PACIFICATION MEASUREMENT IN VIETNAM

The Hamlet Evaluation System

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by

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FOREWORD

Neither the Hamlet Evaluation System nor this paper would be possible except for the diligent and highly talented contributions of many dedicated professionals, both civilian and military. Dr. Dorothy K. Clark and Mr. Charles R. Wyman, while with the Research Analysis Corporation under a contract financed by Advanced Research Projects Agency, did much of the fundamental, formulative work with the Hamlet Evaluation System which insured the system's early operational success. This paper draws at length from various works which they have produced (see Bibliography). Others who have contributed importantly to the development and profitable utilization of the Hamlet Evaluation System include the personnel of Research and Analysis Division, Civil Operations and Revolutionary Development Support, Military Assistance Command, Vietnam; and of Pacific Technical Analysts, Incorporated, which provided the primary contract support from the start in the Fall of 1966. Finally, two others have made highly significant contributions, Brigadier General William A. Knowlton, whose continuing encouragement and assistance was invaluable from November 1966 through January 1968; and Ambassador Robert W. Komer, Deputy to the Commander, United States Military Assistance Command, Vietnam for Civil Operations and Revolutionary Development Support, who stimulated the growth and accelerated the productivity of the system from the Spring of 1967 to the present.

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PACIFICATION MEASUREMENT IN THE REPUBLIC OF VIETNAM

The Hamlet Evaluation System

INTRODUCTION

In Vietnam today large scale military campaigns against communist main force units are a vital part of the struggle. These operations, which frequently require adjustments in conventional military tactics and techniques, are perhaps better understood than is "the other war", "the quiet war", the program of the Government of Vietnam to achieve social-political-economic transformation.

This second aspect of the struggle in Vietnam is conducted primarily at the lowest level, the hamlet. It includes specific programs which are designed to win the active support of approximately 14 million rural South Vietnamese. These programs attempt to establish local security and foster the development of a viable economic, social and political structure. In the aggregate, these programs are called pacification.

During the past few years the Government of Vietnam (GVN) and US advisors have put increasing stress on pacification. Consequently, more comprehensive, timely and accurate ways to measure the status of pacification became essential. Prior to January 1967, however, only traditional techniques were used to evaluate and record pacification status. US pacification evaluations were reported by summary tabulations of hamlets and population under various degrees of GVN control and by maps showing area control, prepared each month from reports and overlays forwarded to Saigon by Military Assistance Command, Vietnam (MACV)province advisors. Criteria defining degrees of GVN control were related to those used in the GVN reporting system, reflecting primarily categories of physical security and GVN official presence. Most of the data for US province summary reports were obtained from GVN sources, although US advisors were expected to cross-check the information whenever possible.

By the autumn of 1966, the U.S. reporting system had become unsatisfactory for several reasons: (1) The report was being prepared manually, imposing a heavy clerical burden on MACV advisors in the

field and on the MACV staff in Saigon, with resultant losses in accuracy; (2) The system was inadequate as a measure of pacification progress, since it was directed primarily at measuring security; (3) It aggregated conditions at too high a level - province; and (4) It was out of step with the GVN "Revolutionary Development Guidelines for 1967" issued by the Ministry of Revolutionary Development (MRD) late in October 1966. These guidelines instituted a new and complex system for classifying hamlets in the Revolutionary Development program and categorizing their developmental status.

Therefore, in October 1966 the U.S. Secretary of Defense requested that a new US system for measuring pacification progress in RVN be devised and become operational in January 1967. The resulting system was called the Hamlet Evaluation System (HES). The HES is primarily concerned with evaluating, measuring, and reporting progress of the GVN toward the goal of restoring and maintaining security, extending firm government control, improving the living conditions and advancing the economic development of its people.

The HES is a fully automated procedure in which evaluations of the pacification status in all non-Viet Cong (VC) hamlets are made by MACV district advisors monthly and forwarded to Headquarters, MACV. MACV edits and compiles the data from the district advisor's monthly report, returns updated computer printed reports and summary forms to the field, and forwards consolidated reports to higher headquarters and other government agencies. Automated Data Processing (ADP) is used in the HES to minimize the district advisors' work load and also to facilitate the storage, tabulation, and analysis of the reported information.

Evaluation of pacification at the hamlet level rather than at the village level was desired for the following reasons. The village traditionally has been the lowest administrative unit in RVN; however, a village is frequently composed of several hamlets divided from each other by paddy fields or other terrain features making it an undefensible unit. If, as has often happened, a few of the hamlets in a village fall under VC control, the village may cease to be an administrative unit. In recent years, therefore, GVN emphasis has shifted to the hamlet as the basic population entity, although in many cases emphasis on the village administration continues. Because there is more homogeneity at the hamlet level, a greater degree of objectivity in selection of evaluation ratings was anticipated. Responsibility for the hamlet

evaluations is assigned to the MACV district advisors, because this is the US echelon closest to local GVN officials and to the rural population where the contest for control is most actively joined.

To place the Hamlet Evaluation System in perspective, it is necessary to review briefly the political organization of the Government of Vietnam and the parallel U. S. advisory structure.

The Republic of Vietnam is divided administratively into four regions, 44 provinces and six autonomous cities. The mayors of these six cities and the province chiefs are appointed by the President and are responsible to the Ministry of Interior, the Prime Minister and the President of Vietnam.

Within the provinces, the country is sub-divided into 244 districts presided over by district chiefs who are responsible to the province chief. District chiefs are appointed, on recommendation of the province chiefs, by the Minister of Interior, and their appointments are approved by the Prime Minister. There are approximately 2, 320 villages and 12, 730 hamlets in South Vietnam, and village and hamlet chiefs are subordinate to district chiefs.

The U. S. advisory system functions at all levels of government in Vietnam down through district, and U. S. civilian and military personnel provide advice across the entire spectrum of civil-military affairs.

The HES is a unilateral American system, however the GVN has been kept abreast of the system's development from the beginning. Various officials and offices in the GVN receive HES data monthly, including: Office of the President, Joint General Staff, and Ministry for Revolutionary Development. Additionally, the GVN has cooperated with MACV in the operation of this system, particularly at the district level. In November 1967, MRD instructed province and district RD officials to provide all possible support to their US counterparts so that the HES would be as accurate and complete as possible.

DESCRIPTION OF THE SYSTEM

Collection of HES data is accomplished through the use of four elements: The Hamlet Evaluation Worksheet (HEW), the Hamlet Evaluation Summary Form (HESF), the Hamlet Classification Form (HCF), and a Remarks Section. The Worksheet is supplied for the use of the MACV district advisors and remains in their files. The Summary and Classification Forms are ADP print-outs supplied monthly by MACV to advisors where these forms are updated and a copy is returned to MACV.

HAMLET EVALUATION WORKSHEET

Indicators

The basic element of the system is the Hamlet Evaluation Worksheet which provides the framework for making the evaluations. (Fig. 1) The Worksheet presents a matrix of 18 indicators, each of which is defined by representative items covering five graduated responses, E (worst) through A (best). These responses span a spectrum of hamlet conditions ranging from minimum to maximum security and development. The 18 indicators are grouped under six basic factors, three indicators per factor. Factors one through three relate primarily to security and four through six to development. The factors and indicators on the original Worksheet were:

1. VC Military Activities:
   a. Village Guerrilla Unit
   b. VC External Forces
   c. Military Incidents Affecting Hamlet
2. VC Political and Subversive Activities:
   a. Hamlet Infrastructure
   b. Village Infrastructure
   c. Activities Affecting Hamlet
3. Friendly Security Capabilities:
   a. Hamlet Defense Plan and Organization
   b. Friendly External Force Assistance
   c. Internal Security Activities
4. Administrative and Political Activities
   a. GVN Governmental Management
   b. Census Grievance Program
   c. Information and PSYOP Activities

5. Health, Education and Welfare
   a. Medical Services and Sanitation
   b. Education
   c. Welfare
6. Economic Development
   a. Self-help Activity
   b. Public Works
   c. Economic Improvement Programs

The Worksheet's 18 indicators are the basic element of the Hamlet Evaluation System. They are what the word implies - suggestions, signs, or symptoms - chosen as representative of the whole range of diverse activities involved in pacification. Each indicator requires subjective judgments, a type of data difficult to standardize and confirm. What must be evaluated, however, if changes in pacification are to be measured, is the extent to which local needs and desires are being met in essential areas of security and development as well as the effectiveness of such activities in extending GVN influence among the people. Vast quantities of statistics are collected in RVN to measure the effort expended - (personnel hired, funds expended, supplies delivered) and in some cases, the physical results achieved (kilometers of roads built, numbers of wells dug, tons of rice harvested), but these reports do not reveal the relation of these efforts to local needs and desires or their effect on the populace. Such quantitative statistics are used to back up and supplement observations, but pacification intangibles can be evaluated only by the judgment of people on the spot.

