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THE JOINT CHIEFS OF STAFF
WASHINGTON, D. C. 20301

JCSM-663-67
27 November 1967

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MEMORANDUM FOR THE SECRETARY OF DEFENSE

Subject: Policies for the Conduct of Operations in Southeast Asia over the Next Four Months (U)

1. (S) The purpose of this memorandum is to provide the views of the Joint Chiefs of Staff on planned and recommended military operations to be conducted in Southeast Asia over the next four months.

2. (S) The Joint Chiefs of Staff have reviewed the progress and status of military operations in Southeast Asia and conclude that within the current policy guidelines, the single integrated strategy governing military operations in Southeast Asia is sound and will eventually lead to achievement of US national objectives as stated in NSAM 288 and the US military objectives stated in JCSM-307-67, dated 1 June 1967, subject: "Draft Memorandum for the President on Future Actions in Vietnam (U)."

3. (S) The Joint Chiefs of Staff also have reviewed the plans for the coming months and further measures which might be taken in Southeast Asia. They conclude that there are no new programs which can be undertaken under current policy guidelines which would result in a rapid or significantly more visible increase in the rate of progress in the near term. There are some programs which are being intensified or accelerated. These are primarily related to expansion, modernization, and other improvements in the effectiveness of the RVNAF and Revolutionary Development. However, while desirable, such acceleration of these programs cannot be expected to provide substantially greater results within the next four months.

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4. (S) The Joint Chiefs of Staff have previously recommended against a standdown in military operations for any of the forthcoming holidays. They continue in the opinion that any standdown or bombing pause would be disadvantageous to allied forces in proportion to its length. Progress during the next four months is dependent upon the maintenance of pressure upon the enemy. Any action which serves to reduce the pressure will be detrimental to the achievement of our objectives.

5. (S) Operations to support the stated objectives for the next four months will continue to be in consonance with the US national objectives. The various major programs which comprise the strategy involved in the total effort are discussed in the Appendix. While progress toward the military objectives is expected to be sustained during the period under consideration, additional gains could be realized through the modification and expansion of certain current policies as indicated in the Appendix.

6. (S) The Joint Chiefs of Staff have considered other proposals for operations to be conducted during the four-month period. Among these is Operation York II, which is strongly advocated by COMUSMACV. This operation, directed principally to establish a necessary lodgment in the Ashau Valley in Vietnam during February-March 1968, has as an essential part a raid operation by two to three ARVN battalions against Base Area 607. This base area, though a part of the enemy's Ashau Valley complex, is located principally in Laos. The Joint Chiefs of Staff consider that the proposal has merit and appears militarily necessary. However, they point out that, while the intent is to mount the operation clandestinely, there is a possibility that it will become public with attendant political problems.

7. (S) The Joint Chiefs of Staff recommend that:

a. The pressure on the enemy be maintained during the period to sustain allied progress and to prevent any military exploitation resulting from standdowns or truces.

b. The current policies for the conduct of the war in South-east Asia during the next four months be modified and expanded to permit a fuller utilization of our military resources in accomplishing the tasks set forth in the Appendix.

For the Joint Chiefs of Staff:



EARLE G. WHEELER
Chairman
Joint Chiefs of Staff

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APPENDIX AND ANNEXES

TO JCSM-663-67

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MILITARY OPERATIONS PLANNED AND/OR RECOMMENDED FOR SEASIA
DECEMBER 1967 - MARCH 1968 (BY MAJOR PROGRAMS)

OBJECTIVE(S)	TASKS	OPERATIONS PLANNED	NEW AUTHORITY REQUIRED
<p>A. OPERATIONS IN SOUTH VIETNAM</p> <p>To defeat the VC/NVA forces and to extend control of the Government of SVN throughout the country.</p>	<p>1. Conduct offensive and containment operations against VC/NVA forces.</p> <p>2. Interdict VC/NVA land and water LOC.</p> <p>3. Secure the major LOC, political, economic, food producing, and populated centers.</p>	<p>Significant ground operations will emphasize combined/coordinated (US/PVNAP and PVRAP) offensive operations.</p> <p>1. In the I CTZ, ground operations and construction of elements of the Strong Point/Obstacle System in the vicinity of the DMZ will continue. Occupation of certain strong points in the DMZ by ARVN troops is now being accomplished.</p> <p>YORK, a phased operation.</p> <p>PHASE I - during February to destroy Headquarters MR 5 in the Do Ia area.</p> <p>PHASE II - during March-April will include operations in the Aachen Valley Complex in SVN and Base Area 607 in Laos.</p> <p>2. In the II CTZ, search and destroy operations against known enemy bases and infiltration routes will continue.</p> <p>3. In the III CTZ, several planned operations designed to open Highway 1, neutralize WAR ZONE C, disrupt WAR ZONE D, and force the enemy into a vulnerable posture away from populated areas:</p> <p>a. SANTE FE, November-December, against the enemy in Binh Tuy Province.</p> <p>b. YELLOWSTONE during December-February in WAR ZONE C.</p> <p>c. DODGE CITY during February-April in WAR ZONE D.</p> <p>4. In the IV CTZ, the mobile riverine force, in conjunction with RVNRF forces, will continue operations to defeat and destroy VC forces and their resources.</p> <p>5. Conduct US and US advised reconnaissance patrols in DMZ north of the PWDL.</p>	<p>1. York II will require authority to commit two to three ARVN airborne battalions on a shallow raid into Laos (Base Area 607) (Annex A).</p> <p>2. Authority required for US and US advised patrol operations in DMZ north of PWDL. (Annex E).</p>
<p>B. OPERATIONS IN LAOS (PRAIRIE FIRE)</p> <p>To collect intelligence and interdict lines of communication in southeastern Laos.</p>	<p>1. Conduct ground reconnaissance operations for exploitation by air strike or small ground units.</p> <p>2. Provide ground team support to the anti-personnel portion of the anti-infiltration system.</p> <p>3. Develop an indigenous guerrilla force among tribal groups in the area (pending approval). (PRAIRIE FIRE III)</p>	<p>1. Reconnaissance and exploitation force operations will continue at a gradually accelerating pace as additional personnel assets are recruited and trained.</p> <p>2. Ground team operations in support of the anti-infiltration system will be initiated on or about 1 January 1968.</p> <p>3. If approved, initial steps could be taken in developing tribal guerrillas. However, within a four month period, only a limited capability could be achieved.</p> <p>(see also operation York II above)</p>	<p>1. The proposal to develop a guerrilla force has been approved by the Joint Chiefs of Staff, Deputy Secretary of Defense, and the SEACORD group. Final approval awaits State Department concurrence. (Annex C)</p>
<p>C. OPERATIONS IN CAMBODIA (DANIEL BOONE)</p> <p>1. To collect intelligence on VC/NVA troops and base areas in the Cambodian border area.</p> <p>2. To conduct selective limited destruction of enemy targets near the border.</p>	<p>1. Ground reconnaissance teams conduct operations into Cambodia to determine information of enemy base areas, infiltration routes, unit locations and strengths, and activity.</p> <p>2. Conduct limited sabotage and destruction of enemy targets.</p> <p>3. Conduct tactical air strikes against enemy targets near the border.</p>	<p>1. Reconnaissance operations will continue at a gradually accelerating pace as additional personnel assets are recruited and trained. Current authorization is 30 missions per month.</p>	<p>1. Current restrictions on the number of helicopter operations per month (5) and the depth of helicopter penetration (10 KM) should be lifted.</p> <p>2. Authority required for teams to conduct destruction and sabotage activity against positively identified enemy targets.</p> <p>3. Authority required to conduct tactical air strikes against such targets when they are close to the border and in heavily jungled, uninhabited zones. (Annex D)</p>
<p>D. NAVAL OPERATIONS IN VIETNAM</p> <p>To conduct naval operations in support of the over-all US military objectives.</p>	<p>1. SEA DRAGON - Interdict enemy coastal water traffic, land LOC, and strike enemy defenses.</p> <p>2. AAW (TALOS) - Destroy hostile MIG aircraft operating in RVN.</p> <p>3. MARKET TIME - Conduct sea surveillance operations off the coast of SVN to prevent infiltration.</p> <p>4. GAME WARDEN - Deny enemy use of major rivers in the Delta and the Rung Sat Special Zone. Interdict VC/NVA LOCs.</p> <p>5. Conduct naval gunfire and riverine operations in support of ground operations ashore in SVN.</p>	<p>1. Naval gunfire operations against RVN targets and coastal logistic craft will continue within current force levels. Operations are now limited to areas south of 20°N latitude.</p> <p>2. MARKET TIME and naval gunfire support operations in SVN will continue at present force levels for the next four months.</p> <p>3. GAME WARDEN operations will become more effective due to an increase from 120 to 200 patrol boats in-country over the next four months and the attendant increase in patrol activity.</p>	<p>1. Expansion of SEA DRAGON authorities north to 21° 15' N. (Annex E)</p> <p>2. Grant authority to employ SAMs offensively against enemy combat aircraft. (Annex F)</p>

