



THE VIET CONG INFRASTRUCTURE



A BACKGROUND PAPER

JUNE 1970

UNITED STATES MISSION IN VIETNAM

SAIGON

THE VIET CONG INFRASTRUCTURE

Introduction

This background paper is intended to aid in understanding the Viet Cong political infrastructure which attempts to give the VC some measure of control over the population of some localities in the Republic of Viet-Nam. It does not attempt to provide an exhaustive account of the activities of all the many "fronts" which are subsidiary agencies of the People's Revolutionary Party and the National Liberation Front.

Section I presents a summary overview of the VC infrastructure.

Section II describes some general operating patterns of VC political cadres.

Section III provides additional information about the tasks of selected categories of cadres and how they carry them out.

Section IV briefly discusses the People's Liberation Committees, the most recently devised VC organizational form.

Section V outlines the organizational and operational arrangements of the VC in the cities of South Viet-Nam.

The text is a translation of a publication prepared by the Government of Viet-Nam to assist local government officials in assessing VC activity in their areas.

Section I

Organization of the Viet Cong Infrastructure

The primary agency which directs the Viet Cong insurgency in South Viet-Nam is the People's Revolutionary Party (PRP) whose existence was officially acknowledged in January 1962. The PRP is the southern branch of North Viet-Nam's Communist Labor Party and ultimately receives direction from Hanoi through the Central Office for South Viet-Nam (COSVN).⁽¹⁾ Branching out horizontally from the PRP are its Front organization (the National Front for the Liberation of South Viet-Nam) and the Liberation Army. Both the NLF and the VC military units are directed and controlled by the PRP. ⁽²⁾

Party members hold key positions in Front organizations and make all policy decisions for the Front. All VC military units contain party organizations within them which provide direction through political officers who serve as the unit party secretaries.⁽³⁾ The VC local force units are directly controlled by the District and Village Military Affairs Sections.

(1) See "Hanoi's Central Office for South Viet-Nam" (COSVN), a background paper published by the U. S. Mission in Viet-Nam.

(2) See Viet-Nam Documents and Research Notes, Document No. 6 "The Peoples Revolutionary Party in Rural Areas. "

(3) See Viet-Nam Documents and Research Notes, Document No. 34 "The Party in Command, Political Organization and the Viet Cong Armed Forces. "

Figure 1 shows the hierarchical party structure from COSVN to village level; special attention is given in Section V to the varying city organizations.

Figure 2 depicts a typical province structure (Quang Ngai is the example used) including the many operating and support sections. Figure 3, however, provides a selected skeleton structure which includes those cadres whose loss would seriously affect the continued operation of key Party functions.

Figure 4 provides a picture of the regional division of South Viet-Nam using VC province boundaries. The two northernmost provinces have control apparatus that represent an exception to the structure depicted in Figure 1. VC Quang Tri and Thua Thien Provinces comprise the Tri-Thien-Hue Military Region which is further divided into four sub-regions whose Party Committees replaced the previous province-level Party Committees. The Tri-Thien-Hue Region Party Committee is directed by the NVA High Command in North Viet-Nam rather than by COSVN. In addition, the B3 Front and MR 5 may trace their military chain of command directly to Hanoi rather than through COSVN.

Theoretically the Party structure is paralleled at each level by similar organizations of the National Liberation Front although the only significant action agencies of the NLF are the Central Committee and its village level agencies; the Central Committee makes overtures on an international scale on behalf of the NLF; the village level front organizations attempt to mobilize the people in liberation associations. The associations most frequently found and most active are the Liberation Farmers' Association, the Liberation Women's Association, and the Liberation Youth Association. There are recent indications that the NLF is being deemphasized by the Party except at the Central Committee level. From the hamlet level on up a fresh attempt is being made to foster elected governmental councils and appointive committees

to be known as People's Liberation Committees. A number of these committees have been formed at hamlet and village level. The status and structure of these committees is considered in Section III.

As the Party cadres gain power over the villages they begin to regulate all aspects of each resident's life. Movement to and from GVN controlled areas is strictly monitored; government papers and identification cards are frequently destroyed; government administrators are neutralized or executed and replaced by elements of the Party structure; heavy taxes are levied; fortifications are constructed in order to establish "combat villages"; the Military Affairs section organizes local guerilla forces; the youths are urged or forced to join the Liberation Youth Association or the People's Revolutionary Youth Association; through propaganda and indoctrination, leaders are recruited and trained to act on behalf of the Party and/or the Front; men are recruited or drafted for the Liberation Army; news media are strictly controlled so that all events are reported from the Party's point of view; security agents control visitors and prosecute "spies"; villagers are forced to house and feed VC troops as they move through the area; women are urged to participate in face-to-face struggles (demonstrations against GVN authorities); families of ARVN soldiers are constantly plagued to order their men back home; villagers are forced to provide bearer services for supplies and ammunition; and a constant barrage of propaganda vilifying "the American imperialists and their Saigon puppet government" is repeated so often even by school children that neither free thought nor free action seem possible.