Hamlet Problems

The Worksheet also contains a list of hamlet problems (not shown in Fig. 1.) considered to be detrimental to pacification progress. Multiple-choice responses permit the evaluator to indicate the degree of severity of each problem in each of the hamlets evaluated. The initial list included: Incidents by friendly elements adversely affecting relations with the hamlet populace; corruption or tyranny of hamlet or village officials; lack of support of RD program by hamlet officials; inordinate delay in GVN-supplied salaries; delayed or inadequate supplies for self-help construction projects; taxation by the GVN and/or VC; communication routes from the hamlet to the center of the village in bad repair or impassable; lack of support of hamlet self-defense forces (other than Popular Forces) by district and/or province officials.

Provision also was made for the district advisor to record the level of confidence that he places in the validity of information on which his evaluation ratings for each factor are made. The district advisor is encouraged to visit each hamlet during the month, as well as to gather information about hamlet conditions from his team, from the GVN district chief (his counterpart) and his staff, and from other US and GVN sources.

During the month the district advisor's daily activities focus their attention on hamlets in the district. HES data collection generally is continuous throughout a reporting period, since all district advisors combine the HES function with other duties.

Normally, the Vietnamese provide the largest number and the greatest variety of information sources for the HES. More information is gained from personal contact with counterparts and other Vietnamese officials than from reports, either Vietnamese or US. The advisor's personal knowledge of the district provides a very important source of information.

To complete a hamlet evaluation, the advisor must check one of the five grades provided for each of the 18 indicators, selecting the level that most closely approximates the relevant conditions in the hamlet during the month. Most advisors indicate they have essentially the same method for deriving ratings. The advisor applies his judgment to translate events that occur in the hamlets into the terms of HES indicators one through eighteen. Then, the evaluator in rating a hamlet must select for each indicator that level (E-A) that comes closest to describing the environment in that particular hamlet.

The district advisor also selects the best answer from the multiple responses provided for each hamlet problem. Finally, the advisor provides a numerical grade representing his degree of confidence in the information on which his evaluations are based. Worksheets are retained by the advisor for use in updating the hamlet evaluations during subsequent months.

HAMLET EVALUATION SUMMARY FORM

The Hamlet Evaluation Summary Form (HESF) is the means by which the evaluations and other data recorded by the district advisor on the Worksheet are reported monthly to MACV. (Fig. 2.) The HESF is an ADP form, and it identifies all known hamlets in each district by

village and hamlet name, GVN-assigned serial number, Universal Transverse-Mercator (UTM) coordinates, population, and a unique identification (ID) number assigned by MACV. Summary Forms also include the evaluation ratings, confidence indexes, coded responses to hamlet problems, and corrections to the listed hamlet data. Copies of the completed HESF are forwarded through the Province Senior Advisor for review to Headquarters MACV monthly.

Completion of the first hamlet evaluations in January 1967 was very time-consuming for the advisors, however, the workload was subsequently reduced considerably. Each month district advisors determine whether changes in indicator evaluations or other data are required. If so, these changes are entered on the updated HESF received from MACV, which contain the data reported for the preceding month.

HAMLET CLASSIFICATION FORM

The HES evaluates the GVN's Revolutionary Development program, and because one of the main purposes of the U.S. in RVN is to assist the GVN in advancing pacification, GVN pacification control data are included in the HES. Using the computer printed Hamlet Classification Form (HCF), US province advisors collect from their counterparts the GVN security category and RD classification of every hamlet recognized by the GVN. (Fig. 3.) Each hamlet record in the HCF includes the village name, GVN serial number, UTM coordinates and US hamlet ID number. GVN hamlet classification data collected on the HCF are returned monthly to Saigon along with the HESFs, and new HCFs are prepared and returned to province advisors monthly on the same schedule as HESFs.

Non-Hamlet Population

It was anticipated that some people living in refugee camps, refugee resettlement areas, urban areas, and military personnel and their dependents in some cases, would not be included in hamlet population. Consequently, on the original HCF provisions were made to record non-hamlet population.

By far the largest group in the heterogeneous non-hamlet population are city and town dwellers. As of 30 April, approximate urban populations that have been included in the non-hamlet total are:

HES Urban Population

Danang	140,000
Hue	150,000
Nha Trang	108,000
Saigon-Cholon	2,205,000
Total	2,603,000

REMARKS SECTION

The fourth input element in the HES, the Remarks Section, enables the district and province senior advisors to enter explanatory notes or raise questions relating to specific HES data or to evaluation problems. This material is forwarded to MACV but does not enter directly into the HES data file. These Remarks do provide valuable assistance to MACV in interpreting changes made on the HESF and HCF and in understanding difficulties advisors encounter in gathering information and operating the HES.

HES MONTHLY CYCLE

Despite difficulties in transmitting documents in a combat situation, HES data normally arrive in Saigon from the 44 provinces, 240 districts and 4 autonomous cities covered by the HES in time to permit processing changes and preparing updated print-outs for return to the field on a workable monthly cycle. Operations in the cycle include forwarding the forms from the field to Saigon by the 8th of each month, where MACV reviews the documents, keypunches changes in the evaluation ratings, updates the HES files, and prepares HES reports on a computer, and, by the 20th, distributes the updated HESF and HCF documents to province and district advisors, respectively.

Each month vast amounts of HES data are processed. Transcription of monthly changes requires keypunching approximately 9,000 cards. After corrections are incorporated, the computer updates the 10,000,000 character HES master file which is stored on magnetic tape. An average of 90,000 pages of reports are generated from the updated HES file monthly. During the first few months of operation HES data were stored in punch-card files and processed on electronic accounting machine (EAM) equipment, namely UNIVAC card processors. In May 1967, the HES data handling was transferred to Control Data Corporation 3100 computers located in the Raymond-Morrison-Knutson/Brown-Root-Jones (RMK/BRJ) offices in Saigon. Use of the computer

increased flexibility in report generation and permitted more comprehensive and detailed analyses than were possible on EAM equipment. In February 1968, the HES was converted to an IBM 360/Model 50 H computer installed at the new MACV headquarters complex at Tan Son Nhut and operated by the MACV Data Management Agency.

HES REPORTS

Hamlet Ratings

Preparation of HES summary reports has been facilitated by establishment of ADP support systems for the HES which permit data tabulations and manipulations as well as statistical analyses to be prepared quickly and accurately. Reports from hamlet evaluation data generally are presented in terms of a single rating per hamlet which represents an average of the ratings for the 18 indicators. This hamlet rating is computed as follows: Values 1 through 5 are assigned to the indicator grades E through A, respectively. Numerical ratings and alphabetical categories are generated for each hamlet as follows:

1.0	-	1.49	=	E
1.5	-	2.49	=	D
2.5	-	3.49	=	C
3.5	-	4.49	=	B
4.5	-	5.00	=	A

The unweighted average of the first nine indicator ratings gives the numerical hamlet security score, and the unweighted average of the second nine indicator ratings provides the numerical hamlet development score. VC controlled hamlets are not evaluated and are assigned a hamlet score of 0.00. Tabulations of the number of hamlets and the population in each letter category, E through A and VC, are the basis for monthly pacification reports.

Hamlet Categories

The following summaries represent the general characteristics of each alphabetical hamlet category, although some of the 18 responses for a given hamlet may be rated higher or lower than the overall hamlet category. For example, a hamlet rated in security

with 3 A's, 4 B's and 2 C's; and in development with 2 C's, 4 D's and 3 E's would be given an overall rating of "C". Similarly, "A", "B", "D" and "E" hamlets may have individual indicator ratings of A, B, C, D, and E.

