A PRELIMINARY REPORT ON THE PROPOSED REORGANIZATION OF THE VIETNAMESE BUREAU OF INVESTIGATION

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Saigon Viet Nam
July, 1956
FOREWORD

The purpose of this report is to present some considerations dealing with the reorganizational plans of the VBI as prepared by the Police Advisory Team of Michigan State University. The plan actually deals with two separate areas of reorganization, namely: VBI Headquarters and the VBI field or provincial organization.

It should be noted that the thinking embodied in this report is based upon American experience which may result in the need for revising various parts of the reorganization plan in order to more closely fill the actual needs of the VBI.

It is believed that implementation of the suggested reorganization plan will result in a substantial increase in the efficiency of the VBI in the discharge of its responsibilities to the people of the Republic of Viet-Nam. Considerable savings in time, money, equipment, and personnel can be realized. An efficient, well organized, well trained, well equipped, well paid, and well administered VBI will undoubtedly greatly contribute to the internal security and well being of this country.
PART ONE: REORGANIZATION OF VBI HEADQUARTERS

I. PRESENT HEADQUARTERS ORGANIZATION

A. GENERAL ADMINISTRATION OF THE VBI TODAY

At the present time, a total of sixteen separate bureaus or services are responsible to General NGUYEN NGOC LE, Director General of the VBI, through his Chief of Cabinet, Mr. TONG NGOC CHAC. (See Chart I) This situation, of course, leads to inefficiency because of improper span of control. In the American law enforcement field, even with a modern administrative organization, a maximum of nine subordinates reporting to any one supervisor is recommended. Beyond this number, according to leading American police administrators, one reaches the point of diminishing returns in terms of administrative efficiency.

In the existing organization, both administrative and operational matters pass through Mr. CHAC. This constitutes a serious bottle-neck. Also, purely administrative functions are found mixed-in with supervision of operational functions. In order to gain maximum efficiency, administrative and technical support should be clearly separated from operations (See Charts I and II).

II. PERSONAL SECRETARIAT

A. FUNCTIONS AND RESPONSIBILITIES

The Personal Secretariat which currently exists should be placed directly under the Director (See Chart II). This section's functions and responsibilities should deal with handling the Director's mail, arrange the Director's daily schedule, make necessary arrangements for those official activities or formal functions involving the VBI, and to handle any other miscellaneous activity given to it by the Director.

III. DEPUTY DIRECTOR OF THE VBI

A. APPOINTMENT AND REMOVAL

The Deputy Director should be appointed by the Director from within the ranks of the VBI. His removal
should be at the discretion of the Director. He should meet the requirements of a job description to be drawn-up for this position. (See Chart II)

B. AUTHORITY AND RESPONSIBILITIES

The primary purpose in the creation of this position within the VBI is to delegate to this man many of the responsibilities now burdening the Director. Many of the duties now being discharged by the Director could well be handled by the Deputy Director. At the present time, there is no provision for decision-making at the Director level in the absence of the Director himself. The Deputy Director should be capable of assuming the responsibilities of the Director in the event of the latter's illness, while the Director is in vacation, or while the Director is away from Saigon on official business. In order to perform this task, the Deputy Director would have the authority of the Director during the latter's absence.

It is believed that continuous effective leadership would do much to assure constant administrative and operational efficiency.

IV. ASSOCIATE-DIRECTOR IN CHARGE OF INSPECTION

A. APPOINTMENT AND REMOVAL

The Associate-Director for Inspection shall be appointed by the Director from within the VBI. He must meet all the qualifications required in a job description to be set up for this position. His removal shall be made by similar procedure.

B. AUTHORITY AND RESPONSIBILITIES

The responsibilities of the Associate-Director for Inspection would be to create an Inspection Service which would implement or put into effect the policies of the Director in terms of rules, regulations, standard operating procedures, and standards for maintenance of equipment and buildings throughout the entire VBI. Without such a service, the efficiency of the VBI can never reach the peak required of such a law enforcement agency. Lack of efficiency found in any area of operations or administration would be immediately called to the attention of the supervisor involved for corrective action, and also to the Director's attention.
Since there is not such an Inspection Service in the VBI's present organization, its creation is strongly urged, for reasons cited above, by the MSU Police Advisory Team. (See Chart II).

V. ADMINISTRATIVE AND TECHNICAL SUPPORT DIVISIONS.

A. THE ADMINISTRATIVE AND TECHNICAL SUPPORT SIDE OF VBI HEADQUARTERS: (SEE CHART III)

This side of VBI Headquarters should be headed by an Associate Director who would be appointed by and removed by the Director. He also would have to meet the requirements of a job description drawn-up for this position.