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OBJECTIVES

E. AIR OPERATIONS AGAINST NVN

1. To reduce the infiltration of men and material into SVN.
2. To cause the North Vietnamese to pay an increasing price for their aggression.
3. To bolster the morale of the South Vietnamese people.

F. B-52 OPERATIONS (ARC LIGHT)

To destroy concentrations of enemy troops and supplies.

1. Reduce external assistance to NVN.
2. Restrict the movement of supplies by isolating Hanoi and Haiphong from each other and the rest of NVN.
3. Harass, disrupt, and impede movement of men and materials from NVN into Laos and SVN.
4. Destroy those military and war-supporting activities/materials in NVN that contribute most to the support of aggression in SVN.

G. TACTICAL AIR OPERATIONS IN LAOS (BARREL ROLL/STEEL TINES)

To conduct air operations in Laos in support of US objectives.

1. Interdict infiltration routes into SVN in Laos, the DMZ, and NVN.
2. Conduct spoiling attacks on suspected assembly areas while enemy forces are in the process of forming for attacks on friendly forces.
3. Support allied ground forces operating in SVN.
4. Harass enemy forces.

1. Destroy resources in Laos that support insurgencies in SEAsia.
2. Destroy/deny use of enemy facilities in Laos.
3. Harass and disrupt enemy military operations in Laos.
4. Harass, disrupt and impede enemy movement of men and material through Laos into SVN.
5. Support HLG forces and operations.

H. ANTI-INFILTRATION SYSTEM (MUSCLE SHEDS)

To interdict enemy logistics routes by an air emplaced and air supported system which suggests ongoing anti-infiltration efforts by introduction of specialized munitions, sensing devices, and related equipment to impede the infiltration of personnel and material from NVN through Laos and the western portion of the DMZ in NVN.

1. Reduce vehicular infiltration, through the use of tactical air, in those areas of Central Laos where it is not practical to conduct conventional ground operations.
2. Restrict the infiltration of personnel in Eastern Laos and the western part of the DMZ in NVN where it is impractical to utilize a strong point/obstacle ground system by employment of the air emplaced air supported system.
3. Provide large scale, selective interdiction of enemy resupply and support efforts to reduce his effectiveness as a fighting force by the selected application of tactical air forces.

TASKS

OPERATIONS PLANNED

NEW AUTHORITY REQUIRED

Air strikes during the next four months will be hampered by the adverse weather conditions. Consequently, the priority for air strikes will be:

1. Aerial mining of the ports of Haiphong, Hon Gai and Cam Pha, if approved.
 2. Destruction of lucrative stockpiles of supplies before they can become fragmented.
 3. Destruction/denial of facilities that provide support to logistics movement, such as shipyards, rail shops, fabrication plants, and motor vehicle maintenance and storage areas.
 4. Attacks against LOC facilities with attacks on these targets increasing in intensity just prior to advent of favorable weather in northeast.
- Target criteria:
1. Supplies near point of entry into NVN.
 2. Facilities which produce war-supporting materials or items which are so important to the war economy that they must otherwise be imported.
 3. LOC and associated facilities, particularly those connected with the main logistic centers of Hanoi and Haiphong.
 4. All dispersed munitions, supplies, and war-supporting material.
 5. Defense installations and associated facilities posing a threat to US forces.

ARC LIGHT forces are conducting 800 sorties per month, 450 from Thailand. Action is underway to increase capacity for U Tapao air base to permit all 800 sorties from that base. A sustained 1200 sortie capability has been orally authorized by SECDEF. A Joint State/Defense message is being staffed by ASD/ISA which instructs ANZab Vientiane that restrictions with regard to Laos are removed. Restrictions on overflight of Laos, daylight bombing attacks and requirement for cover strikes in SVN result in not fully realizing the advantages of economy and timeliness of response inherent in basing B-52s at U Tapao.

With the advent of the northeast monsoon in NVN, additional attack sorties will be available in Laos. Action has been taken to insure adequate data on lucrative targets are available and procedures developed to provide PAC control of sorties diverted from NVN into Laos by weather.

1. Air emplacement and monitoring of sensing devices to detect enemy infiltration through central Laos and the western portion of the DMZ in NVN.
2. Air emplacement of area denial weapons along known and suspected infiltration routes.
3. Augment detection capability of sensing devices by selective use of tactical air reconnaissance forces, i.e., IR, ELAR, ELINT, VR, PHOTO, RIFAC, and special operating ground teams.
4. The necessary units, personnel, special munitions and sensing devices have been provided to COMUSMACV to insure an operational capability for the air supported anti-vehicular sub-system by 1 December 1967.
5. Additional resources are being shipped so as to insure an operational capability for the air supported anti-personnel sub-system by 1 January 1968.
6. Continued research, development, testing and production of second-phase munitions and sensors must be accomplished to reduce exposure of air delivery vehicles thereby reducing attrition.

Modify air strike policy as follows:

1. Authorize aerial mining of the approaches and harbors at Haiphong, Hon Gai and Cam Pha.
2. Eliminate the 10 NM Hanoi Prohibited Area and the 4 NM Haiphong Prohibited Area.
3. Reduce and redefine the Hanoi and Haiphong restricted areas as follows:
 - a. Hanoi - a 3 NM radius circle around the center of Hanoi less that area east of the west bank of the Red River (Map at Tab B to Annex G).
 - b. Haiphong - a 1.5 NM radius circle around the center of Haiphong less that area north of the south bank of the Dua Cam River (Map at Tab C to Annex G).
4. Continue to prohibit attack on population as a target; however, accept greater risks of civilian casualties to achieve the stated objectives.
5. Authorize attack against all currently unauthorized priority targets on the ROLLING THUNDER target list as are recommended by the Joint Chiefs of Staff.
6. Authorize use of riot control agents (CS) in the recovery of downed airmen. (Annex G)

1. Authorization by SECDEF for increased MK 82 and M-117 bomb production to support a sustained 1200 per month sortie rate.
2. Approval of the Joint State/Defense message.

