 1960.

2. Continued use of the AULC English-language proficiency examination has created problems in the police participant program, as discussed in Appendix A. These problems center about the subjectivity of the oral examination, the lack of relationship between the ICA/W score standard and the examination by which it is determined, and the reported reconstruction of the written examination for study purposes by police participant candidates.

3. English-language instruction problems relating to the timetable of participant processing arise from the short period of instruction permitted. The last-minute rush of pre-departure activity could be eliminated by suitable lengthening of the English-language instruction period.

Medical Examination. Problems relating to the medical examination have been discussed early in this chapter under the Timetable heading. It is sufficient to say that the medical examination, one of the selection and screening devices, hampers the effective selection of participants because it comes so late in the processing of candidates. When it does come, in late June or early July, the candidates are in the latter stages of English-language training, have received their U.S. visa listing, security clearances and orientation; the candidates rejected as a result of the medical examination have been the subjects of much attention and
preparation. Two alternative remedies for this problem exist: one, the medical examination could be given earlier in the processing of candidates, thus rejecting medically unfit candidates at the outset, eliminating the possibility of communicating infectious disease to other candidates, and presenting a slate of candidates to be screened only for English-language proficiency and demeanor; two, provide two medical examinations, one as an initial step in the processing of participant candidates, and the other shortly prior to departure of the United States.

Call Forward by ICA/W. As discussed under the heading Timetable, the ICA/W call forward often permits little time for the final selection and processing of police participants. Taking into account the ten-day pre-departure leave, the five-day VBI orientation, the final English-language examination and selection of participants based upon the examination, the issuance of the GVN exit visa and the U.S. entry visa, the making of travel itinerary and reservations, and still other processing and five days of travel, and ICA/W call forward requiring the participants' presence in Washington, D.C. within one month is not realistic. The only remedy for this problem is a call forward permitting a minimum of two months' notice.

Police Participant Programming in Saigon

The tangible and visible result of programming decisions is the PIO/P, a document which establishes both the financial and operational details of each training program. All prior decisions of importance, i.e. the number of training slots to be made available, the allocation of slots among functional specializations for maximum support of advisory and commodity assistance and for satisfaction of long-term needs, the specific
kinds of training desired and the location of training facilities -- must be embodied in the PIO/P, or there will be no communication of those important decisions to the persons responsible for providing the training in the United States. This insignificant-appearing document is the sole link between the steps of planning the training program and accomplishing its objectives. The most important elements of PIO/P preparation lie in (1) the person(s) responsible for training decisions and preparation of the implementation documents, (2) the decisions regarding the allocation of training slots, kinds of training and locations of training, and (3) the conversion of decisions into tangible PIO/P programming. Problems have been found with regard to each of these elements in varying degrees, as the following discussion will detail.

The work of administering the MSUG participant program has been allocated in several different ways. During some periods, this work was assigned to an MSUG police advisor or public administration advisor as an auxiliary function, to be accomplished in addition to major assignments. During 1958-59, the work of coordinating the participant program was assigned to a full-time MSUG participant advisor, responsible for both public administration and police administration participants. Since Autumn, 1959, the police participant program has been administered by a full-time MSUG police advisor. The GVN counterpart of the MSUG participant advisor is the chief of the VBI Training Bureau. In the case of the part-time participant advisor, it should be pointed out that considerable importance attaches to the quality of training received by police participants, in relation to other assistance activities, and that the work of
properly administering the participant program involves close attention to detail and continual communication with the counterpart VBI Training Bureau. Participant coordination is not a part-time job. In the case of the full-time MSUG participant advisor, the problem does not relate to the availability of time, but to the occupational and educational orientation of the advisor. The full-time advisor of 1958-59, with a public administration background, was excellently suited to deal with the training programs of MSUG public administration participants; he was, however, unfamiliar with the broad range of police training activities and facilities in the United States, and thus unable to personally make decisions in this regard. The decisions involved in programming are strung out the length of the program, from allocation of slots to departure of participants; for the advisor unfamiliar with police training, the making of decisions would depend upon continual liaison with one or more MSUG police advisors. The continuity of this kind of programming would then depend upon the availability of both the participant advisor and the subject-matter specialists. If one police advisor were designated to make the decisions, he would spend much of his time with the participant program; if several police advisors were involved, there would be a lack of continuity in the programming. If the participant advisor made all decisions, the programming would lack important elements known to police advisors but not to the public administration specialist. In the making of program decisions and in the final conversion of decisions into implementation documents, the police administration specialist, or comparable specialist in any other field, is
required. If this can be done by means of liaison between a police administration specialist and a participant advisor without police experience, all well and good. This, however, is a more difficult manner of accomplishing the work than simply assigning an experienced police advisor to administer the police participant program.

Program decisions, once again, are at the center of the participant program, for nothing exceeds in importance the matter of choosing training content and facilities appropriate to the needs of the host government. Involved here is the accurate assessment of past and present performance, of personnel needs and thus, of training needs. This is especially true in "closed" systems as the Police and Security Service of Vietnam, for which technicians and specialists must be trained from within the organization rather than newly recruited from without. This is work, not only for a police advisor, but for a police advisor intimately familiar with the structure and operation of the GVN police service as well as with stateside training facilities. It requires an awareness especially of the personnel practices of the Police and Security Service -- how officers are trained, promoted, transferred, prepared for greater responsibility. There is a need also for fitting participant programming into a master plan of assistance to the GVN police service, constantly evaluating its results against accomplishment of the larger objectives. A portion of Table #1 is introduced once more to illustrate one of the inadequacies of this decision-making step in participant programming.
Table #13.

Numbers of VBI and Municipal Officers Trained by Specialization

<table>
<thead>
<tr>
<th>Training Specialization</th>
<th>VBI</th>
<th>Mun.</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Criminal Investigation</td>
<td>20</td>
<td>4</td>
<td>24</td>
</tr>
<tr>
<td>Radio Communication</td>
<td>14</td>
<td>10</td>
<td>24</td>
</tr>
<tr>
<td>Police Administration</td>
<td>9</td>
<td>1</td>
<td>10</td>
</tr>
<tr>
<td>Crime Laboratory</td>
<td>5</td>
<td>2</td>
<td>7</td>
</tr>
<tr>
<td>Traffic Law Enforcement</td>
<td>3</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td>Police Records Management</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Riot Control</td>
<td>1</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>Immigration</td>
<td>1</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>Police Training Techniques</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Crime Prevention</td>
<td>1</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>Police Personnel Management</td>
<td>1</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td>46</td>
<td>26</td>
<td>72</td>
</tr>
</tbody>
</table>

* Two-month police leader tours were not included.
Civil Guard participants were not included.

Approximately 64% of the seventy-two police participants trained were members of the VBI, leaving only 36% from the municipal police services.

Although it cannot be argued that municipal police officers should be trained for crime laboratory or immigration work, the other nine specializations are among those practiced in Vietnamese municipalities. Criminal investigation, police administration and traffic law enforcement, especially, can be considered important fields for the training of city police officers.

and yet, VBI participants outnumber those from municipal police department 30 to 7. This disparity is glaring in the case of police administration training, which is oriented largely toward municipal police operations; a decision was apparently made to train nine VBI officers and only one city police officer. The work of municipal police records bureaus, training bureaus and personnel bureaus is not less important than that of their VB
counterparts; early programming decisions should have reflected the equal needs. When objectives of the police participant program were discussed, it was suggested that three major and distinct kinds of training programs would best serve to accomplish these objectives; they were:

(I) long-term education and training intended to assure favorable, enduring consequences of the assistance program, (2) short-term training intended to satisfy immediate needs for competent personnel and to augment the advisory and commodity assistance programs, and (3) very short-term tours of United States law enforcement facilities and training centers for the commanders and administrators under whom U.S.-trained participants would work. The suggestion above is not proposed as the single answer; it is merely mentioned as an organized approach to accomplishment of an objective as stated. Any number of organized approaches can probably be advanced in place of it; however, the NSUG approach of 1955-59 shows some degree of randomness and a lack of sufficient pre-planning. It appears to have been "played by ear."

At any rate, the NSUG police participant files yield nothing in the way of a statement of objectives and organized plans for their accomplishment, nor is there recorded any attempt to periodically evaluate the results of police participant training. This criticism is offered with full knowledge that much has been accomplished within the framework of the police participant program; the conclusion is that a great deal more might have been accomplished. This is acknowledged to be an easy conclusion to draw from the vantage point of a look backward in time.

The final step in programming at the host-country location is the
preparation of the PIO/P, the ICA finance-program document. This is the culmination of the statement of objectives, planning of training specializations and designation of training courses and locations as carried on in Saigon. Beyond this point, organizations in the United States assume control of the training program, working upon the foundation established in Saigon. In the main, the PIO/P should provide four kinds of information regarding the training program: (1) a timetable which allocates specific periods for formal training activity and afterward, on-the-job training, (2) the names of specific educational and training institutions at which training is to take place, (3) a listing of the courses and/or course content to be pursued by participants, and (4) the names of United States law enforcement organizations to be utilized for on-the-job training. It is naturally improbable that the MSUG participant advisor in Saigon, out of the mainstream of American law enforcement activity, will be able to provide detailed information in all of the four categories mentioned above. There is, however, a range of probability regarding the availability of institutional and agency training facilities which should be known to the experienced police advisor. Then, too, there is virtual certainty with regard to a substantial number of training facilities being available as needed. From among the certainties and probabilities, the MSUG participant advisor must devise a PIO/P which will provide sufficient information for ICA/W and IACP/TD to enable them to implement the training program. This principle is best illustrated by an examination of a PIO/P already utilized in the training of Vietnamese police participants. In FY-58, eleven USOM-funded police participants
were trained in the United States for ten months. Five of those participants were among the eighteen interviewed by the MSUG team. Their programming will be discussed in this section, Their stateside experiences in the next. Their identification numbers correspond to those used in previous tables. The following entries constitute the entire programming submitted to ICA/W for training implementation. (This PIO/P and others from FY-60 may be found in Appendix K.)

No. 2. "These are municipal police officers. Their training time could most profitably be spent by having them actually work with Detectives engaged in Criminal Investigations. If possible Mr. (No. 2) could do this in Detroit and Mr. (X) in Chicago."

No. 9. "Mr. (No. 9) is a member of the Municipal Police. It is recommended that this man be trained as a radio supervisor. If possible he should spend 6 months studying general police administration (short course) at Sacramento State College. He should then spend approximately 3 months observing the operation of a metropolitan police communications system. Baltimore, Maryland is recommended."