A total of four divisions would make-up this side of headquarters, namely: Records Division, Administrative Division, Personnel Division, Identification and Laboratory Division.

B. SUB-ORGANIZATION OF THE ADMINISTRATIVE AND TECHNICAL SUPPORT SIDE OF VBI HEADQUARTERS.

1. Administration of each Administrative Division.

Each administrative or support division should be under the command of an Assistant Director appointed and removed by the Director. Each Assistant Director would be required to meet the requirements of the job-description drawn-up for this position.

2. Responsibilities of the Assistant Director.

Each Assistant Director should be personally responsible for the efficient operation of the division under his leadership in strict accordance with the rules, regulations, and the standard operating procedures in effect within the VBI. Each Assistant Director would be directly responsible to the Associate Director in charge of the administrative side of VBI Headquarters. (See Chart II).

C. THE ADMINISTRATIVE DIVISIONS.

1. The Central Records Division.

This division should be charged with the handling and filing of all permanent criminal records authorized by law to be maintained by the VBI. A
complete study should be made of the existing records in order to determine what improvements can be made in terms of forms, files, methods, personnel, and equipment. It should be noted that adequate records are a fundamental part of any police organization. Efficient police operations would be virtually impossible without them.

2. The Administrative Division.

An Administrative Division should be created in which would be included such sections as accounting, communications, mail, internal services, transportation, etc. A complete study of the administrative needs of the VBI will be necessary in order to determine exactly how this division should be organized and also in order to ascertain the number of people needed in each section. This study will also determine equipment and space needs.

3. The Personnel and Training Division.

The creation and development of a Personnel and Training Division is strongly recommended. This division would be charged with the responsibility of handling all VBI personnel matters such as hiring, transfers, sick-leave, vacations, retirement, benefits, etc. All routine paper-work involving personnel files would be maintained here.

A separate training section should be created and charged with the responsibility of seeing to it that all VBI personnel are adequately trained for their respective responsibilities. It is not intended that this training supplant that of the National Police Academy. Specialized training will be given according to the needs of VBI personnel as they arise whether it should involve investigative or purely administrative personnel. The Assistant Director in charge of the Personnel and Training Division should be in close liaison and all times with the Associate Director in charge of inspection in order to keep abreast of existing deficiencies within the VBI in terms of personnel and training.

4. The Identification and Laboratory Division.

This division will be a technical support division, divided at first into three separate sections: fingerprint, crime laboratory, and photographic laboratory.
a. The fingerprint section will receive, classify, and file all fingerprints received from all legally recognized law enforcement agencies in the Republic of Vietnam. This section will be the central fingerprint depository in Vietnam including fingerprint cards for all law enforcement personnel as well as various civilian and military organizations. The legal responsibilities of this section should be established by law.

b. The Crime Laboratory section should be organized and equipped in order that it be capable of performing scientific examinations of evidence submitted to it in connection with official VBI investigations as well as that evidence forwarded to the laboratory by any legally recognized law enforcement agency in the Republic of Viet-Nam. The VBI crime laboratory should be at the disposal of local police departments, the Civil Guard, or any military police organization regarding any official investigations being conducted by these organizations.

Considerable specialized training will have to be afforded the personnel of this section and sufficient budgetary allowances will be necessary to insure its efficient operation. Very definite policies and procedures must be instituted regarding all operations of this section.

c. The Photographic Laboratory should be organized and equipped so as to permit efficient service to all divisions of the VBI as may be required, as well as to all legally recognized law enforcement agencies throughout the Republic of Viet-Nam. Here again, specialized equipment and training will be necessary. Sufficient budgetary allowances will be required to insure efficient operation of this laboratory. Rigid policies should also be developed and adopted regarding the functions of this section.

VI. OPERATIONAL DIVISIONS

A. THE OPERATIONS SIDE OF VBI HEADQUARTERS (See Chart II)

As was recommended for the Administration side of VBI Headquarters, an Associate Director should be appointed
by the Director. This official would, if necessary, be removed by the Director. He would have to meet the standards of a job-description drawn up for this position. A total of four divisions should be placed under his overall leadership: Immigration, Criminal, Applicant, and Security.

B. SUB-ORGANIZATION OF THE OPERATIONS SIDE OF VBI HEADQUARTERS.

1. Administration of each Operational Division.

   Each division should be placed under the leadership of an Assistant Director, appointed and removed by the Director. Each Assistant Director would be required to meet the requirement of the job-description drawn up for this position.