In an "A" hamlet, generally speaking, VC remnants have been driven out, external VC forces are ineffective and no incidents occur; the infrastructure appears to be eliminated and no subversive activity occurs; adequate friendly defense forces exist, urban areas have adequate police day and night, there is only a slight need for external forces, and the hamlet is covered by effective internal security; an effective elected hamlet government exists, all GVN officials including a grievance representative are resident in the hamlet or village, and public awareness of GVN personnel and programs exist; there is general public participation in adequate medical programs, at least 90 percent of children receive primary education and secondary schools are accessible; welfare needs are satisfied and special benefits are being paid; some self-help projects are completed, local pride is evident, public works projects are underway or completed, economic programs are well advanced or not even needed, popular demands are expressed and public participation and interest are widespread. Currently, there are approximately 180 "A" hamlets of a total of about 12,730 hamlets in RVN, with a population of approximately 480,000.

In most "B" hamlets, the VC can make only desperation raids, VC bases within six hours travel from the hamlet have been destroyed and no incidents in the hamlet have occurred during the month or within the village or nearby; all party apparatus is identified, most leaders have been eliminated and no subversion and no incidents occur; the friendly defense force is organized and partially effective, and adequate plans and communications have been prepared for its use; in urban areas there are adequate police during the day, and an effective informant system is operative; a complete GVN managerial group is resident, the hamlet chief is elected and people are participating freely in civic associations; a trained medic and mid-wife are accessible and at least 90 percent of children receive primary education; all programmed self-help projects are underway, advanced economic programs have been started and popular support and participation have increased. There are about 1350 "B" hamlets, with 2,700,000 population.

In a "C" hamlet the general situation would approximate the following: Military control of the VC has been broken, external VC units have been reduced up to 50 percent and only sniping and mining occur on routes to the hamlet; most party apparatus is identified, its effectiveness is curtailed and no overt VC incidents have occurred recently; local communications system is operative, urban areas have inadequate police during day, friendly forces meet security requirements and hamlet chiefs are receiving useful information from informants; GVN managerial groups are usually present at night, a census grievance program has been completed and civic associations are being developed; full time medical support is rendered by external teams, formal full-time education is available and some welfare needs are being met; economic programs are underway, people are interested and have given their consent to self-help projects and some participation has been achieved. "C" hamlets total approximately 3100 and have about 4,400,000 people.

Broadly speaking, in "D" hamlets VC military activities have been reduced and external VC forces have been reduced up to 25 percent, but there is VC activity in the hamlet at night; some VC cadre have been eliminated, VC leaders have been neutralized, but terrorism and taxation occur during the month; day and night defenses by friendly external and popular forces exist and voluntary informants are increasing; local participation in hamlet management has begun, a census grievance program has started and local officials occasionally respond to popular aspirations; MEDCAP visits are scheduled periodically, some formal education is available and initial welfare activity has begun; and economic development has been initiated and planning for self-help projects has started. The last HES report included about 2,500 "D" hamlets with 2,700,000 population.

In "E" hamlets, in general, VC military activities are effective and attacks and ambushes occur; VC political and subversive activities exist, infrastructure is operating and VC terrorism and taxation occurs; friendly security capabilities are inadequate and night defenses are lacking; GVN administrative activities are temporary, appointed officials ineffective and usually only present in the daytime; health, education and welfare programs are non-existent; and no economic development is in progress. Hamlets in the "E" category number about 455 with 360,000 population.

A "VC" hamlet is one under Viet Cong control and is not evaluated in terms of the 18 questions. VC hamlets number 4,047 and have an estimated 3,000,000 people.

An "Other" hamlet is one which is abandoned (contains no population but the hamlet name is maintained on the GVN roster), planned or not evaluated. The "Not-evaluated" category of the overall "Other" Category enables the district advisor to report the existence, location and estimated population of a hamlet even though he has no knowledge of or capability to rate the hamlet in security and development factors. In subsequent months these hamlets are usually evaluated, as more information becomes available. In April there were a total of 121 "Not-evaluated" hamlets (less than 1% of total hamlets) including an estimated population of 94,752.

"Other Hamlets and Population, April HES Data

Not Evaluated	121	94,752
Planned	41	-0-
Abandoned	950	-0-
Total "Other"	1,112	94,752

Selected Reports and Products

Data from the HES are summarized in a series of monthly reports that have wide distribution. For example, HES data are incorporated in the US Embassy airgram sent to the Secretary of State and the Department of Defense; in the Pacification Status Report which is distributed throughout Vietnam and to the United States, including the Joint Chiefs of Staff; and Information Reports prepared for US military units, US advisors to corps, provinces and districts, the MACV staff and other US agencies. Information Reports contain geographic and demographic data for each hamlet, GVN hamlet security and RD data, and, for all evaluated hamlets, list evaluation responses for the 18 indicators, confidence index and problem area responses furnished by the district advisors.

The Hamlet Category Change Report. - An automated report that identifies progression or regression of hamlets or population by category for any two selected periods. The degree of progress or regression also can be determined for each of the 18 indicators, for security or development hamlet scores, and for HES problem areas.

The report aggregates data in province, corps and countrywide summaries and assists management in readily identifying trends and problem areas.

The Hamlet Plot. - A computer printed map, 1:250,000 scale, for each province in RVN that shows each hamlet by HES category and by geographic coordinate location. In addition to the 1:250,000 province hamlet plots, a monthly 1:1,250,000 scale plot is produced which represents distribution of hamlets by category throughout RVN. (Map I.)

The HES Population Density Map. - This is produced on a monthly basis, 1:1,250,000 scale and depicts population in RVN by one of three categories, Secure (A, B, C, population); Contested (D, E, and Non-evaluated); and VC. (Map II.)

The Category Change Plot. - An automated map, 1:250,000, that identifies hamlets which change by at least one letter category between two given periods. This HES product facilitates trend analysis and can be used to establish correlation between alterations in economic, enemy or friendly force operations. This technique also has been adapted to portray situations along given lines of communications.

The HES Condition Analysis. - An automated report that identifies conditions in a hamlet based on pre-determined levels of types of evaluations or problem response. When conditions fall within the established parameters, pertinent remarks are printed for the respective hamlet. Summaries are run for district, province, corps and RVN. This analytic report identifies problem areas as well as successes and readily lends itself to obtaining a comprehensive summary of given conditions at various levels.

Overlay Analysis. - The quarterly overlay analysis, utilizing monthly changes in HES security indicators, provides a method of detecting and analyzing VC/NVA actions. Time-phased overlays display short and medium-term development of enemy operations, especially with respect to interdiction of LOC's and increased activity in important population centers. In particular, the analyses have shown that the enemy is highly selective and seizes only hamlets/villages of tactical importance. In addition, areas analyzed exhibited distinct "bulls-eye" patterns over time, i.e., roughly concentric circles of hamlets ranging outward from areas selected by the VC.

DEVELOPMENTAL AND OPERATIONAL PROBLEMS

Any evaluation system that relies on subjective judgments necessarily reflects the nature, training, and experience of the evaluators as well as the conditions they attempt to evaluate. These human biases cannot be eliminated entirely; however, efforts can be made to identify the major biases and in some cases to modify them. Some of the elements that affect HES evaluations are discussed in the following paragraphs.

U. S. Advisor Training

The evaluations are performed by MACV district advisors and their assistants, who are usually Army majors or captains. The average Army officer has had little training or experience in civil affairs and little contact with the programs and operations of such US civilian organizations as U. S. Agency for International Development (USAID) and Joint United States Public Affairs Office (JUSPAO). To perform HES evaluations, a newly assigned advisor not only has to become acquainted with an unfamiliar military environment but also must accommodate to cultural conditions that are entirely new to him.

Most US military district advisors are trained at the Special Warfare Center at Fort Bragg, N. C., at the Civil Affairs School, Fort Gordon, Ga., or at the Foreign Service Institute in Washington. Advisors are given further instruction in the HES when they attend the advisors' orientation course conducted monthly by MACV. Also, a MACV team visits the field periodically and conducts HES working seminars for field personnel.

Changes in Advisor Personnel and Advisor Experience

Fluctuations in evaluations may occur when a new district advisor arrives, either because he brings his own set of standards or because he is unfamiliar with local conditions, or both. In the majority of districts, however, the whole team works with the advisor on the evaluations. Therefore, except in the rare instance of a whole team leaving at once, there normally is sufficient continuity within each group.

