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DEPARTMENT OF STATE
AGENCY FOR INTERNATIONAL DEVELOPMENT
Washington, D.C. 20523

December 9, 1966

TO : See Distribution
FROM : Kenneth Kugel, FE/VN
SUBJECT: Review of 1967 Revolutionary Development Program Guidelines

Attached is a detailed review of the 1967 Revolutionary Development Guidelines as published by the Vietnamese Central Revolutionary Development Council.

The guidelines have been forwarded to all Provinces and are the basis for provincial RD planning for 1967. The guidelines include a candid analysis of the 1966 program, establish four basic concepts for 1967, set up an 11 point criteria for "Real New Life Hamlets", and provide the framework for the development of a more comprehensive and realistic plan of action than has heretofore existed.

Since Revolutionary Development/Pacification has been announced as a primary US-GVN goal in 1967, everyone having anything to do with the Vietnam program should become familiar with these guidelines.

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AGENCY FOR INTERNATIONAL DEVELOPMENT
Office of Vietnam Affairs
Rural Construction Division

REVIEW OF THE 1967 REVOLUTIONARY DEVELOPMENT
PROGRAM GUIDELINES

I. INTRODUCTION

The 1967 guidelines as published by the Central Revolutionary Development Council contain a number of innovations which, if carried through, will represent a very significant step towards achieving the results expected but as yet unachieved in this joint GVN/US effort.

Included in the introductory statement is a critical analysis of the Revolutionary Development effort to date. This analysis, which covers the period throughout 1966, is remarkable for its candor. Discussed in glaring detail are such weaknesses as: (1) the tendency to undertake too many activities which are beyond the capabilities of the cadre teams and which lack support from the people; (2) lack of program coordination, e.g., cadre working in one hamlet while New Life Development projects take place elsewhere with consequent unfavorable psychological effect; (3) failure to coordinate and integrate activities of the Revolutionary Development Program and other government programs with consequent detrimental effects to both; (4) the undertaking of projects which are impractical and built for reporting purposes only, including physical construction which has been done too rapidly and lacks thoroughness; (5) lack of follow-up support to preserve achievements, including the too early departure of cadre teams from hamlets, resulting in a return to status quo pre-revolutionary development; (6) antipathy between the military, the cadre, and local government officials and between all these and the population; and (7) cadre teams who are afraid of hardship and sacrifice, who refuse to live among the rural population, and who are too officious and act in a pompous manner.

II. NEW DIRECTIONS FOR 1967

In order to overcome the foregoing and other inadequacies, four basic concepts are established to guide revolutionary development activities in 1967:

(1) The political role of the Revolutionary Development Cadres is emphasized and they are charged with forming a "bridge of understanding between the population and the government." Over-direction of effort by intermediate echelons of authority (provincial and regional) for the purpose of furnishing glowing reports to Saigon is to be discontinued. Cadre are not to consider themselves representatives of the government but, instead,

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representatives of the people. Their goal is to be the creation of a new life, a modern spirit, a willingness for self defense and a community awareness among the entire population of the hamlet. Money, materials and specialists are to be considered only a secondary and not an essential factor, only the revolutionary development cadre are to be the really essential factor.

(2) The population is to play the key role with assistance and guidance from the cadre and support from the government. Only activities which the people consider as their own and useful to them are to be undertaken.

(3) The cadre must be able to ascertain the true desires and opinions of the people and must be given time to do so before physical construction activities are undertaken in the hamlets. Physical activities such as construction of schools, market places, etc. are to be undertaken only in conformance with and as a follow-up to the foregoing cadre activity.

(4) A genuine social revolution culminating in a new way of life for the rural population is to be developed through progress towards the following eleven goals:

- 1). Annihilation of Communist underground. (VC infrastructure)
- 2). Annihilation of tyrannical officials. (Corrupt and abusive officials within GVN)
- 3). Casting aside of old animosities and the development of a new spirit. (Cooperation between various elements of Government and between Government and people)
- 4). Establishment of popular democratic administrative organizations in which people participate eagerly. (Reorganization and reconstitution of Hamlet and Village Government)
- 5). Organization of the population in the struggle against the VC. (Hamlet self-defense)
- 6). Eradication of illiteracy.
- 7). Eradication of disease.
- 8). Land Reform to improve the land tenants' status and to accomplish a reasonable redistribution of lands.
- 9). Development of basic Agriculture and Handicrafts.

