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USE OF CADRE AND VILLAGE-HAMLET
ADMINISTRATION DURING PACIFICATION

1. PURPOSE

This proposal shows how best to combine the use of cadre, including all specialized and information cadre, with the existing village-hamlet administrative structure. Overlaps between the regular, semi-traditional village administrative system and some of the present cadre programs, which often have caused friction between outside cadre and village officials, are eliminated. This proposal channels both GVN and advisory effort directly into the real and permanent government structure at the earliest possible stage, and eliminates diversions into "government by cadre". The reference document for terms and definitions used is "The Concept of Pacification and Certain Definitions and Procedures" paper as approved by the U.S. Mission Council. That paper also describes the basic conceptual framework within which cadre contribute to pacification.

2. BACKGROUND

A. The takeoff for this proposal is Decree 302, issued by the Office of the Prime Minister on May 31, 1964. It sets up an appointed Village Administrative Committee (Uy Ban Hanh-Chanh Xa) and an elected Village Citizens Council (Hoi Dong Nhan Dan Xa) in each village which is considered "pacified" and an appointed Village Pacification Committee (Uy Ban Binh Dinh Xa), with the functions of both the Village Administrative Committee and Citizens' Council, in villages where GVN control is not sufficiently established. (See Attachment A.)

B. Members of the Village Administrative Committee receive their salary out of village-collected taxes and funds. Village Pacification Committees, including those living in exile, receive their entire salary from Saigon. The situation in Long An and Binh Duong (see Attachment B) is typical in provinces where Viet Cong influence is strong.

3. STEPS IN ESTABLISHING GVN PRESENCE

The following steps are appropriate in establishing civilian GVN presence in villages and hamlets where at present there is a Village Pacification Committee, either in exile or living under protection of local Popular Forces with little or no access to village inhabitants. A single hamlet is carried through as an example.

A. CLEARING PHASE

1. As troops move out in the clearing phase, they are accompanied by Mobile Cadre operating in five-man survey teams. They may be attached to ARVN, RF, or PF. These cadre are chosen by the district chief and are responsible to him. (These cadre are usually selected from among those funded out of the Provincial Release Agreement, and often known to the Vietnamese as Pacification Cadre.

The function of these cadre is to act as surveyors during the clearing phase in advance of securing operations to determine or help determine the susceptibility of each hamlet to pacification.

2. The cadre are in effect taking a rapid pulse-reading of the hamlet to measure its latent sympathy for the GVN, and the degree of VC strength in the hamlet. Their surveys seek to identify:

- a. the grievances and aspirations of the people;
- b. what the Viet Cong are exploiting as propaganda;
- c. what members of the population appear to be potential supporters of the VC;
- d. what members of the population are potentially active supporters of the GVN--either overt or covert;
- e. IS THE HAMLET READY FOR PACIFICATION;
- f. if it is, what method and programs are best suited for it;
- g. if it is not, what steps must be taken to make it "ready".

Work of this kind is already in progress in the Hop Tac area, and it has shown that surveys and the important analysis that must be made from them are both within the capabilities of most districts.

3. The teams themselves should follow a detailed questionnaire form, and as much as possible, work along the lines derived from the experience of the Hop Tac experiment. They should not promise anything to the people, but often give each family a small gift, such as a Huong Que magazine or sewing needles to increase the population's receptivity to them. They should speak at least briefly with a member of every family found in the hamlet, so that any actions which later follow from the information they gather do not open specific families to retribution from the Viet Cong. To do this, the surveyors generally have both a long and a short questionnaire, and use the long one with at least half of the families, while running through the short form with the remainder of the families. (The greater the percentage asked the long form, the more valuable the survey is.) It is important that the cadre-surveyors not promise the people anything, and avoid implying that the government will be returning to the area soon to establish government presence.

4. When the clearing troops move on, perhaps after only a few days in the hamlet area, the Survey Team moves on with them to repeat the process in another hamlet. Repetitive surveys spaced weeks or months apart may be desirable in certain hamlets.

5. The information that is sent back to the district is now in a form which is easily tabulated by district civil servants. An analysis of the information should be made, preferably by specially trained members of the VIS office, the police office, or the intelligence section or other civil servants selected by the district chief. (Training of tabulators and analysts is carried on in their home districts at the same time the surveyors are trained. Three weeks appear to be sufficient for developing district survey capability.)

6. When the surveyors move on with the clearing troops, and before the securing phase actually gets under way, the information gathered by the Survey Team is studied by a pacification planning group composed of:

District chief (plus American counterpart, if any)
Commander of securing forces
District VIS chief
Province S-5 (and advisor)
Police and intelligence representatives
Village Chief (who has already been drawing salary, either in exile or in village, and who has gone through a training course prior to the time his village comes under pacification.)

Clearly, the province chief and his advisors will not be able to sit in on all such evaluations, but they can oversee the first few in each district to give clear guidance to the district.

7. During the period in which clearing activities are going on--or if possible even earlier--the entire existing Village Committee should be carefully screened to determine whether they are actually the type of village leaders who should return to the area. Frequently the existing Village Committee has lived in exile for some time, and is composed of people who are sufficiently unpopular or corrupt so that their return would be a setback rather than an advance for the government they are supposed to represent. "Carpetbaggers" must be eliminated prior to the beginning of the securing phase, in accordance with the implementing instructions of Decree 203/d.

Those village officials who are acceptable as returning leaders should be given extensive training during the clearing phase. This training should not be restricted to training courses, which usually are of limited value, but should include work in various offices of the provincial and district capital, so as to acquaint them more fully with the processes through which their requests for support must go once they have reached the province level.

