

MEMORANDUM FOR: The Prime Minister  
SUBJECT : Strengthening the Cadre Program

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A. Present Situation

Effective cadres are essential to the successful prosecution of the rural construction program. At present there are two types of cadres: (1) the construction cadres -- such as Mobile Action Cadre, rural political cadre, CAMO, and information and psywar cadres; and (2) the technical cadres -- such as Agriculture, Public Health, Education, etc. Neither type of cadre has operated with sufficient effectiveness. Modifications in the mission, organization, training, pay and benefits, and conditions of employment are necessary.

B. General Proposals

The following general proposals are offered for strengthening the cadre program and for a possible new organization for Rural Construction:

1. Mission

The mission of all Rural Construction cadres should be:

- To provide the interim leadership at the village and hamlet echelons necessary to develop popular support;
- To wear down the Communist political-guerrilla apparatus -- thus creating a climate in which effective local leaders can be freely elected and the essential base for local self-rule established;
- To promote and assist social and economic development;
- To provide basic government services where these cannot be furnished through normal channels; and
- To strengthen the relationship between the government and the governed.

2. Organization and Management

All cadres should be welded into a cohesive, smoothly functioning field force. Priority effort should be made to unify and strengthen the command chain, clarify operational procedures, and improve methods of recruiting, motivating and training. The technical cadres should retain their present technical relationship to their respective provincial technical services and ministries for purposes of technical training and support. However, when working on the rural construction program, technical cadres should come under the operating control of the local leader of the Rural Construction cadre organization and should share in any special benefits of Rural Construction cadres -- such as equipment allowances, per diem payments, or family allowances for the duration of their field assignments with the Rural Construction cadres.

The Rural Construction Cadre should be organized on a national basis, with very decentralized operational control. The organization should be characterized by the quality of its personnel, by flexibility in organization and procedures, and by efficient, imaginative, use of resources. A small central headquarters should maintain personnel records; fix standards for recruiting, classifying, and evaluating personnel; formulate basic operational and administrative policy; establish compensation scales; arrange for and supervise training, including advanced training at the National Institute of Administration; and perform the inspection function.

The basic operational unit should be the district team. It should consist of an headquarters element which would include both control and administrative, and support technicians; and several village/hamlet teams. The number of village/hamlet teams in each district team should depend on the nature of the district, its population, and its relationship to the Viet Cong, and on the availability of trained cadre. The same considerations apply to determination of the exact number and type of personnel in the district headquarters team. A prototype organization is at Annex A. Duties of individuals there shown by descriptive titles are elaborated in a separate, forthcoming, paper.

The province level team should be essentially a management and support group, with duties including arranging for the training and provision of technical cadre for district and village/hamlet teams, and maintenance of records and preparation of necessary reports. The provincial Rural Construction Cadre chief (here assumed to be the deputy province chief for Rural Construction) should have administrative control over all construction cadre in the province, and over all technical cadre detailed to the Rural Construction Cadre. He, in turn, should act under the operational control of the province chief, and within policy guidelines established by the national headquarters of the Rural Construction Cadre, with which he should have channels of direct communication. Each subordinate team chief should have full responsibility for, and authority over, the personnel, construction, technical, or para-military, assigned or detailed to him. (See Annex B)

Personnel practices affecting all cadre, construction and technical alike, should be reviewed as soon as possible, with a view to rationalizing and standardizing them. Particular attention should be given to establishing an equitable scale of salaries and benefits.

3. Recruitment: So far as possible, incompetent cadre should be eliminated at the time of the reorganization of the cadre program, with this "selection out" process continuing through the period of training and deployment. New recruits should be selected with especial attention to their motivation, anti-Communist orientation, and potential for growth and development, as well as for their ability effectively and favorably to project the government image. All chiefs of district teams should be National Institute of Administration graduates, or participants in the new interrupted-study program. Cadre should be draft-exempt as long as they perform their duties in a fully acceptable manner. Time served as cadre in the field, and terminated by honorable release, should count toward fulfillment of the military obligation of the individual.

4. Training: All cadre teams should receive motivational training prior to field deployment. This training most desirably would be conducted near the area of their planned employment, and should be supplemented by refresher courses as feasible. Technical training may be conducted at academic institutions or through on-the-job training in the province.

Potential team leaders should receive advanced training through one-year augmentation courses at the National Institute of Administration. ?

Technical cadre should receive their specialized training under the aegis of their ministries. For the most part such training should be given at provincial level. If they demonstrate high capacity and motivation, selected cadre with less than optimum academic preparation should be sent to the National Institute of Administration for leader training. Consideration should be given to establishing mobile training teams to assist in on-the-job training. All cadre should receive weapons training and should be responsible for participating in team defense.

5. Security: All cadre should be armed. A para-military security force should be placed under the operational control of the village/hanlet team chief, at least while his team is in the field.

6. Additional Considerations: Cadre should, if possible, be natives of the area in which they are to operate. In any case, it is necessary that they understand the local political, economic, and social structures and customs, and employ this knowledge to capitalize on these for the furtherance of their mission. In some cases this will require appreciation of the extent to which these structures have been compromised or discredited.