None.
(See Item E Subparagraph 6)

None

941103-483

OBJECTIVES

I. REVOLUTIONARY DEVELOPMENT OPERATIONS IN SOUTH VIETNAM

To accelerate progress of Revolutionary Development (RD) to assist the CVN in extending dominion and control over the people of SVN.

TASKS

1. Attack VC infrastructure.
2. Increase territory and population security.

OPERATIONS PLANNED

1. Emphasize MACV joint civil/military Intelligence Coordination and Exploitation (ICEX) system to focus intelligence and step-up operational attack on key VC political leaders/activists.
2. Continue US and combined US/ARVN field operations for direct/indirect support of pacification.
3. Increase current 53 ARVN battalions to 59 battalions allocated to security operations (planned for CY 68).
4. Expedite arrival in-country in February-March of 500 advisors for the RP/PY previously approved in Program 5.
5. Modernize, expand, and improve the effectiveness of the RVNAF.
6. Improve ICEX and provide increased detention facilities.

NEW AUTHORITY REQUIRED

OSD approval of associated Program Change Requests and funding support to expedite implementation of SECDEF's approval in principle of operations planned.

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ANNEX A

OPERATION YORK II (U)

1. (TS) The A Shau Valley in SVN is extremely important to the enemy. It is in this area that the distance from the SVN/Laos border to the South China Sea is shorter than at any other place along the entire length of the country. The valley lies in the most remote part of SVN, and its relative inaccessibility has provided the enemy a major supply and operating base from which he has launched operations into southern I Corps Zone. Enemy Base Area 607, which lies principally in Laos adjoining the southern end of the A Shau Valley, has been stockpiled with munitions, and the rockets which shelled the Da Nang Air Force Base are considered to have come through that base. COMUSMACV considers it essential to the security of the southern I Corps area that operations be undertaken to move friendly forces into the A Shau Valley, and to retain forces there.

2. (TS) COMUSMACV has planned a series of operations in the southern and western portions of I Corps area over the next several months. Operation YORK I will be conducted against the Do Xa area near the boundary between I and II Corps.

3. (TS) COMUSMACV plans to conduct Operation YORK II in the A Shau Valley during March-April 1968. An essential part of the operation will be a raid into Base Area 607, to destroy enemy supplies and munitions there. SVN forces will be used for this portion of the operation which will require combat operations on Laotian territory in order to help accomplish the objective of securing a lodgement of friendly forces in the A Shau Valley in SVN. Two to three ARVN airborne battalions, with about five US advisors each, will be involved. US artillery and air support also will be furnished.

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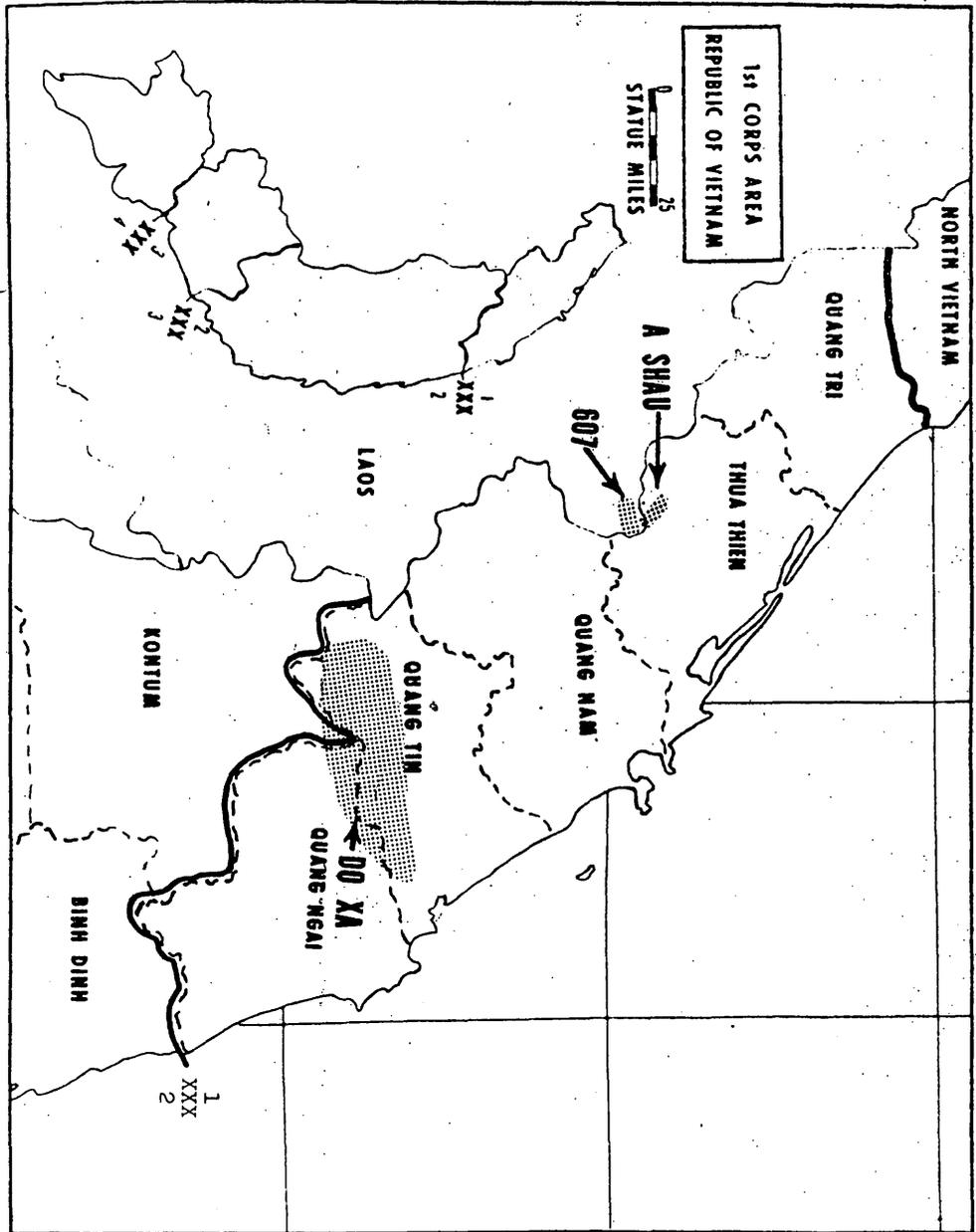
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4. Authority should be granted to conduct Operation
YORK II as planned.

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ANNEX B

RECONNAISSANCE PATROLS IN THE DMZ NORTH OF THE PMDL (S)

1. (S) In recent months, a large proportion of the enemy's effort has been directed toward the I Corps Tactical Zone (CTZ), particularly the northern portion of the zone near the Demilitarized Zone (DMZ). During August and September, 39.3 percent of all enemy initiated actions in SVN took place in I CTZ; 54 percent of all enemy losses (KIA) and 61 percent of all US losses (KIA) in SVN occurred there.

2. (S) The dominant military problem in this area has been the enemy sanctuary north of the Provisional Military Demarcation Line (PMDL), and particularly in the northern portion of the DMZ. From this haven, NVN forces have been able to operate with substantial assurance that their rear positions were relatively secure from observed fire. The sanctuary also has had a serious effect on the I Corps logistic situation near the DMZ. The enemy, employing long range artillery and a ground reconnaissance capability in SVN which can locate our installations with relative ease, is able to shell the Dong Ha - Cau Viet logistic areas from north of the Ben Hai River, and has done so repeatedly. The enemy installations which exist in the DMZ also have been largely responsible for the recent increased US casualties in northern I CTZ. The installations, which are prime military targets, include troop concentrations, artillery positions, and storage sites. They have proved difficult to locate with the means available now in MACV, and a major effort is being made to improve target acquisition capabilities for the DMZ area.