No. 10. "Mr. (No. 10) is a member of the Surete. It is recommended that he study to be a radio supervisor. It is further recommended that he study general police administration (short course) at Sacramento State College for approximately 6 months. He should then observe communications operation at a metropolitan police department. Los Angeles, Calif. is recommended."

No. 4 & No. 6: "Messrs. (No. 4 & No. 6) are members of the Surete. It would be highly desirable for them to study security investigation and allied special investigative techniques with agencies or institutions providing training comparable to FBI. It would be useful if their on-the-job training could be supplemented by relevant course work in University."

Then follows the notation on the FY-58 PIO/P:

"In all the training in this Block I7 should be requested agency, etc. not be available, training will be provided in other agencies/institutions of comparable content."
Disregarding for the moment the outcome of these five training programs, the working of the programming may be considered in and of itself. In the case of Participant No. 2, there is no mention of a timetable, the implication being that he will spend ten months moving about with detectives in the city of Detroit. As to the kinds of investigations he is to observe, there is no mention; he could be assigned to the Auto Theft Bureau for ten months, or the Burglary Squad, Vice Squad or Homicide Squad. Then again, he could be assigned to one of the various squads for one or two days in succession, then transferred to another, then another, never observing the investigation of a criminal case with any degree of continuity. He could accompany detectives to the courtroom to hear their testimony, but this is not mentioned in the programming and might not seem advisable in Detroit; he could attend post mortems, review investigation reports and take part in surveillances, but these activities again are not mentioned. Participant No. 2 could have an excellent training program or a sterile one -- all depending upon the ICA and Detroit Police Department interpretation of the programming. Realistically, it could be either way because the PIO/P is so general as to permit almost unlimited latitude in its interpretation.

Participants No. 9 and No. 10 are to be trained as radio supervisors. Here again, there is no mention of how this might be accomplished, with the exception of the designation that Sacramento State College police administration courses be attended for six months. The short courses at Sacramento State would be suited to any of the police participants sent for generalized training; it has no particular application to the work of
a police radio supervisor. Here, at least, a timetable of formal training and on-the-job training is specified.

The programming of Participants No. 4 and No. 6 is once again a study in generalization; nowhere is there provided a timetable of training, nowhere a mention of specific training institutions of law enforcement agencies (the reference to the F.B.I. is not particularly useful because the F.B.I. is almost unique as an organization in the United States, and does not train foreign police officials).

The final notation quoted, providing for substitute institutions and agencies is a catch-all, and places an extraordinary burden upon the ICA/W-IACP/TD programming officials. They are not now merely responsible for the implementation of the MSUG/Saigon programming -- they have become responsible for much of the original programming. Faced with this added burden, they are provided with little in the way of concrete guidelines concerning training course content and specific objectives to be accomplished.

This, then, is the key to effective programming -- the preparation of PIO/P's containing sufficiently detailed information to enable ICA/E-IACP/TD officials to implement the training programs conceived in the decisions of MSUG police advisors, and yet containing no information so narrowly stated as to preclude the implementation of the programs. The examples cited above plainly illustrate the overly generalized programming document -- there is simply not enough specific information from which to determine the desires of the MSUG/Saigon programming officials. It would be equally unwise to specify institutions, agencies and timetables, and
provide no alternatives. In short, an effective programming document requires fine balance between the general and the specific — an excess on either side resulting in crude implementation, or forced modification or cancellation, respectively.

**Police Participant Programming in the United States.**

Many of the programming weaknesses originally considered to result from ICA/W-IACP/TD practices can be traced to the vagueness found within PIO/P's prepared in Saigon. At the same time, IACP/TD bears the responsibility for implementing the training programs and must be called upon to exercise sound judgment in finally deciding upon training institutions and agencies. Even having only a generalized and vague programming document from Saigon, the IACP/TD is in a position to provide training programs of varying quality for participants, given the general field of training desired. Once again, the quality of the training programming depends upon the training and experience of the responsible IACP/TD officials, and their decisions. If it is true that the MSUG participant advisor should have previous U.S. law enforcement experience, it is equally true that IACP/TD programming personnel should have previous foreign police advisory experience.

Major weaknesses observed in the U.S. programming of police participant have existed in: (1) providing the same, overly-generalized formal training courses for widely differing programs, (2) sending the participants, after formal training, on long, unsupervised tours of police departments throughout the nation, (3) providing very little liaison between IACP/TD and training agencies; communicating almost nothing in the way of basic
objectives, desires of training, (4) expending, in some cases, excessive
time in the orientation of police participants prior to the beginning
of training courses, and (5) exerting insufficient control over the
balance between time spent in formal training courses and on-the-job
training. Points 1, 2 and 5 will receive extensive discussion in the
next section of this chapter. Lack of IACP/TDP-training agency liaison
has created misunderstandings in some police agencies, and lack of under­
standing in most of them. MSU police advisors, from personal contacts
with U.S. police administrators participating in on-the-job training
programs, have found that few of these officials have been made aware
of the program's objectives. In most U.S. police departments participating
in the program, no special preparation is made for the training of police
participant; upon arrival, trainees are often afforded a general tour
of the department's facilities, asked whether they wish to see anything
more, and then relegated to some quieter corner or sent on a tour of the
city with an officer assigned to that duty. Exceptions to this practice
will be noted in the following section; however, this kind of on-the-job
training is prevalent, and results from active supervision and liaison
by U.S. programming officials.

Regarding the long periods of orientation upon arrival in the
United States, almost all interviewed participants stated that the
orientation received in Saigon was sufficient; they uniformly expressed
a lack of interest in the orientations -- lasting from one to four weeks --
provided in Washington, D.C. They believe the time could be better
utilized in technical training or English-language training.
Experience of Police Participants in the United States.

As described in Chapter VI, the USOM-funded police participants engage in training programs having roughly the following form: Arrival, orientation, formal training course, on-the-job training tour of police agencies, final report-writing, departure for Vietnam. The considerable differences among training programs lie in the periods provided for the various elements, the subject-matter of training, the training institutions attended, and the police agencies visited. For purposes of relating MSUG/ Saigon programming to ICA/W-LACP/TD programming, the programs of the five interviewed participants included in the FY-58 PIO/P will be discussed first.

Participant No. 2.

Organization: Saigon Municipal Police.
Rank: Administrative Clerk, GVN Civil Service.
Function: Criminal Investigator.
Field of Study: Criminal Investigation.

PIO/P Programming: "These are municipal police officers. Their training time could most profitably be spent by having them actually work with detectives engaged in Criminal Investigations. If possible Mr. (No. 2) could do this in Detroit and Mr. (X) in Chicago."

Itinerary of Training.

ICA/W - Washington International Center -- Orientation 2 weeks
IMPOLSE - Orientation, U.S. Police Systems 2 weeks
Grand Rapids, Mich. Police Department, Recruit School 6 weeks
Grand Rapids Police Department - on-the-job training 2 weeks
M.S.U. Basic Police Training Course 4 weeks
Dearborn, Mich. Police Dept. - on-the-job training 2 weeks
Lakewood, Ohio Police Dept. - 1 week
U.S. Treasury Dept. Law Enforcement School 6 weeks
Baltimore Police Dept. - on-the-job training 1 week
Delaware State Police - 2 weeks
Philadelphia Police Dept. 1 week
New York City Police Dept. 1 week
Poughkeepsie Police Dept. - on-the-job training 2 weeks
Albany Police Dept. - " " 2 weeks
Quincy, Mass. Police Dept. - " " 2 weeks
Maine State Police - " " 2 weeks
Seminar in Communications - Delaware University 1 week
ICA/W-IACP/TD - writing final report 1 week

Total 40 weeks

Formal Training Course Work 16 weeks
On-the-Job Training Tour 18 weeks
Orientations, Report Writing, Seminar 6 weeks

Number of U.S. Police Departments Visited II

The only point of relationship between the MSUG programming and IACP/TD implementation lies in the designation "Criminal Investigation." Detroit was not among the eleven police departments visited by this participant; the three training facilities received no mention in the PIO/P. It is clear that Participant No. 2 received training programmed entirely by ICA/W-IACP/TD, independent of the MSUG/Saigon programming. This is not to criticize the stateside program; it appears superior to that of MSUG. The unfortunate aspects of this case may be found in the added burden upon ICA/W-IACP/TD, as a result of too-generalized programming in Saigon, and more important, in leaving so much to chance at the MSUG/Saigon level. Although the participant received some good training, it was not as a result of MSUG programming.

Summary of Participant's Remarks: Experienced English-language problems; did not understand 30-40% of the lectures (had 4 months of instruction);

The U.S. Treasury Department Law Enforcement School was the most useful and interesting training activity.

Arrived at Grand Rapids Police Dept. Recruit school 2-3 weeks late; understood lectures only after obtaining printed matter of training
course. This course and the M.S.U. Basic Police Course were the same kind of training, involving a lot of repetition of material not necessarily of value to a foreign police officer.

The visits to police departments took on the same form: one-half the time (usually one week) spent on a general tour of departmental facilities, the other half spent with detectives, uniform patrols, in the crime laboratory. Generally, of the two weeks average on-the-job training with a police department, 3 days were spent with detectives.

Fewer police agencies should have been visited; visits should have been much longer in duration, and more time spent with criminal investigators. Observed only one case from investigation through the courtroom, in Dearborn.

Would have liked more time in a university for training. Would prefer a shorter work-day in schools (the schools attended held 8-hour training days) allowing more time for background reading and studying of printed course materials.

Both the Grand Rapids Police School and the M.S.U. Basic Police Course are designed to provide training for Michigan municipal police officers. The courses include training in police patrols, arrest, search and seizure, criminal law and evidence, criminal investigations, criminal identification, recording crime scenes, and rudiments of other fields as traffic enforcement and police records. The courses are based upon Michigan statutes and the Common Law, neither of which is of direct benefit to the Vietnamese police participant. During on-the-job training the participant spent about one-quarter of his time observing the work of criminal investigators, the other three-quarters being spent on general tours of police facilities and in observing patrol work and other police functions. In only one case (Dearborn, Michigan Police Department) did the participant remain with a detective long enough to observe a complete investigation and initial presentation in court.
The remaining observations were spotty -- a smattering of one investigation, one technique, then another -- and never of sufficient duration to provide a clear idea of the techniques and procedures involved.

Participant No. 9.

Organization: Saigon Municipal Police.
Rank: Redactor 5th Class
Function: Asst Precinct Commissioner, Chief, Criminal investigations.
Field of Study: Radio Communication Supervision.

PIO/P Programming: "Mr. (No. 9) is a member of the Municipal Police. It is recommended that this man be trained as a radio supervisor. If possible he should spend 6 months studying general police administration (short course) at Sacramento State College. He should then spend approximately 3 months observing the operation of a metropolitan police communications system. Baltimore, Maryland is recommended."

