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REPORT OF THE SPECIAL FOA MISSION FROM MICHIGAN STATE COLLEGE

FOR PUBLIC ADMINISTRATION, PUBLIC INFORMATION

POLICE ADMINISTRATION AND PUBLIC FINANCE AND ECONOMICS

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Saigon, Vietnam
16 October 1954

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Summary and Conclusions

1. An Institute of Public Service should be established by the Vietnamese Government at Saigon through which all American assistance in public administration and its closely related fields should be funnelled. The Dean of the Institute should be a Vietnamese; an American who would also serve as coordinator of American assistance in these areas should be designated to assist him. The National School of Administration at Dalat should be subsumed in the larger program of the Institute.
2. The immediate or emergency objective of the program is to make the Vietnam Government effective; the long-range objective is to make the Vietnamese Government and the Institute self-sufficient without assistance. Priority has therefore been given to that part of the program that will have an immediate impact on the effectiveness of the Vietnam Government. Nevertheless, provision has been made for a long-range program so that the Institute and the Government will have sufficient trained manpower and resources to carry on independently of American assistance after a few years.
3. Priorities in the field of general public administration reflect three urgent needs:
 - (a) contributing to the stability of the government,
 - (b) extending government authority and effectiveness to the rural areas, and
 - (c) developing an elementary awareness of concepts of supervision and management.

Priority is therefore given to:

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- (a) strengthening the Office of the President in all its aspects,
- (b) developing a viable system of local government, central field relations, and land registration, and

Contract

- (c) "in service" training for supervisors and secretaries. All of these programs should be implemented by late fall or 1 January 1955.

4. Priorities in the area of public finance and economics are based on two major needs:

- (a) to provide expert advice to the Vietnamese Government in the day-to-day operation of technical economic services of the government, such as central banking;
- (b) to develop both immediate and long-range policies which will strengthen the Vietnamese economy and improve the living standards of the people in general, thus creating a firm material basis for the fight against Communism.

Priority should be given to the following:

- (1) Assignment of a corps of specialized consultants in such fields as banking and monetary policy, foreign exchange control, revenue reform, public housing, statistics and labor, whose function will be to offer operating advice to governmental officials;
- (2) Assignment of a principal economic consultant to coordinate the activities of the specialized consultants and to advise the government on overall economic problems;
- (3) Establishment of a research team whose primary function will be to develop a coordinated, long-range program

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for the economic development of Vietnam, and who will also be available to do needed research on immediate problems as requested by the operating consultants;

(4) A training program encompassing "in service" instruction in agricultural extension, statistics, secretarial techniques, and accounting, as well as enrichment of the public finance and economics content of the degree program in public administration;

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(5) Of somewhat lower priority is an exchange of persons program, under which Vietnamese students, ^{teachers,} and government officials would be sent abroad for varying periods for study and observation in public finance and other areas of economics.

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5. Priorities in public information reflect the pressing necessity to enlist overwhelming popular support for democratic government by (1) greatly increasing the flow of information to the people concerning their government and its plans, programs and purposes, and (2) refuting Vietminh propaganda. These priorities are:

- (a) Establish a new medium of information and education-- television--which is especially well adapted to the purpose. This should be accomplished not later than May 1, 1955.
- (b) Improve the administration of information services, especially in the Office of the President and the Ministry of Information, through counseling and "in-service" training, and
- (c) Establish an efficient government agency for the production of films, booklets, posters, and the like.

6. Priorities in police administration have been assigned on the unquestioned premise that internal security and order are a first essential of good government. They are:
 - a. Organization and unification of the police forces;
 - b. Expansion of training facilities and the improvement of training programs;
 - c. Establishment of a modern police communication system, and training of personnel in its efficient use;
 - d. Introduction of present day methods of traffic enforcement and engineering, and
 - e. Establishment of modern laboratory facilities and training of police specialists in their use.

Beginnings on these programs should be made by 1 January 1955.

7. Michigan State College stands ready to enter into contract negotiations with FOA and the Vietnam government, under which contract it would accept responsibility for carrying out the program herein contained.
8. The recommendations in this report are necessarily tentative. As the program develops and needs change, modifications of the recommendations will need to be made. Provision for such modifications must be included in any contract drawn up.

Saigon, Vietnam

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INTRODUCTION

There is no nation in the world in which there is a more crucial clash between the free world and the communist world than in Vietnam. The high priority given by FOA to programs in Vietnam reflects this crucial international situation. It was in this general context that a team of four specialists from Michigan State College was asked by President Diem through FOA to make a quick trip to Saigon for the following purposes: to examine the problems facing the Vietnamese government; to develop a program which would help to give answers to some of the problems by means of United States technical assistance; and, to develop a proposal which might lead to a joint agreement between the Vietnamese government, FOA, and Michigan State College to provide the necessary technical assistance.

In developing such a proposal, the team was instructed to give priority to those problems in administrative areas which represent the major roadblocks to a stable and effective democratic government for Vietnam. The priority we have given to our proposals reflects our instructions in this regard. We consider our pro-

posals to be in the nature of an emergency program to help out in the very real emergency that faces Vietnam.

The report is based upon a series of interviews which the team had in Washington, Manila, and Saigon. In all three cities, we talked with a number of American officials, especially those connected with FOA. In addition, in Manila we talked with a number of Philippine officials who have had direct contact with the FOA program in Public Administration there. These interviews included a long conference with President Magsaysay, who was most helpful and generous. In Saigon, where we spent two weeks, we saw representatives from every ministry and from the President's office itself. Two extended and profitable conferences with President Diem were held. His cooperation was outstanding. We would estimate that approximately 70 to 80 Vietnamese officials have been interviewed, most of them for at least an hour, and some of them for several hours, and there were even several follow-up visits in a number of instances. Many FOA employees in Saigon have been most helpful, as well as officials of the Embassy and of MAAG. We wish to thank all these people for their generous assistance and the courteous reception they have given us. We regret that it is impossible to give credit to each of them by name.

There has been a wide variety of printed material which we have found extremely useful. Foremost among this material is the report submitted two years ago by Walter Sharp. Many of our conclusions dovetail with his and although a number of important changes have occurred in the Vietnamese government since his report was written, we have incorporated most of his suggestions in our report, modifying them as the changed conditions seem to warrant.

The Special Mission is quite aware that it is impossible for any group of four to go into a foreign culture and to develop answers to all or even most problems facing the government of that foreign culture in two weeks. We are also quite aware of the fact that many officials of the FOA mission in Saigon have had a much longer experience with the Vietnamese government than we. It is, therefore, with a real feeling of humility that we present our report. On the other hand, a Special Mission such as ours has many advantages over more permanent FOA employees in Saigon. First of all, we brought to our task a certain degree of freshness and enthusiasm which it is unreasonable to expect of permanently stationed personnel. Part of this freshness and enthusiasm was the result of the personal interest President Diem and his ministers evidenced in the mission's undertaking. Since we have constituted a Special Mission, we have enjoyed a freedom of action which regular employees of the United States Government find it impossible to have. Finally, it should be observed that President Diem requested this Special Mission to come to Saigon and as a result of this request, we have found that the Vietnamese officials have welcomed us very courteously, and as a consequence, we have been able to discuss rather delicate and sensitive matters with them.

