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MEMORANDUM

April 3, 1963

TO: All American Personnel

FROM: Joseph L. Brent, Director /s/

SUBJECT: The Counterinsurgency Effort -
New Program ... New Program Instruments ... Organization

As the first phase of the Strategic Hamlet Program - Hamlet Establishment - approaches completion and many of the hamlets are rapidly entering the second phase - Hamlet Development, it would be helpful in the planning and implementation of the USOM counterinsurgency efforts to review again the re-orientation of the Vietnam program and to summarize the basic elements of the new program, along with the new instruments and techniques developed to implement it. Within this context it would also be helpful to define the basic relationships between the various divisions of the USOM and the Assistant Director for Rural Affairs, who has the primary responsibility for coordinating the planning and implementation of USOM counterinsurgency efforts.

I. Program Re-orientation

The United States assistance program to Vietnam underwent a basic change in FY 1962. The evolution is being carried further in FY 1963 and will continue into the future. As you know, prior to FY 1962 U. S. aid was directed primarily toward long-range economic and social development. This approach stressed the development of economic and social infrastructure - that is, basic long-range investment, development of national institutions, and development of key human resources. All of these have significance for the country's future growth and strength but are generally of indirect or deferred benefit to the rural population.

The program has now been drastically re-oriented from the traditional economic development and technical assistance program to one primarily concerned with the support of the counterinsurgency effort - rural operations - designed to have a direct and immediate impact on the rural population living in hamlets, villages and district towns. It is directed at rapidly providing resources to this sector of the society to assist in improving the living standards of the rural population, and at developing governmental machinery in these areas responsive to the needs of the people.

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This new approach has required new programs and the employment of new programming techniques; only the constant requirement for technical advice and monitoring remains unchanged. In fact, because our new programs in the rural areas are of a relatively short-term impact type, the introduction of technical advice at the right moment and place becomes critical to successful planning and implementation. Otherwise, we may proceed in a series of false starts which, in psychological effect, would be worse than standing still. The success of the program is now dependent on our success in meshing our activities and efforts.

II. The New Program

A. The first element of the new program is "counterinsurgency" or "rural operations". This category comprises action plans supporting either the Hamlet Establishment phase or the Hamlet Development phase of the Strategic Hamlet Program.

B. The second element of the program is "war infra-structure", a category devoted to the maintenance and improvement of such national functions as communications, utilities and basic services required for the conduct of the counterinsurgency effort.

C. The third element of the program is "social and economic development", in support of essential development activities of a longer range nature than the counterinsurgency effort, but directly related to it and necessary for effective transition to eventual peace time operations.

In categories A and B new program instruments discussed below have been introduced, while in category C the standard implementing documents (Project Agreements and Project Implementation Orders) will continue to be used.

III. New Program Instruments

The basic instruments are:

A. The Action Plan Memoranda (APM) - The APM precedes all other instruments necessary for the execution of the action plan. It is the first

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document in which definite agreement between the two governments is reached on defined segments of the program. It sets forth what is to be done during the year; who is to do it; what resources of the US and GVN are necessary for its performance; and what are the principal administrative dispositions required.

B. The Action Plan Plaster Release Agreement - This instrument is the basic document in which the governments agree to the plaster requirements for an approved action plan.

C. The Procurement Authorization Application (PAA) and the Procurement Authorization/Purchase Requisition (PA/PR) are instruments for the initiation of dollar procurement of commodities required in an approved action plan. The PAA is the initiating document for the PA/PR. The PA/PR is a dollar obligation instrument.

IV. Relationships

A. Action Plan Preparation

In the counterinsurgency area:

The technical divisions have basic responsibility for preparation and coordination of action plans which can be specifically identified with their functional areas. (Example - hamlet schools and village health)

Rural Affairs has responsibility for preparation and coordination of action plans which are multi-functional or which cannot be specifically identified with a functional area represented in the Mission technical divisions. (Example - Montagnard relief, resettlement, self-help)

In the war infra-structural area:

The technical divisions have basic responsibility for preparation and coordination of action plans.

B. Action Plan Implementation

In the counterinsurgency area:

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Technical divisions have responsibility for the implementation of those action plans which have been specifically identified with their functional areas. In carrying out this responsibility, they work with their respective counterpart ministries in assuring (a) support of the action plans at the provincial level, and (b) that the USOM provincial representative has the necessary technical advice and support. The USOM provincial representatives are responsible for the day-to-day monitoring and expeditious action plan implementation in their provinces, and for advising the technical divisions of the status of implementation; for working closely with their counterpart - the Province Chief; and for coordinating with the technical representatives of the appropriate GVN Ministry at the province level.

The Rural Affairs Area Advisor, as the immediate supervisor of the province representatives, is the liaison between the province representatives and the technical division to assure effective implementation.

Rural Affairs has responsibility for the implementation of action plans which are multi-functional or cannot be specifically identified with a functional area represented in USOM technical divisions. In carrying out this responsibility, Rural Affairs works through the Area Advisors and the USOM province representatives who, in cooperation with the Province Chiefs, assure the necessary support of the ministry representatives in the province and, when required, obtain technical advice and guidance from the appropriate technical divisions. The technical divisions provide the necessary technical services on request of the Rural Affairs Area Advisors or AD/RA.

In the war infra-structural area:

The technical divisions have responsibility for the implementation of these action plans, coordinating with the respective GVN Ministries.

C. Designation of Project Managers

Each technical division shall designate a project manager for each action plan for which it has implementation responsibility and will advise the AD/RA and Area Advisors of these assignments.

AD/RA shall designate project managers for each of the projects

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for which it has implementation responsibility and advise the technical divisions of these assignments.

V. Strategic Hamlet Development

A. Joint Planning

The second phase in the Strategic Hamlet Program requires the preparation of Strategic Hamlet Development Plans on a province-by-province basis. In the development of each Province Plan, it is essential to involve the technical experience and judgment of the USOM and the GVN. Therefore, a joint USOM-GVN task force, consisting of the appropriate Area Advisor from Rural Affairs and representatives of the appropriate USOM technical divisions and their GVN counterparts, is being organized to assist each US-GVN Province Committee. The Rural Affairs representative will be the task force coordinator. The technical divisions represented will be determined by the requirements of the province and may vary province-by-province.

B. Rural Affairs - Area Organization

The Rural Affairs Area Advisor is the immediate supervisor of the USOM Provincial Representative and is the liaison between the Province Representative and the technical divisions to assure effective province development planning and action plan implementation. As the Hamlet Development phase gets underway it may be necessary for some of the technical divisions to assign a member of the division's staff to work with the Area Advisor on a full-time basis. During such an assignment the Technical Advisor will be administratively responsible to the Area Advisor but under the technical supervision of the technical division and will remain a member of that division.

Should it become necessary for a technician (direct hire or contract) to be assigned to a province on a full time basis, the technician will be administratively responsible to the USOM Provincial Representative, but will be under the technical supervision of the appropriate technical division.

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