LIBRARIES
UNIVERSITY OF WISCONSIN–MADISON

Community development. 1964/1969

[s.l.]: [s.n.], 1964/1969

https://digital.library.wisc.edu/1711.dl/FO2UOIUFEU7M38H

This material may be protected by copyright law (Title 17, US Code).

For information on re-use see:
http://digital.library.wisc.edu/1711.dl/Copyright

The libraries provide public access to a wide range of material, including online exhibits, digitized collections, archival finding aids, our catalog, online articles, and a growing range of materials in many media.

When possible, we provide rights information in catalog records, finding aids, and other metadata that accompanies collections or items. However, it is always the user's obligation to evaluate copyright and rights issues in light of their own use.

728 State Street | Madison, Wisconsin 53706 | library.wisc.edu

Return to RDD

MO BAN SAMAKI PROGRAM - FY 1963/1964

I. Summary

Since early September 1963, the RLG with U.S. assistance has carried out a pilot rural development program in six rural areas of Laos. This program has constituted the major RLG rural development activity in Laos. The program has been generally successful.

The concentrated Samaki program has helped bring about improvements in certain cluster villages and has demonstrated to the villagers the possibilities of further betterment through the efforts of villagers, Lao officials, IVS volunteers and USAID technicians. Feeder roads and air strips have been built; dispensaries and schools constructed; wells dug; improved agricultural methods and crops demonstrated; and medics and school teachers, villagers and Lao officials trained. In the cluster areas the long-held view of the people that the government is a distant and arbitrary authority seems to be changing toward the view that the government can act to bring progress.

The Lao National Forces have been successful in providing security within the cluster areas. Though PL pressure was exerted in the areas adjacent to five clusters, only one cluster was abandoned or overrun by the PL. This occurred at Muong Kheung as part of a general PL/VM offensive against the Neutralists.

While the villagers are cooperating with the cluster program, they are reserving judgment on it. For example, they wonder whether "authority" has really changed its stripes from a distant, unconcerned entity to a constructive force committed to the welfare of the villagers. Nevertheless, a change of attitude on the part of the villagers is a prerequisite for the ultimate achievement of Samaki program objectives. The program has demonstrated it has a chance to achieve some of these changes of attitudes if it is carried out consistently and backed by the RLG. Already it has attracted interest in areas surrounding the clusters by opening new vistas and suggesting alternatives to old ways.

It is planned to continue economic aspects of the cluster program along lines already established, stressing training and quality of achievement, with a modest expansion in the number of clusters.

A survey now is being carried out in the cluster areas to determine the village attitudes toward the program. This will be a detailed survey which will take several months. Also attempts are being made to determine the impact of the cluster program within PL-controlled territory. This is difficult, but FAR guerilla teams operating behind PL lines in central Laos already have reported the very favorable effect on the population of the establishment of the OB field hospital at Kengkok. Many of the people in these PL areas travel miles to receive treatment at Kengkok and have carried the story of the hospital and the cluster program to the people in the PL areas.

Village Cooperation Through Provision of Self-Help Labor. Villagers generally have evidenced an interest and a desire to cooperate with the Samaki program. In Borikhane this interest led three villages to move to an area adjacent to the chief cluster village in order to participate closely in the program. Two additional villages moved into the Phone Hong cluster area for similar reasons. In general, more self-help labor has been obtained within the concentrated Samaki program than was formerly obtained under the dispersed

community-development-projects approach. The degree of village cooperation varies with the caliber of local leadership.

Changes of Village Attitudes. There are indications that program activities thus far have caused a shift of village attitudes toward a recognition of the possibility of change and betterment of their levels of living; their willingness to provide labor for activities is one indication of this change of attitude. The most important factor is success - so far no clusters, except the very limited cluster at Muong Khaung, have been overrun or intimidated into submission by the PL; the government has made promises to help the villagers and has done so. These facts relay a message of action and success that will not be lost on the surrounding countryside.

Cluster Plans and Objectives. Cluster plans have been prepared for each cluster specifying the activities to be undertaken (including training), with quantitative and qualitative goals to be reached by a certain date. For each activity, an Activity Plan is prepared setting forth the detailed costs and contributions of the villagers, the RLG and the U.S. A Project Agreement is drawn up on the basis of the Activity Plan. As the program develops, cluster plans are modified to include a program for expansion outward from the original cluster if this is feasible and to include plans for phase-out of the original cluster.

II. Experience During First Nine Months

Economic, Education and Health programs have been commenced in the following areas:

1. Public Health. Scores of cement pit privies have been built; school milk programs have been started in Borikhane and Muong Phieng which serve over 1000 children during the school year; twelve dispensaries have been built and placed in operation and a 20-bed field hospital has been opened by OB at Kengkok; 28 Lao medics have been trained; mobile field clinics have been initiated; health classes started; and posters distributed. Of all the Samaki programs the public health activities have received the greatest acceptance. (See Samaki Medical Program chart, Page 4.