Itinerary of Training.

<table>
<thead>
<tr>
<th>Location</th>
<th>Duration</th>
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<tbody>
<tr>
<td>ICA/W - Washington Internation Center - Orientation</td>
<td>2 weeks</td>
</tr>
<tr>
<td>IMPOLSE - Orientation, U.S. Police Systems</td>
<td>2 weeks</td>
</tr>
<tr>
<td>Capitol Radio Engineering Institute - Basic Radio</td>
<td>9 weeks</td>
</tr>
<tr>
<td>Wichita, Kas. Police Dept. - on-the-job training</td>
<td>2 weeks</td>
</tr>
<tr>
<td>Sacramento State College - Basic Police Course</td>
<td>19 weeks</td>
</tr>
<tr>
<td>Baltimore Police Department - Communications Div.</td>
<td>6 weeks</td>
</tr>
<tr>
<td>Seminar in Communications - Delaware University</td>
<td>1 week</td>
</tr>
<tr>
<td>ICA/W-IACP/IO - writing final report</td>
<td>1 week</td>
</tr>
</tbody>
</table>

Total: 42 weeks

Ferrnal Training Course Work: 28 weeks
On-the-Job Training Tour: 8 weeks
 Orientations, Report Writing, Seminar: 6 weeks

Number of U.W. Police Departments Visited: 2

As regards programming, the stateside officials followed PIO/P specifications, but had to be beyond those specifications in order to provide the training program indicated. Although the PIO/P specifies radio communication supervisor training, there is not mention of radio or electronics training in the program document. It was then apparently
within the province of ICA/W-IACT/TD programming officials to determine what part technical electronics competence plays in the work of the police communications supervisor. It is unknown how or by whom the decision was made in Washington, but it was decided that radio communication supervision participants should have a basic course in electronics, radio circuits and radio repair. This decision should have been made in Saigon, where local needs are known. That the decision had to be made in Washington indicates the inadequacy of the MSUQ/Saigon programming document.

Summary of Participant's Remarks: Experienced considerable English-language difficulty during first week (had 7 months of instruction). Recommends more language training.

The technical training at CREI was far too short; the general law enforcement training at Sacramento State was too long, unrelated to their training program and future work in most respects.

In Baltimore, learned about supervision of police communications and the operation of Gamewell-type police call boxes. Too much time in one city.

The one semester at Sacramento State College consisted of the following courses: traffic regulation, psychology of law enforcement, police organization and management, public administration, criminal investigation, photography, and criminal identification. The training was described as excellent, but unrelated to the participant's training program. Police radio communication was not one of the subjects offered; the subjects that were offered fall within the interest of police administrators and would be well taken if this participant were undergoing a two- or four-year course of education. But he spent 19 of his 42 weeks studying courses providing police administration background and only distantly related to his work.
At CREI, the participant was asked whether he preferred lectures or laboratory exercises; he chose the latter and spent his time working on radio and other electronic circuits. He believes that communication supervisors should have a thorough grounding in electronics, and suggests that one to two years of technical training would be more appropriate.

Here, there may be a basic conflict between the participant's interests and the intentions of MSUG programming advisor. If the returned participant was to serve in a purely administrative capacity, without technical maintenance duties, perhaps the CREI course was sufficient as a familiarization with radio equipment. If, on the other hand, the participant was to be responsible for technical guidance of his personnel, his suggestion for lengthened training is well taken. The PIO/P offers no indication of which form the participant's future work will take.

**Participant No. 10.**

Organization: Saigon Municipal Police.*
Rank: Urban Inspector 5th Class.
Function: Chief, Bureau of Secret Affairs, 1st Precinct.
Field of Study: Radio Communication Supervision.

PIO/P Programming: "Mr. (No. 10) is a member of the Surete.* It is recommended that he study to be a radio supervisor. It is further recommended that he study general police administration (short course) at Sacramento State College for approximately 6 months. He should then observe communications operation at a metropolitan police department. Los Angeles, Calif. is recommended."

* = There was evidently confusion about this officer's organization. He was, and remains, a member of the municipal police service; his rank is Urban, rather than Special, Inspector.

Participant No. 10 followed the same training program described for Participant No. 9, with one exception. The following on-the-job job training should be substituted for the Baltimore Police Department:

California State Highway Patrol - Communications Div. 7 weeks
The comments made regarding the program of Participant No. 9 apply without exception to the present program.

Summary of Participant's Remarks: Had some difficulty with English language during the first 2 weeks.

Technical training at CRI was good, but much too short. Radio supervisors should have at least 1- or 2-year technical training courses.

The semester at Sacramento State was very good, but has no application to present position or to the training program at that time.

The on-the-job experience in Wichita was not valuable, and consisted of learning the rudiments of that department's communication system.

The on-the-job experience with the California State Highway Patrol was the best assignment of the training program, involving the assessment of police communication needs, planning of installations and procedures, and supervision of communication systems. Received a complete plan for a police communication section -- now using the plan in Saigon. Mr. Gollings, a former MSU police advisor now working in the CSHP, contributed much to the on-the-job training because he was aware of the needs. Part of this assignment was spent at the California Communications Divisions, involving excellent experience in radioteletype, microwave, telephone, paging systems, and antenna placement and design.

Ten-month training programs are not sufficient to develop professional competence in technical-administrative fields. Candidates should be sent for four-year university degree programs. The greater organizational standing and prestige would permit the returned trainees to accomplish a great deal more.

Here again, the conflict between the participant's personal interest and the scope of intended training may come into play; however, the scope of training and future work of the participant are not indicated in the PIO/F programming.

Participant No. 4.

Organization: VBI Central Intelligence Bureau.
Rank: Daily Inspector.
Function: Chief, Document Research Section.
Field of Study: Criminal Investigation.
PIO/P Programming: "Messrs. (No. 4 & No. 6) are members of the Surete. It would be highly desirable for them to study security investigations and allied special investigative techniques with agencies or institutes providing training comparable to VBI. It would be useful if their on-the-job training could be supplemented by relevant course work in University."

* - This discrepancy between PIO/P programming and U.S. Training occurred because the training program outlined in the PIO/P was not available in the United States.

Itinerary of Training:

<table>
<thead>
<tr>
<th>Location</th>
<th>Duration</th>
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</thead>
<tbody>
<tr>
<td>IGA/W - Washington International Center - Orientation</td>
<td>2 weeks</td>
</tr>
<tr>
<td>IMPOLSE - Orientation, U.S. Police Systems</td>
<td>2 weeks</td>
</tr>
<tr>
<td>Baltimore Police Dept. - on-the-job training</td>
<td>2 weeks</td>
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<tr>
<td>Wilmington Police Dept.</td>
<td>2 weeks</td>
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<tr>
<td>Southern Police Institute - Scientific Investigation</td>
<td>2 weeks</td>
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<tr>
<td>Jersey City Police Dept. - on-the-job training</td>
<td>1 week</td>
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<tr>
<td>Penn. State Police</td>
<td>2 weeks</td>
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<td>Erie, Pa. Police Dept.</td>
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<td>Loraine, O. Police Dept.</td>
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<td>Kokomo, Ind. Police Dept.</td>
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<td>Cincinnati Police Dept.</td>
<td>2 weeks</td>
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<tr>
<td>Detroit Police Dept.</td>
<td>2 weeks</td>
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<tr>
<td>U.S. Treasury Dept. - Law Enforcement School</td>
<td>6 weeks</td>
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<tr>
<td>Fall River, Mass. Police Dept. - on-the-job training</td>
<td>2 weeks</td>
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<tr>
<td>Bristol, Conn. Police Dept.</td>
<td>2 weeks</td>
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<tr>
<td>Bayonne, N.J. Police Dept.</td>
<td>2 weeks</td>
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<tr>
<td>Seminar in Communications - Delaware University</td>
<td>1 week</td>
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<tr>
<td>ICA/W-IACP/TD - writing final report</td>
<td>1 week</td>
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<tr>
<td>Burbank, Cal. Police Dept. - on-the-job training</td>
<td>2 weeks</td>
</tr>
</tbody>
</table>

Total: 39 weeks

Formal Training Course Work: 8 weeks
On-the-Job Training Tour: 25 weeks
Orientations, Report Writing, Seminar: 6 weeks

Number of U.S. Police Departments Visited: 13

At the time of departure from Vietnam, this participant understood that he would receive special investigation and counterespionage training. Upon his arrival in Washington, he was informed that he would study criminal investigation. This situation arose as a direct result of MSUG/Saigon Programming. The training program found in the PIO/P was not
available in the United States. This is an especially pertinent illustration of programming with knowledge of current U.S. training availability and its consequences. The PIO/P program for this participant was a kind of try-on, or "stab in the dark," which was unsuccessful -- an indication of lack of communication between U.S. and Saigon programming officials.

Summary of Participant's Remarks: The U.S. Treasury Department Law Enforcement School was an excellent training experience, and came the nearest to providing the kind of training for which this participant was nominated.

All on-the-job training consisted of general tours of the police agencies and facilities. One or two days were spent in each specialized bureau or unit (detective bureau, training academy, record bureau, patrol division, traffic bureau, communications bureau, etc.). Not enough time was spent in any unit to gain an appreciation of the work done or the procedures and techniques involved. The experience was interesting but superficial as a training program.

It is helpful and interesting to mingle with American students and other foreign students; this was done at the Treasury School and at the Southern Police Institute, University of Louisville. This aspect of training should be expanded.

The training program should have consisted largely of intelligence training.

The result of programming for non-available training is indicated above. Of the ten-month training period, this participant spent eight weeks in formal training courses, six weeks of which at least indirectly contributed to his occupational knowledge (U.S. Treasury Department school).

The twenty-eight weeks of on-the-job training consisted of rather pleasant, unproductive visits to police departments -- experience characterized by a lack of focus or planning, and little acquaintance with participant training objectives. Although the indirect benefits of this program are difficult to appraise, approximately eight of the ten months yielded no
training directly beneficial to the participant. This inadequacy can be traced to (1) initially poor programming in Saigon, and (2) poor programming an communication of training objectives to police agencies in the United States.

Participant No. 6.

Organization: VSI Central Intelligence Bureau.
Rank: Redactor 5th Class.
Function: Intelligence Agent;
Field of Training: Criminal Investigation.

PIO/P Programming: Same as for previous participant, No. 4.

* - The same discrepancy resulted from the non-availability of programmed training in the United States.

Itinerary of Training.

This participant's training program corresponds in every respect with that of Participant No. 4.

Summary of Participant's Remarks: Studied English in high school and received 6 months of instruction in Saigon; had no difficulty.

