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1/14/65

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FROM - USAID/Saigon

FVN-3

SUBJECT - Reorganization of the Office of Provincial Operations

FDP-

REFERENCE - TOAID 2414

FMS-

FOR POATS FROM KILLEN

FPER-2A

SUMMARY:

WC

The purpose of this airgram is to explain the reorganization of the Office of Provincial Operations resulting from the extensive review of its mission and organization which has taken place during the past several months. It is also intended to provide guidelines for the recruitment of personnel to fill existing or anticipated vacancies. SPARS to accomplish the change-over from the present organization to the planned new organization are being prepared.

The Office of the Assistant Director for Provincial Operations in USOM/Vietnam represents an innovation in the conventional structure of an overseas AID Mission. This office is specifically designed for the purpose of assisting the GVN in the counter-insurgency task confronting that government. It recognizes the crucial character, in this task, of provincial and other levels of local government, where the work of countering VC infiltration and subversion must, of necessity, be carried on. It also seeks to recognize the broad spectrum of problem areas that fall within the purview of local government and the need for an advisory effort by the USOM which far transcends the provision of counter-insurgency commodities, or the conduct of social and/or economic activities. The proper, indeed the essential, performance of the Province Chief calls for his coordination of intelligence, combat, police, administrative, and where security conditions permit, social and economic activities, into an integrated total effort. USOM advisory functions at the Province level to be truly effective, must reflect an expanded appreciation of all these elements, including a substantial degree

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DRAFTED BY French/Wilson/Killen:mb	OFFICE Prov Ops	PHONE NO. 529	DATE 1/12/65	APPROVED BY: James S. Killen Director/USOM
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of political sophistication; a reasonable familiarity with normal governmental administrative procedures; a general awareness of financial processes governing fund allotment, disbursement, audit and control; the ability to communicate ideas and proposals in a convincing fashion; and those personal characteristics which engender confidence and respect from the Vietnamese.

The aim of the revisions in concept, function and staffing that are being made in the Office of Provincial Operations is to more fully identify the true priority needs of the pacification effort at the province level, and to develop, from existing or new staff, the enhanced capability of dealing with these priority needs. The changes envisaged are underway and will extend over a considerable period of time. Personnel presently in place are being carefully screened to assess their suitability for these expanded functions. Many are felt to be either already able to assume the enhanced functions or, by special guidance and/or on-the-job training, capable of broadening their present competences to meet new requirements. Where this potential is not apparent, and circumstances permit, changes will be made by the attrition process as "ends of tour" roll around.

In all functions at the Province level, Provincial Representatives and the personnel of USOM technical divisions are seeking to work together more closely to insure fullest "cross-fertilization" of ideas and actions. The Province Representative is expected to maintain a continuing familiarity with all USOM supported GVN programs in his province and be capable of making advisory judgments concerning such programs for the use of higher echelons in the USOM.

The commodity distribution portion of the counter-insurgency program will be continued as a primary responsibility of the Assistant Provincial Representative under the general supervision of the Provincial Representative. However, it will be reduced in scope and more closely managed in order to insure that maximum results are obtained with minimum waste. We will also make every effort to insure that our commodity distribution does not serve as a source of sustenance to the enemy.

Appendix "A" to this airgram sets forth the functions and desired characteristics of the proposed Regional Directors (previously referred to as Regional Coordinators). If personnel of the required stature can be obtained for these positions the present regional representatives will serve as Assistant Regional Directors. Should Regional Directors not be available, or to the extent a full complement of four are not in place, the Regional Representative will continue to serve in his present coordinating role.