An individual advisor's evaluation standards may change appreciably during his tour of duty. Men now in the field have estimated that it normally takes three months for a district advisor to learn enough about his district to make evaluations and judgments in which he has substantial confidence. As advisors' tours continue, depending on individual experience and nature, they may become increasingly critical, understanding or biased. Increased experience may lead to evaluation changes that reflect more knowledge rather than actual changes in conditions.

Other influences also may affect district advisors' judgment, such as a persuasive Vietnamese counterpart with his own set of motives to serve. The degree to which the district chief and his staff cooperate with the district advisory team may determine the completeness and dependability of the data upon which the hamlet evaluations are made.

Variations in Numbers of Hamlets Per District

Large differences in numbers of hamlets per district inevitably affects the relative validity of evaluations. The standard district advisory team numbers six, regardless of the size of the district and many of these teams have been under strength. The average number of hamlets per district team is 40; however some teams evaluate over a hundred, while a few report on less than ten.

Hamlet Accessibility

Hamlets in and close to district towns are usually under relatively firm GVN control, are easily accessible, and are more frequently visited by district team members, the district chief and his staff than are more distant population centers. Evaluations of such nearby areas can usually be accepted with considerable confidence. Visits normally cannot be arranged merely for purposes of evaluations to outlying villages or to other population centers scattered throughout the district under varying degrees of GVN control, where access by road or waterway is difficult or hazardous and when helicopter transport is seldom available.

Problems With The Hamlet Roster

One of the most pressing problems during the initial shakedown of the HES was the establishment of a complete and accurate hamlet roster. Whatever the system used for evaluating the security and developmental status in RVN, dependable results cannot be achieved without establishing the number and geographical distribution of the country's populace. Reporting systems for pacification prior to the initiation of the HES operated under the severe handicap of having to rely on hamlet and population data summarized by province and based largely on estimates by GVN province officials. Consequently, much of the effort connected with the HES in the early months of 1967 was directed toward developing a roster identifying the country's hamlets by name, UTM coordinates, and population. Under wartime conditions, securing such information and keeping it current in GVN record-keeping procedures among the 44 provinces and between GVN ministries.

The original list of hamlets, compiled from data provided by the GVN Ministry for Revolutionary Development (MRD), and sent to the field in January 1967 was known to be incomplete. In some instances, data for listed hamlets (names, coordinates, or population) were missing. Advisors were asked to cross-check with GVN official hamlet lists at the province and district headquarters and to incorporate any available additional data on their HES returns. The results showed clearly that GVN district, province, and Ministry records were often in disagreement. Some district advisors reported that the list of hamlets initially provided bore no resemblance to the existing distribution of hamlets in the district. Many inaccuracies in the location and identification of hamlets existed at the outset.

The growth in the number of hamlets in the system by category and overall is significant. HES started with 11,300 hamlets, and now more than 12,700 are included (Fig. 4.) in what is the most accurate national gazetteer for the Republic of Vietnam. Many district evaluators reported hamlets that were not included on the original list, and most of these additions turned out to be VC-controlled. As an example, Long An province reported only 250 hamlets in January 1967. Of these, 120 were GVN-controlled. As a result of the systematic HES evaluation, US advisors in Long An now report 544 hamlets of which 268 are VC, 188 Contested and 88 Secure.

FIRST HES REVISION

The HES was launched on extremely short notice, and most of the usual preliminaries of field testing and debugging were carried out after the implementation of the system. Although it was impossible to foresee the exact nature or magnitude of the problems that would be encountered, MACV recognized from the beginning that the HES data for the first few months could not be regarded as reliable and issued warnings to this effect. To resolve problems in structural details, relatively minor changes in the content and format of the HEW, HESF, and HCF were made and distributed to the field in May, 1967. These revised forms were used for the June HES reports.

Revision of The Hamlet Evaluation Worksheet

In the June 1967 revision, changes were made in the HEW that clarified the original meaning where comments from evaluators had pointed out gaps or ambiguities. For example, the revised wording covered urban and suburban conditions more specifically and allowed recognition of facilities such as schools and medical dispensaries that are readily accessible to a hamlet although not within its boundaries. Revision in content that might result in large-scale changes in evaluations were avoided however.

The most significant change was that made in indicator 4-b, formerly called "Census Grievance Program" and revised to read "GVN Response to Popular Aspirations". The significant indicator was not so much whether formal census grievance programs existed but whether there was any means by which the people could express their aspirations and whether these were being met through any official channels.

The Hamlet Problem questions in the Worksheet were extensively revised in June 1967. These problems were included on the original HEW because the subjects involved were too narrow and specific to fit conveniently into the indicators but too significant in their potential effect on popular attitudes toward the GVN to be omitted. In the revision the question relating to delay in payment of GVN-provided salaries was dropped, because, judging from advisor responses, this was not of major importance. The question concerning support of RD programs by hamlet officials was dropped, because its application was limited to hamlets included in the 1967 RD Plan of the GVN. Other problems were

reworded, in light of comments from the field, to improve clarity or to include responses more descriptive of actual conditions. New problem questions were added, to throw additional light on subjects connected with the HES (refugees, and accessibility of hamlets to visits by sub-sector advisors), to distinguish between misbehavior by friendly forces and misfortune to hamlets in the course of military operations, and to determine availability of potable water.

Revision of the Hamlet Evaluation Summary Form

The HESF format was altered to accommodate hamlet problems added to the revised Worksheet. The new form also included boxes to be checked if the hamlet was visited during the month by the district chief or the evaluator or members of their staffs. A population data reliability index also was added.

SECOND HES REVISION

To improve the present HES, MACV contracted studies by two separate private organizations, SIMULMATICS Corporation and Pacific Technical Analysts, Incorporated. The first of these HES evaluations was completed in December 1967 and the second in March 1968. The first study examined how the system is working; whether the district advisors are really going out and looking at the hamlets; how they are collecting their data; how much time they spend on HES; and how reliable their evaluations are. The results of this study are encouraging. They indicate that HES is a reasonably reliable and comprehensive system; however there are some flaws in the HES. The researchers have made a large number of recommendations for improvement, particularly on how to frame the questions and to improve the training of advisors so they will understand the system better.

Based on results of these studies and MACV field experience with the HES, a second HES revision is now underway, and its recommendations will be implemented this September. The revised HES will be more objective, incorporating questions more easily answered by district advisory personnel, will be tailored to geographic regions, will differentiate between rural and urban hamlets, and will be a more flexible and responsive instrument.

The revised HES will provide more data for management planning at MACV and subordinate levels. Specifically, the revision will assist management in setting realistic program goals, in devising alternative courses of action, and in choosing optimal alternatives from among competing choices. Compatibility with the present HES and other MACV Pacification Evaluation Systems (PACES) will be maintained.

HES AFTER ONE YEAR

The Hamlet Evaluation System, after a year's existence has become the most authoritative source of information on pacification status in the Republic of Vietnam. Nothing startling was demonstrated during the first year, nor was more rapid pacification progress expected.

Table 1 summarizes changes in pacification status during 1967 using the best indicator available - secure population. The reason why population trends are more significant than hamlet trends is because hamlets vary widely in size. There are hamlets with as many as 20,000 people and others with between 25 and 100.

The increase in secure population results from many factors, not just of the expansion of the pacification area, although that was significant. This increase has been caused partly by a movement of population to the cities where there are better jobs and more security. It also has been caused by refugee movements, especially in I Corps.

The year-end HES reports show that about 11.5 million of the 17.2 million that are carried as the total population of South Vietnam, were living either in the secure cities and towns or under reasonably good security conditions in the country. This figure represents about a 5 percent increase in the course of the year, with concurrent reductions in both contested and Viet Cong controlled population. The total recorded population has increased, essentially in the rural areas; however, much of the recorded increase probably is caused by refinements in HES rather than actual population growth.

About 640 hamlets were added to the secure category in 1967. There was also an improvement in the number of contested hamlets, as that category declined by 200. Further, the number of VC-controlled hamlets dropped by 316.

HES RESULTS - POST VC TET OFFENSIVE

On the basis of the end-April HES assessment from the field, the US and GVN have a reasonably comprehensive view of the impact of the enemy's Tet Offensive, from 29 January to 1 April, on pacification. (Table 1.) Pacification suffered a distinct setback; however, as the data comes in and a better perspective of the situation is obtained, it is clear that the impact was more limited than earlier envisioned.