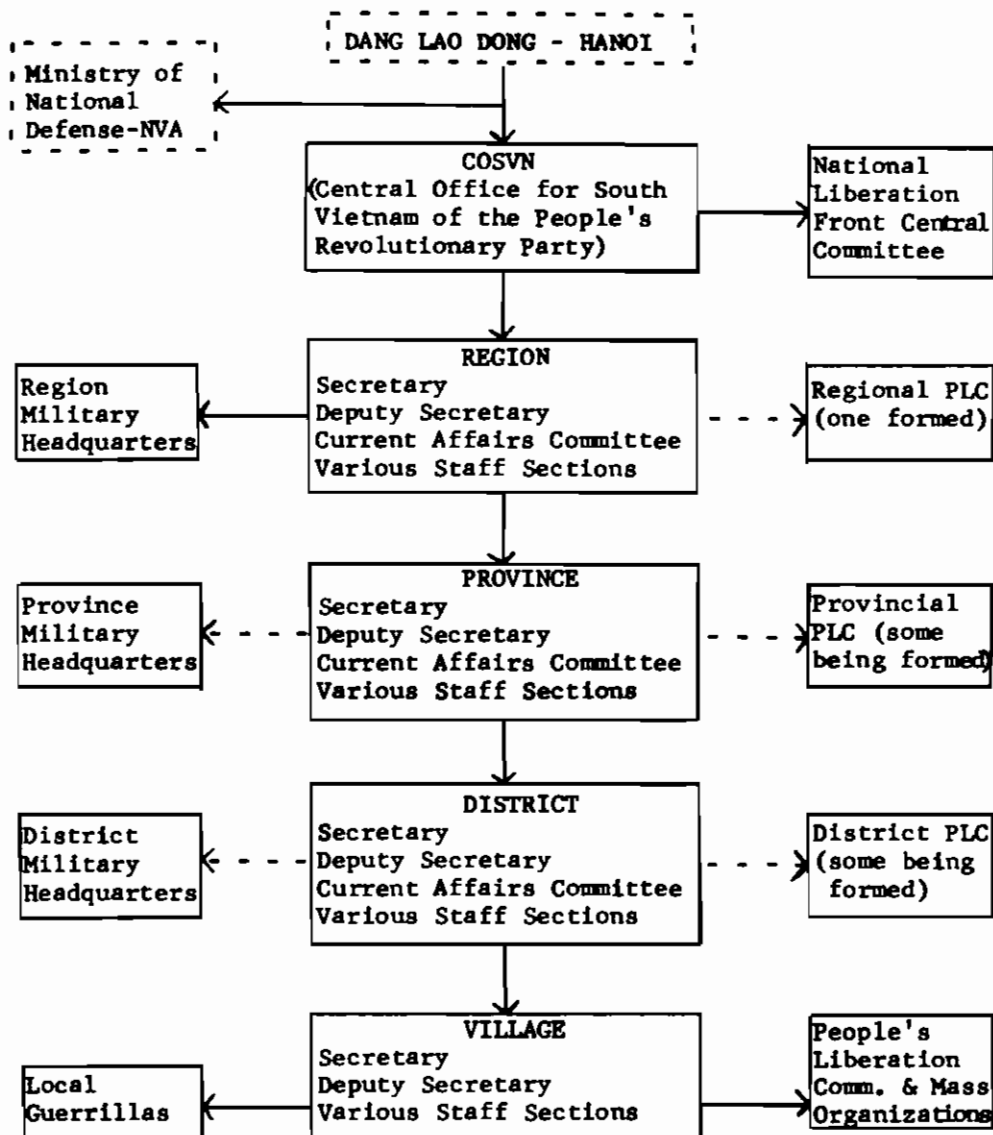


FIGURE 1. Vietnamese Communist Organization for South Vietnam

QUANG NGAI PROVINCE PARTY COMMITTEE

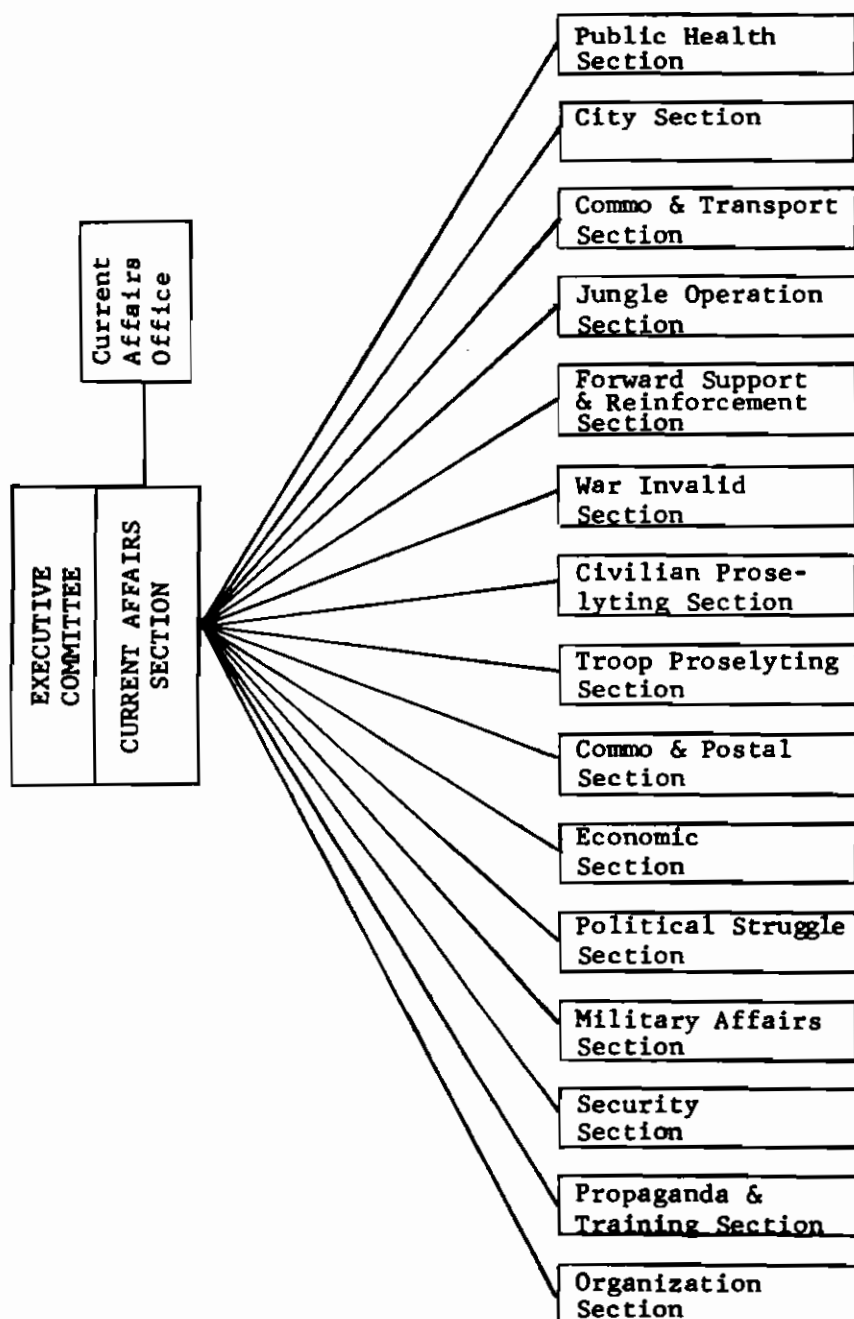
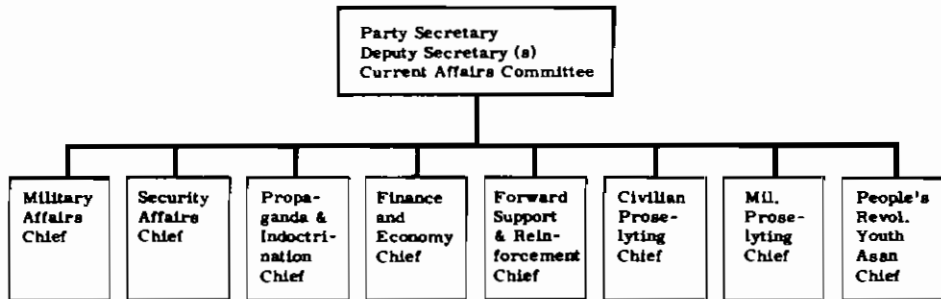


FIGURE 2

* Important Cadres at Region, Province, District, and Village Level



Mass Organization Cadres of Significance (Party Members)

Liberation Farmer's Association Chief	Liberation Women's Association Chief	Liberation Youth's Association Chief
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NOTES:

The Current Affairs Committee = Secretary + Deputy Secretary (s)
+ a varying number of the
trusted Section Supervisors

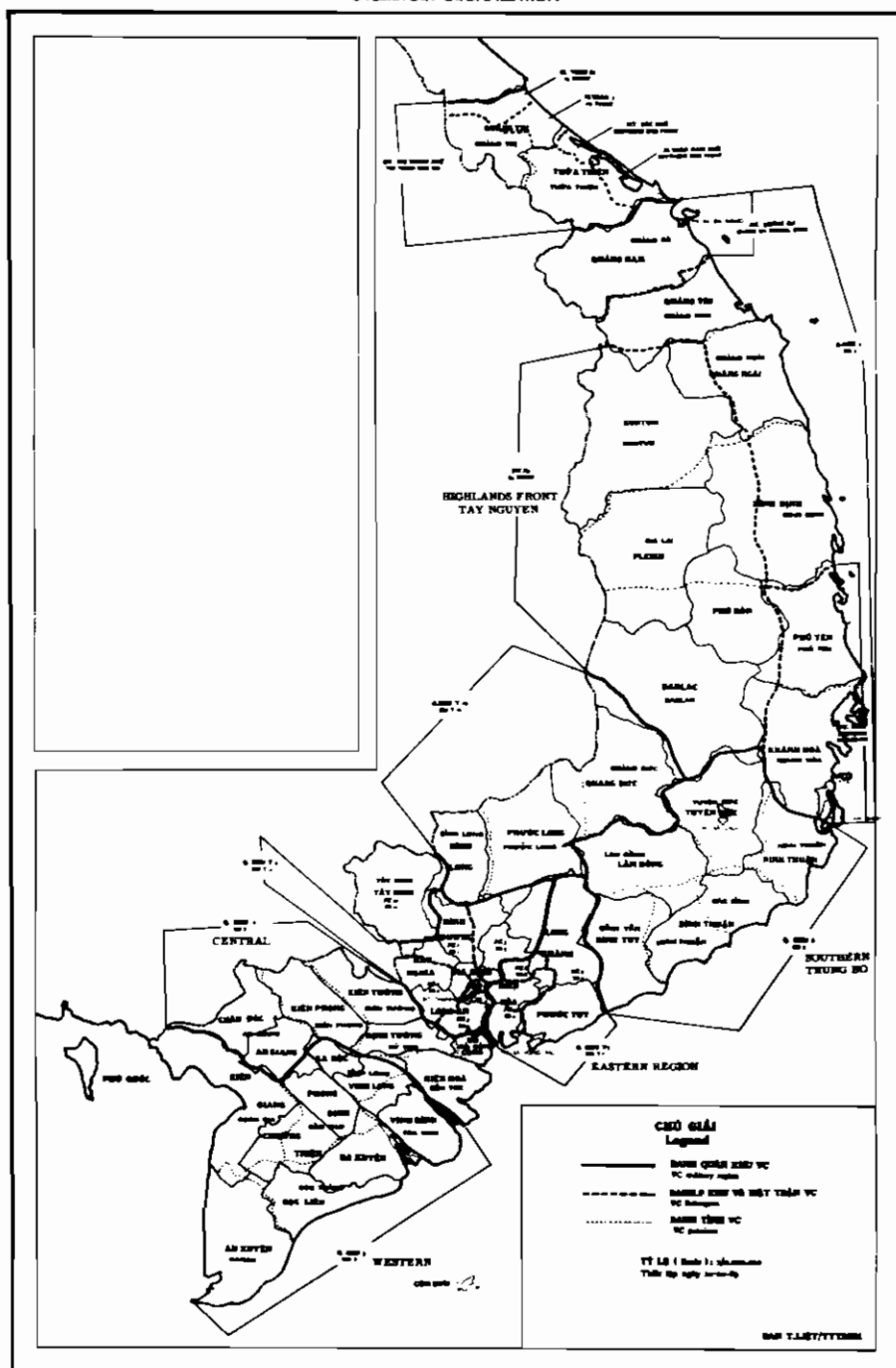
The Party Committee (Executive Committee) = Secretary + Deputy
Secretary (s) + Chiefs of each
Section

The Party Chapter = The Party Committee plus all other party
members.

* These Party cadres are very likely to hold corresponding jobs as
section chiefs in the People's Liberation Committees which are
discussed in Section IV.

FIGURE 3

TỔ CHỨC LÃNH THỔ VC
VC TERRITORY ORGANIZATION



Section II

Some General Operating Patterns of VC Political Cadres

A. General Patterns

1. Directives normally proceed from province level to district to village by established commo-liaison routes.

2. Village, District, and Province Party Chapters each normally will have one meeting per month. The Current Affairs Committees at each level, however, meet very frequently to carry on the day-to-day operations. In strong VC areas Village Chapter meetings may be held at a regularly scheduled time, in some areas between the 20th and 25th of the month. The Village Party Secretary's monthly report will often be forwarded to District about the 25th of the month. Commo-liaison cadres have information about meetings a day or two in advance.

3. Most VC cadres have caches in which they hide whenever an alarm is given. Except for unusually elaborate tunnels (more likely to be found at Province or Region level) these caches can seldom be used for more than 8 hours, especially during the rainy season. Any time a GVN force remains in a hamlet where cadres are hiding in caches, those cadres who have not been captured by the second day will almost certainly have escaped from the area.

4. Many villagers have built their own bunker shelters in or near their houses. Many are made of earth and are mound-shaped. Some have been discovered to have a small crawl space in the roof where VC cadres hide during sweeps.

5. Whenever a cadre is arrested or rallies the important Party Committee members immediately move from one hamlet to another or one village to another within the district. They would not normally move to a contested or GVN area.