2. Agriculture. This program is only now fully getting under way. It has been among the most difficult programs to commence, requiring soil selection preparation, the right season, water, etc. The Lao Agriculture and Veterinarian Services are now cooperating in the program and are making agents available to live in cluster areas. The lack of adequate water in the dry season has been a problem at several clusters. Demonstration areas have been cleared and planted and some initial distributions have been made; wells have been dug and water systems developed; animal husbandry demonstrations are just commencing; only small numbers of animals have so far been distributed; forage crops have been planted; assistance has been given to a cooperative involved in agricultural activities. A commercial vegetable production program in Kengkok has been successful. A large scale program for the production of improved rice seed has just been initiated by RLG Agriculture and USAID; this will be conducted partly in cluster areas. This program is designed to eliminate rice imports into Laos in five to eight years.

3. Education. Progress is slow, but by daily contacts and the evidence of activity in the clusters, greater interest and direction in the field is now coming from the RLG education officials. In Houei Khong the major accomplishment, in view of the unsatisfactory performance of the Lao teachers, was to obtain commitments for the transfer of new teachers and training of teachers from this hill-tribe area. As a legacy from prior year self-help programs, most areas already have a few self-help schools. Major emphasis has been placed on improving curricula; attention has also been directed toward sanitary practices and participation in school garden programs. This latter has been highly successful throughout Laos. Also special efforts have been made to ensure that school books are available; an augmented program of textbook production has recently been commenced. The Fundamental Educators, Lao young men and women trained by the UN as multi-purpose village workers, have cooperated closely with the Samaki program by working as the IVS counterparts in the clusters. USAID Area Education advisors have devoted a large amount of their time to cluster areas with the key objective of obtaining the support and interest of the RLG provincial education officials.

SAMAKI MEDICAL PROGRAM - September 1, 1963 Through June 30, 1964

CLUSTER	Medics	Date Opened	Out Patients	Dental	Surgery	In Patients	Value Of Medicines Issued
HOUEI KHONG							
Dispensaries:							
1. Houei Kong	2	Sept 1 '63	6280				$2,417.09
2. Ban Latassasine	2	June 11 '64	300				228.68
3. Ban Nam Ngor	2	June 11 '64	300				298.50
4. Ban Houei Sai	3	Feb 6 '64	1287				630.26
Total	9		8167				$3,574.53
KENGKOK							
Field Hospital-Kengkok (thru May only)		Jan 20 '64	8610	472	57	138	$2,712.40
Dispensaries:							
1. Ban Bok	2	Jun 4 '64	300				$ 230.00
2. Ban Si Thong	2	Jun 4 '64	300				230.00
Total	4		600				$ 460.00
PHONE HONG							
Dispensaries:							
1. Phon Song	2	Apr 22 '64	2240				$ 589.58
2. Phon Savath	2	May 22 '64	1290				441.28
Total	4		3530				$1,030.86
BORIKHANE							
Dispensaries:							
1. Muong Cao	2	May 27 '64	600				$ 540.55
2. Muong May	2	Jun 5 '64	660				559.03
3. Ban Na Khann Lom	2	Jun 26 '64					447.80
Total	6		1260				$1,547.38
MUONG PHIENG							
Dispensaries:							
1. Muong Phieng	1	May 12 '64	1950				$ 323.00
2. Houie Hia	1	May 1 '64	420				323.00
3. Ban Na Som Nhai	1	To be opened	(7/9/64)				
Ban Nakhun	1	To be opened	7/20/64)				
Total	4		2370				$ 646.00

4. Communication and Transportation. STOL aircraft landing strips have been built at Muong Phieng, Phone Hong, Borikhane, Kengkok; one previously existed at Houei Khong and one is being constructed at La Khone Pheng. Cluster road plans call for the following construction which is being performed by the Lao Highway Division in all areas except Houei Khong where the construction is largely self-help and is supervised by USAID/Public Works Division.

Access and Intra-Cluster Roads Within the Samaki Program

(In Kilometers Approximately Through June 15, 1964)

	Access to Cluster Area Construction	Intra-Cluster Planned	Intra-Cluster Completed	Total New Construction Completed	Percentage New Construction Completed
Houei Kong	50 Km. new construction	30 Km. 6 bridges	0	0	5%
Kengkok	Repair 59 Km.	37	4	4	10%
Phone Hong	Repair 70 Km. 1 bridge	30	27	27	90%
Borikhane	Repair 112 Km. 2 bridges 30 kilometers of new construction of which 5 completed.	24	0	4	5%
Muong Phieng	Construct 30 Km. (16 Km. completed)	22	0	16	40%
TOTAL		143	31	51	

The cluster program constituted a major shift of emphasis for the Lao Highway Division and this required a refocusing of activities. This major reorientation has now been achieved.

5. Wells and Team Centers. Lack of water is a key problem in four of the seven clusters. Since September 1963, nineteen producing wells have been dug and drilled in cluster areas making water available to approximately 3,800 people. Dug wells are used in areas having a high water table and drilled wells are used where the water table is low. The dug well program at Borikhane, which has assisted the people there in digging eight wells, has been especially successful. Two wells have been drilled at La Khone Pheng through solid rock. This is a very dry area where wells are most important.