- 10). Development of lines of communication.
- 11). Deserving treatment for "soldiers." (A "soldier" is defined as anyone who contributes directly to the destruction of the old way of life and the creation of the new one)

A new term will be employed to designate hamlets which have achieved the above eleven goals--Ap Doi Moi (real new life hamlets). Thus activities in the hamlets in which the RD Program will operate in 1967 are to be directed towards one of the following depending on each hamlet's classification:

- (1) Strengthening government control of hamlets previously secured in which the situation has deteriorated due to past inadequacies of the program.
- (2) Securing of new hamlets which have not previously been under government control.
- (3) Maintenance of secured hamlets.
- (4) Transformation of any of the above three categories into real new life hamlets (Ap Doi Moi) through increase in the number and magnitude of economic and social development programs designed to achieve the eleven basic objectives.

The 1967 guidelines also provide the framework for development of a more comprehensive and realistic plan of action than has heretofore existed. A gradually expanded Revolutionary Development effort is projected through 1971 and beyond employing the following formula:

- (1) The total RD effort will continue to be divided into the three classic phases of clearing, securing and developing. However, the attempt to develop all hamlets into "new life hamlets" will be abandoned. Instead only model hamlets are to be developed to serve as an attraction to the population living in neighboring areas. The model hamlets are to be located in a relatively secure area, have a dense population, a prosperous economy and a favorable geographic location. Such areas will be used as centers for expansion into surrounding areas. Each cadre team will be in charge of one center for expansion.

- (2) In 1967 each cadre team will, on the average, provide support to two hamlets and will also work in one or two adjoining hamlets if the situation permits. Emphasis will be on preserving the status of secured hamlets. In fact, the underlying assumption of the entire 1967 program is that previous history of drastic shifts in security status of hamlets in which RD is taking place, with consequent disruption of the program, will not occur in the future. Assuming this assumption proves valid, an intelligent sequence of RD activity in the hamlets is both possible and necessary.

Such a sequence of activity is implicit throughout the 1967 guidelines both with regard to projected activities within hamlets and to extension of the process from one hamlet to another. This is illustrated by the planned utilization of RD cadre teams. In 1968 each team will support two new hamlets but will remain responsible for maintaining the two hamlets it developed in 1967. This formula will be continued through 1971 as follows:

- 1969 -- Develop two, maintain four
- 1970 -- Develop one, maintain six
- 1971 on -- Each team will be responsible for maintaining the seven hamlets it developed during the period 1967-1970

(3) Priority for other development activities will be in the same areas where the RD cadre are located. Thus education, health and agriculture programs are to be concentrated in the same areas and to be closely coordinated with the efforts of the RD cadres. Such activities are to be supported by technical cadres (public health, agriculture, public works and social welfare) and projects undertaken are to be in fulfillment of the last 5 of the 11 basic objectives. It is stressed that RD cadres are to play a political role in the hamlets in close coordination with technical cadres but are not to assume purely technical tasks.

(4) A new role for the GVN military forces is also envisaged in this formula. After clearing operations the military forces assigned to pacification are to be stationed in a defensive ring around the cleared area in order to prevent the return of main force VC units. Changes in the behavior and attitude of military units vis-a-vis the population, the cadres and the local government will be sought. Military units are to undertake operations in support of RD activities and in compliance with the plans developed by the province. Operations are to have the objective of preventing the VC from concentrating their units. Effective accomplishment of the RD program is to be considered as equal in importance to killing the enemy.

If the VC do succeed in occupying a hamlet which is in the process of being developed or has been developed into a real new life hamlet military operations are to be launched to reoccupy it as soon as possible and at all costs. The strength of Regional forces and popular forces in each area is to be proportional to the number of RD cadre teams operating in the area and to enemy capabilities in the area in order to insure adequate security for the consolidation and development phases.

III. SUBSTANCE OF THE PROGRAM

The AID commodity supported part of the RD program is primarily identified by the portion entitled "new life hamlet development" which encompasses the following sub-activities:



- (1) Self help
- (2) Education
- (3) Public Works
- (4) Agricultural Irrigation
- (5) Animal husbandry
- (6) Agricultural Affairs
- (7) Fisheries
- (8) Rural health
- (9) Handicraft Development

In carrying out these programs the provinces are directed to determine the order of priority of operations in accordance with their individual capabilities and in a manner which will permit the population to implement the programs with assistance from the government.