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3. (TS) Experience both in Laos and in SVN has proven the effectiveness of long range reconnaissance teams to supplement the intelligence provided by other means, to provide positive target identification, and to call in neutralizing or destroying artillery, naval gunfire, and air strikes.

4. (TS) The risks of conducting ground reconnaissance in the high troop density areas of the DMZ are recognized but conduct of such operations would significantly increase MACV's ability to locate and destroy important military targets. The authority for a commander to conduct ground reconnaissance against a hostile force in contact is a prerequisite to meeting his responsibility to defend his command against armed attack with all means at his disposal. Authority to employ either US-advised indigenous reconnaissance teams, or the organic reconnaissance elements of US forces in the DMZ area would provide COMUSMACV with the flexibility to commit the best suited units to specific operations in this area.

5. (TS) CINCPAC has requested authority to employ US and US-advised ground reconnaissance patrols throughout the DMZ. This authority should be granted.

ANNEX C

PRAIRIE FIRE PHASE III

1. (TS) The area of Laos between the Tchepone-Se Kong River line and the Lao/Vietnam border continues to be dominated by North Vietnamese forces and to serve as the principal infiltration route and support area for enemy operations in South Vietnam. The avowed neutrality of Laos and the US desire to conform as closely as possible to the provisions of the Geneva Accords have limited friendly activity in the area to PRAIRIE FIRE reconnaissance and exploitation missions, air operations, and certain CAS activity. Although all of these efforts have gradually increased in scope and effectiveness, they are by no means capable of stemming the infiltration or denying the use of the area. Therefore, the search has continued for new or improved concepts to deal with the problem without a drastic shift in policy toward Laos and without upsetting the country's political and military balance.

2. (TS) During the conduct of PRAIRIE FIRE operations over the past few months, COMUSMACV's Studies and Observations Group (SOG) has identified and assessed a potential in the Kha tribal group which inhabits the area and is being exploited by the enemy. Past experience with Montagnard groups in Southeast Asia has shown that these people will respond to caucasian influence and can be developed into guerrilla forces. Such a program could provide an important supplement to the existing counter-infiltration effort at a low cost in men and material and with a low risk of embarrassing the neutralist Government of Laos.

1. (TS) The Joint Chiefs of Staff therefore proposed (JCSM 215-67, 20 April 1967) that COMUSMACV develop and direct a guerrilla program in southeastern Laos. The concept visualized making initial contact with tribal groups through PRAIRIE FIRE reconnaissance teams; exfiltrating certain cadre for training in South Vietnam; and eventually recruiting, training, and operating the force under the control of US Special Forces detachments. Initially, these activities would be restricted to the existing PRAIRIE FIRE area; and later expansion beyond those limits would only be considered if the situation dictated and would be fully coordinated to preclude conflict with CAS activities.

4. (TS) The proposal has been referred to the Deputy Secretary of Defense and to CIA, who concurred with the proposal on 30 June 1967, but considered that concurrence of Ambassador Sullivan and the Department of State should be obtained. A memorandum requesting State concurrence was forwarded on 5 July 1967 to the Under Secretary of State (CM 2490-67).

5. (TS) The matter was also raised at the SEACoord conference on 1 August 1967, where it was approved in principle.

6. (TS) Ambassador Sullivan has indicated on several occasions and as recently as 9 November 1967 (Vientiane 2655/091247Z Nov 67, JCS IN 98485) that he considers such a program would only be acceptable to the Lao with the US role reduced to that of providing financial and materiel support. Resolution of the divergence between the original MACV concept and Ambassador Sullivan's version has not been achieved, and the Department of State has not yet concurred in the proposal.

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ANNEX D

OPERATIONS IN CAMBODIA (U)

1. (TS) Current DANIEL BOONE operations are limited to
 ground reconnaissance teams gathering intelligence in a
 20 km strip of Cambodian border territory. These activities
 are further limited in their use of helicopters to 5 missions
 per month and a depth of 10 km. South of Route 13 all operations
 must be approved on a case-by-case basis at the Washington
 level.

2. (TS) Two years experience in PRAIRIE FIRE operations in
 Laos as well as six months of DANIEL BOONE activity have proven
 the importance of helicopters in these operations. They are
 needed to overcome terrain obstacles, bypass enemy concentra-
 tions, and to permit reconnaissance of areas otherwise
 inaccessible. The arbitrary limitation of 5 helicopter-
 borne missions per month will place a definite restriction on
 the number of targets of a certain kind that can be investigated
 during any month.

3. (S) The requirement for case-by-case consideration of
 reconnaissance team operations at the Washington level is
 ponderous and time consuming. Often such a system will prevent
 the exploitation of fleeting collateral intelligence.

4. (TS) As reconnaissance efforts continue, it is inevitable
 that remunerative and threatening enemy targets will be
 uncovered in the border areas. In certain cases the teams
 should be authorized to conduct the limited sabotage and
 destruction within their means. In other cases where
 the border is imprecise, the jungle is dense, and the
 Cambodian presence nonexistent, air strikes against targets

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positively identified by the ground teams should be authorized. 1
Since the VC/NVA deny their presence in the Cambodian sanctuary, 2
they are in no position to publicly protest such activity. 3

ANNEX E

SEA DRAGON OPERATIONS

SEA DRAGON operations include naval gunfire attacks on enemy defenses, land LOC, and interdiction of enemy coastal water traffic, and are now limited to the area south of 20°N latitude. Authority should be extended to include targets further north to 21° 15'N latitude. Expected gains include:

- a. Interdiction of the estimated 80 percent of NVN coastal water traffic which currently is north of 20°N and now not subject to interdiction by SEA DRAGON.
- b. Prevent NVN from taking advantage of movement of cargoes via coastal waters to clear backlogs which they are unable to get out of Haiphong by other means.
- c. Expose fixed coastal military and logistics targets in NVN north of 20°N to attack by naval gunfire.
- d. Complicate NVN coastal defense problem, cause diversion of AAA batteries to coastal defense role, and expose air defense along coastline to suppression by naval gunfire.
- e. Destroy/damage NVN watercraft capable of carrying military cargoes. Strain production capacity to replace destroyed WBLC.
- f. Provide for greater flexibility in use of naval forces by permitting attack on enemy forces now protected by being beyond an arbitrary line.
- g. Supplement air operations against NVN military and logistics targets.*

* See Map at Annex F.