6. In many areas District cadres are assigned as roving inter-village directors for three or four villages. As a defense mechanism against attacks on the village infrastructure this inter-village cadre is ready to assume control for the VC of the villages whose Party Committees may be neutralized. Chiefs of less important Province sections sometimes perform a similar function for a number of districts. It is quite common on the village level for one cadre to concurrently hold more than one position.

7. If villages are pacified one-by-one, the District can be expected to counter with local force attacks on the GVN unit stationed in the village. When several villages in a district are pacified at the same time, the VC District apparatus is stymied for lack of adequate troops.

8. High level Province and Region cadres seldom leave their remote base of operation to enter hamlets or villages. If they do, their visits are usually well coordinated so that they are afforded maximum protection. Normally, the District level cadres travel to the Province and Region base areas to report to their section superiors or the Party Secretaries. Section chiefs who do leave the province base areas are usually accompanied by one bodyguard and would not normally be gone for more than 10 days. Members of the Province Current Affairs Committee who leave the base area are accompanied by two bodyguards. A Province Party Secretary may be preceded by a squad of commandos, accompanied by bodyguards, and covered in the rear by another squad.

9. Warning signals employed by villagers to alert Party cadres of impending GVN operations include: a woman calling her child in a special way; a woman wearing a special outfit; banging on pans in a prearranged manner; beating on hand rattles or wooden fish.

10. The lowest level cadre who would possess information about the identities of Province Current Affairs Committee members would be the District Party Secretary or his deputy. Village Party Secretaries know the members of the District Party Committee.

11. Attacks on minor military posts are usually approved by or ordered by the Province Current Affairs Committee. Major attacks against larger targets are directed by Region level cadres.

12. Provincial Party Committee members and higher normally have a radio and a hammock made of North Vietnamese parachute cloth.

B. Patterns of Infrastructure Actions

1. Day by day activities and habits of the important political cadres vary according to the amount of security in the area of operation. In strong VC areas the Village cadres may live in their own houses during the daytime but still change sleeping places every night. Province and District level cadres as a general rule do not reside with their own families. A District Party Secretary, for example, is likely to operate from the strongest VC hamlet in the most "liberated" village in his district. He will probably alternate sleeping in three or more different houses on successive nights. Each of these houses will have a secret cache in the floor, yard, or orchard where he can hide when necessary. Even in strong VC areas, the Province and District Committee members are most likely to operate from remote base areas, however.

2. In weak or contested VC areas, cadres can be expected to carry on their functions only at night and seldom for more than one hour in any given place.

3. Reports are rendered to section chiefs quite frequently (every three or four days). Each section chief normally prepares a monthly report in three copies; for example, on the village level a Village Section Chief forwards his monthly report to the Village Party Secretary, one copy is retained in the village files, one is used by the Village Party Secretary, and the third is forwarded to the District Section Chief. Reports are generally handwritten on plain paper without any standardized format.

4. Meetings involving high level cadres are held in the remotest hamlet of a strong VC village closest to a retreat base area. The hamlet and surrounding area would be riddled with underground caches. Normally a platoon or more of guerrillas forms a protective ring around the hamlet during the meeting to engage GVN forces long enough for the cadres to escape. A common warning signal is two shots when GVN forces are approaching in the distance. Guerrillas may fire and attempt to lead attacking forces away from the meeting area, using themselves as decoys.

5. In several hamlets, residents have been forced to memorize precise responses to GVN search teams:

Example:

Question - "Tell us which families hide the VC cadres so you won't be implicated."

Memorized Answer - "There are only Vietnamese living and earning their living here. The VC never come here."

Question - "Do you know where _____ and _____ live?"

Memorized Answer - "I don't know and I have never heard of those names in the village."

6. Tax receipts are issued by VC. They are usually hand written but not necessarily in a specific format.

7. Important cadres (Province or District level) are likely to travel with personal bodyguards (usually two) and carry a concealed pistol. District Current Affairs Committee members and higher will be armed with more sophisticated small arms than other District Party Committee members and lower cadres.

8. In contested or GVN villages where members of the Village Party Committee were previously arrested, District cadres often visit at night with support from full time guerrillas to collect taxes, threaten and/or reeducate families of GVN soldiers.

9. Commo-liaison cadres are seldom trusted with really important documents. Section chiefs or higher level cadres carry important documents personally.

10. A trend toward decentralization of Party controls has been observed nationwide. Lack of trained leadership on the lowest levels has been aggravated by directives to transfer more political cadres to military units. A widespread pattern to compensate for these conditions involves the use of District Committee Cadres to supervise inter-village sections (clusters of 3 or 4 villages) with some authority to make decisions affecting village Party activities. In one Delta province, even the Province cadres were forced to work directly with the villages after Tet left the District organization seriously impaired.

11. Since there are many abandoned houses in many hamlets, Village Committee members often alternate among the abandoned houses as meeting places, sleeping quarters, and hiding places.

12. Cadres often arise as early as 0430 hours to cook breakfast before smoke can be spotted. They remain concealed until after 1000 hours since sweep operations normally occur at dawn if they occur that day. Cadres delay beginning Party business until late morning or afternoon.

13. Travel passes in one province are written on a quarter sheet of onion skin paper with straight handwriting and have a five digit number. The first digit added to the last digit will equal 10 (issued on odd numbered day) or 11 (issued on even numbered day).

Section III

Tasks of Viet Cong Cadres

Province Party Secretary

Function: Responsible for directing all VC operations in province. Receives reports from all Province Party Committee members and initiates policies as directed by Region. Formulates specific directives for implementing COSVN policies. Senior member of the Province Current Affairs Committee. Often serves as a member of the Region Party Committee.

He Controls: All PRP members in his province. Directly communicates with the Deputy Secretaries, other Current Affairs officers, and all Province Section Chiefs. He exercises closest personal supervision over the Military Affairs and Security Affairs Sections.

He Reports To: Region Party Secretary and Region Current Affairs Committee.

Mode of Operating: The Province Party Office is located wherever the Province Party Secretary is. He, along with his Current Affairs Committee, is normally located in the most remote base area of his province, e. g. in the mountains or jungle, and moves sporadically. His section chiefs are normally spread out but not too far away. In some provinces the most important section chiefs report orally to the Province Party Secretary every Monday while other section chiefs report during the week. If he leaves his base area (very seldom does), he will be accompanied by two armed bodyguards and often will be preceded and protected from the rear by a squad of commandos. No attacks on important targets in his province would be launched without his approval or initiation. He is visited in person by the District Party Secretary or Deputy Secretary once a month. The Province Party Office area will

normally be protected by large numbers of local force troops. The regular monthly meeting of the Current Affairs Committee takes place during the time of full moon when no night operations are being launched. The Province Secretary devotes much of his time to studying reports and district operating procedures. When he attends a Region meeting he may be gone as long as 15 days.

Information He Should Have: Names (including aliases) and probable locations of the Region Party Secretary and Current Affairs Committee plus most of the Region Party Committee. Names of the entire Province Committee with probable locations of each member. Names of all District Party Secretaries and Deputy Secretaries. Region and province operating plans. Directives from Region and COSVN.

District Party Secretary

Function: Important operating level chief who translates Party policies and directives into specific actions. Provides the indispensable link between COSVN, Region, Province levels and the villages. Senior member of the District Current Affairs Committee. Personally guides the activities of District Section Chiefs and receives reports from them and his Village Party Secretaries. Coordinates all military operations in his district and may give direct orders to the District Military Unit.

He Controls: All District cadres and Village Party Secretaries.

He Reports To: Province Party Secretary. Normally he will travel to the Province Party Secretary's secret office in person once a month.

Mode Of Operating: Presides over a District Party Committee meeting once a month on a fixed day. The District office normally operates in the same village or base area but moves infrequently to a different house or different hamlet. Office moves whenever there is a defection or capture of village or district cadres. The District Secretary is quite likely to carry a pistol and often is accompanied by an armed bodyguard. When a village is in the process of being pacified by GVN, the District Secretary briefs the Village Party Secretary on appropriate actions. When the District Secretary leaves his own village to operate somewhere else the liaison agents are told where to forward his messages. If one of his Village Committees is wiped out, the District Secretary appoints a District cadre to handle that village's affairs for the VC. The remotest hamlet of a strong VC village closest to a retreat base area in the given district is the most likely place for members of the District Committee to reside. A local force company or platoon of VC Regulars is likely to be stationed in that vicinity. Such a hamlet also serves as a station stop for Province or Region cadres. Meetings are held in these hamlets and they are riddled with underground caches. Members of the District Committee do not normally sleep in the same house. The Secretary normally does not sleep in the same hamlet where his family lives and he usually has three or four houses to sleep in on alternating nights. He will normally travel to Province headquarters once a month.

Information He Should Have: Names and probable location of Province Party Secretary and Province Party Committee members. Names and probable locations of all District cadres and all Village Party Secretaries. Operation plans for his district and the province.

Village Party Secretary

Function: Responsible for the implementation of District orders in his village. Receives reports from Village Section Chiefs and forwards a monthly report to District. In charge of all village activities; exercises final authority on use of village guerrillas and usually attends Military Affairs Section meetings. May additionally serve as Chief of one or more staff sections.

He Controls: All Village Cadres and Hamlet Party Secretaries (wherever PRP hamlet organizations are large enough to have a Hamlet Party Chapter).

He Reports To: District Party Secretary.