The best indication is obtained from the Hamlet Evaluation System. Confidence in this system has been raised substantially since Tet, because HES did demonstrate a sharp dropoff for February. It rather faithfully reflected the trends, both downward in the immediate aftermath of Tet and the recovery curve that is developing subsequently. Again, population data give the most reliable picture. Overall, secure population was about 67 percent just before Tet. It dropped rather substantially to just below 60 percent by the end of February, and is now on a modest recovery curve.

This pattern already has been established. In over a year's experience with the HES, whenever the enemy hits a hamlet, there is a sharp dropdown and then a rather gradual curve of recovery taking about three or four months before a return to the original condition. This is not surprising, and the same recovery curve has begun to appear in the post-Tet analysis.

It is important to note that while there was a sharp drop in the secure segment of the population, most of the loss went to the contested categories. By the end of April, the total drop from secure resulting from the Tet Offensive was about 700 hamlets, of which 460 dropped to contested. The number of hamlets going to VC control was 255, and most of these hamlets were from the contested category. Pacification recovery during March and April as measured by the HES is evident as the GVN reasserts its control over the hamlets which had been downgraded. Most of the recovery has been from the contested category.

A summary of the population situation by Corps area on 30 April 1967 shows that in I Corps about 48 percent of the population is relatively secure, almost 26 percent is contested, and 26 percent is VC controlled (Fig. 5.). The situation in II Corps and III Corps is noticeably better

than in I Corps. III Corps includes the population of Saigon and its suburbs. In IV Corps, about 50 percent of the population live in relative security, but about 29 percent remain under VC control.

Figure 6 shows hamlet control data. The contrast in the pacification status between the population data in Figure 5 and the hamlet data in Figure 6 is accounted for by two factors. One is the inclusion of large, secure urban populations. The other is the difference in average size of GVN controlled and VC hamlets. Average size of the "A" hamlet is 3,000 while the average VC hamlet has about 700 residents.

HES AS A MANAGEMENT TOOL

Graphic Plots

The HES evaluations continue to find new usage as the system develops and improves. One of the most interesting developments is the use of the Province Hamlet Plot (1:250,000), an overlay showing location and category of each hamlet, by province, in Vietnam. US and Republic of Korea units use the plots in planning tactical operations; US artillery units use them in assessing populated target areas, and defoliation units use them in planning their operations. The GVN National Police use these data in their campaign against the VC infrastructure and the U. S. Air Force Office of Special Investigations in Vietnam are using the HES Information Report to assess population and area control in their work.

Another use of HES is in the analysis of pacification regression. Through the use of monthly computer graphic plots of hamlets experiencing progression/regression activity patterns are easily seen. When a regression pattern appears, the factors contributing to the regression and the extent of their contribution are identified and analyzed. This technique acts as a trigger mechanism which activates appropriate responses within agencies responsible for restoring the situation in the regressed areas. Similar analyses are conducted to isolate factors contributing to progression for further exploitation.

Hamlet Conditions Report

The Hamlet Conditions Report lists pacification areas which require management attention. Based in part on the HES problem

questions, this report summarizes, by province and nationwide, the number and location of hamlets and hamlet population, where: (1) Obtaining an adequate supply of drinking water is a problem; (2) Refugees are in need of assistance; (3) Self-help supplies are required; and (4) Misconduct by military personnel has had a detrimental effect on local attitudes towards the GVN.

Developing additional data from security indicators, the Hamlet Conditions Report summarizes the number and location of hamlets where: (1) Recent strengthening of enemy forces threatens hamlet security; (2) Additional security forces are required; (3) An active VC infrastructure exists which threatens hamlet security; and (4) A communications/warning system is required.

Finally, using development indicators, the report summarizes the number and location of hamlets where: (1) Local village government management is ineffective; (2) Improvement in basic medical facilities is necessary; (3) Inadequate facilities for formal education of children exist; and (4) Hamlet self-help projects are needed.

HES Interface With Other Systems

The HES is one sub-system of the Pacification Evaluation System which is a fully automated system also designed and operated by MACV. By interfacing the files of selected PACES sub-systems, the interreactions of various aspects of pacification programs can be analyzed. For example, patterns of pacification regression or progression can be evaluated using the output of a PACES sub-system, the Area Assessment System (AAS). The AAS plots the location of each hamlet in South Vietnam and denotes its HES hamlet category on a map with a scale of 1:250,000. (See Map I.)

Priorities for the upgrading of the territorial forces in RVN can be established by analyzing the combined data from another PACES subsystem, the Territorial Forces Evaluation System (TFES) and the HES. TFES monitors the status of each Regional Force and Popular Force unit in RVN.

Also, analysis of pacification projects such as refugee assistance, school construction, and fertilizer distribution will be possible using the CORDS Information System (CIS) and the HES. The CIS, currently under development, will automate and integrate much of the pacification reporting within MACV.

CONCLUSIONS

The HES is proving to be a reasonably reliable technique for measuring the key aspects of pacification that are measurable - hamlet population, security and development. Confidence in the system has increased substantially, particularly since the VC Tet Offensive, because, as was previously described, the amount of secure population did show a sharp drop. The system does reflect trends satisfactorily - the trend downward following the Tet attacks and the recovery that has begun thereafter.

Observers can go to individual hamlets and conclude either that the conditions are better or worse than have been reported based on advisors' evaluations. A much more important point is, and this fact is central to understanding the war in Vietnam, that one cannot generalize on the basis of any small sample. An observer cannot go to one hamlet, or several, and then on that basis conclude that overall pacification is going forward or backward or standing still. It is impossible to generalize about the situation in rural Vietnam, at least about the 18 HES indicators and 10 problems that are central to pacification, without employing such an instrument as the HES to obtain an overall picture which is built hamlet by hamlet. The HES permits examination of the pacification situation at any level, from the individual hamlet to the national, and analyses of the trends over the life time of the system. This is why the Hamlet Evaluation System has been developed. This is why it is being used. This is why it will continue to be improved.

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GLOSSARY OF TERMS AND ABBREVIATIONS

AAS - Area Assessment System.

ADP - Automatic Data Processing.

ARPA - Advanced Research Projects Agency.

CIS - CORDS Information System. A system designed to assemble in a single source data bank all essential information required for optional program management purposes by the various managerial levels within CORDS.

CORDS - Civil Operations and Revolutionary Development Support. A MACV organization that provides single manager direction of all US Civil/Military RD activities in the Republic of Vietnam.

DIA - Defense Intelligence Agency.

DISTRICT - Political subdivision of a province.

DMA - Data Management Agency.

EAM - Electrical Accounting Machine.

GVN - Government (or Republic) of Vietnam.

HCF - Hamlet Classification Form.

HES - Hamlet Evaluation System.

HESF - Hamlet Evaluation Summary Form.

HEW - Hamlet Evaluation Worksheet.

IBM - International Business Machines.

ID - Identification.

INFRASTRUCTURE - The political and administrative organization through which the VC control, or seeks to control, the South Vietnamese people. It embodies the Peoples' Revolutionary Party control structure, which includes a command and control apparatus (Central Office of South Vietnam) at the national level, and the leadership and administration of a parallel front organization (National Liberation Front of South Vietnam), both of which extend from the national through the hamlet level.

JUSPAO - Joint United States Public Affairs Office.

LOC - Line of Communications

MACV - Military Assistance Command, Vietnam.

MEDCAP - Medical Civil Action Program.

MRD - Ministry for Revolutionary Development.

NVA - North Vietnamese Army.

PACES - Pacification Evaluation Systems.

PACIFICATION - The military, political, economic and social process of establishing or re-establishing local government responsive to and involving the participation of the people. It includes the provision of sustained, credible territorial security, the destruction of the enemy's underground government, the assertion or re-assertion of political control and involvement of the people in government, and the initiation of economic and social activity capable of self sustenance and expansion. The economic element of pacification includes the opening of roads and waterways and the maintenance of lines of communication important to economic and military activity.

PF - Popular Forces. Military forces locally recruited, employed within their home district and organized into platoons.

PROVINCE - Political Subdivision Equivalent of a U. S. State.

PSYOPS - Phychological Operations.

PTAI - Pacific Technical Analysts, Incorporated.

RAC - Research Analysis Corporation.

RD - Revolutionary Development. The integrated military and civil process to restore, consolidate and expand government control so that nation building can progress throughout the Republic of Vietnam.