Originally nominated for counterespionage training, and should have had that kind of training because it would be useful in participant's present job. The change in program was announced after arrival in the U.S.

Visits to police departments for on-the-job training are much too short; there should be fewer visits of longer duration. Frequent changes of location contribute to constant fatigue and superficiality of training.

Because this is no more than a reiteration of the case discussed just previously, no further comment is required. The discussion equally applies to each of the two programs.

Now, focusing attention for a moment upon MSU-funded participants, following is the program of a police participant trained largely in the School of Police Administration and Public Safety, on the campus of Michigan State University.
Participant No. 3.

Organization: Saigon Municipal Police.
Rank: Urban Inspector 3rd Class.
Function: Headquarters Intelligence Bureau Investigator.
Field of Study: Criminal Investigation

Courses taken at M.S.U. (Each course runs 10-12 weeks, one quarter)

PLA 110 - Introduction to Law Enforcement.
PLA 211 - Police Operations.
PLA 310 - Criminal Investigation.
PLA 311 - Police Records Management
PLA 320 - Police Administration.
PLA 321 - Special Problems in Police Administration.
PLA 351 - Juvenile Delinquency Prevention and Control.

On-the-job Observation of Police Departments.

Michigan State Police Headquarters bureaus
New York City Police Department
Chicago Police Department
St. Louis Police Department
Missouri State Highway Patrol - Jefferson City
Phoenix, Ariz. Police Department
Los Angeles Police Department
San Francisco Police Department

3 days 1 week 3 days 1 week 1 week 1 week 4 days 3 days

Total 6 weeks

These short observation tours are planned during the two-week Christmas Recess, the Spring Recess, and following the completion of academic course work, usually in late June.

Summary of Participant's Remarks: Experienced considerable English-language difficulty for the first 2-3 months in school. Recommends an enlarged English-language instruction program for participants.

All of the visits to U.S. police departments were general tours of facilities, and had little training value. In no agency did the participant accompany detectives and patrol officers in their work. No visit was long enough to provide much insight into administration, techniques and procedures involved in the work.

Recommendations:

I. Provide the same period for academic course work. This is the most beneficial kind of training experienced.
2. Provide special classes for foreign students; offer course work which directly applies to their work, and plan the lectures for their level of proficiency, or provide interpreters.

3. Maintain the program on a university campus, where there is opportunity for meeting foreign students from other countries and from various places in the United States.

The problems involved in this training program, from NSUG/Saigon programming through the end of on-the-job training appear to be the same as those besetting USOM-funded programs. The training courses provided are general, and well-suited to long-term training programs, but not sufficiently specialized to prepare a 10-month participant for his future work. The on-the-job training experiences resemble good-will tours of American law enforcement agencies, and contribute to training only in an indirect way. Although all of the participants are somewhat awed and impressed by what they see, and are favorably influenced, little has been added to their occupational competence.

No purpose will be served by further discussion of individual training programs of police participants; resumes of background, training and post-training utilization of the eighteen interviewed participants may be found in Table #16. A more fruitful and interesting discussion is provided by examination of the training program characteristics found in Table #14. This table indicates that a remarkable number of training institution-police agency combinations have been programmed and implemented.

Among the seven police participants who completed the IMPOLSE 28-week Basic Course, the distribution of training programs is as follows: (Consult Appendix F for IMPOLSE Basic Course content.)
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<td>1</td>
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<td>USOM</td>
<td>Person S.I. 5</td>
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<td>15</td>
<td>9</td>
</tr>
</tbody>
</table>

**KEY**

- U.I.: Urban Inspector
- S.I.: Special Inspector
- DLY.I: Daily Inspector
- RED: Redactor
- A.I.: Assistant Inspector
- SPD: Saigon Police Dept.
- S.S.: Sacramento State College
- Cr: Capitol Radio Engineering Inst.
- AV: American University
- TD: Treasury Dept. School
- G.R.: Grand Rapids P.D. School
- Others: Consult Directory
- Appendix L
An examination of the IMPOLSE Basic Course reveals no mention of police personnel management, and includes riot control as one of nineteen subjects taught in the course. Many of the subjects can be considered part of the police administration curriculum, and all are suitable subject matter for criminal investigation training. Participant No. 17, studying riot control, not only received little training in the formal course, but visited nine police departments and received no on-the-job training there either; he reports his only valuable training experience to be a two-week period at the Federal Tear Gas Laboratories.

Participant No. 18 completed both the IMPOLSE and Texas A & M Basic Police Courses, received no personnel management training, then visited six police departments; of these, two departments offered him observation of their personnel systems -- in the other four, the participant did not even see the personnel office.

Participant No. 12, studying police records management, was given one police records course at M.S.U., which he described as his most useful training experience. He visited six police departments; in four of these, he was shown: the revolver firing range, personnel bureau, communications bureau, showup, and a guided tour of the city. In two, he was shown the central records bureau.

Table #I5 provides a summary of participants' comments regarding the
<table>
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<td>Good Training</td>
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<td>Poor Training</td>
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<td>-</td>
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<tr>
<td>Much Not Useful</td>
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<td>-</td>
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<tr>
<td>General Tour Only; No Training</td>
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<td>36</td>
</tr>
</tbody>
</table>
various training institutions and police organizations. Responses indicate that seventy-four (74) experiences in on-the-job training police departments were nothing more than general tours of facilities. Others indicated that on-the-job training in sixteen (16) cases provided nothing of value. A great deal of the formal training, in sixteen (16) cases, was described as not useful.

Returning to Table #14, a great disparity is found in the balance between formal and on-the-job training, even among participants in the same program. The on-the-job training period for criminal investigation participants, for example, ranges from six to twenty-five weeks; among USOM-funded participants in that program, the range is from twelve to twenty-five. In two cases, criminal investigation participants received only eight weeks of formal training, out of the thirty-nine weeks they spent in the United States, but visited police departments for twenty-five weeks. An examination of the records shows no differences in training programs which could account for the disparities; it must be assumed that they result from an absence of policy with regard to formal on-the-job training ratio.

In concluding this section, it may be said that a majority of faults and problems existing in the U.S. training of police participants result directly from MSUG/Naigon and ICA/W-LACP/TD programming. Inadequacies in programming, for the most part, can in turn be traced to an absence of firm operating policies and a clear statement of objectives. This is where the basic problem lies, and where efforts to improve the police participant program must begin.
Post-Training Utilization of Police Participants

As Table #16 will show, police participants are not selected on the basis of their experience, nor are they always given post-training assignments corresponding to their training programs. Of the eight men trained in criminal investigation, only two (No. 1 and No. 2) are assigned to investigative positions. No. 3, more importantly, has been assigned as Assistant Commissioner of the 8th Precinct in Saigon, in charge of all criminal investigation. Participant No. 8 is the only officer in a position not providing an outlet for his training, however.

Participants No. 9 - I4, I6 and I8 have been assigned to positions for which they received specific training in the United States. Participant No. I5, formerly a crime laboratory technician following his return, was recently transferred to the National Police Academy because of a VBI personnel problem. Participant No. I7 has not been assigned to riot control duties; however, he occupies a position of great responsibility as a Province Surete Chief.

It can be argued that several of the participants have not received post-training assignment appropriate to their field of training. By way of reply, it can be argued that many of the participants, through inadequate programming and control, did not receive the training for which they were nominated. In any case, of the eighteen participants all interviewed occupy positions of equal or greater responsibility than those they left for U.S. training. In most respects they are being utilized well.

One difficulty experienced by returned police participants deserves special mention. Regardless of organization, rank or position, returned participants appear to be held in suspicion by their supervisors, commanders
### Table 9.16

<table>
<thead>
<tr>
<th>No.</th>
<th>Org.</th>
<th>Training Program</th>
<th>Pre-Training Rank</th>
<th>Post-Training Rank</th>
<th>Pre-Training Position</th>
<th>Post-Training Position</th>
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</thead>
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<tr>
<td>1</td>
<td>VBI</td>
<td>C.I. Clerk</td>
<td>Post Office Clk.</td>
<td></td>
<td>Departm. Chief Bureau, C.I.</td>
<td>Post Office Clerk, VBI CID</td>
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<tr>
<td>2</td>
<td>SPD</td>
<td>C.I. Adm. Clerk</td>
<td>Adm. Clerk</td>
<td></td>
<td>Criminal Investigator</td>
<td>Criminal Investigator, Trains 6 men</td>
</tr>
<tr>
<td>3</td>
<td>SPD</td>
<td>D.I. Urb. Insp. 3</td>
<td>Urb. Insp. 3</td>
<td>Ass't Insp. 4</td>
<td>Intelligence Bureau</td>
<td>Ass't Precinct Commissioner</td>
</tr>
<tr>
<td>5</td>
<td>VBI</td>
<td>C.I. Secretary</td>
<td>Redactor 5</td>
<td></td>
<td>Ass't Chief, VBI CID</td>
<td>Chief, VBI Training Bureau</td>
</tr>
<tr>
<td>6</td>
<td>VBI</td>
<td>C.I. Redactor 5</td>
<td>Redactor 5</td>
<td></td>
<td>VBI Intelligence Agent</td>
<td>Province Surete Chief, Phone Dinh</td>
</tr>
<tr>
<td>7</td>
<td>VBI</td>
<td>Spl. Insp. 1</td>
<td>Spl. Insp. Pr. 4</td>
<td></td>
<td>Clerk, Adm. Bureau</td>
<td>Ass't Chief, Ident. Bureau, VBI</td>
</tr>
<tr>
<td>9</td>
<td>SPD</td>
<td>Radio Redactor 5</td>
<td>Redactor 5</td>
<td></td>
<td>Ass't Precinct Commissioner</td>
<td>Chief, SPD Vice Squad**</td>
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<tr>
<td>11</td>
<td>VBI</td>
<td>P. Adm. Redactor 4</td>
<td>Redactor 5</td>
<td></td>
<td>Bureau Chief, VBI Immigration</td>
<td>Bureau Chief, VBI Immigration</td>
</tr>
<tr>
<td>12</td>
<td>VBI</td>
<td>P. Adm. Redactor 5</td>
<td>Redactor 5</td>
<td></td>
<td>Regional Chief of VBI Records</td>
<td>Regional Chief of VBI Records</td>
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<td>13</td>
<td>VBI</td>
<td>C. Lab. Secretary</td>
<td>Sec. Principal</td>
<td></td>
<td>Ass't Chief, VBI Personnel Bur. Chief, Mobile Lab Unit</td>
<td>Photo Bureau, Darkroom Tech.</td>
</tr>
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<td>14</td>
<td>VBI</td>
<td>C. Lab. Spl. Insp. 2</td>
<td>Spl. Insp. 2</td>
<td></td>
<td>Crime Scene Photographer, processor</td>
<td>Chief, Intelligence Rec. Sect. Instructor, Nat'l Police Academy*</td>
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<td>15</td>
<td>VBI</td>
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<td>Asst Insp 4</td>
<td></td>
<td>Chief, VBI Record Bureau</td>
<td>Chief, VBI Record Bureau</td>
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<td>16</td>
<td>VBI</td>
<td>Records Secretary II</td>
<td>Secretary I</td>
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<td>Chief, Saigon Harbor Police</td>
<td>Province Surete Chief, An Giang</td>
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<td>18</td>
<td>VBI</td>
<td>Personnel Spl. Insp. 5</td>
<td>Spl. Insp. 3</td>
<td></td>
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<td></td>
</tr>
</tbody>
</table>

** Temporary Assignment; to be Chief of Saigon P.D. Communications Bureau.

* Formerly Crime Lab Technician - transferred because of a problem.
and co-workers. Most participants work under the command of officers who have not received training in the United States. The command officers appear to be both envious and frightened of their U.S.-trained subordinates, and are loathe to permit them latitude in the application of newly learned techniques and procedures. Methods of overcoming this widespread suspicion and blocking of initiative are discussed later in this report.