Perhaps the most important reason for this Special Mission being confined to two weeks is that time is of the essence and the situation is not one in which a prolonged six-month or one-year intensive study is desirable. Mistakes may be made in any emergency program, but the important thing is to get a program under way that has at least a reasonable chance of success. We have devoted ourselves to the preparation of such a program.

A Proposal for an Institute of Public Service

The basic organization and framework of the proposal of the Special Mission is that an Institute of Public Service be established in Saigon. This Institute might, at some future date, fit into a general university of Free Vietnam, if the Vietnamese government wished so to organize it. However, it seems completely unnecessary to wait for the establishment of such a university.

The basic idea of the Institute of Public Service is to establish an educational institution that will have complete training facilities, complete consultative services which it can extend to the government, and a reasonably complete set of research services in the government area. This trilogy reflects the philosophy of the land-grant college system in the United States. As a whole, it would modify greatly the present philosophy that underlies the National School of Administration at Dalat. It is our recommendation that the school at Dalat be transferred to Saigon and be subsumed in the larger program of the Institute of Public Service. The buildings and other facilities at Dalat could be made available for one or two of several other kinds of schools which are under consideration by the Vietnamese, such as a School of Art or Music. The immediate urgent necessity is to have an Institute of Public Service in the Saigon area so that the Institute can play an important role in training and in consulting with government officials. There would be many economies of staff, of space, and of materials and equipment (such as the central library) if the Institute were established in Saigon. Certainly, the Americans who are sent to Vietnam could do a much more effective job if they were located in Saigon, where they could both teach regular university classes and engage in consultative activities with the government.

If and when other countries extend aid to Vietnam in the areas covered by this report, the Institute of Public Service would be an appropriate vehicle through which the Vietnamese could funnel such aid.

The program we outline below is based on a three-year plan of concerted aid in the chief fields of public administration. There are many problems that are not touched upon in this report which will arise if these recommendations are put into effect. An important set of those problems concerns housing, office space, and transportation for American personnel sent to Saigon. We think it essential that the local FOA Mission in Saigon accept full responsibility for adequate housing, office space and transportation for any personnel sent over as a result of the proposed contract outlined in this report. It would be an unwarranted dilution of the aid that could be extended by a university such as Michigan State College to require it to solve such physical problems. The nature of these problems have already been called to the attention of the FOA Mission in Saigon.

There are also organization problems which would have to be met. It is proposed that a general director of the program be stationed in East Lansing, Michigan, who would co-ordinate both the state-side and the field operations. In addition, there would be a chief of the Special Mission in Saigon, who would report to the general director in East Lansing. Operations in Saigon would of course be co-ordinated with other FOA programs through the Director of the FOA Mission in Saigon. There would also be a full-time assistant to the director, located in East Lansing, to help carry on the state-side operations necessary to the proposal. There are considerable advantages to having a unified program in Public Administration and its related fields

handled entirely by the university contract. These advantages include those of flexibility, greater recruiting resources, and relieving FOA of an important share of its extremely heavy burden. Furthermore, such a contract would probably result in the Vietnamese government taking more responsibility for the success of the program than if regular United States Government employees were handling it. It is assumed that all personnel sent to Saigon would have the same privileges as regular FOA employees.

The general spirit of this report is that immediate action is necessary to improve administration so that democratic values can be further developed in Vietnam not only by words, but by deeds. In our many interviews with Vietnamese officials, it has been made clear that President Diem and his ministers share this objective.

DIVISION OF TECHNICAL SERVICES

The Institute of Public Service would have as its main consultative and research arm, a Division of Technical Services. Through this division would be funnelled all the major Institute contracts with the Vietnamese government for other than training purposes.

For sometime, the Division of Technical Services would function as a general consulting service for the government, making available to the government the various resources in the United States and Vietnam and other countries for special surveys and implementation of recommendations.

The Division of Technical Services would also have general research and publication functions. While these would have a lower priority as compared to the implementation of proposed changes in the government, they would nevertheless be quite essential to a complete Institute program. For example, a general organization chart for the entire government needs to be prepared and perhaps a loose-leaf government manual indicating the duties and responsibilities of each of the sub-divisions of the government would be extremely useful in the near future. Certainly, research training for the Vietnamese would be essential if they are to carry on independent of outside help in the future.

In general, the immediate emphasis of the Division of Technical Services will be on implementing proposals for action and not on making surveys. Usually no survey will be made unless there is general agreement that the recommendations flowing from the survey are likely to be implemented as soon as the survey is completed. At present, there appear to be very few legal barriers to extensive government reorganization and reform. There are, of course, many barriers of tradition and culture. We developed our recommendations with these barriers in mind.

The general methods to be used by the Division of Technical Services are three-fold in nature. First of all, the Division would bring in a number of American experts each of whom would work in a particular Vietnamese agency and preferably with a particular Vietnamese official. In this manner, consultation can be given on-the-job, as particular problems arise. The American expert would have office space in the same building, perhaps the same room as the Vietnamese official. This kind of consultation was developed in Greece very successfully.

A second method to be used would be the hiring of certain American consulting firms through the Division of Technical Services to make surveys and install new methods or procedures. This method has a tremendous potential for accomplishing a great deal in a relatively short time.

Finally, the Division of Technical Services would make available to the government various American and Vietnamese professors and graduate students for particular consulting and research activities from time to time.

General Public Administration Needs

The difficulty in the general area of public administration as in most other areas is that the Vietnamese government is in desperate need for help in almost all aspects of the subject. It is not with the intention of excluding any particular aspects that the following suggestions are made, but rather with the idea of selecting out a few of the more pressing problems.

1. President's Office. Essential to the stability of the Vietnamese government is the strengthening of the President's office. Naturally, the organization found in the President's office is a product of the French tradition of cabinet government. Yet there seems to be relatively little reason why a

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definite modification of the French cabinet system might not be inaugurated in Vietnam. For example, there seems to be nothing in the tradition of Vietnamese politics that would make it impossible to develop in the President's office a general organization and methods office which would provide a central instrument for studying the continuing needs for reorganization. Such an office might be attached to the budget agency as well, but at present, the budget agency is part of the Ministry of Finance. Perhaps in some future reorganization, the budget agency could be attached to the President's office or made a separate ministry which the President himself would head. Already the President has moved in the direction of funnelling reorganization through his office and this is a step in the right direction. It might be possible to develop a committee on professional ethics in government through the President's office and certainly government program planning and perhaps general economic planning could also be worked in eventually. At another place in this report, the desirability of a greatly strengthened public relations unit in the President's office is highlighted. *Complaint & action commis?*

Of course, it will not be possible to carry out all these ideas at once. It does seem probably however, that a great many of them can be carried out in the near future and it is therefore proposed that a consultant be attached to the President's office to aid in its reorganization and strengthening.