Where qualified personnel do not exist for the village government in exile, the district chief can select members of the village (perhaps as identified by the survey teams), for the vacant village committee positions, and ask them to come to the district town for training. There may be, however, certain difficulties with this procedure, and it is possible that on infrequent occasions the district chief will have to begin the securing phase without village residents serving as committeemen. When this is necessary, the district chief should use GAMO as the temporary village committee.

B. SECURING PHASE

1. If the village chief and the Pacification Committee had previously been living in exile, it is at this point that they must return to their village, and re-establish their government. If, on the other hand, they have been previously living in another part of the village, with no access to the hamlet under pacification, members of the Village Pacification Committee, reinforced as required by Mobile Administrative Cadre (GAMO), must physically locate themselves in the hamlet at the outset of this phase and spend both day and night there under the protection of village PF platoons or RF. Using the information supplied by the Survey Team, augmented by their own knowledge of the situation, they must begin to regain the confidence of the people, concentrating at first on finding the all-important "active element". At this point, their basic mission may be defined as follows: to find the favorable active element, to organize it in order to mobilize the population against the insurgent minority. From among this active element, at least two groups must be chosen. First, the Village Pacification Committee must select a three-man Hamlet Pacification Committee, as outlined in Articles 27 and 30 of Decree 203. Second, agents other than the Village Pacification Committee must recruit the equally important covert agents. Therefore, at this point from among the active minority--always assuming that some people with latent support for the government can be found to take these risks--must come both the overt administration and the covert agent net.

2. To both the new Hamlet Committeemen and to the entire population of the hamlet, the point must be made that when the hamlet is judged ready to support actively the government, the people, in accordance with Decree 203, will be asked to choose by secret ballot their hamlet chief, and that they are not obliged to elect the man chosen as temporary chief during pacification unless they find him sufficiently responsive to their needs and desires.

3. Supporting the members of the Village Pacification Committee are Mobile Administrative Cadre (GAMO), who are now authorized in 19 provinces and planned for more. Their role is to reinforce the Village and Hamlet Pacification Committees. Often in a village more than one hamlet is undergoing pacification simultaneously, and the six-man Village Pacification Committee is thus stretched thin.

4. Specialized Cadre

a. Specialized cadre will assist not as a single team composed of representatives of every hamlet, but as required at the call of the Village Pacification Committee. They will respond rapidly to the problem areas already identified by the Survey Team during the clearing phase or reported from the hamlet. Cadre available during this phase come from all technical services, and number over one dozen. (See Attachment C).

b. All Information Cadre, including the village Information Cadre who is an ad hoc member of the Village Administrative/Pacification Committee, must work directly with a single program. At each stage, their propaganda must be geared to the degree of GVN presence and capacity, and it must be a function of actual GVN achievement, not another repetition of promises and philosophy made in a vacuum.

c. Hamlets may be resurveyed at any time, of course, to measure programs or retreat or to gather new information. Questionnaires rephrased to aid planning of development programs can also be used at later stages of pacification.

5. The activities of civilian cadre will be augmented and reinforced by the village Popular Forces who will be concerned with organizing the defense of the village and hamlets. For example, it will be the function of the village Popular Force commander with the support of the village police commissioner and civil defense commissioner, using the considerable resources at his disposal, to guide and assist the people in the hamlets on preparing warning systems, setting up and rehearsing defense plans, and constructing obstacles that may be necessary.

C. DEVELOPMENT PHASE

The present difficulties in defining the point at which a hamlet or village moves from the securing to the development phase can be reduced by gearing the definition directly to the provisions of Decree 203, which provide for an elected hamlet chief and elections for constituent members of the Village Citizens Association when the province chief feels that the Village Committee controls a sufficient number of hamlets. At this point, the Village Pacification Committee becomes a Village Administrative Committee, and loses its dual role as the Village Citizens Council.

Therefore, for any individual hamlet, it can be said that it is entering the development stage when it is allowed to hold an election for its chief and its constituent member of the Village Citizens Association. Such determination is presently made by the province chief and his administrative deputy and is based on recommendations by the village and district chiefs. Since it requires a considerable amount of confidence to allow such an election

to take place, even if it is controlled, it is safe to conclude that this criterion has greater significance than the sum of the other five items of the "six-point criteria". One criterion that is not among the six also has great potential significance: Is the village government maintaining the day-to-day contact with the inhabitants of the hamlets? If government is to succeed in the rural areas, this contact must continue. If the VC can return to the area and prevent the village officials once again from the essential routine contacts of their jobs, then the entire process has failed and may have to be repeated.

BACKGROUND MATERIAL - LONG AN

- *** There are 81 villages in Long An.
- *** Of these, 29 have sufficient areas of GVN control to support village Administration Committees.
- *** For these 29 villages, elections to the Village Citizens Council will begin, according to government decree, on October 25.
- *** The remaining 52 villages have Village Pacification Committees, and no elections will be held for a Citizens Council.
- *** Of these 52, 33 of the Village Pacification Committees are committees-in-exile, living in the district capital, and drawing their salary of 1500\$ per man per month from the Ministry of Interior. (In the district of Tan Tru, for example, 11 of the 12 villages have their entire administration living in the district towns.)

BACKGROUND MATERIAL - BINH DUONG

- *** There are 49 villages in Binh Duong.
- *** Of these, 13 have sufficient areas of GVN control to support Village Administrative Committees.
- *** Twenty-four of the remaining 36 villages have Village Pacification Committees, and no elections will be held for a Citizens Council.
- *** Two villages do not have either type committee, the village officials having been killed and not replaced. The Ministry of Interior has been petitioned to remove the names of the officials from the roles so that new ones can be selected.
- *** Of the 34 villages, 23 of the Village Pacification Committee are committees-in-exile, living in the district capitals, and drawing their salary of 1500\$ per man per month from the Ministry of Interior.