Throughout this chapter, the discussion has dealt with the many problems and inadequacies residing in the police participant program, from defining objectives through post-training assignment. Although the problems are of great variety, and beset almost every process involved in participant training, they can be uniformly ascribed to a failure to define objectives and to establish firm policies and inter-agency communications. Throughout the operation of the participant program, there are involved many agencies of the United States government and that of Vietnam. Often, this great number of agencies works at cross-purposes, pursuing organizational goals, working in a vacuum of information, planning without the wide perspective necessary to the program.

The problems will not be solved by "tightening up" here and there, or by instituting piecemeal remedies. There is required a hard, rational examination of the entire participant program, to be followed by an identification of objectives and the establishment of policies which will assure the accomplishment of those objectives. Only in this way can there reasonably be expected an upgrading of the police participant program.
IX

THE FY-60 EXPERIENCE

EFFORTS TO IMPROVE THE POLICE PARTICIPANT PROGRAM

In Fall of 1959, after the selection of 1955-59 police participants had been analyzed and the results found disturbing, the belief existed that several aspects of the participant training program could be improved. It was decided that three elements in the processing of participants would be primary targets of improvement efforts; these were: (1) Selection of participants, (2) English-language training, and (3) programming. It should be remembered that, at the time this upgrading effort began, at the time decisions were made, practically none of the information contained in the present report was known; no returned participants had been interviewed, no extensive surveys conducted. What follows is an account of the efforts to improve the police participant program in FY-60.

Selection of Police Participants.

In the absence of recorded selection policies, a number of MSUG participant selection criteria were immediately established. Intended to assure the selection of potential police commanders and administrators who would most profitably employ their training upon return to Vietnam, these criteria were strictly adhered to by MSUG throughout the selection process. The criteria were as follows:

1. No candidate of rank lower than Special or Urban Inspector 5th Class would be accepted.

2. No candidate having "Daily" or "Contract" status, as compared with Permanent Cadre status, would be accepted.
3. No candidate having GVN civil service status, as compared with permanent cadre status would be accepted.

4. No candidate having merely clerical or secretarial would be accepted, unless his experience were directly related to training program intended.

5. Candidates should have had previous experience in functions for which they would receive training. Exceptions to this would be made whenever candidates were nominated for programs not previously in existence in the Police and Security Service (i.e. crime laboratory, juvenile delinquency control, radio repair and maintenance) in which cases there would be no experienced personnel.

Immediately after MSUG and the Police and Security Service were informed that thirty (30) participant training slots would be available for FY-60, the Director General of Police and Security addressed to the GVN Minister of Interior a letter dated November 22, containing the proposed FY-60 training proposals; a copy was received by MSUG for action. The Director General's proposals included training for twelve (12) participants in intelligence and counter-espionage, four (4) in municipal police administration, and others in radio maintenance and repair, crime laboratory techniques, and interrogation techniques. This letter containing the training proposals was accompanied by a list of police participant nominees.

The matter was discussed with the VBI Training Bureau, and a decision was made to hold the proposals in abeyance. At the November 30 meeting of the Committee on Overseas Study, MSUG and VBI representatives requested an extension for final programming.

On December 8 an MSUG Police Administration Division staff meeting was called to discuss the allocation of training slots among the various functional specializations within the police service. The Director
General's proposals were considered; past training programs were discussed. There was a review of the fact that 87.3% of past participants had been selected from the Saigon area, and that only 27.8% of the participants had been selected from the municipal police service, with 72.2% from the VBI. It was decided that a greater number of municipal police officers should be trained, and that more participants, whether municipal police or VBI, should be selected from areas outside of Saigon.

After discussion among the PAD staff, the training slots were allocated as follows:

Municipal Police Administration -- 9 slots. Five (5) candidates to be selected from among Deputy Precinct Commissioners of the Saigon Municipal Police, and four (4) candidates to be selected from among the Deputy Chiefs of Police of Nhatrang, Tourane, Cantho, Hue, or comparable smaller cities.

Motor Vehicle Maintenance -- 2 slots. To be selected from the VBI motor vehicle maintenance division; upon return to be placed in command of VBI and Municipal Police motor pools.

Techniques of Police Instruction -- 5 slots. To be selected from among the training staffs at the National Police Academy, Rach Dua, and the VBI High Command School, Saigon.

Traffic Law Enforcement -- 5 slots. To be selected from among the high-ranking municipal traffic bureau staff of the Saigon Municipal Police and two other cities (Tourane and Hue were suggested.)

Criminal Identification -- 3 slots. To be selected from the staff of VBI Identification Bureau, for advanced training.

Radio Repair and Maintenance -- 2-5 slots. Of the nineteen radio repair participants presently in the United States, the five most promising trainees would be selected to remain for an additional year of specialized training in radio-teletype maintenance and repair.

Crime Laboratory Techniques -- 1 slot. Of the four crime laboratory participants presently in the United States, the most promising trainee would be selected to remain for an additional year of advanced training.
On December 14, 1959, in a meeting with members of USG/PAD, the above program was agreed upon. The Chief of MSUG/PAD presented this program to the Director General of Police and Security in a letter dated December 21. At the same time, the MSUG participant advisor discussed the program, and especially the selection criteria, with the Chief of the VBI Training Bureau. Thus, the first VBI list of participant nominations, containing the names of more than fifty principal and alternate candidates and their training subjects, had been rejected by MSUG, and new programming was suggested.

Then, MSUG and the VBI Training Bureau were informed that thirty-four (34) slots would be provided from police participant training in FY-60. It was decided that thirty (30) training slots would be filled with new participants, and five (5) reserved for the advanced training of radio and crime laboratory participants. The VBI accepted the rejection of the first nomination list and began recruitment of new candidates for the MSUG program. During the second week of February, MSUG received the second VBI list of participant nominations.

Table #7.

Comparison of MSUG and VBI Programming - FY-60.

<table>
<thead>
<tr>
<th>Program</th>
<th>MSUG Slots</th>
<th>VBI Slots</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipal Police Administration</td>
<td>9</td>
<td>9</td>
</tr>
<tr>
<td>Motor Vehicle Maintenance</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Techniques of Police Instruction</td>
<td>5</td>
<td>8</td>
</tr>
<tr>
<td>Traffic Law Enforcement</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>Criminal Indentification</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>Juvenile Delinquency Control</td>
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<td>1</td>
</tr>
<tr>
<td>Policewoman Training</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>Radio Repair &amp; Maintenance</td>
<td>5</td>
<td>-</td>
</tr>
<tr>
<td>Crime Laboratory</td>
<td>1</td>
<td>-</td>
</tr>
</tbody>
</table>

Totals: 30               29
Although the VBI program differed in some respects from that presented by MSUG, it was found to be acceptable. (The second VBI participant nomination list may be found in Appendix H.)

The second VBI participant nomination list was studied by the MSUG participant advisor. Although the MSUG selection criteria had been carefully discussed with the VBI Training Bureau, the VBI nominees did not meet those criteria. Of the forty-six (46) principal and alternate candidates nominated by the VBI, twenty-eight (28) were rejected and eighteen (18) were accepted -- four of them with the reservation that transfers and/or promotions be guaranteed upon their return.

Table # I3.

Criteria for Rejection of 28 Police Participant Nominees:

<table>
<thead>
<tr>
<th>Reason for Rejection</th>
<th>Number Rejected</th>
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</thead>
<tbody>
<tr>
<td>Low Rank -- below Special or Urban Inspector 5th Class</td>
<td>14</td>
</tr>
<tr>
<td>Past work Unrelated to Training or Wrong Kind of Agency</td>
<td>9</td>
</tr>
<tr>
<td>Both Low Rank and Unrelated Experience</td>
<td>3</td>
</tr>
<tr>
<td>Daily or GVN Civil Service Status, not Permanent Card</td>
<td>2</td>
</tr>
<tr>
<td>Total</td>
<td>28</td>
</tr>
</tbody>
</table>

A letter dated February 18, 1960 from the Chief of MSUG/PAD to the Director General of Police and Security contains a list of acceptable participant candidates, followed by a list of rejected candidates. (This letter may be found in Appendix J.) Reasons are given for the rejection of each candidate. In addition to reasons for rejection, it is stated that MSUG would reconsider the nominations if the VBI would assure that:

1. low-ranking participants would be promoted to the minimum rank accepted by MSUG upon return,
2. VBI officers studying municipal police adminis-
tration, traffic law enforcement, techniques of police instruction and juvenile delinquency control, would be transferred to command positions within agencies for which they had been trained, and (3) daily and GVN civil service status employees would be granted Permanent Cadre status at the minimum rank acceptable to MSUG upon their return. This, in reality, was not a demand for promotions of personnel about whom MSUG knew little, but rather a request that MSUG selection criteria be met, in one way or the other. The result was a combination; the Director General offered assurances of transfer and assignment to command positions in appropriate agencies in some cases (including the creation and staffing of a VBI Delinquency Control Bureau), but preferred recruiting replacement candidates rather than assuring the promotions of low-ranking candidates who were rejected. The second VBI list of participant nominations was then withdrawn, and the preparation of a third list was begun.

The MSUG participant advisor worked with the VBI Training Bureau in the preparation of the third nomination list, calling repeated attention to the minimum selection criteria and asking that other important qualities of candidates be given serious consideration -- among these were intelligence, past performance of duties, willingness to participate in training, and future VBI plans to promote.