ANNEX F

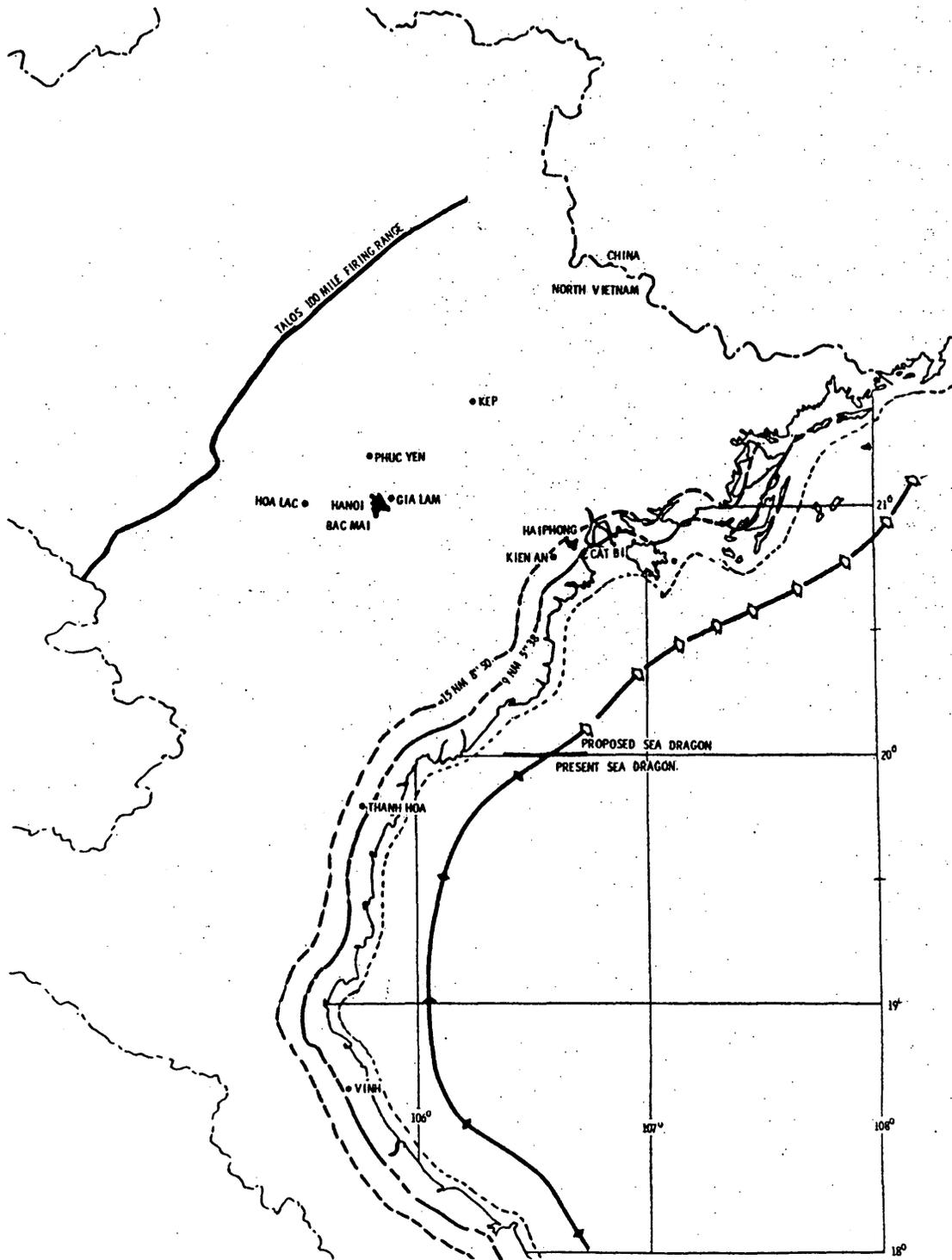
USE OF SURFACE-TO-AIR MISSILES AGAINST
NVN HOSTILE AIRCRAFT

1. (TS) One additional measure to counter the effective North Vietnamese air defense system is the use of surface-to-air missiles (SAMS) against airborne hostile combat-type aircraft. Sea-based missiles, principally the TALOS, can be used effectively for this purpose. Naval forces now have authority to use shipborne SAMS to defend US air and surface units in the Tonkin Gulf. Extension of this authority to include attack against hostile combat type aircraft airborne over NVN could result in decreased MIG inventory and degraded MIG operations, thus compounding the enemy's air defense problem without additional risk to US ships or aircraft.
2. (TS) US naval forces in the Tonkin Gulf during the past year have, through continuous exercises, improved their capability to positively identify hostile combat aircraft using radar and other means. Unless the target is positively identified as a hostile combat type aircraft, the missile would not be fired.
3. (TS) The cruiser-based TALOS missile has an effective range of up to 100 nautical miles, and from the Tonkin Gulf can provide coverage of the seven known NVN jet airfields and much of the essential airspace over northeastern NVN. Aircraft frequently fly defensive patrols, training flights, and point-to-point flights within range of the missile and are vulnerable to destruction by TALOS.
4. (TS) The destruct system, a key element of the TALOS missile, has proven to be 99 percent reliable. To date, the successful intercept rate of the missile is 44 percent. Of the firings, 22 percent were destroyed soon after launch

and 74 percent were destroyed down range. Operating under
restrictions which will specifically prohibit guiding the
missile to an intercept point anywhere within vertical
cylinders of airspace ten miles in radius from Hanoi and
Haiphong, the possibility of a missile impacting in either
city will be minimized. Given the high reliability of the
destruct system, and the restriction imposed, the prob-
ability of a missile landing in either Hanoi or Haiphong
is approximately one in one hundred thousand.

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5. (TS) JCSM 514-67, dated 18 September 1967, recom-
mended to the Secretary of Defense that authority be
granted for the use of SAMs against hostile aircraft. It
is understood that action on this request is awaiting
concurrence of the Secretary of State.



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ANNEX G

AIR OPERATIONS AGAINST NVN

1. (TS) Listed in the Tab are 24 unauthorized ROLLING THUNDER targets recommended for approval and attack during the next four months. These targets are in support of operations to (1) reduce external assistance to NVN; (2) restrict the movement of supplies by isolating Hanoi and Haiphong from each other and from the rest of NVN; and (3) destroy those military and war-supporting facilities/materiel in NVN that contribute to the support of aggression in SVN. As other worthwhile targets are developed in areas requiring approval of higher authority, they will be recommended for approval and attack.

2. (TS) Closing the ports of Haiphong, Hon Gai and Cam Pha is the major action required to reduce and impede the flow of war-supporting materiel entering NVN. This action will (1) reduce imports; (2) require the enemy to use less efficient alternatives of over-the-beach or overland import routes; (3) contribute materially to the isolation of Hanoi and Haiphong; and (4) increase the effectiveness of US air operations. From this action ancillary benefits will accrue to all other tasks of the air campaign.

3. (TS) Importing through Haiphong is one of the most stable elements of North Vietnamese military operations. Because the port has been relatively free from attack, imports have steadily increased during the course of the three-year conflict. Sudden disruption of this means of introducing into NVN approximately 80 percent of its external support will create serious management problems and

irregular shortages of critical imports. This will, in 1
turn, result in increased manpower requirements and 2
seriously reduce the efficiency of the distribution 3
system. Increased shortages of items, such as foodstuffs 4
and medical supplies, together with increased demands for 5
manpower will result in decreased effectiveness of NVN 6
operations. 7

4. (TS) A significant shift to importing by alternate means 8
will be required. This in itself will reduce and impede 9
enemy operations as makeshift facilities and time-consuming 10
lightering methods are employed. Rail lines are already 11
interdicted to some degree and additional tonnage will 12
complicate the problem. This will require increased 13
reliance on the less efficient highway transport system. 14
The use of lighters to offload shipping in open waters 15
and over-the-beach operations will create difficulties 16
in the handling of such heavy items as generators, con- 17
struction equipment and heavy vehicles. In addition, the 18
continuity of lightering operations will be influenced by 19
the vagaries of weather. 20