Mode of Operating: The Village Party Secretary may have brief meetings with his Section chiefs as often as every three or four days. He normally presides over full Party Chapter meetings about once a month. Normally resides in the most "secure" hamlet in his village although he may move his office frequently. Liaison cadres normally know a day in advance where he will be. He keeps all of the village records and documents and may often carry documents in a small plastic bag. He attends District Party Committee meetings and may make frequent contacts with District cadres. He normally stays apart from his family and maintains as many as three different houses to sleep in, each of which has caches to hide in either in the house, yard, or orchard. Some Village Secretaries, especially during the dry season, may sleep in a hammock stretched out in the woods or in an orchard. The Village Secretary often travels alone to visit various cadres in his hamlets. Quite often he meets them in their paddy fields where they are working. The Village Party Secretary is the most important man in the village and is probably known by the majority of the adult residents. If there is a People's Liberation Committee in his village, its chairman is likely to be the Party Secretary's Deputy. Village Secretary is notified in advance when VC troops come to

the village to be supplied. He notifies the Military Affairs Section but often does not alert the Rear Services Section until 2000 hours of the night the troops are expected. The Finance-Economy Chief usually turns the collected tax money over to the Village Party Secretary who is supposed to forward it to District. Sometimes a Village Secretary will keep 10% of the money collected for use in the village.

Information He Should Have: Names and probable locations of District Party Secretary and other District Committee members. Names and locations of all Village and Hamlet Party cadres. Village defense and escape arrangements for VC cadres. Operations plans for Village and District.

Deputy Secretary (Various Levels)

Function: The Deputy Party Secretary is the number two man in the Party at each level. If there is a People's Liberation Committee at his echelon he is very likely the Chairman of that Committee. If something should happen to the Province, District, or Village Party Secretary, the Deputy takes over. There may be more than one Deputy, particularly above the Village level. If this is the case at Province level then each Deputy usually supervises a number of staff sections and a geographic area which includes several districts. Where problem areas are discovered, the Deputy Secretary often heads a special study team of Section Chiefs which may move to the area for a week to examine the difficulty and propose solutions.

He Controls: Section Chiefs assigned to him; a geographic portion of the Province; special study groups.

He Reports To: Party Secretary at his level.

Mode of Operating: Day-to-day habits are generally analogous to those described for Party Secretaries at each level.

Information He Should Have: Names and probable locations of all Party and Front cadres at his level; names and probable locations of Party Committee members at the next higher level; operations plans at his level.

Military Affairs Section Chief

Function: At the lowest echelons (Hamlet and Village), he serves as Commander or Political Officer of the local force unit. At Village level he controls the Village guerrillas; at District he may be the Political Officer of the District Local Force depending upon the qualifications of his Political Staff. He coordinates all military actions with the Party Secretary at his level.

He Controls: Guerrillas at his unit level. Deputy and subsection chiefs.

He Reports To: His Party Secretary and the Military Affairs Chief at the next higher echelon.

Mode of Operation: At the Village level the Military Affairs Section Chief uses his guerrillas to provide a joint sentry and warning system. Watch is kept on the PF outpost stations. Guerrilla posts generally face canal and road accesses and RF/PF outposts. The Village Military Affairs Chief uses his men in combined actions under the leadership of an inter-Village or District cadre. He uses his guerrillas to invite the people to VC meetings. He coordinates visits to the village by Regular VC troops, utilizing his Rear Services sub-section. He is often the operational supervisor of the Youth Groups recruited to transport equipment and evacuate wounded VC troops. The District Military Affairs Chief controls the sapper platoons in his district as well as the district local force units. He is responsible for supplying replacements and ammunition. The Province Military Affairs Chief has overall supervision of military operations in the province and has three staff subsections to accomplish the job (see attached diagram); his Military Staff, Political Staff, and Rear Services Staff. Through this staff he plans operations, develops the armed forces, trains province units, and exercises responsibility for supplying and

Military Affairs Section

Province and District Level

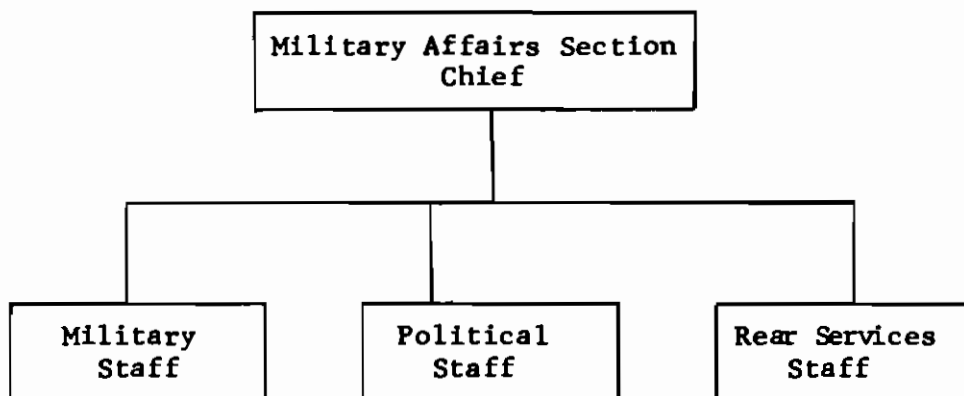


FIGURE 5

equipping of all armed forces in the province. The Village Military Affairs Chief is often a member of the Village Front Line (Forward) Supply Council and is usually in charge of the recruiting subsection as well. He normally has his own secret cache to hide in during sweep operations and probably does not know where the Village Party Secretary's secret cache is although he does know the hiding places of all the Village guerrillas. The guerrillas may sometimes know where the Military Affairs Chief's cache is but there are Party guidelines against their having this knowledge. If a Village Military Affairs Chief rallies or is captured he is usually replaced by one of his guerrilla squad leaders. The Village, District, and Province Military Affairs Chiefs are always in close contact with their respective Party Secretaries and the Military Affairs Chief of the next higher echelon.

Information He Should Have: Locations of all arms and ammunition caches belonging to his Committee. Names and probable locations of all Party Committee members at his level plus the name and possible location of the Military Affairs Chief at the next higher level. Knowledge of impending military operations. Names and locations of his guerrillas (Village level). Names of the agents working for the Military Proselyting Section in GVN military posts within his jurisdiction.

Security Affairs Chief

Function: At the District level: sets up and guides Village Security Sections; investigates enemy spy action in his district; conducts investigations that cannot be handled by Village Security cadres; interrogates, prepares suspects' dossiers, gives judgments, transfers prisoners to higher levels; establishes lists and dossiers of enemy administrative and military personnel as well as reactionary persons in the District; maintains file on

District residents working for GVN in other areas; in liberated areas, maintains a jail. At the Village level the Security Affairs Chief also selects a secret informer for each hamlet. In contested or GVN areas Security Chiefs direct activities of penetration agents and other underground agents.

He Controls: His section and Security Affairs Section Chiefs at the next lower echelon. At Village level he controls the secret informers placed in each hamlet and often has a direct connection with the Village guerrilla unit.

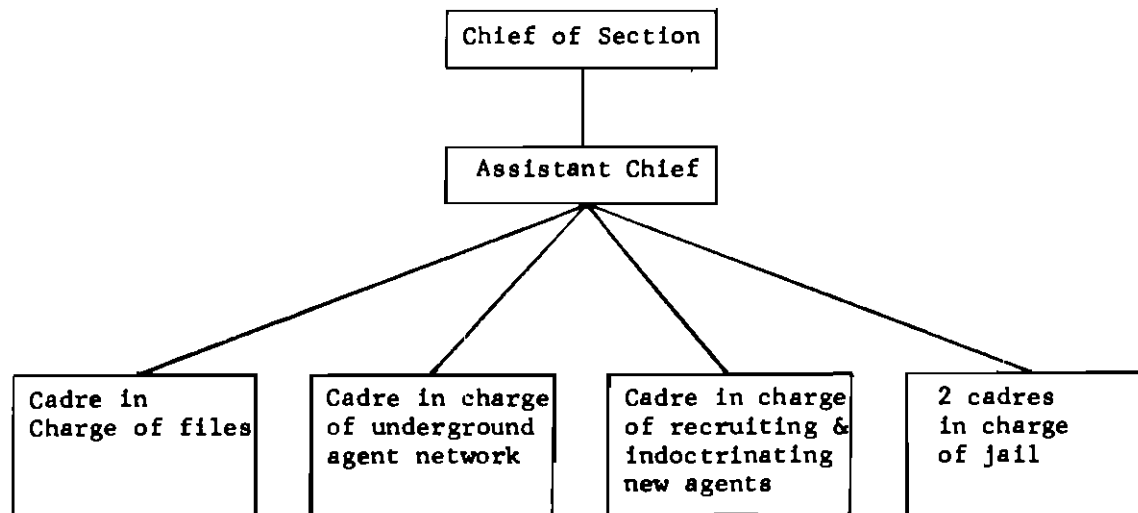
He Reports To: Security Affairs Chief at the next higher level with general coordination of the Party Committee Secretary at his own level. The Security Affairs Section Chief is the only section chief who may report directly to the Section Chief at the next higher echelon, sometimes bypassing his Party Committee Secretary.