Four of the rejected participants were Assistant Inspectors from the Saigon, Dalat and Hue police departments. The chiefs of police in those cities refused to nominate candidates of higher rank; they started that they required all higher-ranking officers for departmental operations. Replacement candidates for municipal police administration training were nominated from
the VBI, with written agreement that they would be transferred to command positions within the municipal police service upon their return from training.

With tentative acceptance of the third VBI participant nomination list, it was indicated only that the minimum selection criteria had been met; the candidates had not been accepted at that time. (The third VBI participant nomination list may be found in Appendix I.) The candidates were summoned to Saigon from their place of assignment; however, those from the city of Nhatrang failed to appear. The chief of the province in which Nhatrang is located, refused to release the police officers from their jobs for the participant program; he stated that they were essential to the effective operation of the department. Once again, replacements were sought, this time from among the training class at the VBI High Command School, Saigon. Six replacement candidates were nominated, but they would be detained for four additional weeks for completion of the High Command School.

The police participant candidates were placed in English-language classes at the Vietnamese-American Association beginning March 9. Within the following week, all candidates with the exception of the six attending the VBI High Command School, were interviewed as part of the MSUG selection process. Using a form prepared for the purpose, the interviews were conducted by the MSUG participant advisor and one MSUG interpreter, assisted on many occasions by Mr. John McCade, USON/PSD, and Messrs. Handville and Shields of MSUG/PAD. Because so many candidates had been rejected by MSUG as of that time, the VBI Training Bureau experienced difficulty in recruiting acceptable candidates. For this reason, rather
than forty-six (46) principal and alternate candidates as on the second list, the VBI finally nominated only thirty-seven (37) candidates on the third list.

As a result of the MSUG selection interviews, eleven (11) more participant candidates were rejected, and because of the late date, the FY-60 police participant program was modified as the following table will indicate.

Table # I9.
Modification of the FY-60 Police Participant Program

<table>
<thead>
<tr>
<th>Candidates Accepted by MSUG</th>
<th>VBI Candidates</th>
</tr>
</thead>
<tbody>
<tr>
<td>Subject of Training</td>
<td>Prin.</td>
</tr>
<tr>
<td>Municipal Police Administration</td>
<td>3</td>
</tr>
<tr>
<td>Motor Vehicle Maintenance</td>
<td>2</td>
</tr>
<tr>
<td>Techniques of Police Instruction</td>
<td>6</td>
</tr>
<tr>
<td>Traffic Law Enforcement</td>
<td>2</td>
</tr>
<tr>
<td>Criminal Identification</td>
<td>3</td>
</tr>
<tr>
<td>Juvenile Delinquency Control</td>
<td>1</td>
</tr>
<tr>
<td>Policewoman Training</td>
<td>1</td>
</tr>
<tr>
<td>Totals</td>
<td>18</td>
</tr>
</tbody>
</table>

Table # 20.
Rejections Resulting From the MSUG Interviews

<table>
<thead>
<tr>
<th>Subject of Training</th>
<th>Number Rejected</th>
</tr>
</thead>
<tbody>
<tr>
<td>Municipal Police Administration</td>
<td>3</td>
</tr>
<tr>
<td>Motor Vehicle Maintenance</td>
<td>1</td>
</tr>
<tr>
<td>Techniques of Police Instruction</td>
<td>3</td>
</tr>
<tr>
<td>Traffic Law Enforcement</td>
<td>4</td>
</tr>
<tr>
<td>Criminal Identification</td>
<td>-</td>
</tr>
<tr>
<td>Juvenile Delinquency Control</td>
<td>-</td>
</tr>
<tr>
<td>Policewoman Training</td>
<td>-</td>
</tr>
<tr>
<td>Total Rejected</td>
<td>11</td>
</tr>
</tbody>
</table>
Ten of the rejections resulted from one factor: the dissatisfaction of candidates with their proposed training programs. One candidate, nominated as a replacement for a rejected municipal police administration candidate, stated: "I have been a VBI agent for seventeen years. I have never been in uniform and have had no municipal police experience, and would be very unhappy if I were transferred to the municipal police service after the training." This sentiment was also found to exist with regard to motor vehicle maintenance, techniques of police instruction, and traffic law enforcement. As indicated in the tables above, four of the seven traffic candidates were unhappy with prospects of being trained in traffic law enforcement and spending the remainder of their careers in that field of work. The almost uniform choice of training programs was criminal investigation, with one or two expressing a preference for intelligence work, and one for crime laboratory. The other factor, not apparent in an examination of the nomination list, was inadequate background for the training program. One candidate for techniques of police instruction had been an accountant in the VBI Payroll Section for seven years. This comprised his total experience. He was told that the program for which he had been nominated consisted of training techniques, rather than law enforcement subject matter; he was asked what he might teach in the National Police Academy or at the VBI High Command School, and his only answer was that he had been around policemen throughout his career and knew something of the work.

Both of these reasons for rejection focus upon the manner in which the VBI selected the candidates for nomination. All but about five of the candidates reported during the interviews that they had simply been
designated for U.S. training; they were not consulted in advance of the selection, and after selection, were not informed of the training programs they would pursue. During the interviews, each candidate was first asked to state his preference among training programs, then was told about the program for which he had been nominated. In almost every case, this was the first information they had received. However, as displeased as some of the candidates were with their training programs, they all wished to continue English-language instruction. Most of them realized they would be willing to participate in any training program for the opportunity to travel to the United States, and because they had no choice but to obey the orders of the Director General. When asked to balance this opportunity against the prospect of spending many years in unhappy work, most of them appeared to prefer the certainty of the travel and training to the uncertainties of the future. This willingness of some candidates to pursue undesired training programs alerted the interviewers to yet another potential problem. Several higher-ranking Police and Security officers spoke in confidence of participant candidates who have no intention of remaining with the VBI, but who complete the U.S. training program. Upon their return, they contrive to commit one blunder after another, finally resulting in their discharge from the Police and Security Service, and from the commitment to continue working there following training. With good proficiency in the English-language and travel experience in the United States, it is reported that many former participants are able to double their Police and Security salaries in non-governmental work. This is a difficult kind of subterfuge to detect during an interview.

After the interviews had been completed and the results studied, this was the situation:
Training Slots Available for FY-60: 34
Training Slots Reserved for Repeat Radio Training: 5
Training Slots Available for New Programs: 29
Principal Candidates Accepted - Listed on PI/P's: 18
Alternate Candidates Accepted - Listed on PI/O/P's: 8
Candidates From Final VBI List Rejected - Not on PI/O/P's: II
Training Slots for FY-60 Left Vacant: II
VBI Candidates Rejected on Basis of All MSUG Criteria: 97

Thus, in finally accepting eighteen candidates for training, and filling only about 60% of the available training slots, over 120 VBI nominees were screened by means of MSUG selection criteria. Acceptance of 15% of the nominees might appear liberal until it is remembered that the VBI Training Bureau had already subjected the applicants to a prior screening process. A total of four nomination lists, containing names of 120 candidates acceptable to the Police and Security Service, were submitted to MSUG before eighteen principal and eight alternate candidates passed the MSUG screening.

English-language Instruction

Efforts to upgrade the program of English-language instruction for participant candidates began in September 1959, when a group of forty police participants was not permitted to depart for the United States because they did not meet the ICA/W standard of English-language proficiency. To that time, English language instruction had been given at the rate of four hours each day, twenty hours per week. As soon as it could be arranged, the group of forty participants was enrolled in VAA English-language classes for seven hours each day, thirty-five hours per week.
This pace was maintained until their departure in late December 1959 and early January 1960.

In January 1960, the participant English-language training program was studied, and a report prepared on the findings. (This report may be found in Appendix A.) A number of problems were frankly discussed and recommendations made; however, sufficient time had not elapsed for either acceptance or rejection of the recommendations when a new group of participant candidates approached English-language instruction in March 1960. It was resolved that there would be no repetition of the previous year's delays and consequent difficulties. The new candidates were placed in VAA classes for English-language instruction at the rate of seven hours each day, thirty-five hours per week. Although this was admittedly an arduous schedule for language training, and physical and mental fatigue weighed heavily as a consideration against it, there was little choice if the ICA/W minimum-grade requirements were to be satisfied within four or five months.

Efforts to improve the English-language training program have not been limited raising the number of hours of instruction. The VAA has been requested to adhere to existing teacher qualification standards, and to improve and expand upon the in-service training provided for teachers. Printed law enforcement manuals have been made available to the classes, providing an opportunity for them to become familiar with American police terminology. New examinations have been pre-tested by the VAA, and are now coming into use for the evaluation of police participants. MSUG has submitted to ICA/W a request that all police participants be given one
mongh of English-language instruction at the U.S. Foreign Language Institute upon arrival in the United States, because progress is greater in an English-speaking environment. A reply is awaited.

Participant Programming in Saigon.

As stated earlier, programming begins with the allocation of participant training slots among the functional specializations of police work. Improvement of the Programming process began at that point, when the MSUG Police Administration Division staff met to decide upon the allocation of slots. This was thoroughly considered with relation to present and projected MSUG assistance activities. The decisions finally made represented the thinking of the entire MSUG/PAD staff, and had unanimous consurrence.

At that meeting, also, there was discussion of the kinds of training desired for specialized fields, and of the means of accomplishing the training -- institutions, on-the-job agencies, length of training, etc.

For instance, it was decided that five participants should receive traffic law enforcement training. Following this decision, there was a discussion of the programs offered by Northwestern University Traffic Institute, M.S.U.'s Police Administration school, University of Indiana, University of California and others. The ratio of formal training to on-the-job training was explored. Finally, the decision was made to send traffic enforcement participants to the long course (nine months) at Northwestern University Traffic Institute; time remaining after this course was to be spent in on-the-job observation of municipal police traffic bureau activities. Each field of specialization received this treatment by the MSUG/PAD staff; decisions were reached on (I) allocation
of slots to specializations, (2) scope and kinds of training to be obtained, (3) means and length of training, and (4) the ratio of formal training to on-the-job training.

The MSUG participant advisor recorded the proceedings of the PAD staff meeting; the important decisions had been made, and it was now a matter of preparing program documents which would assure the implementation of those decisions by programming and coordinating officials, training institutions and police agencies, scattered throughout the United States. The PIO/P's were then prepared by the participant advisor.

Rather than including all specialized fields in one PIO/P as was done in previous years, each field of training was the subject of a separate PIO/P. Following are excerpts from the FY-60 police participant PIO/P's, taken from the programming section, Block I7. (Copies of the complete FY-60 PIO/P's may be found in Appendix K.)

Municipal Police Administration.

Training to be arranged in cooperation with the International Association of Chiefs of Police, with adherence to the following specifications.

