

R E P O R TON UTILIZATION OF CADRES IN
PACIFICATION AND RURAL CONSTRUCTION

This report is composed of three parts :

1. General comment on the cadre problem.
2. New concept about utilization of cadres in pacification and rural construction.
3. Plan for unification of existing types of cadres under the administration of the Rural Construction Ministry.

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I. GENERAL COMMENT

It is generally recognized that cadres play a very important role in carrying out government policies.

Thus far, a large number of cadres have been employed by government agencies, but their activities have not yielded satisfactory results. The reason is that these agencies did not have the proper concept of the mission and duties of cadres. Since cadres have been looked upon as a special type of personnel with low rates of compensation and under recruitment standards that are easy to meet, there have been several shortcomings in training and utilization :

- Recruitment was based on personal relationships rather than on ability and behavior, so effective cadres were not as numerous as expected.
- Training of cadres has been undertaken with more emphasis on theoretical subjects than on practical work, so working methods and techniques as well as duty performance could not improve.
- with regard to utilization of cadres, many deficiencies were found in organization, leadership, operation and coordination. At present, there are many types of cadres working separately, each governed by a separate statute and regulations. There has been duplication of function and duties among these types of cadres. Due to careless recruitment, supervisory cadres were not qualified enough to do their jobs. As a result, discipline

was not strictly observed by cadres and an "esprit de corps" seemed to be absent. Illogical division of labor and inadequate supply and support resulted in low performance or inactivity.

In addition, the compensation system differs from one type of cadre to another, thus bringing about complaints, jealousy and antipathy and undermining the spirit of mutual aid and unity of purpose.

An inevitable consequence is that cadres suffer from a complex about having been placed in a low social position and have a skeptical attitude about their mission. With that frame of mind, cadres have approached their duties without enthusiasm, have refused to take initiative or to improve themselves. With their limited sense of responsibility, cadres are obsessed with the idea that they are hired just to do specific jobs and do not appreciate that their mission is intimately related to the nation's survival, especially in this phase of the struggle against communism. At the same time the people, seeing first hand the irresponsible and improper conduct of cadres in performance of their duties in rural areas, developed no warm feeling toward them, remained indifferent to the efforts and good intentions of the government and became skeptical about cadre operations.

In order to remedy those defects, the whole cadre problem should be reconsidered and a sound governing policy worked out. That policy should aim to correctly determine the place of cadres in the struggle against communist aggressors, and to stimulate pride in the noble mission of winning the people's confidence. This is a fundamental necessity for defeating the V.C. and establishing a healthy and progressive society.

Pending formulation of a general policy governing all types of cadres to be grouped in a single bloc titled "National Cadre", this report attempts to present a philosophy of the utilization of cadres in pacification and rural construction. In addition to meeting the urgent needs of the present situation it is designed to serve as basic document for the general cadre policy of the future.

II. NEW CONCEPT CONCERNING UTILIZATION OF CADRES IN PACIFICATION AND RURAL CONSTRUCTION

At present there are more than 30 types of cadres, including the three types which are under the administration of the Rural Construction Ministry and working in rural areas. In order to have an effective utilization of cadres in pacification and rural construction, they should be unified in two respects :

- Mission and duties.
- Organization, training and operation.

1. Mission and duties :

The struggle against the V.C. now takes place in rural areas where 80 per cent of the people -- the main source of manpower -- live. The communists attempted to control rural areas so as to isolate the cities and to use manpower and resources available there to continue their aggression. The present war is a revolutionary war, an overall war developing in every field of activity : military, political, economic and social. With weapons only, we cannot win the war; so we have to win the minds and the hearts of the people and mobilize them to participate positively in the fight against the V.C.

To win the minds and the hearts of the people is the mission of the pacification and rural construction cadres.

We can say that while combattants in the Army have the duty of defeating the enemy in order to protect the people, cadres are entrusted with the mission of winning the devotion of the people in order to defeat the enemy.