Mode of Operation: The Village Security Affairs Chief will normally have an assistant and various cadres in charge of different functions (see attached chart). Most of the villagers will know the Security Chief but they will not know the identity of the informers he has watching activities in each hamlet. Even the Village Party Secretary will not know who these informers are. The Security Affairs Chief will get reports on all strangers and traders. He and his cadres are responsible for maintaining order in liberated villages and will often maintain a jail in one of the homes in the village although any important prisoners are quickly transferred to District or Province. He watches particularly those people who have relatives working for the GVN and even talks to GVN officials to try to persuade them to quit the GVN. If he finds it necessary to arrest suspects, he usually is accompanied by two or three armed guerrillas. Principal punishment for GVN workers or sympathizers is a reeducation course. Security Affairs Chief normally presides over executions which

Typical Security Section

District & Large Village

FIGURE 6



have been approved by his superiors and are often carried out publicly with some show of a "trial by the people." He also handles ordinary lawbreakers by sending them to re-education courses and trying them publicly before the people. Village Security Chief makes frequent contacts with District Security Cadres. He also assists in persuading people to pay taxes and young men to enlist. In a completely liberated village he might live with his own family; in other cases he sleeps in different places each night. He maintains his own secret hiding places and disappears at the first warning of a GVN sweep. The Security Chief might know one or two days in advance when VC troops would be coming into his village and must be certain that his suspects do not warn the GVN officials. Province and District Security Section cadres make visits to Village Security Sections. Province Security Cadres carry papers to verify their positions but when capture is imminent they will try to hide the papers. District and Province Security Sections are likely to maintain a house as a jail.

Information He Should Have: The names and probable locations of all Party members at his echelon. The names and general operating territory of Security cadres at the next higher echelon. Names and locations of his secret informers. Names and locations of his penetration and underground agents. Names and locations of Security Section Chiefs at the next lower echelon. If VC troops are in the immediate vicinity he will know about them.

**Forward Support and Reinforcement (Front Line Supply)
Section Chief**

Function: Mobilize all material resources (food supplies, weapons, ammunition) and manpower in the area of responsibility. Coerce youth to join the army and recruit "volunteer" labor (forced to work for one, three, or five months). Apportions supplies to be collected from next

lower echelon. Supervises production levels and manpower levies. Reports discrepancies between requirements and actual accomplishments to next higher echelon. Regularizes the use of supplies and manpower by military units in coordination with Rear Services Section.

He Controls: His Deputy plus Subsection Chiefs and subordinate Section Chiefs.

He Reports To: His Party Committee Secretary plus the next higher echelon Section Chief.

Mode Of Operating: The Section Chief has daily contact with his Subsection Chiefs. Visits the next higher echelon Section Chief often to obtain assistance on special problems; usually travels alone. On the Village operating level many of the cadres from other sections are participants in the Village Front Line Supply Council. There must be close coordination with the Military Affairs Section, the Finance-Economy Section, and the Civilian Proselyting Section. Information on the Front Line Supply Section Chief may be obtained from these other sections -- he may well be chief of a number of sections and sometimes is the Party Secretary at Village level.

Information He Should Have: The amount of rice, ammunition, weapons, and troops levied on his echelon level for a given operation or annual requirements. Province Section Chief will know the requirements of troops dispatched by Region to operations in his province. Knows Party Committee members at his echelon and Section cadres at the next higher level.

Propaganda and Indoctrination Section Chief

Function: On the District level he heads an organization similar to that shown in the attached diagram. The Village level organization is not likely to be so elaborate nor to have as many cadres in it. Responsible for disseminating news and propaganda, indoctrination of villagers in party doctrine and procedures, entertainment, and education. Renewed emphasis has been placed on this function since the 1968 General Offensives. At Province level the Propaganda and Indoctrination Section is responsible for providing training courses for Province, District, and Village cadres, for publishing leaflets and posters, and distributing books and magazines.

He Controls: Each Propaganda and Indoctrination Chief controls the cadres in his section and provides staff direction to next lower echelon. Propaganda and Indoctrination cadres.

He Reports To: Each P & I Chief reports to his echelon Party Secretary.

Mode of Operating: Writes reports on Party members' thoughts and the development of Village Chapters. Writes pamphlets, draws posters, and develops printing plant (some duplicating apparatus) capability. Duplicating machinery usually maintained at the District or Province P & I Section Office. Develops cadres' use of megaphones, encourages them to write slogans and sew flags. Village level section chief will very often participate in indoctrination sessions himself and will normally be an excellent speaker. He will attempt to persuade the village youth to enlist, villagers to pay their VC taxes, and generally provide the propaganda assistance which will help the other Party sections to accomplish their missions. The Village P & I Section Chief sends a report to the District P & I Chief at the end of each campaign. He seeks appropriate teachers for elementary schools and provides VC "textbooks." An important recent mission is to persuade

Propaganda & Indoctrination Section
Typical District-Level Organization

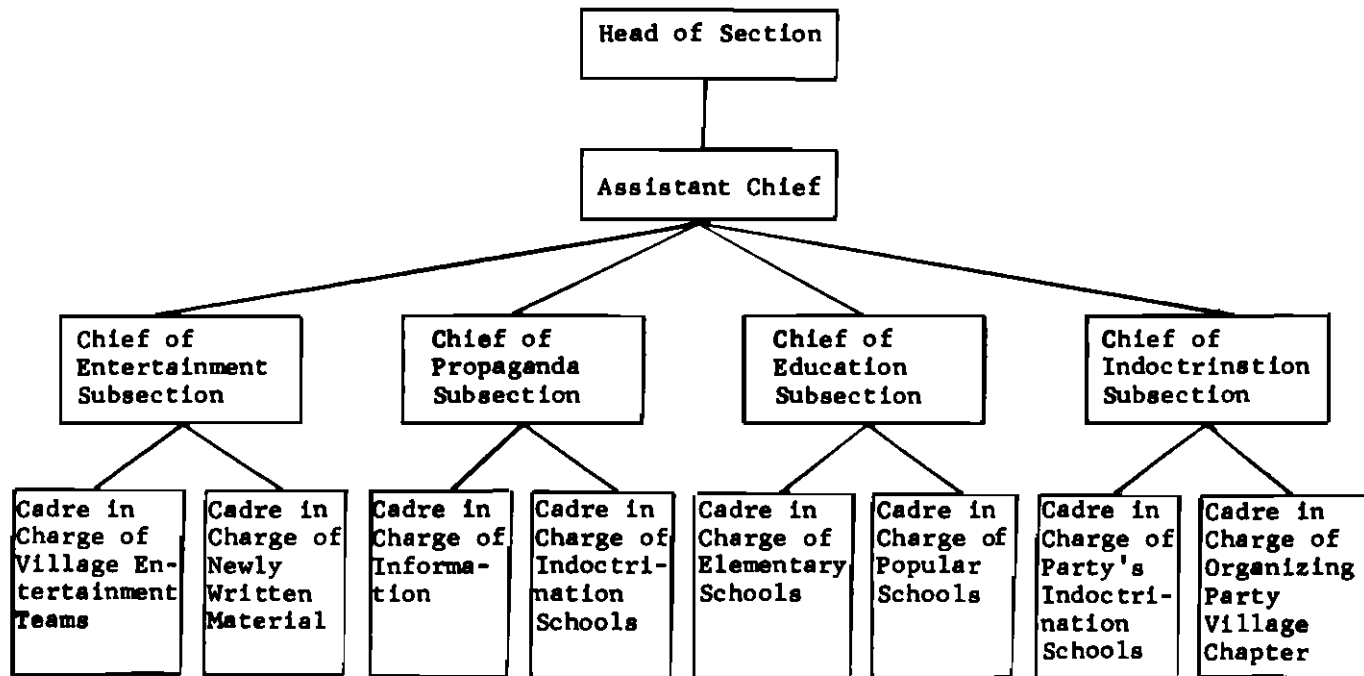


FIGURE 7

the people to remain in or return to "liberated" villages. He is very active in the current drive to establish People's Liberation Committees.

Information He Should Have: Village P & I Chief - Names and probable location of Village Party Secretary and all other Village Committee members, plus the name and possible location of the District P & I Chief. The District P & I Chief - Names and probable location of District Party Secretary and all District Party Committee members, plus the names and probable locations of all Village P & I chiefs in his District. Province P & I Chief - Names and probable locations of Province Party Committee members plus the entire P & I structure throughout the Province.

Finance and Economy Section Chief

Function: To collect taxes and coordinate with Forward Support and Rear Services sections. Region level determines tax rate; Province levies amounts by District; District determines amount to be collected by each Village; District and Village supervise the collection. Manages bond programs, fund drives, borrowing schemes. May manage local VC businesses.

He Controls: Members of his section; exercises staff direction only for next lower echelon. At Province level, where the organization of the Finance-Economy Section is large and complex, the Section Chief directs the activities of several subsections including production, finance, resources, and subsistence.

He Reports To: His Party Committee Secretary as well as to the Finance-Economy Section Chief at the next higher echelon.

Mode Of Operating: The tax collection function of the Finance-Economy Section Chief at Village level makes him vulnerable to identification and capture. A typical Finance-Economy Chief in a Delta village is likely to be a Party member and a member of the Village Party Committee. If he lives in a "liberated" village he probably stays with his own family. Most of the villagers know who he is. He is told by District through his Village Party Secretary how much tax to collect from each family. He is provided with a receipt book which usually has the names and amount of taxes already filled in. If he personally collects the taxes he may be accompanied by one of his section cadres and if other section members do the collecting they usually operate in pairs to lessen the chance of embezzlement. A typical Finance-Economy Chief at the Village level does not hang on to large sums very long but passes the collected taxes directly to the Village Party Secretary as soon as possible. In many villages the Party Secretary passes by the home of the Finance-Economy Chief almost daily so contact is relatively easy. The Finance-Economy Chief normally has in his possession a tax receipt book and money collected but not yet turned in. He may also have tax lists, census and production data, inventory logs, income and expenditure ledgers. People often pay in installments. In the Delta villages, taxes are usually collected at harvest time, often over a two month period. Those who pay in rice turn the rice over to the rice merchants with whom the Finance-Economy Chief has made arrangements. District conducts tax policy indoctrination courses for Finance-Economy cadres once a year, usually in December. The District Section examines the classification of rice fields, production figures, etc., provided by the Liberation Farmer's Association, to determine tax rates. The tax money goes from Village to District to Province to Region to COSVN. In some cases Village Party Secretaries remain 10% of the tax collected for use in the village. In non-liberated areas taxes are collected at night. Agents in

a given village or hamlet often provide a signal (flashlight, lighter, matches) to notify the tax collectors that it is safe to enter the village. Taxes are collected in the cities from most of the business firms. The Finance-Economy cadres are assisted by members of several other sections in the task of encouraging, persuading, or inducing the people to pay taxes.