RF - Regional Forces. Military forces recruited and employed within a province. Organized as companies.

RMK/BRJ - Raymond-Morrison-Knutson/Brown-Root-Jones.

ROK - Republic of Korea.

RVN - Republic of Vietnam.

TFES - Territorial Forces Evaluation System.

USAID - United States Agency for International Development.

UTM - Universal Transverse- Mercator (coordinates).

VC - Viet Cong.

TABLE 1

HES PACIFICATION DATA, JAN '67 - APR '68

	First Year		Post Tet Attacks				Change
POPULATION	31 Jan 67	31 Dec 67	31 Jan 68	28 Feb 68	31 Mar 68	30 Apr 68	Jan 68-Apr 68
Secure (A, B, C)	10,191.6 (62.1)	11,514.8 (66.9)	11,581.5 (67.2)	10,257.9 (59.8)	10,471.1 (61.0)	10,628.8 (61.9)	(- 5.3)
Contested (D, E)	3,032.9 (18.5)	2,832.4 (16.5)	2,817.2 (16.3)	3,776.0 (22.0)	3,553.2 (20.7)	3,366.6 (20.2)	(+ 3.9)
VC Control	3,177.2 (19.4)	2,861.1 (16.6)	2,834.2 (16.4)	3,117.1 (18.2)	3,136.7 (18.3)	3,066.3 (17.9)	(+ 1.5)
Total	16,401.7	17,208.3	17,232.9	17,151.1	17,161.0	17,156.4	
HAMLETS							
Secure (A, B, C)	4,702 (39.8)	5,340 (42.0)	5,331 (41.8)	4,472 (35.0)	4,559 (35.8)	4,632 (36.4)	- 699
Contested (D, E)	2,924 (24.7)	3,500 (27.5)	3,593 (28.2)	4,247 (33.3)	4,084 (32.1)	4,052 (31.8)	+ 459
VC Control	4,223 (35.5)	3,882 (30.5)	3,838 (30.1)	4,043 (31.7)	4,093 (32.1)	4,047 (31.8)	+ 209
Total	11,849	12,722	12,762	12,762	12,736	12,731	

NOTES: 1. Population figures are rounded to thousands.

2. Percentage (fig. in parenthesis) are machine rounded to tenths, resulting in some cases in totals greater or less than 100%.

3. Total hamlet numbers vary from month to month - a result of planned additions of new hamlets, discovery of hamlets (usually VC), or the abandonment of hamlets.

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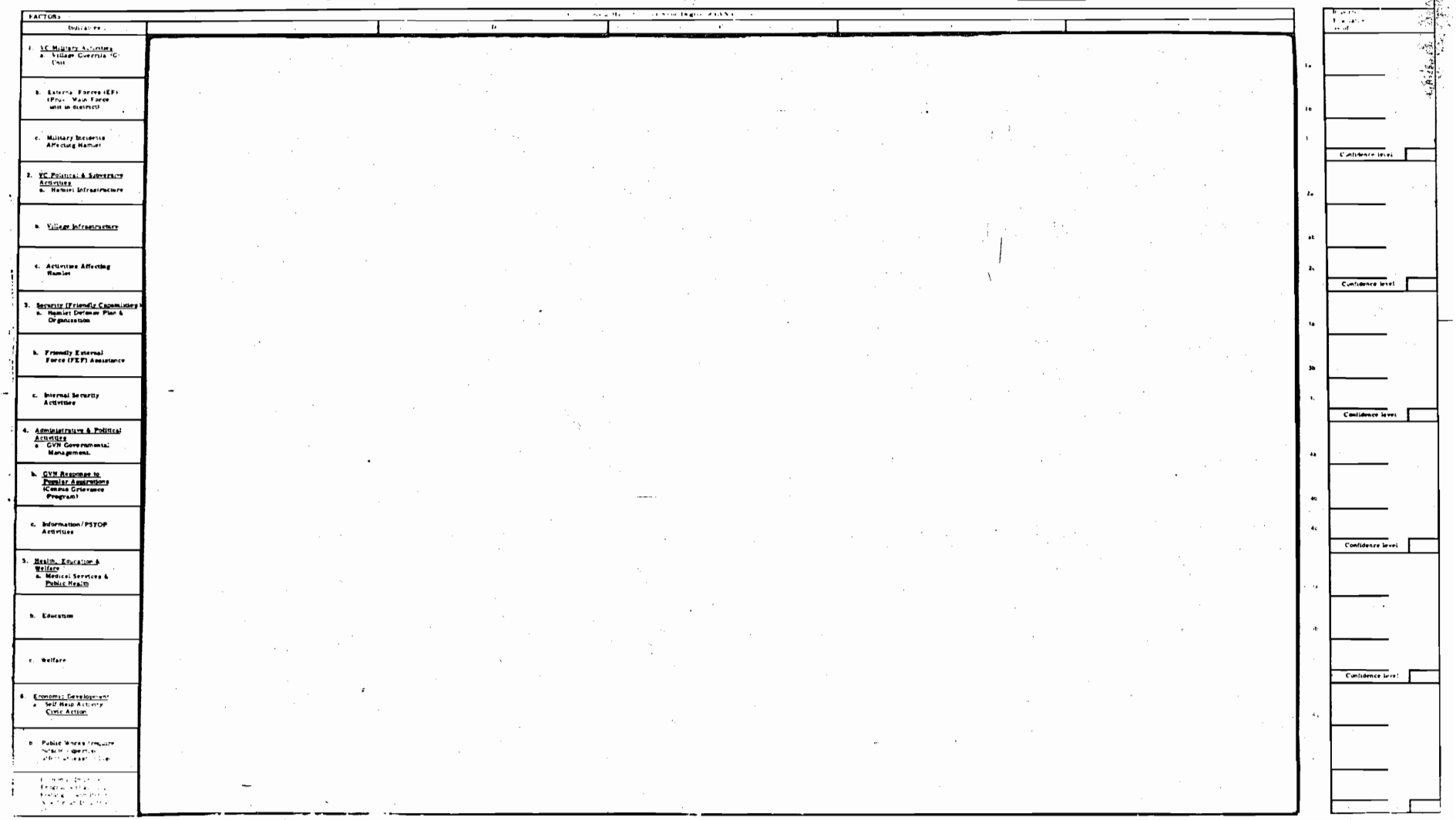
HAMLET EVALUATION WORKSHEET



SECURITY

FIGURE 1

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HAMLET EVALUATION SUMMARY FORM
AS OF 31 DEC 67

PROVINCE- HAI MUOI

DISTRICT- HOI BIEN

DISTRICT ID NUMBER - 42001

RECORD UNDER THE GENERAL CATEGORIES LISTED BELOW ANY ADDITIONAL POPULATION LIVING IN THE DISTRICT THAT IS NOT INCLUDED ON THE HAMLET ROSTER