Pacification and rural construction can be compared to the clearing of uncultivated land in which the troops are responsible for clearing and ploughing and cadres are assigned to root up the grass and prepare the soil for sowing seeds and watering plants.

According to the new concept as mentioned above, the cadres are in a key position in the pacification and rural construction plan. They can, therefore, be fully confident in their worthy mission.

To accomplish that mission, cadres must strive to apply every policy and technique to make the people believe that positive participation on their part in pacification and rural construction is related to their own survival. Such a program is designed for their own pursuit of their welfare; the Government only provides the necessary guidance and material assistance.

That duty can be accomplished in rural areas through three major activities as follows :

- Survey every aspect of the area situation to determine the attitude of the people.
- Creation of mutual understanding between cadres and the people so there will be a feeling of unity and a plan for village construction and protection can be established.
- Establishment of nucleus organization using local manpower and available resources in order to develop leadership for social revolution and to promote democracy in the villages.

2. Organization, training and activities :

The duties assigned to cadres must be uniform. However, to be able to perform these duties, cadres should be "universal and specialized". Each cadre must be fully aware of his duties and generally qualified in every facet of his activities. Besides, he must be able to handle a specialized job.

To accomplish this, cadres assigned to pacification and rural construction can be grouped in three categories :

- Political cadres
- Technical cadres
- Armed support cadres

Existing cadres will be reclassified to one of the three above types in accordance with their duties.

Present mobile action cadres, for example, can be placed in the third category, i.e. armed support cadres.

These cadres will be assigned to work in pilot areas and in accordance with the "oil spot" policy. Their basic unit of operation will be a "Pacification and Rural Construction Cadre Team".

Each team is to be placed under the supervision of a team leader selected from among highly trained political cadres.
Strength of each team :

- 40 Armed Support cadres
- 30 Political cadres

and a member of technical cadres which will vary in accordance with the need.

Assigned to work in a village will be a group composed of three teams each headed by a team leader. Each team will still consist of political, technical and armed support cadres.

Cadre teams will be assigned to work in various hamlets of a village.

During their assignment in hamlets and villages, cadres will also have the duty to create viable administrative structures therein and to select anti-communist natives as a nucleus to continue implementation of government programs after pacification when rural construction cadres will have left for another village.

Training of pacification and rural construction cadres will place more emphasis on one's dedication to performing duty and

one's discipline than on technical knowledge and ability. Also practical work will play an important part in the training program.

Pacification and Rural Construction cadre groups are to be placed under the direction of the provincial Rural Construction Council.

III. PLAN FOR UNIFICATION OF CADRES UNDER THE ADMINISTRATION OF THE RURAL CONSTRUCTION MINISTRY

A. Present situation

Three types of cadres transferred from the Directorate General of Rural Reconstruction are now under the administration of the Ministry of Rural Construction.

1. New Life Hamlet Cadres were recruited and placed under the supervision of provincial authorities. The Central Government only provided them with funds to cover salary and other expenses for cadres. New Life Hamlet Cadres duties are to assist the peasants in reconstructing their hamlet into a secure hamlet where villagers may live a new life.
2. Mobile administrative cadres were recruited by provincial authorities and approved by the Ministry of Interior. Their duties are to reestablish, reorganize and strengthen hamlet and village administrative committees in pacified areas.
3. Rural Political cadres were recruited by the former Directorate General of Rural Reconstruction. Their duties are to conduct propaganda in favor of the Government and against the VC, to win the confidence of the people and to discover enemy organizations in rural areas.

Total strength of the three types of cadres was 6,055 as of 31 August 1965 and was broken down as follows :

Tactical Zone	Rural Political Cadres	Mobile Administrative Cadres	New Life Hamlet Cadres	Total
Zone 1	264	285	731	1280
Zone 2	27		989	1016
Zone 3	330	608	751	1689

Zone 4	:	90	:	255	:	1725	:	2070
	:		:		:		:	
	:		:		:		:	
	:		:		:		:	
Total	:	711	:	1148	:	4196	:	6055
	:		:		:		:	
	:		:		:		:	

See the attached for number of cadres by province.