Information He Should Have: Village Finance-Economy Chief knows the Village Party Secretary and how to locate him; he knows all of his section cadres; village tax statistics; other Village Party Committee members; the name and probable location of the District Finance-Economy Chief, District, Province, and Region Finance-Economy Chiefs at the next lower and next higher levels. The higher the echelon of the Finance-Economy Chief, the more information he will have on the financial status of the VC organization.

Village Liberation Farmer's Association Chief

Function: Serve as example and director of production work. Carry out the tasks of developing "combat hamlets" and "combat villages" by supervising the digging of trenches, sharpening spikes, planting mines, etc. Assist in arrangements for housing VC troops. Estimates production rates for his village.

He Controls: Members of his committee and Hamlet Farmer's Association cadres. May be the NLF Chairman and may control all the people's organization on the Village level.

He Reports To: Village Party Committee Secretary.

Mode Of Operating: The Village Farmer's Association Chief is very often a Party member and a Village Party Committee member. He is the most important person in the Village Front associations. He will normally live with his own family, even in a non-liberated area, and all of the villagers know who he is. He responds to the orders of the Village Party Secretary and may engage in a variety of Front activities from persuading people to pay their VC taxes to gathering youth and women for bearer duty. His cooperation makes possible the job of food supplying to VC troops. He may well pick up additional duties like gathering up and destroying GVN leaflets.

Information He Should Have: Names and probable locations of Village Party Committee members. If VC troops are expected in the area that night he may have information about their numbers. Village production figures.

Military Proselyting Section Chief

Function: Motivates ARVN and Allied troops to defect. Approaches ARVN dependents to mobilize them for troop proselyting activities. Attempts to place penetration agents in ARVN. Indoctrinates POW's and enemy defectors. Organizes "face-to-face struggles" against GVN. Increased emphasis placed on his troop proselyting activities since the 1968 General Offensives. In the Tri-Thien-Hue Military Region the function of Military Proselyting has been given full section status under the military headquarters.

He Controls: His Deputy Chief and Subsection Chiefs (Province level). At District and Village level the Section Chief controls the cadres of his own section.

He Reports To: The Party Secretary at his echelon as well as the Military Proselyting Chief at the next higher echelon.

Mode Of Operating: Village level proselyting sections are frequently most active in the vicinity of GVN controlled areas. A typical Military Proselyting Chief at District or Village level will train his section members to talk to ARVN families to persuade them to call their husbands and sons back home. He and his cadres make direct contacts with ARVN officers and GVN official into a penetration cadre who will provide information to the VC. In the rural areas, the Military Proselyting Chief often approaches the family of the commander of the RF or PF outposts to try to win him away from the GVN. He will try to set up secret proselyting cells in GVN areas among GVN officials, officers, and soldiers. He is often the organizer of face-to-face struggles, demonstrations conducted by women against GVN officials.

Information He Should Have: Names and probable locations of his echelon Party Committee members. Names and locations of his penetration cadres and collaborating GVN officials, officers, and soldiers. May know facts about VC POW camps.

Commo-Liaison Cadres

Function: Provide communications within and between each echelon of the Party. Select communication routes.

Report To: Commo-Liaison Section Chiefs report to the Party Secretary at each echelon.

Mode Of Operating: Commo-liaison agents at Region, Province, and District levels operate full time and usually carry sealed messages. Village level agents often operate only part time and often carry verbal messages. Commo-liaison relay stations are established in villagers' homes and usually change about once a month. A large village may be divided into four sections, each of which has its own commo-liaison station. Material is usually exchanged at points between stations, seldom at the stations themselves. Stations often provide secret trenches large enough to hide several people plus a storage area for secret material. The commo-liaison routes rarely use roads or rice field embankments. The routes cross main roads at specific points which the messengers usually cross only at dusk and often under guerrilla protection. The District Commo-Liaison Section is responsible for stations and routes within district boundaries. District and village agents may live with their own families or with other families. They often obtain the services of female undercover agents who have legal GVN papers. Routes may be changed two or three times a month. It is through the commo-liaison net that important cadres are able to make contact with each other, e.g., a District Party Secretary seeking to report to his Province Secretary will first make contact with a Province Liaison cadre who will lead him to the Province Commo-Liaison Chief who knows how to reach the Province Party Secretary. In general the Commo-Liaison Chief at each echelon knows how to reach that echelon's important cadres quickly. Commo-Liaison Section Chiefs coordinate transportation route requirements with Forward Supply, Finance and Economy, and Military Affairs Sections.

Information Commo-Liaison Cadres May Have: Commo-liaison stations and routes; schedules; security precautions employed along routes; immediate superiors and fellow workers; signs, codes, and other secret identifiers; origins and destinations of messages; types of

messages (documents, letters, money, etc.); VC letter box numbers; number of infiltrators and amount of goods passed along the route; movements of VC/NVA troops; use of radios or telephones. Only the higher ranking commo-liaison agents will be able to locate the more important Party cadres.

Civilian Proselyting Section Chief

Function: To appeal to religious leaders, minority group leaders, and the general population to join the mass associations of the NLF. Surfaced openly during Tet offensives to try to organize the general uprising in the cities against the GVN officials. Essentially, the recruiting function for all VC organizations both military and political. Often directly controls the Farmer's Women's, and Youth Associations. Extremely important in the recent drives to establish People's Liberation Committees.

He Controls: Members of his section and the leaders of the mass organizations plus the Civilian Proselyting Chiefs of the next lower echelon.

He Reports To: Party Committee Secretary in his echelon and Civilian Proselyting Chief at the next higher echelon.

Mode Of Operating: The District and Village Civilian Proselyting Chiefs are most important in persuading the people to support the Front. The Proselyting Section Chief attempts to involve every villager in a mass organization. He recruits young men for the youth organizations and for VC military units. He may conduct training sessions for village and district leaders in a nearby base area. He is most active in contested areas where he is likely to shift sleeping quarters every night. He may listen to Saigon Radio, BBC,

and Voice of America and read GVN and Allied newspapers to keep his superiors informed of exploitable events for the proselyting task. During major offensives it is the job of the Civilian Proselyting Cadres to rally the people for a general uprising against the established government. The Proselyting Chief operating in contested areas usually maintains a secret cave or other hideout where he can last several days. He is usually a good speaker, well-educated, and a highly indoctrinated Communist. In highly contested areas he may operate at night; often operates alone, especially since the 1968 General Offensives.

Organization Section (Region, Province, and District)

The Organization Section from COSVN down to District level is a small section serving a strictly administrative function concerning manpower and personnel. It maintains records on all cadre in the District, Province, etc., and provides information which is used by the various level Current Affairs Committees to determine promotion, transfers, nominations for People's Liberation Committees, and other personnel matters. The Organization Section is generally static, located at District, Province, etc., headquarters, and is basically a report receiving agency.

Section IV

People's Liberation Committees (4)

Following the early 1968 General Offensives, the VC organization turned top priority attention to the formation of a governmental structure (as distinguished from the Party structure already described) whose control by the People's Revolutionary Party would become covert rather than overt. Previous attempts to form such a structure by establishing Village Autonomous Committees had been relatively unsuccessful and in "liberated" villages the Party Committees exercised direct overt control over the people.

The new apparatus for governing VC-held areas includes the formation of People's Liberation Councils (sometimes called People's Revolutionary Councils) and People's Liberation Committees to carry on the day-to-day governmental functions of administering the hamlets and villages. By November 1968 large numbers of these committees are reported to have been formed at the hamlet and village levels. COSVN directives indicate plans for ultimately forming analogous committees at District, Province, and National levels. The NLF mass associations at the hamlet and village levels are often absorbed by the People's Liberation Committees as these are formed but the national level Central Committee of the NLF continues to claim to be the spokesman for the entire VC organization.

(4) For further details on People's Liberation Committee see Viet-Nam Document and Research Notes No. 47 "Peoples Revolutionary Administration: A Progress Report, and No. 52 "An Activities Plan for Village Revolutionary Administration".

The Civilian Proselyting Section of the Party Committees is most actively engaged in spearheading the "election" of People's Liberation Councils. The Proselyting Section utilizes the Farmer's, Women's, and Youth Associations in this endeavor. The first outward indication is likely to be widespread election training among the people. The Party screens all possible nominees for election guaranteeing that all key administrative posts will be filled by Party members, the majority of the Liberation Council members are Party members, and nominees are from the appropriate labor class. In every case the primary qualification for nomination is demonstrated service to the Party and loyalty to the revolution.

The general procedure in strong VC areas is to elect delegates to a village convention at hamlet level first. These delegates to the village convention elect the Village Council from among their own number (the hamlet delegates). The Village People's Liberation Council (numbering 15 to 35 members depending upon the size of the village population) elects the Village Liberation Committee from among its members. The Village Liberation Committee then appoints each Hamlet Liberation Committee from among the members of the Hamlet Liberation Council.

In contested villages the Village Party Chapter may attempt to appoint (under the direction of the District Party Committee) a Village Liberation Committee.

Since the People's Liberation Councils and Committees are controlled by the Party apparatus, they represent another attempt by the People's Revolutionary Party to exercise population control under the guise of democratic elections of "legitimate" local government. COSVN directives clearly state that the mission of the People's Liberation Committees is to intensify the well known three-pronged attack of the military struggle, the political struggle, and military proselyting.