2. Responsibilities of the Assistant Director.

   Each Assistant Director should be personally responsible to the Associate Director in charge of operations for the efficient functioning of the division under his leadership. He should see to it that all rules, regulations, and standard operating procedures of the VBI are strictly adhered to in all instances.

C. THE OPERATIONS DIVISIONS

1. The Immigration Division.

   A thorough study of the functions and responsibilities of this division should be made in order to determine whether or not this division should continue to be a part of the VBI or whether it should be transferred to some other branch of the Vietnamese Government. Meanwhile, the present organization should continue to perform its duties regarding the control of entries and exits of all persons coming to or leaving Viet-Nam, the control of foreign nationals residing in Viet-Nam, border control, etc.

   The aforementioned study will also aid in ascertaining what specific reorganization would be required to increase the efficiency of this division, as well as its personnel, training, and equipment needs.
2. The Criminal Division.

A Criminal Division should be created within the VBI in which would be centered the control of all criminal investigations being conducted by the VBI. It is possible that this division could be organized according to the criminal laws whose enforcement will be given to the VBI by act of the National Assembly. A study of the needs of this division would point out its needs in terms of personnel, space, training, equipment, and reorganization.

The number of bureaus or sections to be created within the Division will depend upon the volume of criminal investigative work being handled by this Division. This Division should be responsible only for criminal law violations and should not be responsible for security type investigations.

3. The Applicant Division.

This division should be created in order to handle the necessary investigations regarding individuals who have made application for employment by the VBI itself or by other Vietnamese Government agencies as may be required by law. The work of this division would be extremely important for the internal security of the VBI and that of other Vietnamese Government agencies in ascertaining the qualifications, reputation, character, and loyalty of the people applying for work with these organizations.

The volume of applicant type cases will be the determining factor in deciding personnel, equipment, and space needs for this Division.


This Division would be created for the purpose of investigating all matters affecting the internal security of the Republic of Viet-Nam. The investigation of subversive activities would be a prime function of this Division, as well as the enforcement of all laws relating to internal security matters.

The sub-organization of this Division will depend upon the nature of the internal security conditions in Viet-Nam in terms of the types and the
quantities of investigations being handled. Considerable specialized training and equipment will be needed.

This Division should by law be the only investigative agency to have the authority to handle subversive activity type cases. The VBI should be the central clearing-house on all subversive activity matters within the Republic of Viet-Nam.

D. MISCELLANEOUS CONSIDERATIONS

For any law enforcement agency to function efficiently in a true democracy, political activity on the part of any member of that agency cannot be tolerated. It is to be noted that among Federal law enforcement agencies, as well as among most State and Local police organizations, political activity going beyond exercising the right to vote can be grounds for dismissal.

It is the duty of each agent of every law enforcement agency in a truly democratic country to enforce the law impartially without regard for political parties, race, religion, creed, or nationality. To permit otherwise is to reduce law enforcement to a farce. Political interference in police work should never be tolerated! No politician or public administrator should have any control or authority over any policeman except through official channels and by official chains of command. No Province Chief or Regional Délégué should be permitted to have any authority whatsoever over any Federal law enforcement agent or organization. At the same time, the primary responsibilities of each law enforcement officer is to enforce the law and to investigate violations of the law, but not to engage in politics, inside or outside of his law enforcement agency.

All military personnel now assigned to the VBI should be given the choice of being relieved from active duty and assigned permanently to the VBI as civilians, or of being returned to the army. Soldiers are soldiers and not police officers. Army officers on active duty must return to a civilian status before being permitted work for any civilian law enforcement agency in the United States.
PART TWO: REORGANIZATION OF THE VBI IN THE FIELD.

I. PRESENT FIELD ORGANIZATION

A. DISTRIBUTION OF FIELD OFFICES.

At the present time, some 45 odd field offices, referred to as brigades by the Vietnamese, are responsible to one of three headquarters which are located in Saigon, Dalat, and Hue. This is in keeping with the political division of Free Viet-Nam into three regions, each under the direction of a Delegate. Each of these regional headquarters is responsible to the General Headquarters of the VBI located in Saigon. From a command point of view, this situation leads to the creation of three separate VBI organizations within the overall structure, each independent of the other, and, to some extent, independent of General Headquarters itself. As a result, a lack of cooperation exists and the lack of a centralized authority greatly reduces efficiency.

Furthermore, this situation permits interference in VBI operations, and administration on the part of various province chiefs, delegates and other public officials. The VBI will never achieve peak effectiveness as long as political interference is tolerated. The reasons for this are sufficiently well known and understood that they need not be dealt with here.