In accordance with the general explanatory comment above, the Office of the Assistant Director for Provincial Operations is charged with a four-fold task:

a) to perform a "chief of staff" function for Mission management in the Director's relationships with the Regional Directors (or Regional Representatives) and, through them, with the Provincial representatives and all other members of the USOM staff stationed in the field.

b) to advise and assist the Province Chief and his senior staff (including the District Chief) through the Provincial Representative in all civil aspects of the pacification effort in the province, with the objective of strengthening the administrative and operational capability of the GVN at the provincial, district, and village level. In all aspects of this advisory effort, the Provincial Representative will collaborate closely with, and receive technical guidance from, the technical division personnel concerned;

c) to participate through the Provincial Representative with appropriate Provincial authorities in

i) the supervision of the distribution and use of grant-funded commodities or supplies for counter-insurgency or other programs in the provinces, and

ii) the release and use of funds for counter-insurgency activities where such participation by the USOM Province Representative is specifically provided for in GVN/USOM agreements; and

and with all other U.S. elements in the field

d) to coordinate with all echelons of US MACV/on plans, programs, and operational problems of common concern, particularly in the interrelationships between military and civilian aspects of the pacification effort.

In addition to be above cited functions, the AD/PO, as necessary, will assume primary responsibility within the USOM for the maintenance of close GVN/USOM collaboration in the provision and distribution of AID-funded relief supplies in cases of natural disasters or other circumstances where relief activities are required. In the performance of its responsibilities under sub-paragraph (c) (i) above, the AD/PO will utilize the services of the AD/LOG to the fullest possible extent in all operations involving the procurement, handling, and use of counter-insurgency and/or relief commodities.

B. PROVINCIAL OPERATIONS HEADQUARTERS STAFF:

Under the new concept the Provincial Operations Headquarters Staff will consist of an Assistant Director (R-1) and a Deputy Assistant Director (R-2) for Provincial Operations, plus the following supporting staff:

1. Staff Coordinator (R-3)
2. Operations Staff Officer (LSN-CFC) (R-3)
3. Operations Staff Officer (GENERAL) (R-3)
4. Operations Staff Officer (GENERAL) (R-4)
5. Operations Staff Officer (HOP TAC) (R-3)
6. Operations Staff Officer (HOP TAC) (R-4)
7. Project Manager (CHIEU HOI) (R-3)
8. Project Manager (SOCIAL WELFARE) (R-3)
9. Project Manager (MONTAGHARD AFFAIRS) (R-3)
10. Project Manager (PROVINCIAL DEVELOPMENT - SELF-HELP) (R-3)

11. Project Manager (YOUTH) (R-3)
12. Administrative Assistant (R-5)
- 1/ 13. Budget and Fiscal Advisor (R-3)
- 2/ 14. Program Officer (R-4)

- 1/ Detailed from Office of the Controller
- 2/ Detailed from Program Office

The function of the supporting staff will be to support and assist the Assistant and Deputy Assistant Director/Provincial Operations in (1) advising the Director, USOM, in the development and formulation of USOM policies and plans in the counter-insurgency area; (2) in the provision of policy and program direction to Regional and Provincial personnel; (3) the management of the functional program activities for which the Office is directly responsible; and (4) in the coordination of day-to-day operations with other elements of the USOM, U.S. Agencies in Vietnam, and with the GVN.

As a matter of operating policy, the Office of Provincial Operations Headquarters Staff will, in the conduct of their work, draw to the maximum extent on the technical expertise and manpower resources of other elements of the USOM and the GVN, in order to maximize their own effectiveness and to avoid duplicating and overlapping activities. With the exception of the Staff Coordinator, who acts on behalf of the AD and DAD/Provincial Operations in their absence, the Headquarters Staff of the Office of Provincial Operations will function as staff assistants to the AD/Provincial Operations and as such will have no direct line responsibility with respect to field personnel.

In his "Chief of Staff" role, the AD/Provincial Operations will normally transmit instructions, guidelines, information, etc., to the Regional Directors (or Representatives) and, through the latter, to the Provincial Representatives. However, Regional Directors will, at all times, have direct access to the USOM Director and may receive guidance or instructions directly from the USOM Director.

Most notable changes from the previous organization are the elimination of one Deputy Assistant Director, the elimination of two administrative positions, and the transfer of the Reports function to the Office of the Assistant Director for Program. The Windmill and Irrigation and Livestock Development functions have been transferred to the Agriculture Division. The Women's Affairs program is being terminated for the time being due to security conditions and lack of a GVN counterpart. The "HOP TAC" coordinating function is being transferred from the Region III level to the Headquarters Staff. Coincident with the Headquarters reorganization, certain personnel now on the Headquarters Staff will be transferred to the field and vice-versa. SPARs initiating these transfers and re-designating positions will be submitted shortly.