2. Provisional Assembly and Constitution. There are plans to develop a provisional assembly in the near future. This assembly would have constituent or constitution-making powers as well as certain legislative and advisory powers pending the establishment of a permanent parliamentary system. It is absolutely essential that extensive technical assistance be given the Vietnamese in this area,

both in terms of developing plans for the provisional assembly itself and especially in aiding the assembly in developing a permanent constitution. Such aid was requested during our interviews. The general idea would be that in addition to general consultation on the organization, procedure, and powers of the assembly, American technical assistance might be made available in the form of a general research and reference service for the constitutional convention.

3. Election Administration and a Representative System. It would seem desirable to provide the Vietnamese government with assistance in developing an election administration system since there has never been a nation-wide system up to this time. For the near future, this project has less priority than certain other projects. It is also a modest project compared to a number of others. The actual installation of an election administration system is not likely to take place soon, and thus a single person making a study for about three to six months would be adequate as a beginning; the study's recommendations could be implemented at the appropriate time.

4. Local Government and Central-Local Relations. A very high priority area is the development of a nation-wide system of effective local government and the reorganization of central-local relations. As the Vietminh are pushed out of the rural areas, there must be an effective plan (and means for implementing the plan) to replace the Vietminh forces with active local government. At present, there seems to be only the vaguest sort of notion as to exactly what kind of local government and central-local relations in fact exist, or should exist. Consequently, it would seem that this is a high priority area which would call for a fairly substantial consulting team which would make an intensive six-months thorough study of central-local relations and local government. As soon as the study is completed and perhaps

before the final report is made, the consulting team would need to turn to implementation. Implementation would include emergency training of local officials in areas that have been freed from the Vietminh very recently. Such a study would have to include consideration of both the Ministry of the Interior and the Ministry of Social Action, and methods of co-operation with the Vietnamese Army and with MAAG would have to be worked out. As a result of our interviews, we are convinced that there is considerable recognition on the part of the Vietnamese officials of the urgent needs in this area.

5. Personnel. Presently, this area is one in which tradition prevents rapid change. Yet the needs are extremely great and urgent. For example, it is difficult if not impossible to get rid of unwanted employees at present. There are even severe barriers to an employee resigning. In terms of American personnel administration there needs to be a thorough going study of recruiting practices, position classification, pay plan, examination practices, in-service training facilities, work incentives, and morale, and discipline and removal practices. Only a small beginning can be made but the head of the personnel system is extremely sympathetic to American technical assistance. He is hampered by the fact that he has relatively little control over personnel practices in the various ministries.

Given this situation, it would seem advisable to accept the personnel head's request for aid in developing a general pay and incentive plan. This plan would include a study of salaries in the public service as compared to the salaries in private employment. It may be possible to work into some of the more sensitive areas such as the entire cadre system, position classification, and the examination system by beginning in a relatively modest way. It would certainly seem possible to obtain the wholehearted cooperation of four or five

ministries in making a general examination of the personnel system after the initial study of the pay plan has been made.

6. Filing Records, and Archives. Almost every ministry needs extensive help with its filing, records, and archives system. However, it is impractical to start on a general reorganization of records throughout the government at one time. It is suggested that one or two ministries be selected for a demonstration of what can be accomplished by reorganization of the filing records and archives system. Two ministries which evidenced extreme interest in participating in this were the Justice and Foreign Affairs Ministries.

7. Library. Almost every Ministry and other government agency would like to establish its own library. This is one concept that Vietnamese officials are anxious to sell to us. However, library and reference materials are so scarce in Saigon that it would seem desirable to funnel American aid in the Direction of establishing a central library for all ministries and the Institute of Public Service. If a University of Free Vietnam is established, this library would logically become a part of the University. In this manner, needless duplication would be eliminated and the Institute of Public Service would administer the library and thus develop the habit on the part of the Vietnamese officials of turning to the Institute for reference help. ✓

8. Budget and Program Planning. There was insufficient time to study in any detail the budget and program planning system of the Vietnamese government although rather lengthy interviews were held with budget personnel. The impression we received was that at present budgeting is largely an overly detailed accounting-control system. A general concept of budgeting as program planning and control and the practice of capital planning seem to be lacking. Perhaps

because of the influence of the French-type cabinet system in Vietnam, effective control budget hearing and review seem to be lacking also.

It does not appear that this is an area that can be developed quickly. It is recommended that a single consultant work with budget officials for six months or more with a view to developing possibilities of consulting teams helping out in this area.

9. Reporting and Communications. Repeatedly, we were told that a crucial problem was inadequate reporting and an unduly slow and cumbersome communication system. Part of the difficulty here is that a large portion of communications must go up through several layers of formal channels before they can be cleared. The concept of reporting government activities in other than legal terms is rather completely lacking and needs to be developed.

10. Land Registration and Administration. Equally of high priority along with the President's office and local government is the development of an effective system of land property registration and title clearance. As the Vietminh are pushed out of rural areas and the refugees are resettled on land, a severe administrative problem is going to develop around land property titles. First of all, of course, there needs to be a clear-cut government policy and program in this area. However, secondly, the Vietnamese will need considerable administrative help in developing a rapid system of clearing land titles. There does not seem to be any awareness of the tremendous problem in this area on the part of land title officials. Yet, because of the necessity of developing an effective program, it is recommended that a consulting team be set up to study present methods and to develop and install more effective and rapid ones.

11. Other Areas. There is a wide variety of other areas in which action might be taken as opportunity warrants. Revenue admin-

istration is one of these although there has been considerable training in revenue administration in France, where a large number of Vietnamese officials have been sent. There does seem to be a problem of efficiency in issuing government checks. Local merchants do not like to deal with the government because it takes too long for them to be paid.

There is a general need to develop a real program -- auditing and inspection system. A program evaluation unit should be established which would concern itself with effectiveness of programs and public attitudes toward them.

It is likely that the Philippine government could help considerably by showing the Vietnamese how their complaint and action commission system works. The complaint and action commission system could be properly developed in the President's office, as well as in the Army.

A thorough review of the administration of justice would be appropriate.

Public Finance and General Economics Needs

Among the most acute needs expressed by Vietnamese officials are those in the areas of public finance and general economic policy. There appears to be a great dearth of functionaries with training or practical experience in these areas. Repeated requests were made to the survey team for technical assistance in various fields within these areas, and the following program sets forth in a rough order of priority (with two exceptions) the major needs in these areas. This program would be a part of the Division of Technical Services.