5. (TS) The Government of NVN will be faced with logistic 21
decisions regarding the types, quantity, and import priority 22
of materiel necessary to continue the war and/or for basic 23
subsistence. Regardless of the decision, the alternate 24
modes are more vulnerable to air attacks. There will 25
be an increase in targets in unrestricted areas and 26
targets of opportunity. Consequently, there should be 27
a degradation of North Vietnamese logistic capabilities 28
with a concurrent increase in the effectiveness of US 29
air operations. 30

6. (TS) Favorable weather days forecast as available 1
for visual air strikes in Route Package VI during the 2
next four months are as follows: Dec 9, Jan 6, Feb 3, 3
Mar 2, and Apr 4. Air operations conducted during marginal 4
weather periods should increase the number of strike days; 5
however, target selection is limited under these circum- 6
stances. More effective use of US air power could be 7
made during the forthcoming bad weather months by mining 8
the major ports to deny external assistance by sea. 9
and subsequently applying additional sortie effort to 10
coastal armed reconnaissance and inland LOC interdiction. 11

RIOT CONTROL AGENT IN AIRCREW RECOVERY

7. (S) By JCSM-480-67, dated 26 August 1967, the use 12
of riot control agent CS in aircrew recovery operations 13
in Laos and North Vietnam was recommended to the Secretary 14
of Defense by the Joint Chiefs of Staff. The use of CS 15
to assist in recovery of downed aircrews would provide a 16
better suppressive capability than present strafing methods 17
alone and would significantly increase the probability of 18
recovering aircrews. The use of CS as proposed would 19
improve the survivability of aircraft participating in 20
search and recovery operations by more effectively sup- 21
pressing ground fire; the potential hazard to nearby 22
civilian noncombatants may be significantly diminished in 23
those situations where this temporarily disabling agent is 24
used in conjunction with or in lieu of lethal munitions. 25
To date, the authority requested has not been granted. 26

TAB A TO ANNEX G

ROLLING THUNDER TARGETS FOR FOUR-MONTH PLAN

<u>TGT #</u>	<u>NAME</u> <u>SIGNIFICANCE</u>	<u>STK</u> <u>A/C</u>	<u>AAA DEF</u> <u>ELR</u>	<u>CTV</u> <u>CAS</u>
21	<u>Hanoi RR Yd/Shops</u> 24% natl mil cargo handling/25% RR rolling stock repair capacity. Main structures: 16 sidings, turntable, 3 locomotive/RR car repair shops, 25 warehouse/support. Major locomotive repair shop. On main rail line in SW Hanoi.	22	Moderate 3%	99
48	<u>Hanoi Supply Dpo S</u> 500,000 sq ft, 5% natl capacity. Main structures: 14 storage, 112 warehouses, 11 admin, 17 support. Major supply depot. 2 NM S of Hanoi.	28	Moderate 3%	40
59	<u>Hanoi Supply Dpo N</u> 285,000 sq ft, 3% natl capacity. Main structures: 81 storage, 57 warehouses, 16 admin, 318 support. Just W of Red River, 1 NM N of Hanoi.	30	Moderate 3%	30
66.1	<u>Hanoi Radcom Rcvr</u> DF control station. Main structures: operations, antenna field, 22 support. Receives DF data on US transmissions. 10 NM S of Hanoi.	16	Moderate 3%	0
616-0004	<u>Haiphong Naval Base (Area D)</u> 60% natl naval support capacity. Main structures: graving dock, 2 piers, 3 marine railways, 40 support. Main naval repair base. On S bank of Cam Estuary in NW Haiphong.	16	Moderate 3%	30
616-0054	<u>Haiphong Shipyard 3 (Area B)</u> Monthly production: 5-6 barges, 5% natl ship construction/13% ship repair capacity. Main structures: 4 graving docks, 3 building ways, 40 support. In Haiphong.	6	Moderate 3%	50
616-0672	<u>Haiphong Shipyard 1 (Area F)</u> 6% natl ship construction capacity. Main structures: side launchways, marine railways, 34 support. On S bank of Cam Estuary in NW Haiphong.	6	Moderate 3%	15
616-2140	<u>Haiphong Shipyard N (Area G)</u> 7% natl ship construction capacity. Main structures: 2 graving docks, 3 support. On N bank of Cam Estuary in NW Haiphong.	2	Moderate 3%	1
70.1	<u>Haiphong Approaches (Mining)</u> 3 mineable areas, varying in width from 0.5 to 2.8 NM, include 13.7 NM of channel. Haiphong port w/48% natl cargo handling capacity, handles 80% of ocean shipping and extensive naval, coasting, barge, and small craft traffic. In main and alternate NNW/SSE channels of Trieu Estuary, 10 NM ESE of Haiphong.	36	None 0%	0