The guidelines specify that these are not to be give away programs but are to be conducted in the manner of help to the people to improve their life by providing that support which is beyond their means. In keeping with the policy that realistic provincial plans will be developed based on actual resources available, funds are to be earmarked for each hamlet in the provincial plans and are to be refunded to the central authorities if they cannot be used in that hamlet. Provision is made for shifting of funds during implementation from less to more populated hamlets and from rich to poor hamlets, however such shifts are not to exceed 1/3 of the funds allocated per hamlet.

It is emphasized that the criteria furnished by the central authorities for each activity are relative only and that in developing their plans provinces can propose changes in the ratio of amounts allocated based on the local situation efforts are to be concentrated on all out development of a number of model hamlets funding allocations are to vary accordingly and new life hamlets are divided into three categories for funding purposes. Category 1 consisting of hamlets completed from 1963 to 10/15/66. Category 2 consisting of those elements of the foregoing in which RD cadres will be operating in 1967 but which are not yet fully developed. Category 3 hamlets are those which have been fully developed into real new life hamlets (Ap Doi Moi) in accordance with the new 1967 criteria. No category 3 hamlets are presumed to exist at the present.

IV. GUIDELINES AND GOALS FOR EACH NLD SUB-ACTIVITY

(A) Self Help Program:

The main purpose of this program is to implement simple, practical and efficient short term projects of assistance to the population and which can be undertaken in community development fashion. This program has been considered to be generally the most successful of the various elements of new life hamlet development and the 67 guidelines provide for its expansion through more generous allocation of funds and materials.

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Historically the greatest weakness of this program has been a tendency on the part of Vietnamese officials to direct the undertaking of projects without adequate consideration to the real needs and desires of the population.

The following are common types of projects undertaken:

- Irrigation systems to obtain two yearly rice crops
- Repair of village roads, communal roads; construction of small bridges and sewers
- Building of dams, digging of draining ditches to prevent floods
- Digging of pools in hamlets to raise fish
- Brick-making
- Rice drying courts
- Construction of pigstyes, stables for livestock and poultry houses
- Digging of wells
- Construction or repair of markets
- Planting for production of seed plants
- Repair of hospitals, maternity hospitals
- Repair of hamlet schools
- Construction of latrines, well-digging, construction of water tanks, flag masts for hamlet schools.

Significant changes from earlier guidance are the provision that no construction of new schools will be undertaken through self-help. The basis for this decision is the assumption that an adequate number of class rooms have been or will be provided through the education program. Repair of existing hamlet schools on a self help basis is authorized. The use of self help funds and commodities for construction or improvement of religious installations has been a point of confusion in the past. The new guidelines state that such projects are authorized provided they are requested by the majority of the hamlet population.

The construction of hamlet head offices and village administration halls with self help funds is specifically prohibited.

Implementation Procedures -- Decisions concerning projects to be undertaken are to be made on the basis of a secret vote by the entire hamlet population following discussion under the guidance of hamlet managing boards and with the assistance of cadre specialists who will serve as advisors only.

Calls for bids on projects are strictly prohibited.

The planning guidance provides a round figure allocation of \$VN 50,000 for each project. Provinces are given the authority to shift funds to implement projects costing more or less than \$VN 50,000; however, provinces are not

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authorized to use more than \$VN 150,000 for a single project without prior approval from the central authorities.

As in previous years materials to support self help projects, primarily cement, reinforcement bar and roofing sheets will be supplied by USAID. A distinction is made between hamlets in terms of their status and the number of self help projects which can be implemented in each category -- hamlets completed as of 15 October 1966 will be limited to one project per hamlet. Hamlets planned for construction or consolidation during 1967 are authorized two projects per hamlet and hamlets which are to be converted to real new life hamlets (Ap Doi Moi) during 1967 are authorized an additional 5 projects if they had the status of completed hamlets in 1966 or a total of 7 projects if all work in the hamlet is undertaken during 1967.