The most pressing need at this time is for technical assistance in banking and monetary policy. Hitherto, there has been one central bank for the three Associated States of Laos, Cambodia and Vietnam. We are informed that an agreement has now been reached under which each country will establish its own central bank. Some tentative studies have been already made looking toward the establishment of a central bank and a separate currency in Vietnam. The Minister of Finance expressed an interest in having American technical assistance both in the establishment of the banking and currency system and in its administration in the initial years. A consultant in banking and monetary policy has already been brought to Saigon by the FOA Mission (Arthur Bloomfield of the Federal Reserve Bank of New York City). This survey team assisted Mr. Bloomfield in making contact with the Minister of Finance and his technicians. Thus, the most immediate need in this field appears to have been met. However, Mr. Bloomfield will remain in Vietnam for only about two months, and it is highly essential to replace him as soon as possible with a consultant who will be able to give day-to-day operating advice on central bank operations and currency problems.

Another need, about as urgent as the foregoing, is the area of foreign trade, especially foreign exchange control. As this is written, negotiations are still under way in Paris which will determine whether or not Vietnam remains within the franc zone. Although the decision reached during these negotiations will obviously affect the nature of the problems, it is clear that whatever the decision may be the Government of Vietnam will need considerable technical advice in the day-to-day management of foreign exchange controls. This task is likely to be too large to be assumed by the consultant on central bank operations, and another consultant should be assigned to this task. As initial difficulties are overcome and routines developed, it should be possible for the foreign exchange consultant to devote some time to assisting Vietnamese officials in the development of foreign trade policy. In this connection, the consultant may be expected to draw upon the findings of the Economic Development Research Project which is proposed below.

A third area of urgent need is in public housing and construction. A severe housing shortage existed in South Vietnam even before the mass evacuation following the Geneva Agreement. With hundreds of thousands of refugees added to those who were already homeless in South Vietnam, a severe crisis has developed. For about two years, the Vietnamese Government has been carrying on a housing program, which is financed mainly by means of a national lottery. In addition, a request has been or will be made to FOA representatives for a loan of 100 million piastres to finance a large expansion of the current housing program. To speak bluntly, the housing program of Vietnam is in great need of improvement. Much more careful site planning is needed, and provision should be made for more careful and detailed specifications to which private contractors can be held. A team of experts is urgently needed in this area--a site

development and planning expert, an architect, and a construction engineer, all with experience in public housing. Possibly one or more of these experts can be brought in from the Philippines, where an extensive and fairly successful public housing program is under way. They should be able to meet the most urgent needs for technical assistance in this area in about six months.

A further need is for the development of more adequate statistical services in the Vietnamese Government. At present the Institute of Statistics and Economic Studies is the central statistical agency of the government. This agency has only one person with any considerable training in statistical methods, and the total personnel of the agency is less than 20 (including janitors). Statistics are gathered in several other ministries in the course of their operation, but by people with little or no professional training. Obviously the development of economic policy in this country requires a great improvement and augmentation of the statistical data now available. The Division of Technical Services of the proposed Institute of Public Service should, therefore, include a chief statistician who would have the dual function of consulting with the Vietnamese Government in the development and improvement of its statistical services and also the supervision of the numerous statistical studies which would be required by other programs being carried on within the Division of Technical Services. Besides the chief statistician, three or four other people who are well trained in statistics will be required.

As is mentioned in the section on Public Administration, there is urgent need for improvement of the administration of the present revenue system of Vietnam, and a program is proposed in that section to meet that need. Of almost equal importance is the need for a thorough revision of the revenue system itself. This fact is explicitly recognized by the Minister of Finance, and he specifically requested American technical assistance in this regard.

As was pointed out by Professor Sharp in his report: "The tax study ought to include an analysis of revenue potentials of various types of taxes, their impact on production and consumption, the problem of distributing tax revenues between levels of government, organization for tax collection, sanctions against tax evasion and fraud, and the simplification of tax forms." At least one consultant and an assistant will be required to work with the Vietnamese Government in this project.

President Diem expressed a particular interest in American technical assistance in labor policy, especially in the development of labor unions. Some progress has been made in this direction, but both the President and the Minister of Labor and Youth desire the services of a consultant in the general area of labor organization. No doubt the same person who is given this assignment could also work with the government in the further development and the administration of social welfare plans. Although an extensive labor code was recently adopted by Vietnam, much remains to be done by way of implementing this code, and the government also wishes to develop programs in workmen's compensation, social security, etc.

Another area of need which cuts across many Ministries is in accounting. While specific recognition of this need is not general in the Ministries, it is the impression of the survey team that a considerable improvement in governmental agencies could be achieved by the adoption of more up-to-date accounting methods. It will probably be necessary to create an awareness of this need on the part of Vietnamese officials before very much progress can be made, and for this reason the accounting program probably should be assigned a relatively low degree of priority in terms of time. Provision should be made for a consultant in accounting methods, perhaps a year or 18 months after the general program proposed herein has been initiated. In the meantime, however, this consultant, together with an assistant, should find it possible to begin a small-scale "in service" training program in accounting, as suggested below.

The foregoing projects, as previously stated, are listed roughly in the order of priority. Discussion of the following two additional projects has been reserved to this point because they underlie most of the preceding projects. It should be emphasized that the two projects now to be discussed should be given the highest priority. The first of these projects is the assignment of a consultant on general economic policy. There is a critical need for a general economist to advise the Vietnamese Government in the coordination of various aspects of economic policy. For example, there must be close coordination of banking and monetary policy, foreign exchange control, fiscal policy, and revenue system reform. In particular, the economic feasibility of various economic programs, such as the proposed large-scale housing program, should be carefully studied, and tied in with other appropriate measures in the economic field, such as inflation control, training of construction workers, etc. It is essential that the consultant assigned to this crucial task be a man of broad experience and considerable skill in negotiation. Not only will it be necessary for him to maintain contact with and coordinate the activities of the specialized consultants in public finance and other aspects of economics; he will also need to deal with a considerable number of Vietnamese officials in various areas of economic policy. If possible, his assignment should be as consultant to a counterpart Vietnamese official in the office of the President. This consultant should be sent to Saigon as soon as possible. He should also be assigned an assistant.

There is urgent need for a large-scale and comprehensive research project on the economic development of Vietnam. The major purpose of this project should be to develop a long-range, coordinated program in such fields as agricultural policy, foreign trade and investment policy, revenue policy, labor policy, monetary policy and the like, looking toward the fullest possible development of the economy of Vietnam and the raising of the living standards of the great masses of people. This project should concentrate mainly on long-range considerations, as contrasted with the day-to-day operating problems

which would be the primary concern of most of the consultants proposed above. There should be extensive interchange between the operating consultants and the economic development research project. It is probable that the consultants would find it helpful from time to time to call on various members of the research staff of this project for studies of immediate problems. However, the primary concern of the research project should be long-range economic development. For example, a study should be made of patterns of international trade, particularly among the countries of the Far East, to determine in what directions it would be best for the Vietnamese economy to develop. Methods of attracting foreign capital, and the areas in which such capital is most desirable, should be studied. The relationship between revenue policies and economic development should also be considered. Because of the dearth of statistical data and the inadequate library facilities in Saigon, it seems desirable to carry on this research project in East Lansing. It would be at least as easy to accumulate the necessary data and do the research there as in Saigon, and the major difficulties of housing and transporting staff, as well as finding people who are willing to spend months or years abroad, would be avoided by making East Lansing the headquarters for this project. Of course, constant communication between the "on-the-spot" consultants and the research staff would be necessary, and provision should be made for the principal members of the research staff to visit Vietnam from time to time for the purpose of personal discussions with the resident consultants and for direct observation of local conditions.