Training should begin with at least three quarters or two semesters of academic course work in the department of police administration at one of the following institutions: Michigan State University, University of Indiana, Sacramento State College, San Jose State College, Washington State University.

Participants should be enrolled in courses relating to basic police patrol, police administration and organization and criminal investigation. Following formal educational courses, participants should be assigned to observe the activities of large and/or medium-size municipal police departments, concentrating their observations upon precinct operations, record bureau operations, communications, and jail operations. No assignment to a city police department should be less than three weeks in duration; assignments to units should be for a number of days permitting familiarization with operational details. No more than four police departments need be
visited by participants on this tour of training. It is important to select police departments which are receptive to the concept of participant training.

Police Instruction.

Training to be arranged in cooperation with the International Association of Chiefs of Police, with adherence to the following specifications.

Training should begin with at least two quarters or one semester of academic course work in the department of police administration at one of the following institutions: University of Indiana, Michigan State University. Participants should be enrolled in courses relating to audio-visual presentation of training material, and basic police administration and organization. Courses in police training, if available, should be pursued.

Following formal educational courses, participants should be placed in currently operating police academies of large and/or medium-size municipal or state police departments comparable to departments in Los Angeles, New York, Detroit, St. Louis, Milwaukee, Cincinnati, Michigan State, New York State, etc. Participants should be enrolled in the academies as recruits, subject to normal discipline and, if possible, living conditions. They should complete the academy training, including examinations.

Compare, for a moment, the FY-60 Municipal Police Administration programming, above, with the entire programming in that field for FY-58:

Police Administration.

These men are municipal Police Officers. If possible, they should be sent to Sacramento State College, Sacramento, Calif. for short courses in Police Administration, Personnel Management and Records Bureau study. After completion of these courses they should be assigned to the California Investigation and Identification Bureau.

The two FY-60 program documents inserted above represent an attempt to achieve the fine balance between generality and specificity essential to the work of follow-up programming and implementation in the United States. There have been provided in those programs: (I) a timetable of training, indicating the desired ratio between formal training and
on-the-job training, but no specific dates which might be impossible to
meet; (2) the names of formal training and educational institutions, but
a large enough selection to assure that one of them will be available,
(3) the names of on-the-job training police departments, with a large
enough selection either to assure availability or to indicate the kinds
of departments desired. (4) the specific subjects to be studied, but
not specific courses, which might not be available, and (5) specific
minimum periods for on-the-job training, and direction that unit
assignments be of sufficient duration to permit the learning of opera-
tional details, but not specific lengths of time which might not serve
the best purpose.

With these PIO/P's the officials in ICA/W-IACP/TD will be called
upon to exercise sound judgement in final programming and implementa-
tion, but will be provided with sufficient information to recognize the
objectives, scope and form of the training program as decided by the
MSUG/PAD staff. Any improvements in the programming of police participant
training resulted from the staff meeting of MSUG/PAD; preparation of the
PIO/P's merely represents an attempt to communicate PAD programming
decisions to ICA/W-IACP/TD in Washington. One process, however, would
be totally ineffective without the other.

In addition to programming through PIO/P's MSUG/PAD has corresponded
with Northwestern University Traffic Institute regarding the enrollment
of traffic law enforcement participants. This was done because of a July
I application deadline; if left to ordinary programming channels, the
police participants would be unable to attend NUTI in Fall, 1960.
In retrospect, these efforts to improve the police participant training program are not particularly reassuring -- particularly in view of conclusions drawn from the present study. Selection standards have been raised and adhered to, and yet there is little evidence to support an assumption that FY-60 police participants are more intelligent, better motivated, more competent, or that they have higher promotional potential than 1955-59 police participants. Nor can it any longer be assumed that 1955-59 police participants were low-grade or second-best choices because the selection criteria were apparently of low standard. An objective look at the facts will show that measurable characteristics of participant candidates -- rank, age, years of service, kind of experience, current position, number of subordinates, etc. -- are not reliable selection criteria because post-training assignments, and most Police and Security Service promotions and transfers, are simply not based upon those factors. Continued use of American selection criteria amounts to flying in the face of reality -- not much is to be gained excepting frustration and doubt as to the outcome.

Efforts to improve the English-language training program have been in the nature of a crash program, taxing to the limit the resources of both the VAA and the participant candidates. Although it was planned and executed by the MSUG participant advisor, placing candidates in seven-hour-a-day English-language classes was not considered by MSUG to be a good approach to language training; it was an expedient, a shock-treatment for a sagging program, and a crash effort to have the current group of police participants prepared for departure at the appointed time. A long-term improvement of English-language training will require an entirely different treatment, as discussed in the next chapter.
Although MSUG/Saigon programming has been improved to some degree, there remain many problems between this point and the accomplishment of good training for participants. In the stateside programming and training coordination, there needs to be a greater concern for the quality of the police departments selected for on-the-job training, for the willingness of police agencies to provide meaningful training for foreign police participants; there needs to be the kind of liaison between IACP/TD and the on-the-job training agencies, that will promote a clear understanding of the objectives, scope and form of participant training. Police departments must be willing to do more than merely training for foreign police officers is a time-consuming and difficult task; understandably, many police departments hesitate to assign officers to this work and are content to have the participants guided through departmental bureaus, then place them where they will require the least time and attention. For this reason, only police departments showing an interest in participant training, and willing to do the job properly, should be utilized for on-the-job training. The formal training courses also contain inadequacies, shown in Table #15. The comments of returned participants indicate that all but four of the training institutions offered training, much of which was not useful or applicable in any way to their work.

If it is argued that any form of police training is helpful to police participants, and that any contacts with American law enforcement organizations provide an opportunity for cultural interchange, the reply must be that a ten-month training period does not permit the luxury of generalized
training for specialized officers, and cultural interchange is a favorable aspect of training only if the participant is favorably impressed with it. Judging from their comments, the participants were not favorably impressed with some of the training or with the on-the-job observations; the effect in those cases was negative and undesirable. Not until every element of the participant training program is upgraded and related to a general perspective of the program and its objectives, can any one process of this program show great improvement.
THE PRESENT SYSTEM OF TRAINING -- RECOMMENDATIONS FOR IMPROVEMENT

Because the progress made in the FY-60 police participant training program is considered less than a satisfactory stride forward, and because improvement of any single aspect of the program depends upon the improvement of all others because of extensive interdependence of processes, the following recommendations concern not only the work done in Saigon, by MSUG, but all interrelated work, whether performed by ICA/W, IACP/TD, M.S.U. Vietnam Project, contract training institutions, universities, or police departments.

Objectives of Participant Training.

I. There is needed from ICA/Washington a definitive, concise statement of the goals and objectives of participant training. This statement should clarify the relationship of technical training and cultural interchange, relating each objective to tangible aspects of programming.

2. If cultural interchange is to have widespread influence in the foreign country, and if participant training is expected to have enduring results, to satisfy immediate needs and to exert further influence of a favorable nature, consideration should be given to establishing three levels of participant programming, as follows:

a. Extensive, long-term training programs (2 - 4 years)
for administrators and skilled technicians and specialists, having as their objectives the earning of university degrees. Provisions would be made that trainees engage in training work a specified part of each year upon return to the host country.

b. Short-term, specialized training programs (10 months) intended to produce specialists and technicians at a sufficient rate to support with trained manpower the advisor and commodity assistance activities of the American advisors.

c. Very short observation tours (2-3 months) for high-ranking police officials, with particular attention to the commanders of long-term and short-term police participants, intended to favorably impress the officials with U.S. police training and thus increase their tendency to fully utilize U.S.-train officers in positions of authority and responsibility.

Although the element of cultural interchange is inherent in each of the programs described above, it is the primary objective of the third program, less prominent in the first, and the least important in the second. The variance in cultural interchange is gauged to the degree of influence each category of officer is expected to exert within the police organization upon his return: the leaders will exert the greatest influence over men and policies; the long-term trainees will influence training classes upon their return; the short-term-trainee technicians will influence only their co-workers. Thus training results are paramount in programs a. an b., cultural interchange and influence in c.
3. The goals and objectives, simply and clearly defined, together with broad policies resulting from this definition, must be widely and thoroughly communicated to every organization and agency involved in the police participant program, to the degree that all work performed on behalf of the participant program will be permeated by an ever-present realization of those objectives and policies. Until this degree of communication is reached, by means of close liaison among all those responsible for participant training, individual elements of the program will continue to be inadequate, rendering the accomplishment of training inadequate to that degree.

Recruitment and Selection of Participants.

1. The entire process of recruiting and selecting police participants should begin at an earlier date— if possible, in August or September of each year. An earlier starting date would resolve many of the timetable problems discussed in this report by affording sufficient time for careful screening, English-language instruction and other pre-departure preparation.

2. The Police and Security Service should be encouraged to continue use of competitive examinations in the selection of candidates; however, the Vietnamese-to-English translation test should be discontinued because of the tendency to place inordinate weight in this language criterion.

3. MSUG and US&M selection criteria should be adapted to the kind
of training programs for which candidates are being recruited, as follows:

a. Candidates for long-term training programs (2-4 years, degree) should be selected primarily on the basis of educational background, ability to instruct, active law enforcement experience, and promotional potential. These should be the "bright young men."

b. Candidates for short-term technical or specialized training programs (10 months) should be selected on the basis of their ability to assimilate the kind of training to be offered. Here, rank or degree of responsibility is not the predominating factor; there is specialized work to be done, trained personnel are needed to do the work and these are the men to be thus trained.

c. Candidates for very short observation tours (2-3 months) should be selected on the basis of their organizational rank and position of authority and responsibility. Leader candidates should come from policy-making and high command positions. Since the political acceptability of an officer looms large in how much operational latitude he is accorded, this factor should receive consideration. The selection of police leaders should be dove-tailed with the selection of subordinates for long-term and short-term training programs.
4. Rather than applying selection criteria which may have little or no relevance to Police and Security Service personnel policies and practices — i.e. criteria which screen in no way for future promotional potential or post-training assignment — MSUG and USOM should concentrate on establishing a clear channel of communication with the VBI Training Bureau, facilitating mutual understanding and respect for participant training objectives and policies. It is suggested that the Chief of the VBI Training Bureau, if provided with sufficient information about training objectives and policies, and imbued with the capacity for sound judgment, occupies the ideal position for most competent and effective selection of police participants. Nobody in MSUG does, or can, equal his familiarity and knowledge of Vietnamese police personnel practices; with all available selection criteria, nobody in MSUG, or any other American missions, is as able to select the participant most likely to perform a given kind of work or the participant most likely to occupy a position of greater authority and responsibility. The entire matter of selection resolves into an effort to prepare the VBI training counterpart for the making of sound decisions, and then trusting him to do so.