6 POPULATION PREDOMINATLY UNDER GVN INFLUENCE.

5 POPULATION PREDOMINATLY UNDER VC INFLUENCE.

3 POPULATION INFLUENCED BY BOTH OR NEITHER THE GVN AND VC

0 UNKNOWN

VILLAGE NAME	GVN SER	HAMLET ID NUMBER NAME AND LOCATION	CHECK IF VISITED BY GVN	CHECK IF VISITED BY USA	POP.	RELIABLE POP. DATA	EVALUATION RESPONSES FA-1	FA-2	FA-3	FA-4	FA-5	FA-6	PROBLEM RESPONSES
BINH LONG		420010101	( )	( )	668	2-NO	A	A	A	A	B	B	1A/ 1 1E/ 4 5A/ 1 7A/ 1 9A/ 1
	334	QUANG TRI					B	A	A	B	C	B	1B/ 4 2/ 1 5B/ 6 7B/ 2 9B/ 1
		XS785384					C	A	A	B	B	C	1C/ 1 3/ 1 6A/ 1 8A/ 2 1./ 1
							CI	5	5	5	5	5	1D/ 1 4/ 6 6B/ 1 8B/ 1
		420010102	( )	( )	383	2-NO	A	A	C	B	B	D	1A/ 1 1E/ 4 5A/ 1 7A/ 1 9A/ 1
	332	THU THIEN					B	A	B	A	C	B	1B/ 4 2/ 1 5B/ 6 7B/ 2 9B/ 1
		XS795388					C	A	A	B	C	D	1C/ 1 3/ 1 6A/ 2 8A/ 2 1./ 1
							CI	4	4	4	5	5	1D/ 1 4/ 6 6B/ 1 8B/ 1
		420010103	( )	( )	387	2-NO	A	A	C	B	B	C	1A/ 1 1E/ 4 5A/ 1 7A/ 1 9A/ 1
	316	QUANG NAM					B	A	B	A	B	C	1B/ 4 2/ 1 5B/ 6 7B/ 2 9B/ 1
		XS8[illegible]390					C	A	A	B	B	C	1C/ 1 3/ 1 6A/ 2 8A/ 2 1./ 1
							CI	4	4	4	5	5	1D/ 1 4/ 6 6B/ 1 8B/ 1
		420010104	( )	( )	578	1-YES	A	A	C	B	B	D	1A/ 1 1E/ 4 5A/ 7 7A/ 1 9A/ 1
	320	KONTUM					B	A	B	A	C	C	D 1B/ 4 2/ 1 5B/ 7 7B/ 5 9B/ 1
		XS86394					C	A	A	B	C	D	E 1C/ 1 3/ 1 6A/ 3 8A/ 2 1./ 1
							CI	4	4	4	5	5	5 1D/ 1 4/ 6 6B/ 3 8B/ 1

DISTRICT- HOI BIEN

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FIGURE 2

SECURITY

GVN HAMLET CLASSIFICATION FORM
AS OF 31 DEC 67

PROVINCE- HAI MUOI

DISTRICT- HOI BIEN

LEGEND - HAMLET TYPES
ATS = AP TAN SINH
ACC = AP CUNG CO
ADM = AP DOI MOI
ABD = AP BINH DINH

LEGEND - RD PROGRAM STATUS CODES
HT = HOAN THANH = COMPLETED
CC = DANG CUNG CO = U. CONSOL.
XD = DANG XAY DUNG = U. CONSTR.
DT = DU TRU = PLANNED

LEGEND - HAMLET SECURITY STATUS CODES
SE = SECURE NIGHT/DAY = AN NINH NGAY DEM
SS = SECURE DAY ONLY = AN NINH NGAY
CO = CONTESTED = XOI DAU
VC = VC CONTROLLED = VIET CONG

VILLAGE NAME	GVN SER	HAMLET NAME	LOCATION	POP.	ID NUMBER **********	NPA ***	RD HAMLET TYPE ****	PRESENT STATUS OF RD	CHANGES TO RD STATUS **********	PRESENT HAMLET SECURITY STATUS **********	CHANGES TO SECURITY STATUS
BINH LONG											
	004	QUANG TRI	XS785384	668	420010101	NO	ATS	HT		SECURE NIGHT/DAY	SE SS CO VC
	032	THU THIEN	XS795388	383	420010102	NO	ATS	HT		SECURE NIGHT/DAY	SE SS CO VC
	016	QUANG NAM	XS800390	387	420010103	NO	ATS	HT		SECURE NIGHT/DAY	SE SS CO VC
	020	KONTUM	XS806394	578	420010104	NO	ATS	HT		SECURE NIGHT/DAY	SE SS CO VC
	028	KIEN HOA	XS809397	486	420010105	NO	ATS	HT		SECURE NIGHT/DAY	SE SS CO VC
	436	KIEN HOA	XS814396	C	420010106	NO	ATS	HT		SECURE NIGHT/DAY	SE SS CO VC
	010	TUYEN DUC	XS783385	527	420010107	NO	ATS	HT		SECURE NIGHT/DAY	SE SS CO VC
	030	BINH TUY	XS780377	414	420010108	NO	ATS	HT		SECURE NIGHT/DAY	SE SS CO VC
	006	GO CONG	XS816367	489	420010109	NO				CONTESTED	SE SS CO VC
BINH DONG											
	022	QUANG TRI 2	XS816402	316	420010201	NO	ATS	HT		SECURE NIGHT/DAY	SE SS CO VC
	412	BINH HOA	XS807417	352	420010202	NO	ATS	HT		SECURE NIGHT/DAY	SE SS CO VC
	008	BINH PHU	XS790400	276	420010203	NO	ATS	HT		SECURE NIGHT/DAY	SE SS CO VC
	012	BINH QUOI	XS784393	605	420010204	NO	ADM	HT	HT XD DT	SECURE NIGHT/DAY	SE SS CO VC
	014	BINH AN	XS768408	182	420010205	NO	ADM	XD	HT XD DT	SECURE NIGHT/DAY	SE SS CO VC
	018	BINH LOI	XS750391	549	420010206	NO	ABD	XD	HT XD DT	SECURE DAY ONLY	SE SS CO VC
	024	BINH NINH	XS796411	409	420010207	NO				SECURE NIGHT/DAY	SE SS CO VC