Public Information Services

The Geneva Agreements left the information services in Vietnam -- both Vietnamese and American -- confronted with a gigantic task. They are asked to persuade to democracy and freedom within a few precious months a people who have had little knowledge of or experience with either. They have as their adversary a cunning, experienced, effective propaganda machine which has intimidation as its ally, and has its agents actively at work throughout the country. On their part, the free Vietnamese lack experienced personnel and adequate equipment; American information personnel is both experienced and adequate, but handicapped by lack of such things as community radio sets. Guidance and counsel is given to Vietnamese information personnel on an informal basis, but nothing approaching a broad-scale in-service training program has been attempted.

There is in addition on the asset side some intelligent planning and a great deal of zeal on the part of the Vietnamese. However, on the basis of personal observation, and interviews with American newspapermen and information and program-support personnel, and with Vietnamese officials, the conclusion is inescapable that the task assigned is beyond resources now available for its accomplishment.

It will not be enough to expand or augment existing programs;

what is needed is a new tool, a new medium with which to supplement quickly and tremendously the efforts already being exerted. The only medium to meet the specifications is television.

Accordingly, it is recommended that a television station be installed and operated as a major medium for communicating information to the public, supplementing newspapers, radio, pamphlets, posters, information agents, et cetera. It is recommended further that the installation be operated by and in the name of the Vietnamese Government under the administrative supervision of an inter-ministry agency appointed by the President on which the Ministry of Information, the Ministry of Education, and the Presidency are represented.

Additional considerations underlying this recommendation are:

1. Television has proved itself in the United States to be a powerful tool in information and education activities. Educational television stations are being operated successfully by Iowa State College, the University of Houston, Michigan State College, the University of Wisconsin, the University of Alabama, and the University of North Carolina, among other institutions, and as community projects in Cincinnati, Pittsburgh, and St. Louis. It is expected that by the end of 1954, additional stations will have gone on the air.

2. The concentration of population in southern Vietnam, particularly in the Saigon-Cholon area, makes the use of television particularly practicable under current political conditions.

3. Television would give to Vietnam authorities a powerful information weapon which could not be countered by the Vietminh in the crucial contest for the support of masses of people.

4. The very novelty of television would attract tremendous attention to the information being telecast, and cause the Government to gain credit for having ingenuity, and the courage and initiative to use the most modern devices in serving public needs.

5. The original cost, while substantial, would be relatively small when calculated on the basis of the number of people who could be reached and influenced. Indeed, television might well prove to be the least expensive information medium.

The plan is considered to be feasible provided the installation can be made and telecasting started within six months, or by May 1, 1955. That would leave only a little more than a year before the elections provided for under the Geneva Agreement, admittedly too short a time to perform a thorough information and education job even under ideal conditions.

The proposed plan calls for the location of the television station in the Saigon area, and the purchase and distribution of a large number of community receivers throughout the viewing areas.

These would be installed in schools, churches, markets, and other public places capable of accommodating large numbers of people at one time. The programs would be co-ordinated with the activities on the local level of the information agents, teachers, health authorities, agricultural agents, and others performing essential missions in the areas of information and education.

These receivers would be of the single-station monitor type to prevent the reception of signals other than those transmitted by the Government station. A transmitter of the highest power is recommended in order to provide potential service to all of the plains area of Southern Vietnam. Some consideration might be given to the establishment of a satellite station with a directional antenna at or near Huế to serve the population concentrations along the coast. This could be linked to the parent station by micro-wave relay.

Other Recommendations In Public Information: 1. It is recommended that assistance be given to the Ministry of Information in its projected plan to train large numbers of field information agents and employ them to counter the work of similar agents now serving the Vietminh with a disturbing degree of success. The greatest assistance could be given through television service as described above, but additional measures should be employed. An American expert in propaganda techniques, particularly those employed by the Communists, would be welcomed by the Ministry of Information on a counseling and teaching basis, supplementing the assistance available from other American agencies.

2. It is recommended that assistance be given in establishing a much stronger and more efficient press relations service in the office of the President. Some plans to improve this service have been drawn by advisors of the President, but they are complicated, and are inclined more towards the collection and distribution of political and economic intelligence than towards the improvement of press relations, and this latter is a matter of high priority.

A device for encouraging the people to send their complaints and comments to the Government should be found, but this will be more harmful than helpful unless there is parallel planning for responding to these communications immediately and effectively.

3. It is recommended that a media production center to serve all of the agencies of the National Government be established. A rudimentary service is provided by the Ministry of Information, but under current conditions, there should be facilities freely available to all agencies which seek to use films, radio, television, pamphlets, posters, pictures, etc., in publicizing the information they develop. There appears to be a great need to train Vietnamese personnel in the production of such material, and to encourage them to take the initiative and responsibility, rather than to rely upon American agencies, as they are prone to do.

4. It is recommended that all Government ministries and major independent agencies be encouraged to appoint responsible information officers who would in time be responsible for both press relations and for the origination of programs of information utilizing all media.

Law Enforcement Reorganization

The organization of the civilian police forces should be developed separate from the military forces and directly under the Minister of Interior. Under existing conditions, the police forces should be centralized at the Ministry level, with the second echelon of command at the provincial level of government. Below this level, the police organization should be related directly to the subordinate units of government. The provinces that are very sparsely settled may be combined in administrative units. As much local autonomy should be allowed as existing conditions will permit.

Basically the organization should follow traditional patterns of organization that are common to law enforcement agencies. For example - - the basic units of organization may be identified as the Uniform or Patrol Bureau, Criminal Investigation Bureau, Traffic Bureau, Personnel and Training Bureau and Technical Services Bureau. In addition to these traditional functions, because of the dissident elements in the country, an additional Bureau should be added that would concern itself primarily with the identification of these elements and collecting information about their activities. This bureau, which may be identified as an intelligence function, should be responsible to the Minister of Interior directly.

This type of organization is applicable to every level of government. Special functions can be added or deleted as dictated

by local conditions.

At the ministerial level a special section should be established that would maintain close liaison with the military forces. It is anticipated that military support will be necessary to assist the local police forces in maintaining order. The responsibilities of the liaison section would be to plan jointly with the military forces for such activity. Plans would be prepared in advance in an attempt to determine the type and degree of military support available and necessary to assist the local police forces in discharging their responsibility.