C. REGIONAL STAFF:

Appendix "A" is a statement of the proposed functions of the Regional Directors under the new concept. The Office of Provincial Operations portion of the Regional Staff will consist of the Regional Director (R-2), his Deputy (R-3), a Regional Operations Officer (R-4), and an Administrative Assistant (R-6). (The latter two are new

positions.) In addition, each Region will be backstopped by a Saigon Action Officer (R-4) physically located in the Saigon headquarters. Initially, at least, it is planned to use one man to backstop Region I and II, and one for Regions III and IV. SPARs establishing the new positions will be submitted shortly.

D. PROVINCIAL STAFF:

The Provincial Representative position will be up-graded to R-3 and the Assistant Provincial Representative position to R-4/R-5. As indicated referenced telegram, we plan to continue to utilize the bulk of our present Provincial Representatives and to absorb all personnel now in training classes. This in effect eliminates any further immediate need for personnel at the lower grades. However, on the basis of our present personnel situation, as discussed in the next paragraph, we feel that we could absorb up to twenty people at the R-3 level as quickly as AID/W can recruit and train them. An outline of the qualifications desired is set forth below. The type of training we would like to have these people receive will be covered in a separate airgram.

Attached as Appendix "B" are photostatic copies of Personnel Planning Charts which were developed to visually portray our present situation with respect to staffing at the Regional and Provincial level. On these Charts, the black lines indicate the home leave eligibility date of the incumbent in each position. (The line ends at the end of the month prior to the one in which the individual is eligible for home leave.) The red lines indicate the anticipated arrival dates of the personnel listed in the replacement column on the far right of the Chart. The replacement column includes personnel now on home leave and scheduled for return to Post, personnel in process, per TOAID 2414, and personnel in the August and September training courses who are scheduled for assignment with Provincial Operations. It should be noted that the latter have been spotted on the Charts more or less arbitrarily. It is by no means intended that they will necessarily go to the provinces indicated. Our main purpose was to determine whether we could absorb all of the personnel presently in training within our existing staffing pattern of two representatives per province, and to see what gaps would remain. We do not intend, for example, to place two new personnel, both in the grade of R-6, into the same province, as is shown in Kien Tuong province on the Region IV Chart, unless absolutely necessary. We would instead attempt to move in a more senior man from another province and place one of the two persons shown into an assistant position. We would appreciate receiving biographic summaries and personnel evaluations on personnel in training in order to determine most feasible assignments.

Of particular concern at this point are the situations existing in the eight provinces marked by a check in the extreme left hand column of the Chart, wherein a gap will occur between the departure of the current Province Representative and the arrival of the replacement indicated. Even though there may be an assistant available to fill in, he is extremely junior and not considered capable of functioning effectively as a Provincial Representative. We are, therefore, extremely anxious to have AID/W locate, recruit, and assign new personnel meeting the qualifications outlined below to fill these gaps as well as to move into Provincial Representative positions in several other

provinces where we have much too junior personnel now functioning in this capacity. As one step towards meeting this urgent requirement, we have begun to quietly canvas exceptional MAC/V Sector Advisors who are completing their tours to determine any who might be willing to either extend or return for an additional assignment as USOM Provincial Representatives. We would recommend only a small number and only those who are sufficiently broad gauged to make the adjustment from a military to civilian advisory role since we are concerned to preserve the civilian character of our advisory effort.

E. RECRUITMENT GUIDELINES FOR PROVINCIAL REPRESENTATIVE POSITIONS:

The following comments have been collated from several different contributors. They are intended only to provide a frame of reference for recruiters and should not be construed as absolute prerequisites, since we are well aware that up-grading of these positions to the R-3 level will in itself considerably restrict the recruitment potential. It is also recognized that individual motivation and personality traits can be more important than technical qualifications in this type of work. We feel, however, that candidates who come closest to meeting the following criteria would offer the greatest potential:

1. Age:

Persons between 35 and 45 years of age are most desirable, with a minimum of 30 acceptable, if the individual's background indicates maturity and ability to negotiate on equal footing with persons senior to him in age and experience. In view of the nature of the work and the physical environment, a man over 45 should generally not be considered, unless he is in better than average physical condition and has led an active life.