Different levels of priority of types of projects are also established for hamlets based on the above categories. (An obvious contradiction with the philosophy that projects are to be decided by the population.) The allocation of priorities is based upon the stage of development of each hamlet.

(B) Education Program:

Basic purpose is to provide education support to children living in rural areas with gradual progression towards a system of compulsory primary education within the country. Each new life hamlet is allocated a minimum of 5 class rooms corresponding to the 5 elementary education grades of the Vietnamese school system. The number to be constructed in each hamlet is reduced in accordance with the number already existing. In the event 5 classrooms are not sufficient to handle the student population the province may request authorization to build more.

In addition to youth education provision is made for night classes for illiterate adults to be conducted by the RD cadres. Attendees will receive an allowance of \$VN 30 per 3 month session.

As in the past funds for construction of classrooms are to be allocated by the Central Revolutionary Development Council and the materials are to be supplied by USAID. A total of \$VN 85,000 is provided per classroom \$VN 60,000 for construction and \$VN 25,000 for furnishings. Funds are also provided for salaries of teachers.

School facilities such as latrines, drinking water reservoirs, flag posts etc. will be provided through the self help program for hamlets undergoing construction and will be furnished through the education program for completed hamlets.

(C) Public Works (Roads and Bridges, Markets and Rural Electrification)

This activity provides for a program of construction of communal roads, village roads, inter-village and bridges. It is distinct from larger scale and longer term projects on provincial and national roads which will continue to be handled in a separate ministerial program.

It also provides for construction of one market for every NLH (ADM) which are located in National Priority Zones.

The Roads and Bridges activity will be limited to completed NLH (ADM) or Hamlets in which RD cadre are working. All projects must be submitted to the central authority for approval.

Repair of existing roads, bridges and culverts in Hamlets which have already completed the RD process is to be accomplished through self help techniques.

The following three categories of priority are established:

- Priority 1 -- for inter-NLH roads and bridges
- Priority 2 -- for roads and bridges connecting hamlets with district and provincial roads
- Priority 3 -- other roads in national priority areas

(D) Agricultural Irrigation:

This activity provides for the construction of dams, dikes and sewers and the digging or dredging of canals to provide irrigation for agricultural purposes.

First priority is for projects in NLH (ADM) and the second priority is for implementation of operations in national and corps priority areas.

Funds are earmarked at a sum of \$VN 2,000,000 per project.

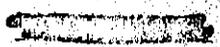
Provision is included that all projects must be proposed by the population.

(E) Animal Husbandry:

This activity provides for assistance to farmers in the care of their livestock including veterinary services and for the distribution of livestock on a credit loan basis.

Each province is authorized to recruit one to two specialists for the entire province and two cadres for each district and is authorized a fund of \$VN 150,000 for the procurement of veterinary equipment and drugs for use throughout the province.

Each province is also allocated a fund of \$VN 200,000 for distribution of livestock in consolidated hamlets, innoculating livestock and curing diseases.



In NLH(ADM) provinces are also authorized to fund training sessions for farmers in care of livestock and to fund programs for the distribution of pigs, chickens, and, where appropriate, other animals such as goats, rabbits and oxen on a profit sharing basis; as well as the construction of pigstys and poultry houses.

USAID is to provide cement for the pigstys. In locations where the bulk of the population live on fisheries and animal husbandry is unfeasible, provinces are authorized to shift 2/3 of funds allocated for animal husbandry to augment the fisheries program.

Provision is also made for a number of animal husbandry cadres to be detached for service with the provincial revolutionary development cadre teams.

(F) Agricultural Affairs:

This activity provides for guidance to farmers in farming methods, provision of seed for cultivation, crop protection, and agricultural training of highlanders.

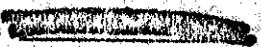
Each province is authorized to recruit one to two specialists per province and two cadres per district. In hamlets which have already been consolidated, efforts are restricted to continuation of operations undertaken in previous years particularly crop protection. In hamlets being converted to NLH(ADM) status, farmer training programs, loans of seeds and breeding plants and agricultural demonstrations are also authorized.

In the case of hamlets where most of the population depend on fishing and agricultural activities are limited, the provinces are authorized to shift 2/3 of their agricultural affairs funds to support of the fisheries program.

Provision is made for the agricultural affairs service to furnish supplies to the provincial RD cadre teams to work on land reform and agricultural credit associations.