DISTRICT- HOI BIEN

SECUF

FIGURE 3

NUMBER OF HAMLETS IN HES

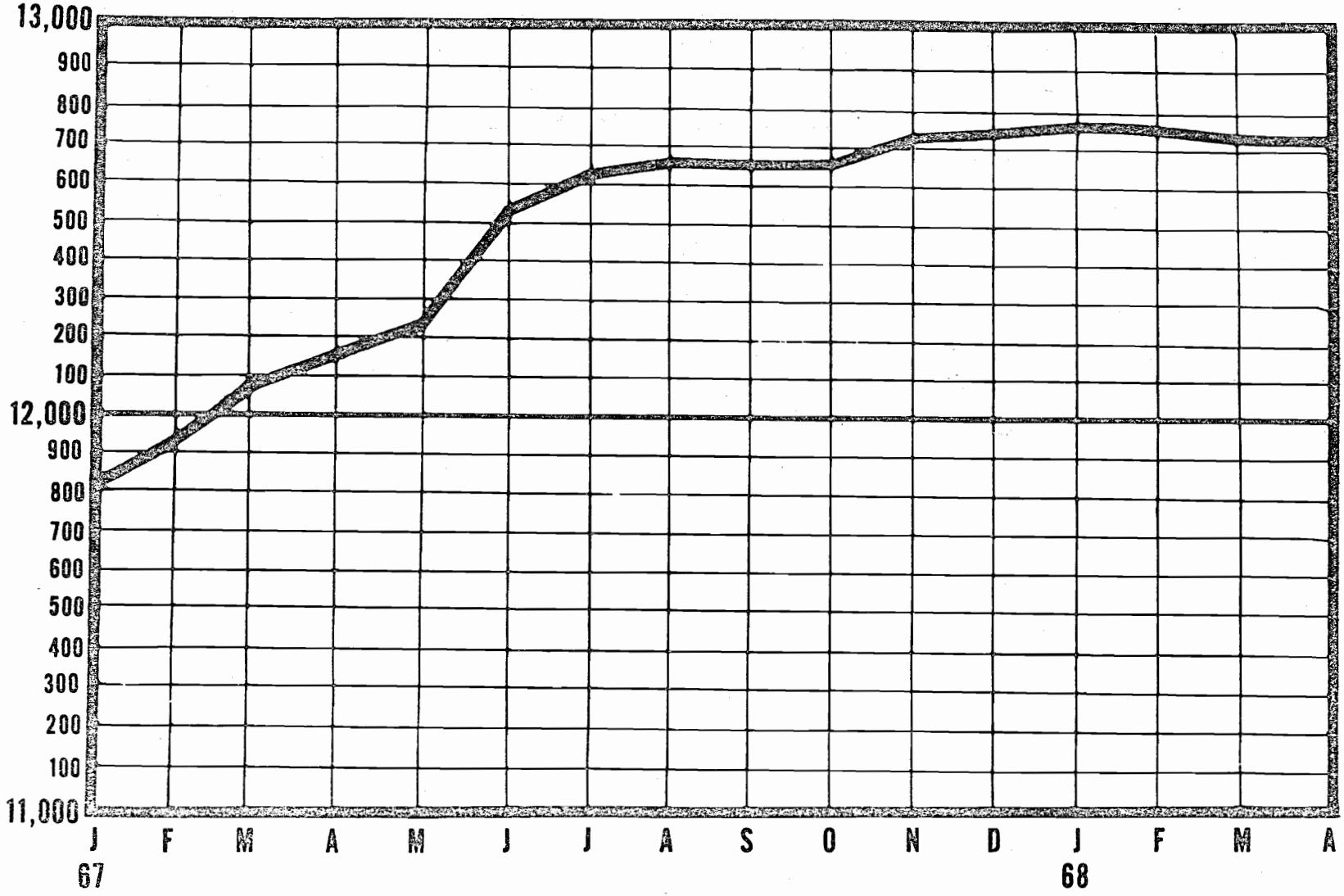
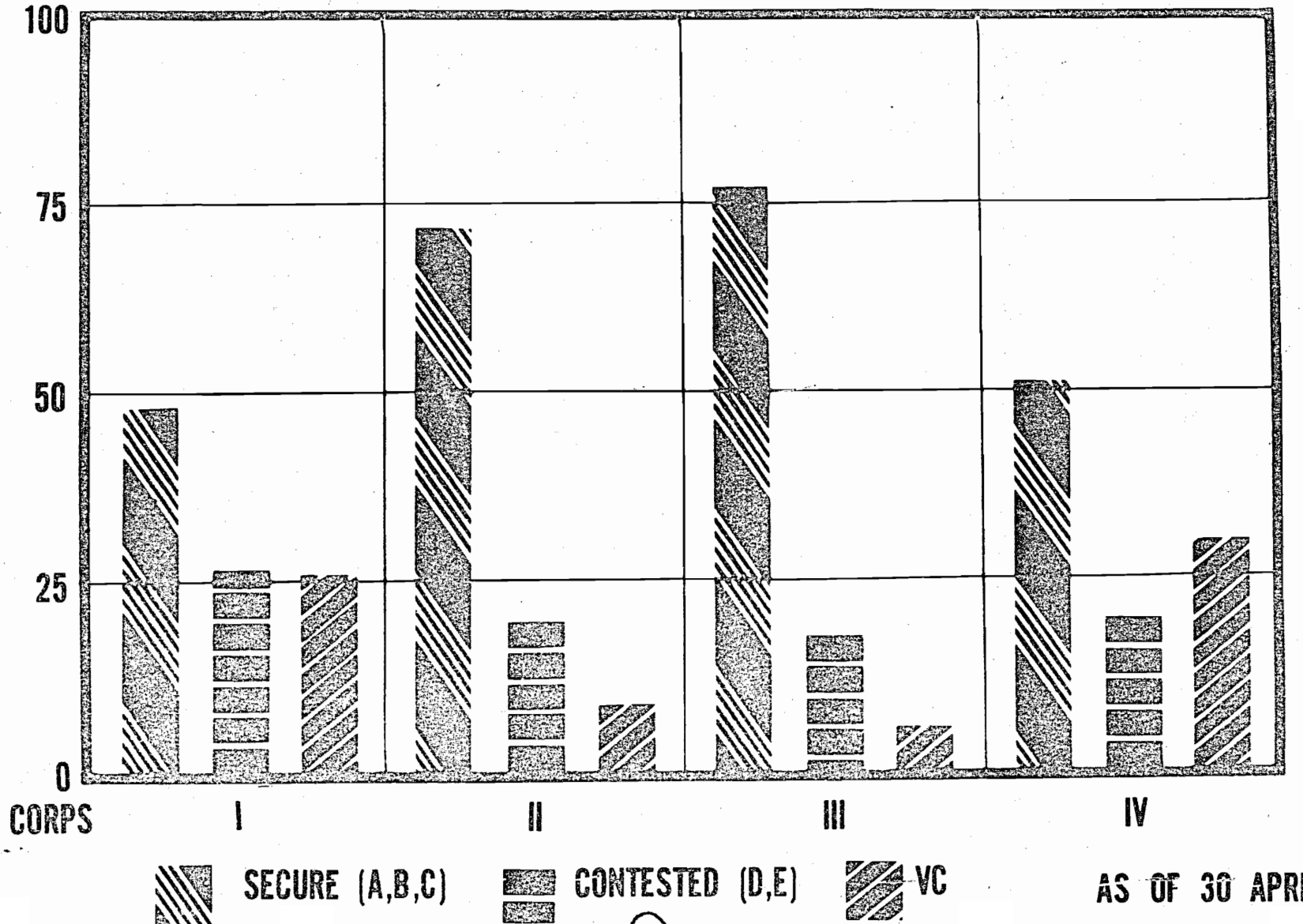


FIGURE 4

HAMLET EVALUATION SYSTEM
POPULATION CONTROL



AS OF 30 APRIL 66

FIGURE 5

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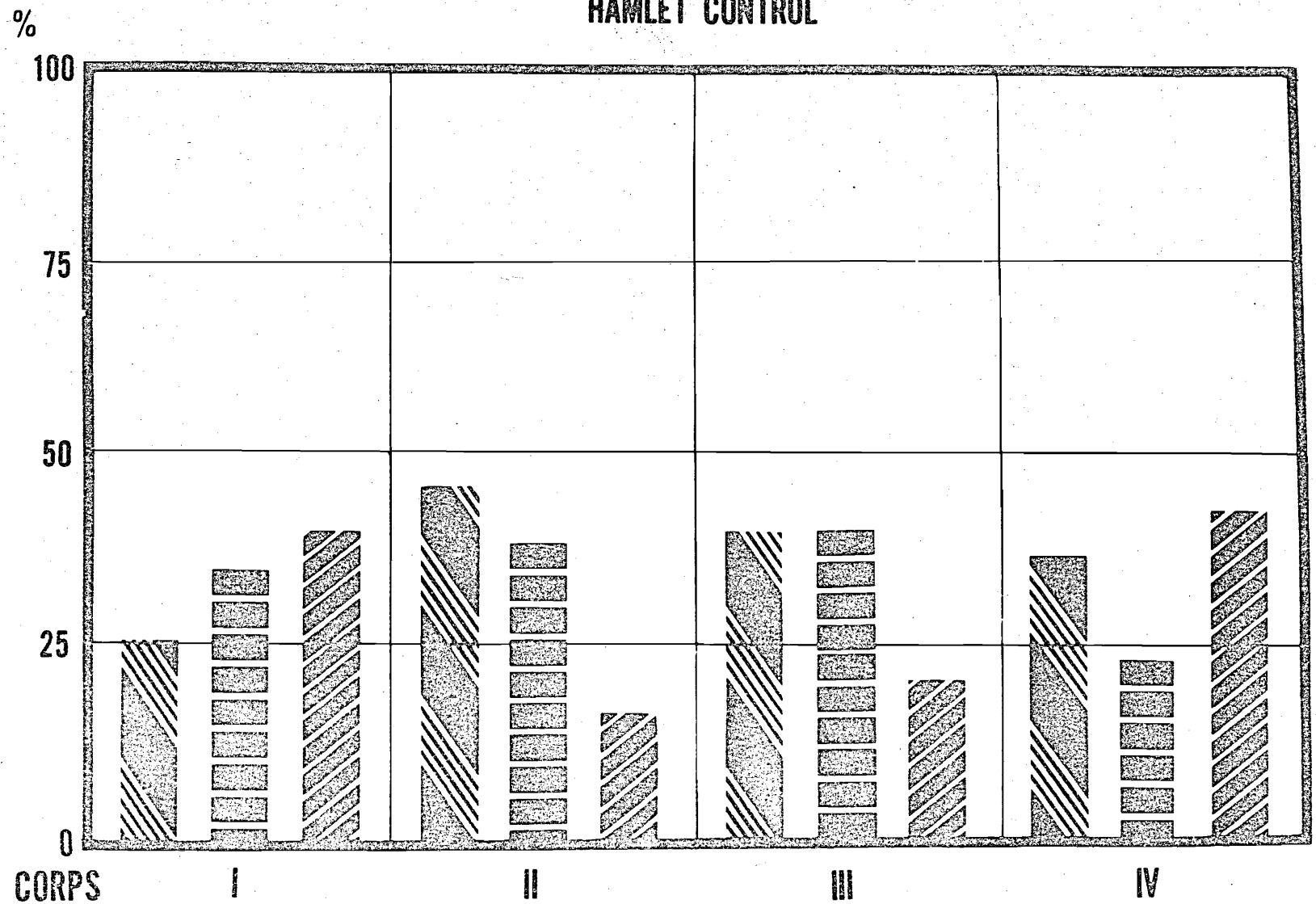
HAMLET EVALUATION SYSTEM

HAMLET CONTROL



AS OF 30 APRIL 68

FIGURE 6