2. Educational Background:

Generally, a minimum of a bachelor's degree is considered desirable. Undergraduate studies should preferably have been in the liberal arts field, since the individual should be a generalist. Graduate work in any one of several related fields such as politics and economics of developing countries, administration, language or area studies, political science, or public administration, would be desirable.

3. Experience:

Several years of experience in some aspect of Public Affairs, preferably involving supervisory or managerial responsibilities, is highly desirable. Prior overseas service in developing areas is also desirable, particularly work involving constant contact with host country counterparts. Prior AID experience, which has imparted a general knowledge of AID policies and procedures, is also desirable, since he should be able to monitor the entire USOM effort within his Province. It is emphasized, however, that he should be a generalist rather than a specialist. Also relevant, would be any experience in rural development, agriculture, planning, city or county government, or refugee relief operations.

4. Personality Characteristics:

Initiative, patience, decisiveness, and the ability to adapt to changing circumstances and to develop and maintain harmonious and effective working relationships with his counterparts, are most important. He should be a "self-starter" who is able to work with a minimum of direction. A placid, easy-going individual would probably not be able to keep up with the demands of the job or act as quickly as the situation might warrant. Through his personal presence, genuine interest, knowledge and competence, he must be able to gain access to the GVN provincial leadership, including local civil service functionnaires and sector military leaders, as well as those elements of the general population who are the key to the implementation of GVN/USOM programs. He must be able to interpret and implement broad policy and to capitalize on opportunities for development that surface in the province. Because of the wide variety of activities composing his heavy workload, he must have an accurate sense of priority as one element in his general good judgment. He must also have a sense of dedication to the cause in which he is involved, a strong faith in its ultimate success, and a genuine concern for the welfare and future of the Vietnamese people. He must have the ability to avoid looking down on anything or anyone less capable or less advanced than what he is used to at home. While not rejecting his own culture and background, the individual must be able to accept the situation and culture in which he finds himself while at the same time working towards its improvement. He must, of course, be prepared to accept a difficult and hazardous working environment and to be separated from his family. (Men with large families or with families who require special medical or educational facilities should not be considered unless they plan to leave their families in the U.S.) It is particularly important that he be a mature and emotionally stable person capable of performing under intense pressure and extremely difficult working conditions, without losing his temper and sense of judgment. (We have had several recent instances in which personnel lacking these characteristics have proven extremely detrimental to our effort.) He must have a desire to assume responsibility for and to organize complex projects involving people and material and a desire to teach, persuade and advise others.

Attachments:

APPENDIX "A" - Functions of the Regional Director

APPENDIX "B" - Photostatic copies of Personnel Planning Charts -
(one set only)

APPENDIX A

Functions of the Regional Director

The Regional Director is the senior AID Representative in the geographic region concerned. He is responsible to the Director/USOM/Vietnam, for all economic assistance activities undertaken within the region concerned. In carrying out his assigned functions, the Regional Director will draw upon the technical expertise afforded by the various USOM functional divisions with respect to the feasibility, content and manner of accomplishment of USOM-supported programs conducted within his area. He will do this through the mechanism of technical division personnel assigned to his immediate staff, who will be backed up in turn by their respective Division Chiefs and the latter's subordinate headquarters personnel.

The Regional Director will be concerned primarily with the implementation of on-going programs but will also be expected to review future-year programs developed by the various GVN ministries with the support of the USOM technical divisions and to furnish comments concerning their feasibility and appropriateness for implementation within his assigned geographic area.