A typical Village Liberation Committee might be organized as follows:

- (1) & (2) Chairman and Vice Chairman are in charge of Economy and Finance sections and Military Affairs.
- (3) Secretary (clerk) in charge of administrative affairs.
- (4) Member in charge of security.
- (5) Member in charge of information, education, and cultural affairs.
- (6) Member in charge of finance.
- (7) Member in charge of wounded, dead, social welfare and civil affairs.

The Liberation Committee is the standing Committee of the Liberation Council. The various branches (military, security, economy and finance, etc.) will generally be headed by the Party Committee members who are already heads of these branches in the Party organization. In general the basic policies will continue to be made by the Party Chapter members who will obtain "approval" for the policies from the Liberation Council which will then have the policies implemented by the Liberation Committee. Guidance from Party Committee experts will be "offered" to Liberation Committee members at every echelon.

Section V

Viet Cong Infrastructure City Committees

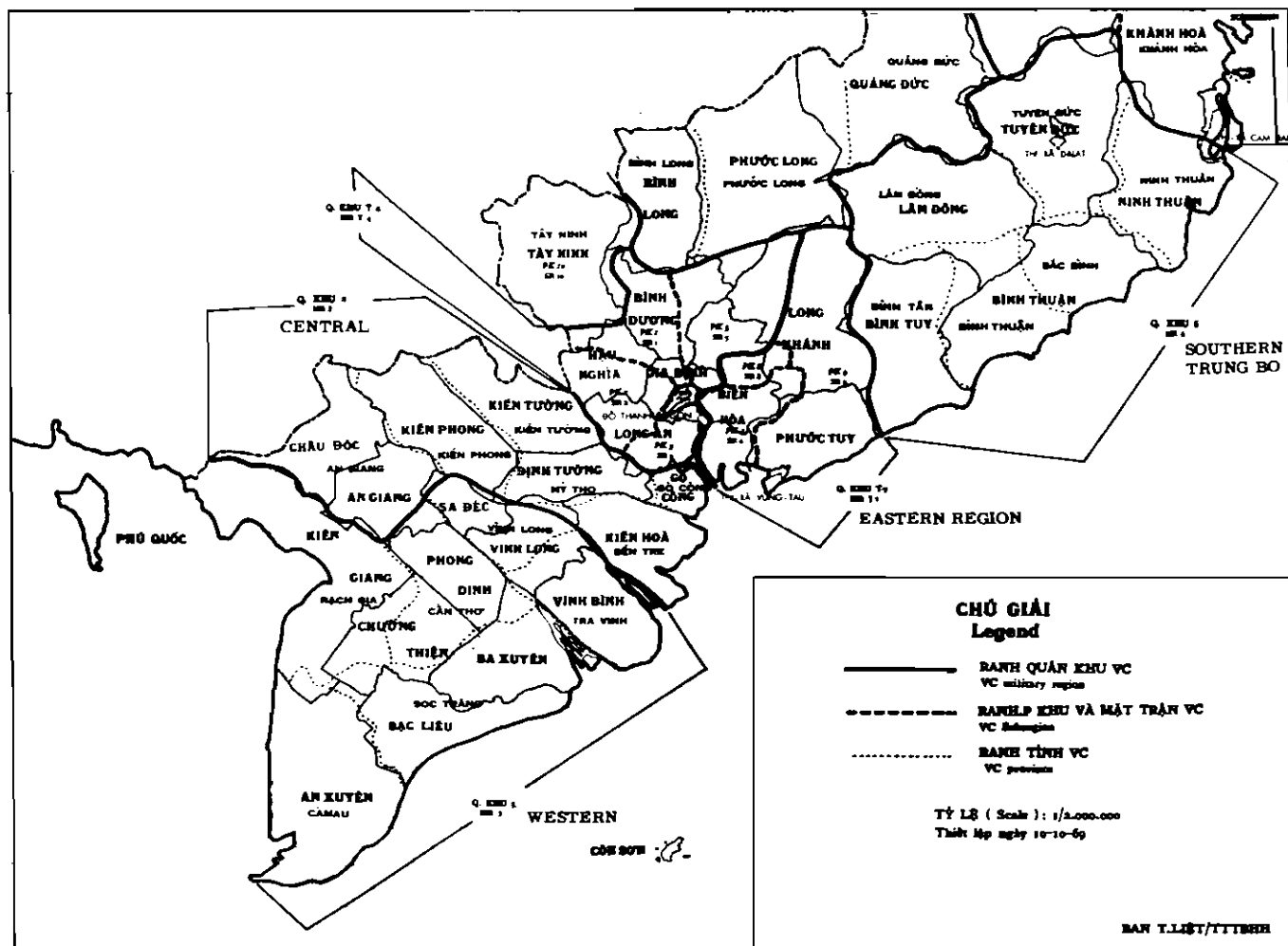
Urban Viet Cong infrastructure activities are shaped chiefly by the need for cadre to operate undetected in an environment wholly controlled by the GVN. Requirements for maintaining security at all costs have led in the past to lack of timely support and coordination, operational errors, and organizational awkwardness. Inconclusive results of the Second Offensive on the cities in May 1968 convinced the VC that a change was necessary, and they reorganized in June and July.

A. Current Urban Organization

The new organizational concepts permit increased capabilities and the use of larger numbers of people. While the simple, efficient three-man party cell is still relied upon as the basic building block, two or three cells may be formed into operating sections similar to those found at district level. A difference between city and district sections lies in the greater variety of activities normally required of city sections.

Excluding Saigon, Hue (two Committees), and Da Nang (three Committees), there is only one Party committee for each city. The City Committee (minus Saigon) reports to the headquarters of the province in which it is located except for Bien Hoa Committee which reports directly to the COSVN Current Affairs Committee.

Saigon now has a separate Party Committee in each precinct that reports to a COSVN Subregion (SR). Precincts 2, 4, 7 and 8 report to SR-3, Precincts 3, 5, and 6 report to SR-2, Precinct 9 reports to SR-4, and it appears that Precinct 1 reports to SR-5. Subsections of the various



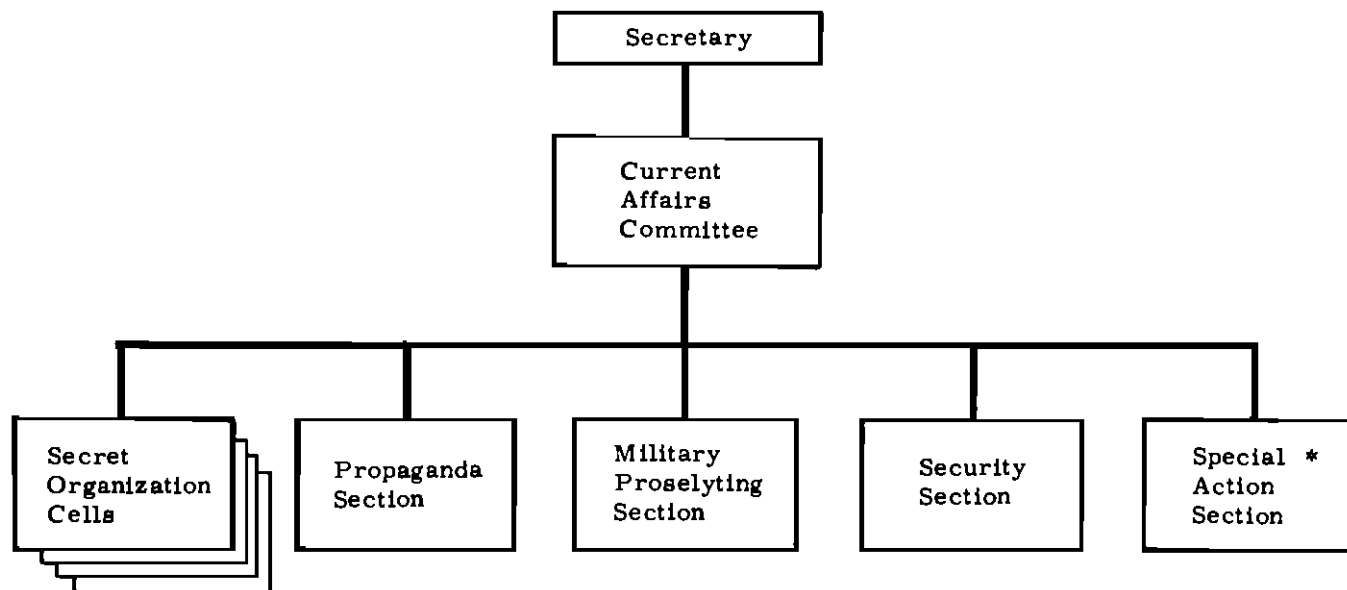
Subregion sections have been structured to control and conduct special activities in Saigon, such as tax collection, coordinating general offensive military operations, and infiltrating personnel and weapons. Day-to-day operations are managed by the Precinct Current Affairs Committees, with the Precinct Party Secretary reporting precinct activities directly to the Subregion Current Affairs Committee concerned, at least on a monthly basis, often on the 25th.

Figures 8, 9, and 10 present the organization of a Saigon Precinct Committee, an Autonomous City Committee, and a Provincial Capital City Committee.