B. RECOMMENDED CHANGES.

It has been recommended that the three regional headquarters be dissolved and their previous administrative duties be transferred to the central headquarters in Saigon. It has been recommended the field offices (brigades) be divided among six field divisions with headquarters in Saigon, Mytho, Cantho, Dalat, Quinhon, and Hue. (see Chart III) Each of these field divisions would be headed by a Field Division Director. The number of field division would range from four to fourteen, depending upon population and geographical considerations. It may well be necessary to alter this breakdown of field offices because of overland communication problems or because of some purely administrative or operational necessities.

Each Field Division Director would be directly and personally responsible to Saigon for all matters dealing with the VBI in the field division assigned to him.
Each Field office supervisor (brigade commander) would in turn be directly responsible to the Field Division Director of the division to which his field office is part. All communications between General Headquarters in Saigon and any or all of the field offices would have to first pass through the respective field division headquarters. Communications going from the field office to Saigon would also pass through the field division headquarters. This chain of command and flow of reports or communications would fix responsibility and would increase efficiency.

From a command point of view, only six field division directors would report to Saigon. At the present time, some twenty-three field office or brigade commanders are reporting directly to the headquarters for South Viet-Nam in Saigon. Such a large number of subordinates reporting directly to one man leads to confusion and inefficiency. The situations in Dalat and Hue are less critical because the number of field offices reporting to those regional headquarters is much smaller.

Under the new plan, each Field Division Director would be responsible for purely administrative matters to the Associate Director in overall charge of support or administrative divisions at General Headquarters in Saigon. He would also be responsible for operational matters to the Associate Director having overall responsibility in this area at General Headquarters.

C. STAFF MEETINGS.

Regular field staff meetings would be held in Saigon to be attended by the Field Division Directors and by the Headquarters command staff consisting of the Director himself, and his three Associate Directors (See Chart II). It would also be possible for the Director to hold private meetings with his Field Division Directors separately prior to or after these staff meetings. The results of these headquarters staff meetings would be relayed to the Field Office Directors at subsequent Field Division staff meetings to be held at the headquarters of each division.
Organization of the V.B.I. Headquarters

SAIGON

Chart I
January, 1956

DIRECTOR GENERAL
Nguyễn-ngọc-Lê

Chief of Cabinet
Tống-ngọc-Chac

Central Records Bureau
Personal Secretary
Internal Services
Administrative Control
Transportation
Personnel
Information service
Accounting Bureau
Mail
Code

Identification service
Immigration service
National Police Academy
Political information
Press
Translation

V.B.I. Headquarters
for South Viet-Nam
SAIGON

V.B.I. Headquarters
for P.K.S.
DA LAT

V.B.I. Headquarters
for Center Viet-Nam
HUB
VBI HEADQUARTERS REORGANIZATION
Chart II
June 11, 1956

PERSONAL SECRETARIAT

DEPUTY DIRECTOR

ASSOCIATE DIRECTOR INSPECTION

ASSOCIATE DIRECTOR SUPPORT

ASSISTANT DIRECTOR

RECORDS DIVISION

COMMUNICATION

ACCOUNTING

ADMINISTRATIVE RECORDS

TRANSPORTATION

INTERNAL SERVICES

PERSONNEL DIVISION

TRAINING

RESEARCH

ADMINISTRATION

ASIATIC SECTION

EUROPEAN SECTION

RECORDS

CONTROL SECTION: ENTRY/EXIT

FINGERPRINT

CRIME LABORATORY

PHOTO LABORATORY

MURDER

ROBBERY

TREASON

DESERTION

SMUGGLING

SUGGESTION

COMMERCIAL CRIME

INVESTIGATION DIVISION

CRIMINAL DIVISION

SECURITY DIVISION
Chart III

General Headquarters SAIGON

1st Field Division
Direction: SAIGON
Saigon
Bien hoa
Thu dâu mơt
Ba ria
Cap St. Jacques
Lộc ninh
Tây ninh

2nd Field Division
Direction: MY THO
My tho
Tân an
Bến tre
Go cong
Vinh long
Tra vinh
Sadec
Mộc hoa

3rd Field Division
Direction: CAN THO
Cần tho
Soc trang
Bạc liêu
Long xuyên
Châu dốc
Rạch gia
Ha tiên
ca mâu
Tam can

4th Field Division
Direction: DALAT
Dalat
Nhà trảng
Phan thiet
Darlac
Đjing
Bla
Ban mồ thucht
Phan rang

5th Field Division
Direction: QUI NHON
Qui nhon
Pleiku
Kontum
Phu yên
Bồng son

6th Field Division
Direction: HUE
Hue
Quang tri
Tourane
Quang ngai