The four (4) major aspects of the Regional Director's function and the personal attributes and character traits considered essential are further elaborated below:

A. Coordination Responsibility:

Advises the Director/USOM concerning (a) the political direction, extent, and emphasis of economic and social aid programs in the region; (b) which programs are most effective, what needs to be done, where certain programs should be emphasized and where others should be curtailed or held in abeyance; and (c) the most effective time frame for program execution, based upon the existing military or tactical situation and the local political climate. He coordinates his recommendations with two groups of U.S. personnel and, as appropriate, consults with proper GVN authorities in his area. With the various USOM technical divisions, he ascertains the details and manner of execution of the individual programs as well as their technical feasibility; with his counterparts in the other U.S. agencies, i.e., Embassy, MACV, CAS, and USIS, he reviews proposed activities in the total political and military environment and insures that such programs will promote the pacification effort and are a valid counter-insurgency weapon. With the representatives of the GVN, he determines the prevailing views regarding priority needs, the most productive use of scarce resources, and the effective integration of joint GVN/USOM efforts in all fields of joint concern.

A combination of tact and forcefulness are necessary character traits, together with those commonly associated with training and experience in decision-making obtained in executive positions.

B. Supervision Responsibility:

He provides direct supervision to his immediate staff and all provincial representatives assigned to his region. In addition, he delegates to the provincial representative responsibility for supervising the assistant provincial representatives. He supervises the performance of representatives of USOM technical divisions assigned to or traveling through the region to the extent of determining the priorities for their activities. In addition, he renders non-technical supervision to IVS Personnel assigned within the region by establishing priorities for their efforts. He also supervises the administration of field support in connection with such matters as housing, transportation, local personnel support, etc.

In addition to the personal characteristics specified in paragraph A, the incumbent must possess the quality of leadership in the sense that this word connotes discipline in its literal interpretation, which, stated simply, means the ability to inspire others to follow a specific course of action as his disciples; i.e., willingly rather than under threats, intimidation, or duress. He must also be thoroughly familiar with the distinction between responsibility and authority. He cannot delegate or shirk or shift his responsibility to someone else; he is ultimately responsible for all aspects of the USOM effort in his region. In order to accomplish his mission, however, he must with courage, patience, and good humor delegate authority to others to take positive actions within clearly understood terms of reference.

C. Advisory Responsibility:

He provides advice to the corps commander and other key GVN officials within the Region, including province chiefs and mayors. He communicates USOM policies and intentions, he solicits their viewpoints and intentions, and he influences decision making by persuasion of varying degrees of forcefulness. He accomplishes this in formal conferences and briefings as well as -- and even more important -- in informal social occasions and chance encounters.

A unique prerequisite for this phase of the job is the ability to adapt to the local culture, but only to the extent necessary to promote the best interests of the United States. This adaptability is essential since effective personal relationships with GVN officials is predicated

upon it. Without it, other qualities, however desirable, are nullified, in since the incumbent's success is largely dependent upon his ability to influence and persuade decision makers in the host government, whoever they happen to be at the time. Mental attributes necessary are maturity of outlook, patience, and tolerance.

He must also be well-informed on the underlying causes of insurgency, strategy and tactics of insurgency, and concepts and techniques of counter-insurgency, particularly within the Vietnamese context.

D. Reportorial Responsibility:

It is ~~absolutely~~ essential that the incumbent communicates intelligently and accurately to the Director and his supporting staff on the following three topics:

1. On the progress or non-progress of aid programs in the region periodically or as required and his evaluation of the reasons therefor, based upon judgment and intimate knowledge of pertinent circumstances.
2. On significant events which are influential to the overall USOM effort in the region as these events occur, and that this be done promptly to permit either effective corrective action or the implementation of plans which will exploit to advantage the significant event thus reported. In this context, the Regional Director is not an historian who records the passage of events or a research analyst who evaluates statistics, but rather an operator in tactical command. On occasion, he must be prepared to make decisions promptly on the basis of the best information available.
3. On people, both in formal periodic evaluations of performance and in informal assessments of performance of individuals to themselves and to the incumbent's superiors in order to maintain an effective operating organization.

The only significant trait required in addition to those previously stated is a high degree of moral integrity which will compel the incumbent to make unpleasant truths a matter of record and be prepared to justify his assertions.

TAYLOR

KILLEN