(G) Fisheries:

This activity provides for maintenance of fish breeding centers, and fish ponds and for the distribution of breeding fish in hamlets which have been secured or are undergoing pacification. In NLH(ADM) where fishing is the main occupation training of fishermen, distribution of out board motors and boats, the construction of fish markets, and landing stages is also authorized with commodity support from USAID. Fish drying courts are to be constructed through self help.



Each province is authorized to recruit one technician per province and one cadre per district.

(H) Rural Health:

This activity provides for the development of rural health facilities and the introduction of government medical facilities into rural hamlets through construction of maternity dispensaries and drug distribution stations.

Each NLH(ADM) is authorized one maternity dispensary and one drug distribution station to be staffed by a rural midwife and a laborer. (The salaries of the former are provided for in the RD budget for the first year and by the Ministry of Health in following years.) RD funds are to be transferred to the Ministry of Health to provide training courses for midwives. Operating and equipment expenses for the dispensaries and drug stations will be furnished by the Ministry of Health. Commodity support for their construction is to be provided by USAID.

(I) Handicraft Development:

This activity provides support for programs to be undertaken in NLH(ADM) in the fields of knitting, embroideries, mat weaving, stuff weaving, conical hat manufacturing, etc.

Funds are earmarked at a rate of VN\$150,000 per hamlet; however, provinces are authorized to shift funds between hamlets depending on their relative development capability, provided that the total additional fund for a single hamlet does not exceed VN\$250,000. Funds from the agricultural activities can be shifted to handicraft where appropriate.

V. OTHER ELEMENTS OF THE 1967 PROGRAM*

Village And Hamlet Administration:

Objectives are to restore position of villages in National administrative organization and to improve efficiency of Village and Hamlet Administration.

Election of popular councils and creation of administrative committees is to occur from March to May 1967 in 800 villages considered to fulfill criteria for election. (Nature of the criteria is not specified.)

Villages To Be Secured In 1967:

Will gradually elect councils and create administrative committees through RD cadre program operations.

* Note: These elements are listed separately not because they are considered of lesser importance but because they are separately identified in the guidelines from the components of the New Life Development Program.

Provincial Administrative committees will be organized from 1 January 1967 in villages which do not fulfill all criteria for election (1,415).

Hamlet Elections:

Five thousand are considered to fulfill criteria for election. (four thousand NLH "ATS", 800 NLH "ADM-1967" plus 200 administrative hamlets.)

NLH (ADM) will gradually hold elections according to the preparatory operations of RD Cadre Teams.

Hamlets not fulfilling election requirements in 1967 will organize provisional hamlet managing boards.

Training of Village/Hamlet officials--the guidance provides for five sessions per province, 15 days (90 hours) maximum per session, 60 trainees per session.

Popular Associations: (Peoples' Self Defense Groups)

Objectives of these associations will be protection and construction of hamlets and New Life Development.

The projection of needs covers only the 800 NLH to be converted to Ap Doi Moi status in 1967.

Cash payment of awards for death or injuries and rewards for killing or capturing VC and weapons is included.

Hamlet units will be supplied with carbines, Thompson SMC's, shotguns and grenades.

N.B. The guidelines are very sketch- on the purpose of the Popular Associations (which have also been referred to as Peoples' Self Defense Groups) and the means by which they are to be established. Separate information indicates that General Thang envisions these associations as existing strictly at the Hamlet level with no national structure anticipated. The association will be formed by all people in the hamlet and they will run it. RD Cadre will support, mostly with organizational advice and training (presumably weapons and defense tactics). Everyone is to participate in defense of the hamlet in one fashion or another, some passively, some actively.

Land Reform:

Activities in this sector planned for 1967 are aimed at achieving short-term land reform programs through execution of the following five decisions of the War Cabinet:

(a) Execution of the farmers' statutes and distribution of work on public lands. (Ref GVN circular # 5619 - BLN/HCTC 3 dated 5/27/66)

(b) Distribution of ownership to farmers in accordance with Ordinance 57. (Ref GVN circular # 9277 BLN/HCTC 3 dated 8/23/65)

(c) Distribution and sale of lands bought from French residents. (Ref GVN circular # 9277 - BLN/HCTC 3 dated 8/23/65)

(d) Distribution of Land Development lands. (Ref decree law # 21/65 by the Chairman of the National Leadership Directory dated 10/8/65)

(e) Rectification of illegal exploitation of National Public lands. (Ref circular # 13/57 BCTNT/HCTC 3 dated 9/7/66)

Each "reorganized" Village is to have its own committee to deal with land reform matters as well as a paid agricultural commissioner. Regional Land reform cadres will be assigned on an average of one for each 3 NLH (ADM). Training for the Village Commissioners and Land reform cadres will be conducted at the Vung Tau Training Center.