B. Urban Missions and Functions

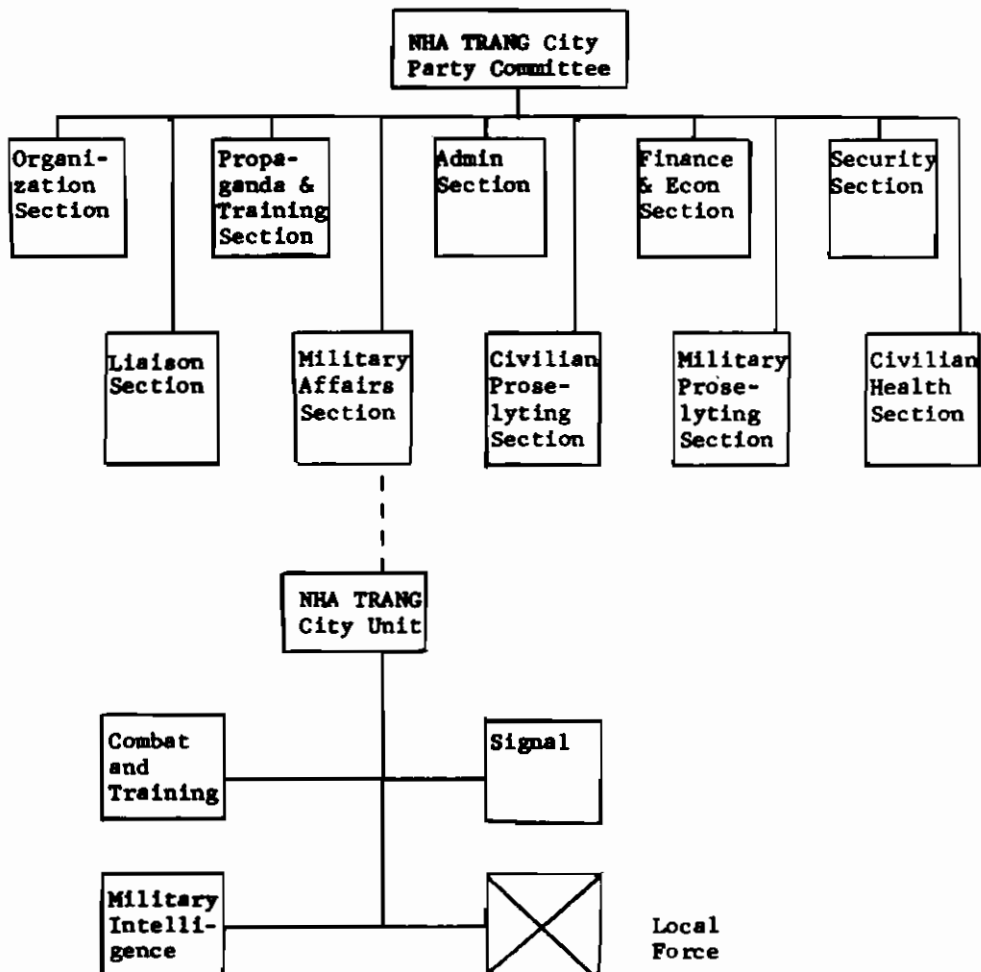
City Party Committees are supplemented by specialized Subsections and ad hoc committees from the next higher echelon as required. For example, coordination and operating committees are set up for general offensives and other large military operations involving city units. Inspection teams are available for troubleshooting problems, and cells may enter the cities for work in any area that requires augmentation of the city sections' efforts.

The various standard operating sections in the cities that are structurally similar to those found at district level have many functional similarities as well. Often, however, because of personnel restrictions and security requirements, a city section may have additional missions such as civilian proselyting, inciting struggle movements, or providing penetration agents, that probably would not be performed by a similar section at district. Again because of security requirements, City Section Chiefs or Deputies may personally perform duties that would be accomplished by less important cadre at District level.



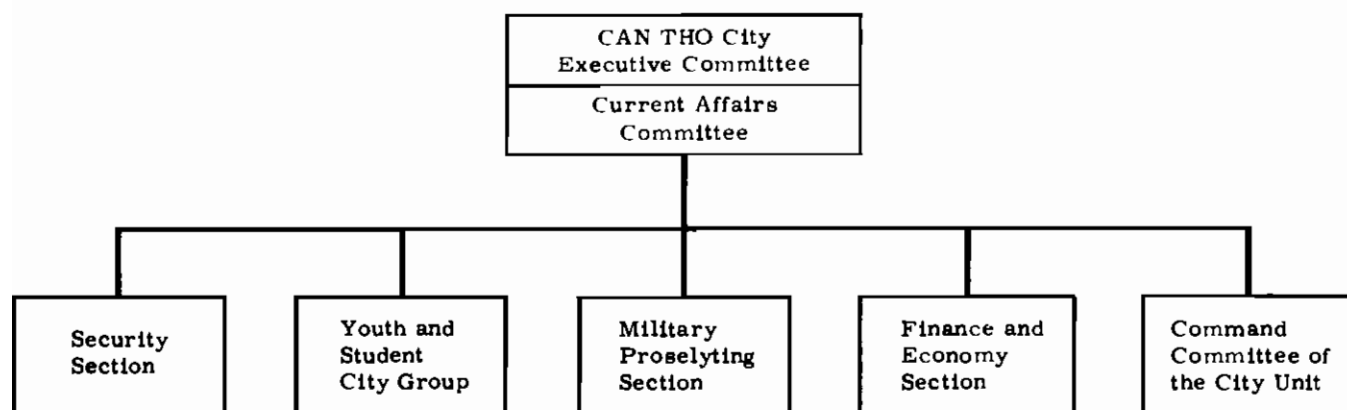
* Also called Military Affairs Section

FIGURE 8: Party organization, 2nd Precinct, Saigon (October 1968).



_____ Administrative and Operational Control
 - - - - - Coordination and Operational Guidance

FIGURE 9. Party organization, Nha Trang Autonomous City (February 1968).



Note: The party planned to organize a Farmers' Sect and a Women's Sect when personnel became available.

FIGURE 10. Party organization, Can Tho Provincial City (September 1968).

Saigon VCI operations are the most complex and clandestine of any in Viet-Nam. These operations include tax collection, proselyting, propagandizing, political indoctrination, popular education, combined information and reconnaissance, political struggle, and coordination and operating cells that move in and out of Saigon from Subregion Subsections. There are some Party Committee cells, such as civil affairs units, secret Youth Groups, and different types of penetration groups, that are permanently located in Saigon and move from precinct to precinct as progress is made or ground is lost. They report directly to Subregion through their own commo-liaison channels and appear not to have a lateral relationship, not even for logistical support, with the Precinct Committees.

In Saigon there are also the specialized cells that function subordinate to the Precinct Committees themselves. Secret organization cells abound in Saigon Precinct Committees and they may perform almost any activity from recruitment to assassination that is not assumed by a specific section. They may penetrate GVN and private organizations, may extort money from precinct citizens, may incite riots, and may distribute leaflets and other propaganda. They are assigned to a geographical area of the precinct and will form the nucleus for almost any required activity in their specific zone. Finally, there are the special temporary cells, subordinate to the precincts, that are formed on a task basis. One person from each of the sections may form a temporary unit with one of the secret organization cells to concentrate on a particular function in a specific zone. Other functions, such as civilian proselyting, inciting political struggles, propagandizing, and reconnaissance will be the responsibility of each person in the precinct organization as he makes his daily contact with the people, if there is no section to take care of such activities.

C. Urban Operating Patterns

1. Because the cities are controlled by the GVN and VC cadre must live there legally, the individual cadre is permitted to know only his own immediate cell members and organization. City cadre are instructed never to hold large group meetings in their areas of operation except during general offensives, when extraordinary coordination is required. Even in secret zone areas during training, city cadre must go to elaborate precautions to protect their identity and may wear cardboard or towels masks to hide their faces.

2. Normally, month-end City Party Committee meetings are held outside the city in the safe hamlet or rear area wherever the Committee Secretary is located. Meeting places of cells and sections located within city boundaries, however, are pre-arranged and appear to be a rather permanent nature. Use of the main place or any of the five or six alternates will always depend on the current local situation. Meetings will often be held in a snack bar, soup shop, physician's office, or other crowded public place at 0700 hours in the morning or 1800 hours in the evening since, to avoid arousing suspicion, cadre generally move during the rush hours used by normal city workers in the cadre's operating area.

In restaurants and other public places persons who seem to have nothing to do are met and engaged in short conversations by a series of people one after another. The person who is met is likely to be a cell or section leader or other important person.

3. Though proselyting and "enemy" organization penetration has long been one of the VCI strengths, more emphasis is currently being placed in these two fields in anticipation of an imminent peace and political resolution of the war. Each important city labor branch is to have its own "Party Committee." Professional groups, social

organizations, trade unions, friendship associations, and student groups are targeted for penetration. Party members with legal status are to attempt to obtain membership in the executive committees of such organizations. A typical penetration effort might include the VC agent's joining the organization or obtaining employment with it followed by a 90-day period of pre-indoctrination study of those persons likely to be sympathetic to the cause, followed by activation of a secret organization consisting of the agent and the sympathizers, and then full-scale inducement of the organization to protest against the "enemy."

If the final stage of penetration has been reached, the VC probably control a majority of the organization's VC-sympathetic elements.

4. Individuals targeted for neutralization by the VC within the cities are police, inter-family chiefs, inter-block chiefs, and civil self-defense members. These people should be familiar with VC proselyting, propaganda, and assassination techniques.

5. Secret Youth Groups are set up in market areas, GVN strong point perimeters, or along strategic roads. One of their missions is proselyting, another is propaganda dissemination.

Propagandizing in these areas is sometimes done by youths, who feel that their age protects them.

6. The VC often have problems in coordinating the operational efforts of working cadre located inside the cities with leadership and other cadre located outside the cities. Thus, secure commo-liaison routes and methods are very important to successful city operations.