Within the ministry the responsibility for administering the total police operation should be delegated to one person, who would appoint such deputies as he deemed necessary. Directly responsible to the head of the police force would be the heads of each major unit of operation. These units may be charged with the following responsibilities:

1. Uniform or Patrol Bureau
 - a. Patrol units in Provinces
 - Foot Patrol
 - Motor Patrol
 - Youth Section
 - Inspection
2. Criminal Investigation Bureau
 - a. Special Sections
 - Homicide
 - Robbery
 - Narcotics
 - Vice

Theft

Such others as necessary

- b. Scientific laboratory
- 3. Traffic Bureau
 - a. Traffic enforcement
 - b. Accident investigation
 - c. Parking control
 - d. Signal section
 - e. Traffic engineer
- 4. Personnel and Training Bureau
 - a. Recruitment
 - b. Promotions
 - c. Training
 - d. Personnel
- 5. Technical Services
 - a. Supply section
 - b. Radio section
 - c. Property section
 - d. Custodial section
 - e. Communication section
 - f. Equipment section
 - g. Others as necessary
- 6. Intelligence
 - a. Investigation section
 - b. Record section
 - c. Evaluation section
 - d. Liaison or coordination with other intelligence units of Government.

This organization is sufficiently flexible to permit expansion

or deletion of special functions as required. The intelligence unit at local levels for instance, could be absorbed by the Criminal Investigation Bureau, while the Traffic bureau could be absorbed by the uniform or patrol bureau in provinces or areas where traffic control or regulation is not a major problem.

Regarding the Saigon-Cholon metropolitan area, it may be desirable to give the police chief in this area authority and rank equal to and paralleling that of the bureau heads in the Office of the Minister of Interior. The police problems of this area are sufficiently complex to warrant this consideration but only after careful study.

Equipment and Communications

The lack of time has not permitted an adequate examination of the communication needs. However, present means of police communication is primarily by telephone. A police radio installation for Vietnam is considered essential to supplement the telephone. The use of radio will permit a remarkable increase in the promptness and effectiveness of police service especially when emergencies occur where time is of the greatest importance. Teletype service should also be installed from the M.I. to all provincial headquarters. According to information received teletype machines are available now in Saigon, but lack of money and maintenance have rendered them inoperable.

With the different religious groups functioning as police forces in Vietnam, there may be differences in the methods of maintaining and filing records. These should be studied, made uniform and integrated with the communications systems.

The biggest need in terms of operational equipment is mobile radio units. This is an urgent need as two-way radio supplies a nearly complete system of communications between headquarters and patrol cars. Radio transmission provides dependability, speed, and secrecy all of which are essential elements for the police forces in Vietnam.

It is estimated that fifty mobile radio units are needed initially in the Saigon-Cholon area. Additional units are needed for the provinces, but the number needed cannot be estimated until detailed information is obtained regarding the population, size of police force,

nature of police problems and territory to be policed.

Library facilities are inadequate and limited to French books only. The library facilities of the training school and major police headquarters should be expanded to include police literature from other countries.

TRAINING BY THE INSTITUTE OF PUBLIC SERVICE

The Institute of Public Service should be the general training vehicle for public service. Probably it will have to serve as the principal in-service training mechanism until in-service training can become a regular part of personnel administration in the Vietnamese government. It is recommended that two kinds of training for public service be developed by the Institute, namely academic and in-service, but for the time being, high priority should be put on immediate in-service training. The following training methods should be developed:

1. In-service training courses should be given during working hours. These courses might be intensive one-week courses or they might be much less intensive 10-week affairs where officials attend classes an hour or so a day. It would seem important to have in-service training courses during working hours so that the various ministries involved would feel that they were putting in resources in terms of employees' working hours and thus they would feel more commitment to such training and would take a greater interest in it. To be effective, in-service training should be voluntary for each ministry, but judging from our interviews, there would be no dearth of students. Within the government itself, it might be advisable to establish an advisory board on in-

service training which could cooperate with the Institute of Public Service.

2. Special conferences, conventions, meetings and activities of professional associations could be developed. These would be special one-day to three-day affairs or might be confined either to part of a day or an evening.

3. A part-time regular degree program could be established in Saigon for government officials. This would necessitate offering regular university level courses in the evening from 6:30 to 7:30 or perhaps in the afternoon from 2 - 3 PM. Officials who kept on in this program over a period of years could be granted a regular degree from the Institute of Public Service.

4. A regular degree program for full time students should be established as an integral part of the Institute of Public Service. It is our recommendation that the present degree program at Dalat be subsumed in this larger program. Students would be both pre and post entry, and the number of students should be sharply increased over the number now currently at Dalat. Between 200 and 400 per year should be turned out during the next few years. Graduates should be assured of appropriate positions in the public service and their training should include both research and internship in government agencies. A Committee to maintain standards and supervise the selection of students might be appropriate and for

the first year or two Americans should have representation on this Committee.

5. A regular degree program at Michigan State College in Public Administration and allied fields is currently available. It is recommended that the Vietnamese send appropriate under-graduate and graduate students to obtain degrees at Michigan State and possibly other American and non-American universities. It is essential to develop a full complement of Vietnamese professors for the Institute of Public Service. Under present conditions, this can only be accomplished by sending well qualified students abroad to obtain PhD's. Special arrangements would be made at Michigan State for training future Vietnamese staff of the Institute of Public Service. These special arrangements would include a special seminar, assignment of students to particular professors for training, and special field trips. The presence of these Vietnamese students on the campus at East Lansing would greatly facilitate the development of teaching materials for the Institute at Saigon and aid in the training of American personnel to be sent to Saigon.

6. The present program for sending Vietnamese public officials to the United States for periods of one to six months needs to be greatly expanded. It is recommended that this program be worked through the Institute of Public Service and that these officials visit East Lansing as well as other parts of the United States so as to strengthen the general contact of Michigan State College with

Vietnamese officials. Most of this program would be handled in the usual manner, namely, appropriate U.S. government agencies taking major responsibility for the period of the visit. As an immediate proposal, we recommend that President Diem at once select 10 officials to send to the United States for a month or two so that they can return at an early date and help implement changes in governmental programs, organization, and procedure.

General Public Administration Needs

The needs of training in the public administration area are extremely broad and include the entire field. However, it is readily recognized that it is impractical to start in all areas at once. Therefore, it is proposed that major priority be given 1) to general training in the elements of supervision and executive development and 2) to secretarial training. The latter program would not involve typing or shorthand instruction, however, which subject is covered in a later section of this report dealing with stenography. The needs are so great in these areas that it would seem desirable to borrow from the experience in the Phillipines where courses in elementary supervision, executive development and secretarial training are currently being given. With minor modifications, these in-service courses could be put into effect in Saigon in a relatively short time.

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Somewhat less priority need be given to other areas of public administration training, academic or in-service, such as organization and methods, personnel, budgeting, planning, human relations, citizen advisory participation, filing and records, revenue administration, foreign service training and so forth.

There will have to be some training as part of the general consulting activities in such areas as local government, central-field relations, and land property title registration.