Farmers' Associations:

This program provides for the eventual creation of an interlocking network of Farmers' Associations from Hamlet to National Level. Functions are to include all phases of agricultural activities as well as cultural and social activities.

In 1967 Associations are to be organized at Hamlet level only in NLH (ADM). Each hamlet is to have an average of 2 affiliated organizations. One cadre, locally recruited and trained for 3-4 weeks in Saigon, will be assigned to each group of three hamlets. Associations at higher level will be organized in succeeding years based on achievements in 1967.

Agricultural Credit Program:

This program is also limited to NLH (ADM) and provides for loans of approximately VN\$20,000 to hamlet families for the purpose of developing agriculture, fisheries, forestry, animal husbandry or handicrafts.

Activity is projected at a rate of 50 loans for each NLH (ADM). An agricultural credit cadre will be assigned in charge of each six hamlets.

Transportation and Warehousing:

Provides for inter-province transportation and construction of additional storage warehouses in any Province having an existing capacity of less than 500 tons.

Also provides for construction of District warehouses in Districts where RD activity is planned for 1967.

VN\$400,000 is provided for each Province warehouse and VN\$300,000 for Districts. Building materials to be supplied by USAID.

Provision is also made for transportation POL, drivers and maintenance, laborers and warehouse personnel (four at Prov level, three at District level).

RD Cadre Training:

Recruiting of new cadres is to be done by existing cadre teams. A special appeal will be made to youth, both male and female.

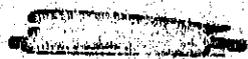
A total of ten sessions are planned at Vung Tau during 1967, commencing every two weeks starting the second week in January. Each session will accept up to 2,200 trainees and will last for 13 weeks. Political, technical and military training will be provided with emphasis on the latter. Re-training of older teams will take place concurrent with the training of new recruits.

VI. ESTIMATED COSTS (GVN Piasters)

The MRD budgeting estimate for the above program is 6,079,000,000\$VN of which 2,479,000,000\$VN is for programs not included under the 1966 RD guidelines. The largest portion of the latter is approximately 1.6 billion piasters for reorganization of Hamlet and Village governments. The balance of 3.6 billion compares with a total of roughly 1.8 billion piasters in 1966. The 1967 budget estimate is apportioned as follows:

BUDGETARY ESTIMATES FOR 1967 R.D. PROGRAM

PROGRAMS	FUNDS	REMARKS
a) R.D. Cadre	21,000,000\$VN	
b) Hamlet Self-Help	470,000,000\$VN	
c) Transportation & Warehouses	657,000,000\$VN	
d) Training for Village & Hamlet Adm. Personnel	16,000,000\$VN	
e) Support to Popular Associations	22,000,000\$VN	
f) Rural Education	799,000,000\$VN	
g) Public Works	456,000,000\$VN	
h) Rural Electrification	100,000,000\$VN	



i)	Agriculture Affairs	194,000,000\$VN	
j)	Animal Husbandry	182,000,000\$VN	
k)	Fisheries	73,000,000\$VN	
l)	Farmers' Association	12,000,000\$VN	
m)	Irrigation	120,000,000\$VN	
n)	Rural Health	218,000,000\$VN	
o)	Handicraft	120,000,000\$VN	
p)	Unforeseen Expenses	138,000,000\$VN	(provides 2 million piasters per province)
	TOTAL	3,600,000,000\$VN	
q)	Agrarian Reforms	30,000,000\$VN	To be computed later
r)	NACO	811,000,000\$VN	
s)	Reorganization of Village & Hamlet Administrative system	1,638,000,000\$VN	Not including VN\$64,300,000.00 sponsored by the budget of 100 villages.
	GRAND TOTAL	6,079,000,000\$VN	

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