As mentioned above the three types of cadres were nominally assigned with separate functions but, in practice there has been duplication of work. Moreover, each type of cadre was recruited and trained at a different political stage to meet the pressing need of a specific period. As a result, training programs and statutes governing cadres differed from one type to another. Such divergence has made utilization of these types of cadres by one agency in joint operations very difficult.

Unification of cadres is therefore necessary for their effective utilization in pacification and rural construction.

B. Plan

The three types of cadres (Rural Political Cadres, Mobile Administrative Cadres and New Life Hamlet cadres will be unified into a single cadre organization under the Ministry of Rural Construction and titled " Pacification and Rural Construction Cadres ".

Unification of cadres will be accomplished in teams of the following points which will be used as a basis for the Statute on Pacification and Rural Construction Cadres.

- Duties
- Recruitment
- Training
- Utilization

1. Duties: Duties of Pacification and Rural Construction cadres have been described in Part II above (New concept concerning utilization of cadres in Pacification and Rural Construction). Unified cadres from the Ministry of Rural Construction will be nucleus elements for all Pacification and Rural Construction cadres working in rural areas.

2. Recruitment:

a. Recruitment of Pacification and Rural Construction cadres will be undertaken with emphasis upon the cadre's political outlook (nationalistic and anti-communist), upon their manner and bearing, and upon the sense of duty rather than upon technical ability and educational background.

b. Recruitment Conditions:

Cadres will be classified in 3 echelons: basic, intermediate and supervisory, which consist of 6 pay grades with monthly lump-sum pay as follows:

Basic cadres (Grade I : VN\$ 3,000
(Grade II : VN\$ 3,500

Intermediate cadres (Grade III: VN\$ 4,500
(Grade IV : VN\$ 5,250

Supervisory cadres (Grade V : VN\$ 6,500
(Grade VI : VN\$ 7,500

Team leaders will be paid VN\$ 500 and deputy team leader VN\$ 300 a month as a functional allowance.

Basic grade cadres will be paid the same per diem as a grade C government official, and intermediate grade cadres the same as a grade B government official.

Candidates to be acceptable as cadres must meet the following conditions:

- Nationality : Viet Nam
- Age : from 20 to 50
- Police record : clean
- Behavior : Good
- Military service status : legal
- Education : from Elementary grade upward, holding of a diploma is not required.
- Health : fit for the job
- Willing to be stationed anywhere in the country.

Candidates must take a competitive examination. Its results will be used as a basis for recruitment and classification.

After passing the competitive examination, cadres will be employed on a temporary basis and will have to attend a training course. Only those who satisfactorily complete the training course will definitely become cadres.

Existing cadres will be reclassified to the new pay grade after taking an examination.

C. Recruitment Agency: The Ministry of Rural Construction will be in charge of recruitment which will be carried out by a selecting committee the composition of which is as follows:

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| - Representative of the Ministry of Rural Construction | Chairman |
| - Representative of the Tactical Zone Commander concerned | Member |
| - Representative of the Province Chief concerned | Member |
| - Representative of the provincial Service of Rural Construction | Secretary |

3. Training: This has already been discussed in Part II above. Training will be undertaken at Training Centers.

4. Utilization: All Pacification and Rural Construction cadres will be placed under the administration and utilization by the Ministry of Rural Construction .

Cadres will be grouped in teams and work in coordination with technical and armed support cadres. Cadre teams will be assigned to work in various rural areas in accordance with regional needs and upon determination of the Ministry of Rural Construction.

At the province level, cadre teams will be placed under the direct supervision of the provincial Rural Construction Council.

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CONCLUSION

This report only provides an outline of the utilization of cadres in pacification and rural construction. If the recommended

outline is approved by the Central Government, this Ministry will prepare a separate statute concerning Pacification and Rural Construction cadres, using the general statute governing National Cadres as reference.

Using new cadre policy as a guide, we hope that new groups of cadres can be trained and capable of accomplishing their noble and difficult mission in the restoration of security and the development of the nation.