**English Language Instruction.**

I. If ICA/W continues the policy of requiring minimum scores in English language proficiency examination, it is recommended
that all police participant candidates be placed in English language classes twelve to fifteen months prior to departure.

Police participants cannot be selected on the basis of English language proficiency; this would negate more important selection factors. Beginning with no English language background, the average police participant requires between two and three times the currently available period to meet the ICA/W minimum requirements, and more important, to have sufficient command of the English language to serve his training needs.

2. If the ICA/W policy continues and additional time is not made available for English language instruction, it is recommended that language training be sharply curtailed, and that an interpreter be sent to the United States with each group of participants. The present arrangement is plainly unsatisfactory.

Medical Examination of Participant Candidates.

I. It is recommended that the medical examination of participant candidates be performed at an earlier date, preferably at the beginning of the selection process. This would eliminate the attrition of English-language-trained candidates, and further eliminate the possibility of tubercular candidates infecting classmates.

2. If the medical examination cannot be performed earlier, it is recommended that two medical examinations be performed: one at the outset of selection processing and the other within the time limits prescribed by the U.S. Embassy/Saigon -- within
six months of departure. Approximately 10% of police participant candidates are rejected as a result of chest x-rays, always near the termination of English-language training and pro-departure preparation. If an x-ray examination could be performed at the time of selection, the expense would be approximately the amount saved in wasted English-language instruction.

Call Forward of Participants by ICA/W.

I. It is recommended that the call forward of participants be determined and communicated to Saigon at an earlier date; the present notice of about one month precipitates a rush of last-minute activity not conducive to the accurate and equitable final selection of participants.

Participant Programming in Saigon.

I. The responsibility for police participant programming in Saigon should be assigned to an advisor who is well aware of available police training programs and facilities in the United States. Short of this, programming decisions should be made by a group of police advisors who can fill this need.

2. Police participant programming should be related to the advisory and commodity assistance activities of the mission, both current and projected.

3. The programming information in PTO/P's should be finely balanced between specificity and generality -- assuring that training will correspond to the decisions made in Saigon, and yet permitting
stateside programming officials to make decisions dictated by the availability of facilities, and unforeseen circumstances. A timetable of training, ratio of formal to on-the-job training, institutions, course content and on-the-job training agencies should be specified, with alternatives.

Participent Programming and Coordination in the United States.

I. The responsibility for police participant programming in the United States should be assigned to an official who has had experience in foreign police advisory work.

2. For formal training periods, institutions and courses should be selected only if they offer the subject matter training for which the participant was nominated. Participants nominated for widely differing training programs should not be summarily dumped into a generalized course not directly related to their fields of study. This has happened repeatedly. If a participant has been nominated for training which is not available in the United States, NSUG/Saigon should be informed when the PIO/P is first received in Washington and the program should be modified or cancelled.

3. On-the-job training agencies should be selected only from among those police departments which have demonstrated an interest in participant training and a willingness to expend the time and effort required. On-the-job training has too often been reduced to a general tour of a police department's facilities, nothing
more. Unless genuine training accrues from observational touring, this activity should be sharply curtailed -- limited to one or two weeks of observation at the termination of the formal training program.

4. ICA/W - ICAP/TD programming officials should maintain liaison and a working relationship with on-the-job training agencies, seeking constantly to make known to them the objectives, scope and form of participant training desired. They should be alert to disinterest and a lack of understanding among training agency personnel, and either improve the situation or discontinue use of the agency.

5. In all on-the-job training assignments, participants should spend nearly all of their time in the specialized units for which they have been nominated and trained. A brief general tour of the police agency is legitimate and satisfactory; however, this can be very brief, with all remaining time allotted to specialized observation. The case of the personnel training participant who visited six police departments and had brief glimpses of two police personnel offices provides an excellent negative illustration of the recommended procedure.

Post-Training Utilization of Participants.

I. Host government police officials should be induced by every available means to employ returned participants more appropriately and profitably. This might be done in a number of ways:
a. The Participant Agreement form, establishing an agreement between the advisory mission and the host-government regarding programming and post-training utilization, is already in use.

b. Cultivating favorable and sincere working relationships between American advisors and their Police and Security Service counterparts often results in more profitable utilization of returned participants under command of the counterpart official.

c. Applying negative incentives is sometimes appropriate; however, the unfavorable results of this practice often negate the favorable.

d. It has already been recommended that larger numbers of high-ranking police officials be sent to the United States on very short (2-3 months) tours of observation. This practice would do much to erase their reservations concerning American police training and to allay their suspicions concerning U.S.-trained officers.

2. Prior to their return to Vietnam and work, police participants should be prepared for the reception they are most likely to receive within their organizations. They should be informed that their training experiences will be viewed with suspicion and envy, that their loyalty may be questioned, and that a considerable period of time may elapse before they are permitted to make use of their newly-gained knowledge.

The Seminar in Communication, offered at Delaware University and sponsored by Michigan State University, provides participants with substantial advice in this regard, and should be continued.
RECOMMENDATION FOR CHANGES IN THE BASIC SYSTEM OF POLICE PARTICIPANT TRAINING

In making the following recommendations, it is assumed that training of foreign police officials is consistent with policies of the United States Government and is a fruitful form of activity in relation to other activities of assistance to under-developed nations; it is further assumed that it should be well done. Throughout this report problems have been noted and discussed at length. Recommendations have been offered as a means of resolving those problems; however, even if all recommendations were successfully employed, a serious deficiency in the police participant program would still persist. The police participant training program still would not represent the most that could be done for the time, money and effort expended.

The deficiency alluded to exists in the availability of specialized training for police participants. Although police training facilities in the United States are numerous and diversified, there exists today no police training facility capable of providing the full range of specialized and technical training courses demanded by the participant program. There are well-founded objections to the use of any present training institution for specialized training in the various fields: the M.S.U. School of Police Administration and Public Safety offers a four-year baccalaureate in six fields and is thus out of reach of most police participants. The same conditions apply to leading schools of
Police Administration in California and elsewhere. A participant sent to M.S.U. can enroll in a specialized course in his field of study, but will spend much time in non-applicable courses. IMPOLSE offers a good basic course in criminal investigation; however, this touches only briefly or not at all upon the specialized fields of many participants sent there. The short courses and recruit schools of Texas A & M, M.S.U., and the Grand Rapids Police Department offer training suited to a young police officer from the locale of the institution; Texas and Michigan statutes and Grand Rapids city ordinances provide the basis of much of the training. All of this training is, of course, oriented to local, municipal law enforcement in the United States. And yet, the IMPOLSE basic course in criminal investigation has been attended by police administration, riot control and personnel management participants; the Texas A & M basic police training course has been attended by the same participants; criminal investigation participants have attended the M.S.U. basic police training course; radio communications supervision participants have attended classes at Sacramento State College having no direct bearing upon their fields of study.

All of this indicates a serious inadequacy in the availability of specialized police training in the United States. It is impossible, in many specialized fields, to program for training needed by the Police and Security Service with any expectation of obtaining it.

**Recommendations**

It is recommended that a Foreign Police Training Institute be created in the United States for the specific purpose of providing generalized,
specialized and technical training for police officers from other nations.

I. One or two centers should be selected for the establishment of the Foreign Police Training Institute.

2. The Institute should be associated with universities having long-established law enforcement curricula, experience in the training of foreign police officials, and sound working relationships with diversified law enforcement organizations at all levels of government.

3. The universities selected for Institute centers should possess adequate facilities and physical plant, including the following:
   a. Housing and dining facilities for participants.
   b. Classroom.
   c. Complete library.
   d. Laboratories and photographic darkrooms.
   e. Medical facilities.
   f. Recreational facilities.
   g. An International Center to facilitate meeting with other foreign students and American students.

4. An institute faculty should be recruited to serve the special needs of foreign police officials.
   a. Part of the faculty should consist of former overseas police advisorys, experienced in the needs and problems of foreign police training.
   b. Part of the faculty should consist of qualified instructors in the field of police administration and related fields.
c. Guest lecturers should be drawn from law enforcement organizations in the United States, and from existing training institutions and agencies.

5. The services of interpreters should be available whenever required.


a. A series of three Basic Courses could be arranged within each year; the scheduling would be as follows:

Basic Course I . . . . . . . . . September-October
Observation Tour . . . . . . . . . November
Institute out of session . . . . . December
Basic Course II . . . . . . . . . January-February
Observation Tour . . . . . . . . . March
Institute out of session . . . . . April
Basic Course III . . . . . . . . . May-June
Observation Tour . . . . . . . . . July
Institute out of session . . . . . August

In this way, three complete and specialized basic courses could be offered during one year. In the periods between courses, the Institute staff, as in any university, would be involved in preparation for the next course.

The curriculum for each of the three Basic Courses would consist of subjects commonly required in the training of all police officers from under-developed nations. Basic Course I might specialize in criminal investigation, Basic Course II in police administration, Basic Course III in
traffic law enforcement or techniques of police instruction; the curricula would be founded upon an analysis of training needs among foreign nations. Each Basic Course, in addition to the greater period of specialized training, would provide a short treatment of subject matter in which police participants are uniformly deficient (i.e., police administration, records management, counter-intelligence, riot control, etc.)

The observation tour would be guided by one or more members of the Institute faculty, to insure that participants receive training rather than recreation.

7. In addition to the three month Basic Courses, the Institute would offer concurrently a number of specialized 9-month training courses in fields of study requiring the longer period. These would include:

a. Crime laboratory and police photography.
b. Police radio maintenance and repair.
c. Supervision, command and administration.

For these and other 9-month training courses, the Institute would employ instructors from the specialized fields involved. The technical programs would involve suitable amounts of practical laboratory experience.

Each of the 3-month Basic Courses and 9-month specialized courses would be designed by an Institute faculty having had overseas police advisory
experience. The instruction and guidance on observation tours would be provided by this faculty.

If training is concentrated upon the specialization of the participant, two months of formal training is sufficient in most of the programs for which participants presently receive ten months of training. In point of fact, many participants receive less than two months of training in their specialized fields, of the ten months they spend in the United States. This was apparent throughout the present study.

The Foreign Police Training Institute, then, would provide only the short-term specialized training discussed elsewhere in this report; long-term educational needs would be served by universities, and the short observational tours of police leaders do not involve formal training. Argument in favor of a Foreign Police Training Institute may be found in the problems discussed throughout this report. A host of programming, supervision, coordination and communication problems would be resolved by the creation of this organization. There is much evidence to support their belief that only the creation of a specially constituted training organization will the many problems of foreign police participant training be finally and effectively resolved.