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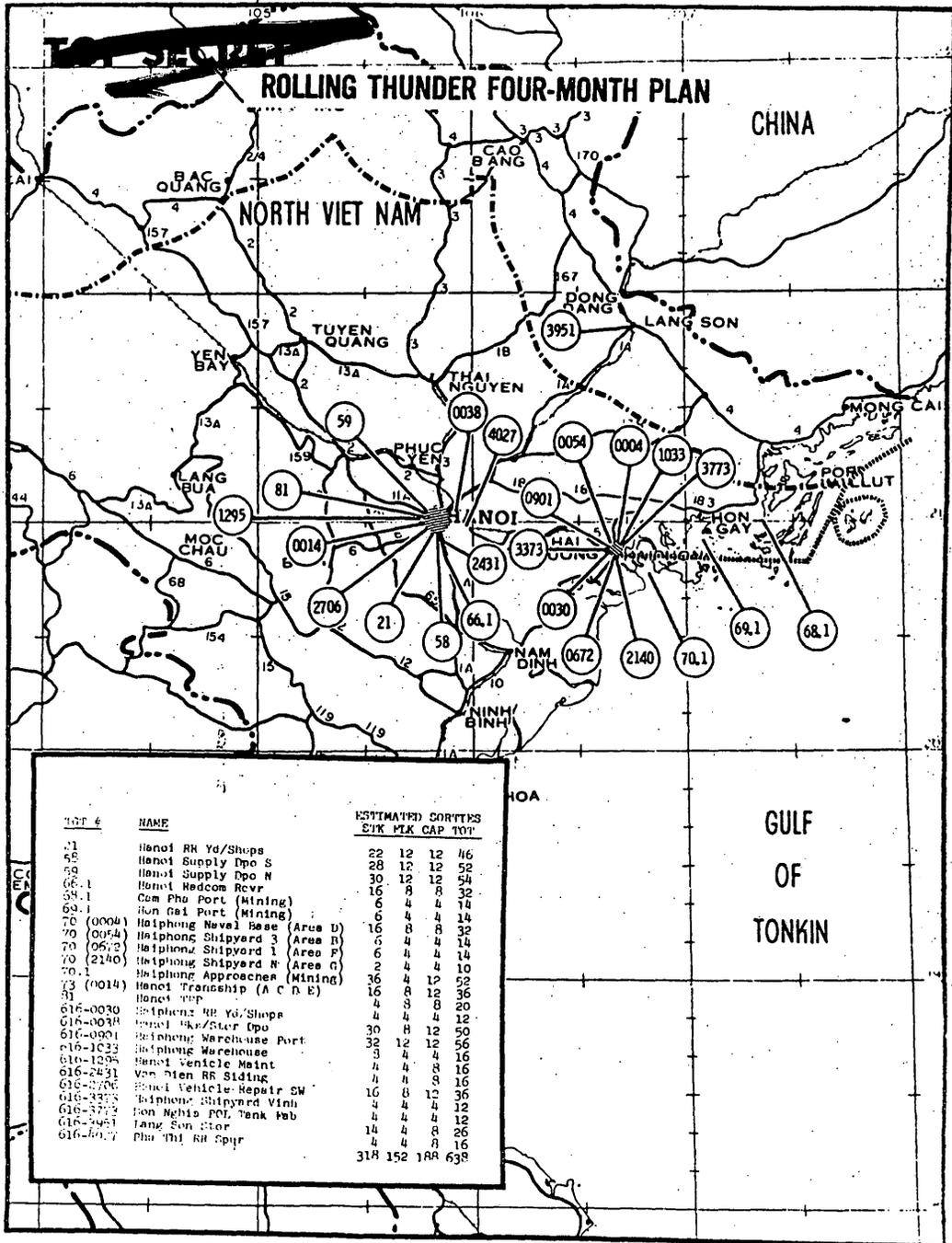
<u>WPT #</u>	<u>NAME SIGNIFICANCE</u>	<u>STK A/C</u>	<u>AAA DEF ELR</u>	<u>CIV CAS</u>
61	<u>Hanoi Port (Areas A, C, D, E)</u> 8,800 STPD. Main structures: small craft repair yard, repair shops, crane, 6 conveyors, 2 wharves, 156 warehouses. Important transshipment point. On W bank of Red River in SE Hanoi.	16	Moderate 3%	52
61	<u>Hanoi TPP (Restrike)</u> 37,500 Kw, 17% natl capacity (prestrike). Main structures: generator hall, transformer, boilerhouse, 5 support. Largest in NVN; serves natl mil control cntrs/key mil installations in Hanoi area. Over separate 35 kv transmission line, provides alternate power to Haiphong Port, JCS Tgt #70. (Target was struck five times; currently operating at 50% capacity.)	4	Moderate 3%	19
616-0030	<u>Haiphong RR Yd/Shops</u> 3% natl rail mil cargo handling/5% RR rolling stock repair capacity. Main structures: 8 sidings, 4 spurs, turntable, turning wye, locomotive/RR car repair shops, warehouses. Main transshipment point. In Haiphong.	4	Moderate 3%	25
616-0038	<u>Hanoi Bks/Supply Dpo</u> 236,000 sq ft, 2% natl capacity. Main structures: 3 admin, 19 storage, 6 veh repair shops, motor pool, 26 support. 5 NM E of Hanoi.	30	Moderate 3%	2
616-0901	<u>Haiphong Warehouse Port</u> 654,000 sq ft, 6% natl capacity. Main structures: 28 warehouses, 91 support. In Haiphong.	32	Moderate 3%	15
616-1033	<u>Haiphong Warehouse</u> 209,000 sq ft, 2% natl capacity. Main structures: 22 storage/support. In Haiphong.	8	Moderate 3%	31
616-1295	<u>Hanoi Vehicle Maint</u> 98,400 sq ft, 5% natl capacity. Main structures: 4 maint, storage. Major radar repair shop. 5 NM W Hanoi.	4	Moderate 3%	2
616-2431	<u>Van Dien RR Siding</u> 3,580' of track. Main structures: spur, 2 sidings. On Hanoi-Vinh rail line, 4 NM S of Hanoi.	4	Moderate 3%	4
616-2706	<u>Hanoi Vehicle Repair SW</u> 76,000 sq ft, 16% natl capacity. Main structures: 4 maint, 12 support. Major veh repair shop. 2 NM SSW of Hanoi.	16	Moderate 3%	1
616-3373	<u>Haiphong Shipyard Vinh</u> Monthly production: 3-4 barges, 3% natl ship construction capacity. Main structures: 4 building cradles, 6 support. In Haiphong.	4	Moderate 3%	14
616-3773	<u>Don Nghia POL Tank Fab</u> Annual capacity: unknown. Main structures: 2 fabrication/assembly, 5 storage. In Haiphong.	4	Moderate 3%	15

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941103-502

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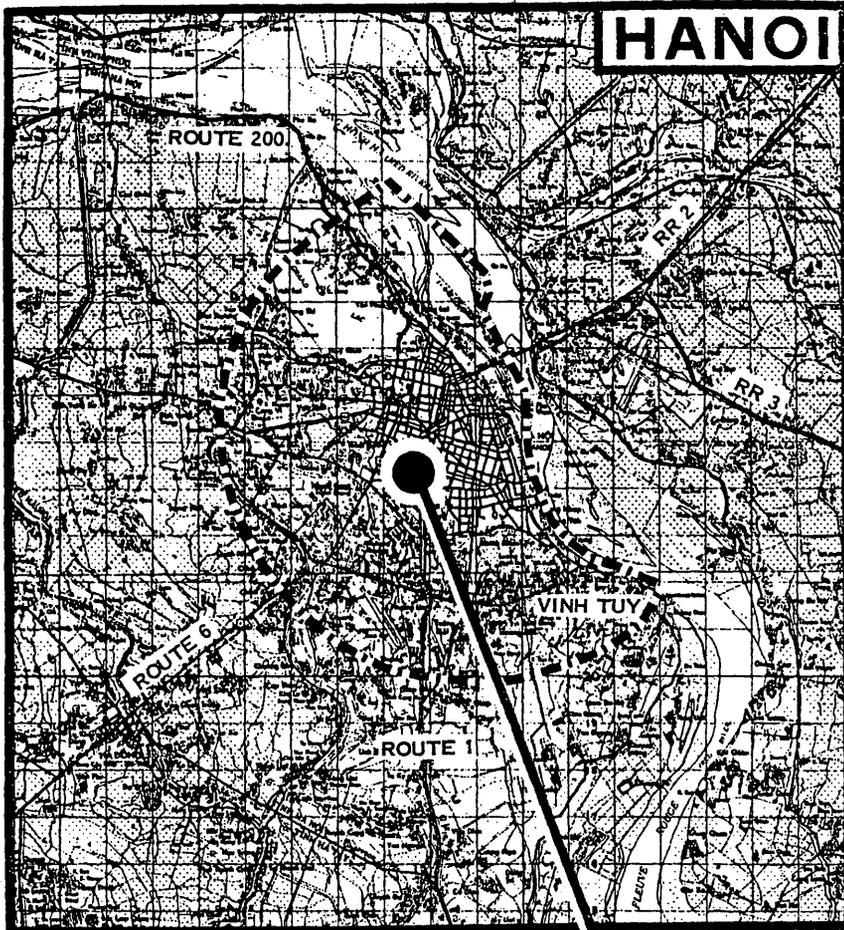
<u>REF #</u>	<u>NAME SIGNIFICANCE</u>	<u>STK A/C</u>	<u>AAA DEF ELR</u>	<u>CIV CAS</u>
616-3951	<u>Lang Son Stor</u> 51,100 sq ft, 0.5% natl capacity. Main structures: veh maint, 8 storage, 2 warehouses, 2 admin. Rail transshipment point. On Hanoi-Dong Dang (NE) rail line, 7 NM from China.	14	Moderate 3%	2
616-4027	<u>Phu Tai RR Spur</u> 2,000' of track. Main structures: spur. Transshipment point. On Hanoi-Haiphong rail line, 7 NM E of Hanoi.	4	Moderate 3%	1
69.1	<u>Hon Gai Approaches (Mining)</u> 3 mineable areas, varying in width from 0.3 to 0.9 NM, include 6.3 NM of dredged channel 12' - 60' deep. Hon Gai Port with 16% natl cargo handling/17% naval support capacity, handles principally coal exports; closest alternate to Haiphong Port. In Bay D'Along S and SE of entrance to Hon Gai Port, 25 NM E of Haiphong, 70 NM E of Hanoi.	20	None 0%	0
68.1	<u>Cam Pha Approaches (Mining)</u> Mineable area 0.7 NM wide x 3.3 NM long, 36' deep. Cam Pha Port with 16% natl cargo handling capacity, handles 90% coal exports. At intersection of 3 deep water approaches, 2 NM S of Cam Pha, 50 NM by sea SW of China border.	8	None 0%	0



