

FUNCTIONS AND RESPONSIBILITIES OF THE PROVINCIAL REPRESENTATIVE

The Provincial Representative has basically three categories of functions to perform:

1. To serve as an advisor to the Vietnamese Government at all echelons from hamlet to province.
2. To monitor the input of AID commodities and funds into the province in support of the provincial revolutionary development program.
3. To serve as a general USAID representative in the provinces monitoring in behalf of the various technical elements of the USAID all activities which are ongoing in the province and which are supported by USAID.

In areas where U. S. military forces are operating, he has the additional responsibility of serving as an advisor to American military units on suitable civic action projects and to support such projects with USAID commodities.

In connection with both his advisory and monitoring roles, the Provincial Representative must recognize the importance of working through the existing Vietnamese Government systems.

The functions performed in each of these categories are interrelated as can be seen from the following elaboration.

1. The advisory role of the provincial representative is most important. His success in this role is directly related to the nature of the working relationship which he is able to establish with his province chief; however, he should exercise caution in his day-to-day contacts to avoid taking a disproportionate amount of the province chief's limited time. As the provincial representative becomes more knowledgeable of the GVN provincial and district organizations, he will find he is able to be effective in accomplishing objectives and of more assistance to the province chief, by working directly with the GVN officials charged with specific responsibilities in the area under consideration. This is merely an extension, on the advisory side, of the principle of management by exception, by helping assure that the province chief's time and energy are devoted to the more critical action decisions. This is not to be construed as minimizing the importance of establishing a direct and responsive relationship with the province chief. It is essential that this be done so that subordinate officials are themselves more amenable to receiving and acting upon U. S. advice.

The primary function or responsibility of the Prov Rep is to make the operations of the provincial government as effective as possible. To do so, he must be able to identify and concentrate on those areas which are most important. Making the government effective in the counter-insurgency sense means ensuring that government activities at the provincial and sub-provincial level are conducted in such a manner as to maximize the effectiveness of the Provincial Pacification (Revolutionary Development) program and to bring about a relationship between the government and the people which results in maximum popular support for the government of Vietnam and active resistance of the Viet Cong. This is, of course, a two-way street. The people in the village and hamlets must be persuaded that the government is attempting to function in the common interest and that they have some-

thing tangible to gain from giving their allegiance and support to the government. At the same time, the governing officials must be persuaded that their primary function is to provide necessary and proper government services to the local population as a whole, or at least those elements of the population which can be reached effectively by the government. It is the proper function of the Province Rep to analyze and determine which areas of the government's operations are weakest in this respect and what remedial steps can or should be taken. It is also his proper function to attempt in the most effective and practical manner possible to persuade provincial officials to adopt the measures which are required to redress the situation. The means which he must use to accomplish this are as infinite and varied as the situation or problem areas they are designed to redress. Thus, the only valid criterion by which the provincial representative's activities can be judged is the degree to which the operations of the provincial government are improved and made more effective in the vital areas concerned. The success of a provincial representative is determined not by what he does by what he is able to stimulate and motivate others to do.

2. The second of the three basic categories is the more obvious and easy to grasp. Briefly, this function involves determining, as a member of the provincial committee (Provincial Chief, Province Rep, MACV Sector Advisor), those activities that can most profitably be undertaken to carry out the provincial revolutionary development program: what funds and materials are necessary to support the program and the input of USAID funds and commodities required to supplement the GVN effort. The Province Rep must then advise his headquarters of the total AID furnished requirements, to requisition the commodities in a timely manner and ensure that they are subsequently utilized as planned within the framework of the provincial revolutionary development program. This category of activity is, of course, an integral part of the Province Rep's advisory function and requires the closest collaboration with both GVN Provincial Officials and other U.S. Agency Representatives, particularly MACV sector and sub-sector Advisors.

There is a danger entailed in this area of activity in that the material accomplishments involved often become an end in themselves and the area in which the provincial representative concentrates to the exclusion of his less obvious responsibilities. It must be constantly borne in mind that the material programs are merely the tools by which the province rep and the provincial government can achieve the less tangible objective: that of creating a local environment in which the people see the government as a being in sympathy with and responsible to their basic needs and aspirations and in which the people see the existing society and governmental structure as offering a means for achieving their goals and aspirations without resorting to the violent course of action expounded by the communists.

It must also be recognized, both by the provincial representative, and by those who influence his actions, that the provision of tangible assistance to the people will not of itself guarantee their support for the government nor deny such support to the enemy. In fact, indiscriminate provision of economic assistance can be of direct aid to the enemy by increasing the population's capability to support the enemy logistically. This circumstance must be recognized by the provincial representative. He must take steps to insure that assistance provided is of sufficient value and interest to the recipients that they are willing to give something in return. He must further insure that the recipients perceive a direct

relationship between action on their part (even if it be only the negative action of discontinuing support to the Viet Cong) and the continued provision of economic assistance. This means that particular attention must be paid to the psychological and informational actions which must accompany the provision of economic assistance in a "revolutionary warfare" situation if the desired effects are to be obtained.

3. The third category of responsibility of the Provincial Representative involves the organizational representative role which is expected of any field representative. The Provincial Representative is responsible to keep himself informed on all ongoing activities within the Province, including those which are supported by AID but which are not included within the rural development budget. He must make accurate and timely reports on these activities to his regional headquarters and to Saigon including pertinent recommendations for improvement in relation to US/GVN goals. He must advise, assist and cooperate with counterparts, with technical representatives and other representatives of the USAID and other U.S. government agencies on their periodic visits to his province. This function is oftentimes burdensome and can become detrimental to the accomplishment of more direct responsibilities. It is essential that the Provincial Representative maintain a proper order of priority for both himself and his staff. He must identify activities which are most vital to successful accomplishment of the previously stated primary US/GVN objectives within his province, emphasizing those which make the greatest contribution to this war effort, and de-emphasizing those which do not. In this regard, it should be noted that activities which may be most important in a given province at a given time may be outside the several programs funded within the revolutionary development budget, for which the Provincial Representative has direct responsibility. In such instances the Provincial Representative should not hesitate to direct his efforts toward seeing that such programs receive proper support.

Also, the Prov Rep must realize his limitations in the various technical specialties and should initiate prompt requests for assistance as the need becomes apparent.

The introduction of U. S. combat forces into Vietnam has added a new aspect to the Provincial Representative's role. The presence of such forces in his province invariably affects the work of the USAID representative. He can expect to be called on for advice on suitable civic action projects for American units and to support such projects with USAID commodities. The Prov Rep frequently introduces American unit commanders to local GVN civil officials. He may very well be invited to participate in the planning of military operations which are expected to "flush out" refugees who would require USAID assistance. The Prov Rep also may be called on to provide indemnification in kind to innocent victims of U. S. military operations.

Finally, something should be said as to the informal duties of a Provincial Representative. As probably the most influential American civilian in the province, he inevitably becomes a local celebrity. Therefore, he cannot expect to step out of his role as Provincial Representative after regular office hours and should be prepared to make informal working contacts and to engage in such activities as English teaching or youth work on his own time.