There needs to be considerable discussion with the Vietnamese personnel as to the general nature of both the academic and the non-academic training programs to be operated in Saigon. It is recommended that some of the initial consultants to various Vietnam government agencies work these problems out during the first few months of the program. If this is not feasible, a team of one or two persons should be sent over from the United States to work out problems and curriculum for the academic program and the problems of subject matter areas for in-service training.

A two year degree program in public administration is recommended with much more flexibility and many more options for the student than is to be found in the present program at Dalat.

Training Needs in Economics and Public Finance

In Service Training, Generally speaking, the needs and possibilities for "in-service" training in the field of public finance and general economics are less than in other fields. It should be noted that "in-service" training in revenue administration, which is an urgent need, has been considered an aspect of public administration, and will not be treated here.

Of the areas in which "in-service" training in this field appears to be both possible and necessary, agricultural extension heads the list. At the present time the Ministry of Agriculture has a field staff of some 300 people who are supposed to perform duties rather comparable to those of the county agricultural agents in the United States. However, the Ministry feels that these agents are rather poorly trained and very poorly equipped (in the physical sense) to perform their duties. It is desirable to provide a training expert in agricultural extension who could assist the Ministry of Agriculture in conducting a series of fairly brief conferences on agricultural methods and extension techniques for the field agents of this Ministry. This person should also assist the Ministry in developing a proposal to be submitted to FOA for meeting some of the most urgent equipment needs of this field staff, particularly with regard to transportation equipment. As time permitted, this person could also consult with the Ministry of Education in the development of the curriculum of the present school of agriculture.

There is a broad need for secretarial training in Vietnamese Government offices. We heard many complaints that most of the stenographers are poorly trained and work very slowly thus contributing to inefficiency in government operations. It is therefore desirable to offer "in-service" training in stenography, with principal emphasis on typing. Because a knowledge of French is required of a great many of the Vietnamese secretaries, the person conducting this "in-service" training program probably needs to know only French and not Vietnamese. In conjunction with the direct "in-service" training program, some Vietnamese instructors in this field might be developed to broaden the program.

"In-service" training in statistics and statistical methods, at a fairly elementary level, would undoubtedly be welcomed by a number of the Ministries which must collect and use statistics. Instruction should include methods of operating modern calculating equipment, principles of data collection, and elementary statistical analysis.

An "in-service" training program in accounting should also be developed. For the reasons previously stated, it seems desirable that the beginning of such a program should be delayed somewhat, probably until the second year of the total project. The need for this type of training is great. The proposed consultant in accounting could be expected to devote part of his time to training, and his assistant should devote the major portion of his time to this activity.

Degree Program. The curriculum of the Institute for Public Administration at Dalat has recently been expanded to include the area of public finance. It is desirable that this part of the curriculum be further strengthened. There should be a full year of instruction in the principles of general economics and public finance for all degree candidates of the new School of Public Service. Specifically, the students should devote three classroom hours per week for a year to this subject. Approximately the first half of this year's work should be in general economics, with emphasis on principles of aggregate economics and some attention to elementary statistics, with the latter half of the year devoted to principles of public finance. One instructor should be assigned to work with Vietnamese instructors in developing and presenting this aspect of the degree program.

Exchange of Persons: A quite elaborate program of sending Vietnamese government officials and students abroad would undoubtedly be worthwhile. However, the proposals made here for the field of public finance and economics are rather modest. It is to be hoped that the government of Vietnam can be persuaded to augment substantially the exchange program proposed here.

It is desirable to develop the exchange of persons in four main categories: public housing, banking, labor, and students. With regard to housing, a Vietnamese official concerned with this program should be sent to the Philippines and the United States for a period of two or three months for observation of programs now under way in those countries. Brief stopovers in other countries en route might also be arranged. In addition, an architect in the public housing program should be sent to the United States for a period of six months for training in up-to-date techniques.

In the field of banking, one Vietnamese official should be sent to France, Canada, and the United States for a period of two to three months for observation of the operation of government banking institutions in those countries. In the field of labor, 6 Vietnamese - one or two government officials and four or five labor representatives -- should be sent to the United States, England, the Philippines, and other countries for observation for a period of three or four months. In addition, four or five representatives of American unions should be sent to Vietnam for periods of one or two months to meet with Vietnamese labor representatives as well as government officials. These latter visits should be staggered over the three-year period for which this project is proposed.

With regard to students, a total of 8 should be sent to the United States for two years each. These students should have the equivalent of an American bachelor's degree. They should be assigned to study at Michigan State College as special program graduate students or perhaps M.A. candidates in economics, public finance, money and banking, international trade, labor movements and agricultural economics. Four of the students should be sent for the academic years 1955 through 1957, and the other four should be sent for the academic years 1956 through 1958. Although there might possibly be some advantage in sending some of these students to institutions other than Michigan State College, this possible advantage seems to be offset by the desirability of utilizing all of the students as much as possible in the research program in economic development which we propose to undertake on the campus at Michigan State College.

Training in Public Information

Training of personnel to operate the television station would be conducted by a group of engineering and production specialists on an intensive basis through the Institute of Public Service. The training of engineering personnel would be started in the course of installing equipment; the training of studio technical personnel (cameramen, lighting supervisors, floor directors, etc.,) would be inaugurated as soon as equipment became available. The training of writers, visual aid specialists, and the like, would be conducted simultaneously. This technical and program-production training would be co-ordinated with the objective of presenting acceptable programs from the very moment the transmitter and receivers could be put into service. It would continue for a substantial period, not less than six months, in order to insure a continuously improving quality of program production and presentation.

Considerable emphasis would be placed on developing regular sources of program material, and the encouragement of the several agencies of the Government to utilize television in carrying out their missions. For example, the Ministry of Education should utilize the station extensively in its program to overcome illiteracy and to raise the educational levels of the adult population; programs for in-school use might well be considered as a means of supplementing the existing force of elementary and secondary school teachers. The Ministry of Health would have many occasions to utilize television, as would the Ministry of Agriculture,

the Ministry of Information, the police agencies, and many others.

It goes without saying that the television facilities should be readily available to the President for use in communicating his messages to the people, and in explaining the developing program of his government.

Once engineering and production personnel learned the rudiments of television, a representative group should be sent to Japan or to the United States to see stations in operation. Training facilities are available at Michigan State College, at Iowa State College, and several other places, and a number of universities conduct workshops in television program production. Qualified personnel should be enrolled as students in some of these workshops to develop their familiarity with standard techniques and procedures.

Included in the technical training program under the Institute of Public Service, would be short-term instruction in the repair and maintenance of television receivers. There was no opportunity to explore the possibility directly, but consideration should be given to utilizing the facilities of the School of Radio Electricity for this purpose. Indeed, it might be possible to incorporate television electronics courses in the regular curriculum of the School, which trains men for military, airway, and maritime signal work. These students, or graduates of the School, might well be recruited and trained for both the station-operation and receiver repair staffs.