To the optimum extent possible the cadre should work with and through the natural and official leaders of the village or hamlet. This will strengthen the status and effectiveness of normal government institutions, as well as enhancing the positions and abilities of the leaders. In the event that no effective leadership element acceptable to the government is discernible the cadre must take over responsibility for governing, while endeavoring to find and develop potential community leaders. Similarly, if existing leaders are discredited, the cadre team should supersede them until new leaders can be developed.

At national and provincial levels, the Rural Construction Cadre organisation should emphasize coordination of the plans and activities of the technical ministries, to the end of securing maximum contribution to the national war effort.

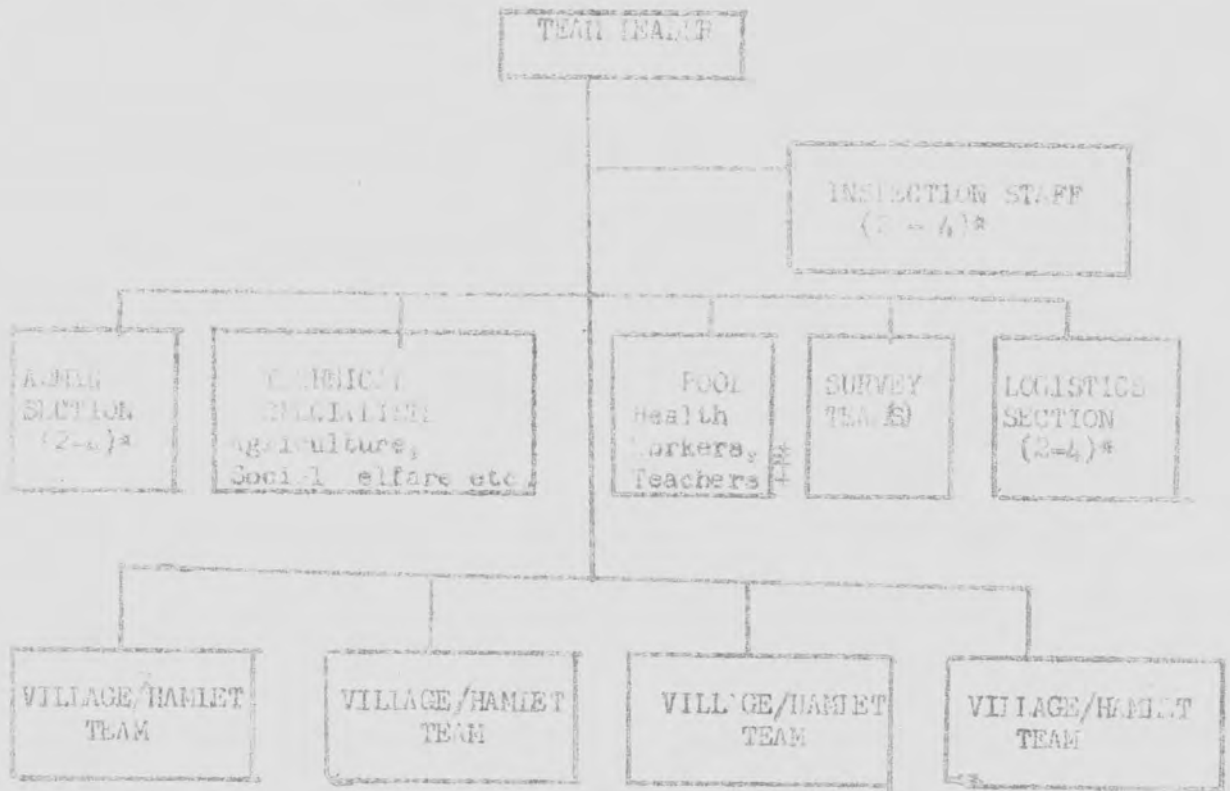
While it is not anticipated that the Rural Construction Cadre should constitute a permanent peace-time organisation, it does have the long-range secondary function of creating service-oriented government personnel.

No standard period for a Rural Construction Cadre team to remain in a village or hamlet can be pre-determined, since the time necessary will depend on many variables. Similarly, it is not possible to say, except on the ground, with full knowledge of the local situation, which hamlets must be the object of the efforts of a team, which may be, and which may not need a team at all. In some instances, one team might work simultaneously in several hamlets.

In connection with cadre reform measures, it must be emphasized that their initiation should be prefaced by particular emphasis on familiarising all concerned GVN/RVNAF officials with the new concepts and procedures.

CONCLUSION:

The critical need is for the development of a body of elite, well-qualified, highly motivated, cadre for service in rural areas undergoing pacification. This cadre may well be called the Rural Construction Cadre. Detailed guidelines for their organisation, training, and employment are being prepared in supplemental studies.



Village/Hamlet Team Composition: #

- 1 = Team Leader
- 2 = Popular Organization and Census Cadres
- 1 = Information and Propaganda Cadres
- 2 = Development Cadres
- 1 = Defense and Agit-Prop Cadres

\* Numbers suggested as possible guide only. Actual numbers contingent upon local needs and availability.

† Augmented by health workers and emergency school teachers as required; assisted by technicians assigned to district team.

CHANNELS FOR COMMAND AND SUPERVISION