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941103-504

HANOI RESTRICTED AREA



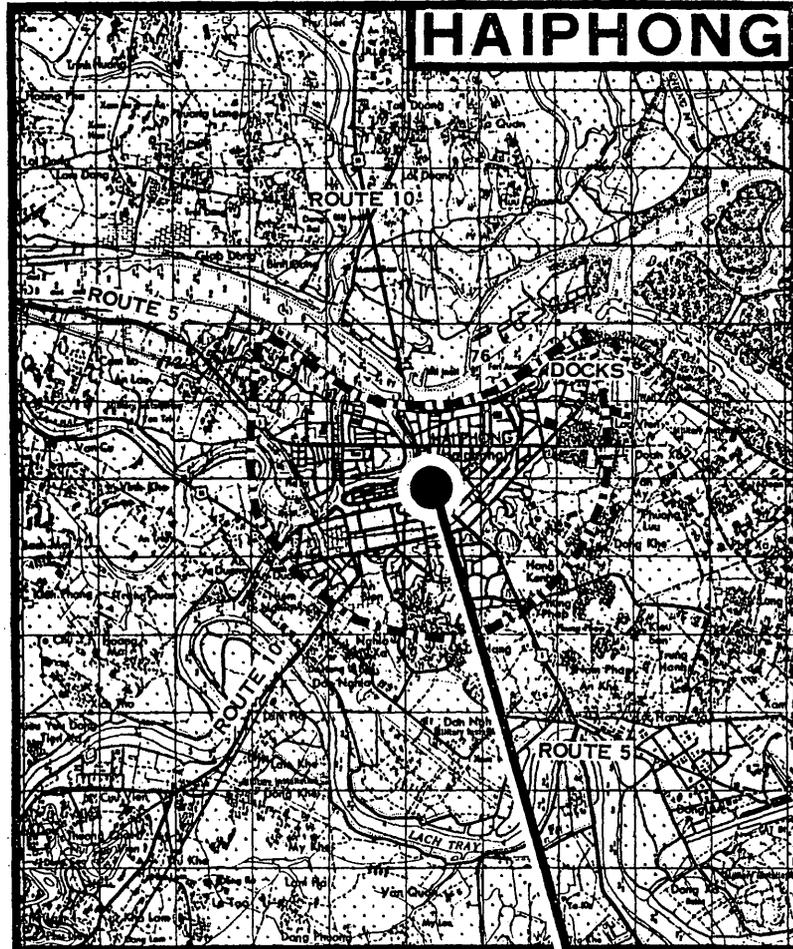
(NOTE) 3 NM CIRCLE ON SOUTH, WEST AND NORTHWEST.
 (CENTER COORDINATE) 21 01 37 N/105 51 21 E

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TAB C TO ANNEX G

HAIPHONG RESTRICTED AREA



(NOTE) 1. 5 NM CIRCLE ON EAST, SOUTH AND WEST.
(CENTER COORDINATE) 20 51 22 N/106 41 10 E

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941103-506

B-52 OPERATIONS (ARC LIGHT)

SUSTAINED 1200 SORTIE RATE

1. (S) By a 10 November 1967 memorandum, the Secretary of Defense approved a 1200 sortie surge rate to be achieved when directed by CINCPAC, in coordination with CINCSAC, based on the requirements of the operational situation.

2. (S) On 11 November 1967, COMUSMACV reaffirmed the requirement for a sustained ARC LIGHT sortie rate of 1200 per month to keep pressure on the enemy throughout his supply and infiltration system and, at the same time, spoil any efforts to concentrate forces and supplies along the DMZ and western borders.

3. (S) On 20 November 1967, CINCPAC reaffirmed his previous recommendations that the ARC LIGHT sortie rate be increased to a sustained 1200 per month. In addition, it was stated that after-action assessments indicate the concentrated ARC LIGHT bombing pressure against the DMZ targets was a major contributing factor in denying the enemy the success he sought in that area.

4. (S) On 21 November 1967, the Secretary of Defense orally approved a sustained 1200 per month sortie rate.

5. (S) Continuing enemy activity in the DMZ and major supply concentrations in other areas, provide targets that should be struck by B-52s on a continuing basis. Considering the overall target development picture, an ARC LIGHT capability well in excess of the current sustained 800 sorties per month is needed and can be used to great advantage.

6. (S) The key requirement for a sustained 1200 per month sortie rate is munitions availability. A 1200 sortie rate can be attained from bases in Guam and Thailand. Base facilities are now adequate to support such an increase. Plans have been developed to enable a surge to 1200 per month. Approval

of Secretary of Defense for increased MK-82 and M-117 bomb
production is required to sustain a 1200 rate for more than
60 days.

RESTRICTIONS ON B-52 OPERATIONS IN LAOS

7. (S) The recent decision by the Secretary of Defense
to accommodate the total 800 sorties now approved for
ARC LIGHT operations in SEAsia by basing an additional ten
aircraft at U Tapao, Thailand, will provide greater
responsiveness, flexibility and economy. However, the
full potential of U Tapao basing cannot be realized until
the following restrictions in Laos imposed by American
Embassy, Vientiane, are removed:

a. B-52s are not permitted to fly from Thailand
bases across Laos to or from assigned targets in
Vietnam or Laos.

b. A cover strike in SVN is required for all strikes
in Laos.

c. As a general rule, daylight bombing attacks are
not permitted in Laos.

8. (S) The flying time from U Tapao to targets in the
DMZ area now requires approximately five hours. Approval
to overfly Laos from the western border to the DMZ area
would permit accomplishing the same results in approximately
half the flying time. Once the 800 sortie rate from
U Tapao is achieved, overflight of Laos will result in a
monthly dollar saving in operational costs alone of
approximately 1.2 million dollars. In addition, the
decreased flying time will extend the life of the aircraft.

9. (S) Overflight of Laos will reduce the exposure of
ARC LIGHT forces to the NVN surface-to-air missile threat
by permitting a variation in approach routes to targets.

in the SAM threat zone. It will also permit striking
certain targets located in Laos and the area of Vietnam
close to the border of Laos along the optimum axis of
attack.

10. (S) The requirement for cover strikes was originally
established to provide a basis for denying that strikes
were being conducted against targets in Laos. Cover
strikes are frequently inefficient and sometimes wasteful.
The strikes now being conducted at a rate of four or five
per day throughout Vietnam negate the need for continuing
this requirement. The practice of no public announcement
of strikes in Laos, would, of course, continue.

11. (S) Approval for daylight strikes in southeastern
Laos will improve scheduling flexibility and assure more
efficient use of the force. This is particularly important
in the event that a cover strike in SVN must continue to
be scheduled in conjunction with each strike in Laos. The
limitations imposed by scheduling these missions in pairs
and during the hours of darkness significantly reduce
options available in target selection. The current NVA
practice of "bedding-down" at first light creates lucrative
daylight truck park and storage area targets in Laos.