Training of information personnel is envisaged as being in-service training for the most part, again through the Institute of Public Service. This is true specifically in the cases of the staff of the President's office, and in the Ministry of Information. Training would take the form of counsel and instruction on the establishment and continuation of good relations with both domestic and foreign news media representatives, the prompt preparation of accurate news releases, adequate distribution, the effective use of photography, the development and use of good news conference techniques, and the development of effective liaison with other agencies of government.

The Ministry of Information has requested assistance in the training of its proposed corps of information agents, and it is recommended that this training be offered, by an American or Filipino specialist. From the American point of view, there is much to be said against one agency handling the information, propoganda, and psychological warfare functions. It would be better, by usual standards, to isolate the information function -- which has a greater obligation to objectivity -- from the two other functions, in which end results often tend to justify unusual or irregular means, such as false rumor and half-truths. However, it is doubtful whether under current conditions the functions can be placed under different agencies. It probably would be best to attempt to ameliorate the situation by strengthening the information activities of the office of the President and of the other ministries and independent agencies.

Training of personnel by the Institute of Public Service, for the proposed Media Production Center would be informal and vocational in character at the beginning -- in this area, one learns best by doing. However, we should look forward to the time when formal courses somewhat akin to American courses in journalism and media production are offered at the collegiate level. It probably would not be possible to offer such instruction within three years because other training should have priority.

It would be highly desirable for at least one Vietnamese to be sent to Manila to observe for a time the operations of the National Media Production Center. This installation is under the full control of the Government, and is supported with regular appropriations. A Vietnamese visitor could not but be impressed with how much the Filipinos are able to do for themselves with comparatively little equipment. They are hard-working, devoted people who have accomplished a great deal with scant means through encouragement by the FOA information staff.

Police Administration Needs

Vietnam has many acute needs, but none is more urgent than the need for internal security, and in this area, the paramount need is for adequate training. The facilities available for this purpose are very limited. There is a lack of leadership and unity in the present attempt to provide training for the police forces, which are under the control of three separate religious sects, the Binh Xuyen, Cao Dai, and Hao Hoa. According to information received, each sect apparently has its own standards and concepts regarding the training of the police under their control. The Binh Xuyen are reported to be in control of the police in the larger cities as well as some of the smaller urban communities adjacent to these cities. Their problems are peculiar to these areas and include such things as traffic control and regulation, harbor police and riot control. On the other hand, the Cao Dai and Hao Hoa are primarily in control of the police in certain rural areas. Their police problems are probably not as acute as the problems in the larger cities, and represent police problems that are common to rural areas. However, the role they play is equally important because of the need to have the population at large gain increased respect for the government as a result of the services rendered by the rural police force. Another important consideration is the fact that rural police as well as the city police must be able to combat infiltration methods of the communist elements in the country.

In police service throughout the world as well as in Vietnam, there is a doctrine of law and methods common to all enforcement activity. This should be developed, understood, and applied in Vietnam. The Institute of Public Service can assist in achieving the training requirements of the security forces and the application of technical knowledge.

Training facilities should be made available for each province, such training centers to be located at provincial headquarters and to provide facilities adequate to meet the basic needs of the provincial police.

The training program should include the following topics:

1. Foot patrol method
2. Motor patrol method
3. Criminal Investigation
4. Traffic police administration
 - a. Control and regulation
 - b. Accident investigation
 - c. Records
 - d. Traffic analysis and flow
 - e. Traffic Supervision
5. Police organization
6. Military organization of armed forces
7. Study of communist infiltration methods
8. Record system
9. Relationship with courts
10. Philosophy of service to public

11. Criminal law
12. Rules and regulations
13. Use of firearms
14. Relations with public

There are many other subjects to be offered, as police work is a combination of skills and knowledge. A body of knowledge or information that is a part of Vietnamese culture may be considered for this phase of recruit instruction also.

In addition to this basic course of instruction, a period of training should be considered for the initial supervisory level in the police department. Also short courses or conferences should be held for those who hold command positions.

The chiefs of police should hold frequent conferences among themselves and engage in a free exchange of ideas and discussion of common problems. It would be very desirable for them to form an organization and plan annual conferences to be held in the various sections of the country.

Communities with a population of 100,000 or more should provide training facilities for their own enforcement services. In some of these cities special training is needed to cope with problems peculiar to those communities. For example, in Saigon with its harbor facilities and the large volume of shipping and the cargo handling that takes place, special training for harbor police is a major consideration and need.

It is urged that when the police forces are well established and

unified, the police administrators seek aid from the resources available from the technical services of the universities. The division of Technical Services of the Institute of Public Service for instance, could make available teachers, assistance in the preparation of syllabi, mimeographed materials, lesson outlines, visual aid materials, etc. A close relationship should be developed between law enforcement and institutions of higher learning. The ultimate goal should be the establishment of an undergraduate training program in a university for young people interested in a career in law enforcement.

The immediate need is for in-service training and this can be done locally. However, many facilities are available for training policemen on a short or long-term basis in the United States. Michigan State College offers a four-year program in police administration, police science and crime prevention. Many police officers from foreign countries have taken advantage of this program. At present, a police officer from Thailand and two from Indonesia are enrolled in this program.

The traffic institute at Northwestern University offers four and one-half and nine-month programs for police officers whose primary assignment is traffic administration and enforcement.

Harvard University provides one year's training in traffic engineering. This program is endowed and should be considered for Vietnam personnel in Government who have an engineering background. It is recommended that the training offered at these institutions be utilized by Vietnam Government employees.

The scientific laboratory equipment facilities and methods are obsolete and antiquated. Equipment should be replaced in the entire laboratory with modern facilities and a training program established for laboratory technicians.

Because of the experience of the Philippine constabulary in combating the infiltration and intimidation methods of communist groups, it is recommended that police officers be sent to the Philippines to learn about these methods and the best means to render them ineffective.

Needs in Other Areas

While the special four-man mission was restricted by time and special competence in the areas they inquired into, there are at least two areas in which specific recommendations can be made that fall outside public administration, economics, police administration, and public information. These two areas are education and certain other social sciences. In the education field, the mission was asked to explore the possibility of a teacher training and materials center. Such a center might be attached to the proposed University of Free Vietnam, one or more of the existing normal schools, or the Institute of Public Service. After discussing this possibility with various Vietnamese education officials and FOA personnel, it would seem feasible to send a consulting team of experts in the education field to work with the Vietnamese in strengthening their teacher training system and preparing special materials with particular reference to nurturing democratic values and developing decision-making ability on the part of the Vietnamese. We make no judgment on the feasibility of having American professors serve as instructors at teacher training institutions. We recommend that experts in the field of education be sent out to develop a university program in this area; this could be a second responsibility of the consulting team recommended above.

In the general area of the social sciences, it appears essential to have basic work in political science, sociology, social psychology, and economics as background for students in the academic program of the Institute of Public Service. Two or three American professors

would seem to be sufficient aid in this area. It would be hoped
that at an early date, Vietnamese professors could take over
instruction in these basic subjects.