A team center has been built at Houei Khong and one is being constructed at Muong Phieng utilizing a USAID construction team. The IVS team with the help of village labor is building the team house at Borikhane. Upon phase-out of U.S. personnel at the cluster sites, these facilities will be turned over to the local people as agricultural demonstration centers, dispensaries or other approved RLG facilities.

6. Cluster Village Councils. Efforts have been made in all clusters to establish councils of village chiefs and elders and regional RLG officials to perform planning, select Samaki projects, determine labor requirements and settle disputes. These councils have performed useful work and have assumed some responsibility.

7. Training. Training of villagers and government workers has progressed slowly, largely due to the length of time required to commence various activities, especially agricultural demonstration programs. Within formal training programs, 28 medics have been trained at OB hospitals, an additional training course for 35 medics lasting 9 months will be started soon, and 50 extension and home economics agents have been trained by the Lao Agriculture Service with USAID assistance. In addition, a great deal of informal training at the village level has been conducted in construction of cement well rings, pit privies, sanitary covers for wells, etc. As an example, the villagers of Borikhane are now able to train other villagers in construction techniques and in fact are doing so very competently. Villagers in Kengkok have been trained in vegetable production. The Lao Fundamental Educators have been trained in various cluster activities, including the construction of self-help primary schools following the standard plan jointly developed by the RLG and USAID.

8. Personnel. Roughly 90 USAID direct hire personnel spend at least half time on the Samaki program and of the 53 IVS/VARDA personnel now in Laos, about 31 spend practically full time on Samaki work, of whom 21 are living in the cluster area. Approximately 12 OB personnel are working practically full time on the Samaki program.

Below is statistical data on the Mu Ban Samaki Program for the period June 16 to July 15, 1964. Please note that this report covers one month only.

Mu Ban Samaki Program Statistical Data 16 June - 15 July, 1964

Total Population All Clusters - 36,550

Public Health:

New dispensaries reported completed	6
Dispensaries under construction	1
Total operational dispensaries & field hospitals reported	16
Number of patients treated this period	5500
Clusters furnished medical supplies this period	3
Total number medics on duty	29
Number of new medics this period	4
Latrines constructed	23
Latrine construction training programs	4
Wells completed this period	2
Wells in process	2
Other miscellaneous health activities reported	4

Education:

Schools reported under construction	4
Total number of operational schools reported	32
Total number of teachers reported	60
Sewing classes	1
English classes	1
School supplies furnished (vacation)	0

Communications:

Village roads under construction	4
Bridges completed	1
Roads and bridge training course	1
Airstrips under construction	1

Economics:

Clusters with active vegetable garden demonstrations	5
Clusters with active agronomy crop demonstrations	5
Livestock demonstrations	3
Fruit tree and plant demonstrations	5
Rice improvement projects	2
Compost pit demonstrations	5
Hog vaccination projects	1
Demonstration centers under construction	2

V A N G V I E N G C L U S T E R

Survey October 1964 Data

INTRODUCTION

The information was obtained from survey forms given to 40 Naibans at the preliminary cluster meeting in October 1964.

The survey forms were written in Lao devised by the combined efforts of Mr. Mckeithen, IVS, Mr. Keo Sadakhom and the Chao Muong of Vang Vieng, Mr. Khamphan.

75% of the forms were returned within one month. Another 20% were obtained by special attention from the Vang Vieng USAID staff during the following 2 months. Though the answers sometimes were inadequate or unreliable, little time was found to improve this by personal interview in the village as had been antipated and planned. However the information given was extracted and summerized into its prevent form by H.E. Voelkner, CDA and found extremely usefull in making the preliminary cluster plans for Agriculture and Education as well as guide the Vang Vieng cluster in lieu of an overall PCP.

From the experience gained the survey form was revised by H.E. Voelkner, translated by Mr. Keo Phoumphondet and printed in Lao and english. This new greatly lengthened form will again be distributed during leadership-training courses for Naibans in Vang Vieng during October-November 1965. The results of the new survey will be available in March 1966, hopefully.

I.

NUMBERS OF TASSENGS & VILLAGES IN THE MUONG OF VANG VIENG

I. Tasseng of Vang-Vieng: (1)+ Vang-Vieng, (2)✓ Phon-Pheng, (3)✓ Savang, (4) Nadouang, (5) Nakhe, (6) Ban Nampo, (7)✓ B-Packpo, (8) Ngotnammone, (9) Ban Houei Mouang.

II. Tasseng de Khoua-Phane: (1)✓ Ban Khouaphane, (2) Ban Nongpene, (3)✓ Ban Nakene, (4)✓ Ban Houei Ngam, (5) Ban Packouang, (6)✓ Ban Khanmack, (7) Ban Vangmieng

III. Tasseng de Nathao : 10 villages (1)✓ Ban Nathao, (2)✓ Ban Na-giou, (3)✓ Ban Chieng, (4)✓ Ban Naka, (5) Ban Nampe, (6) Ban Nam poune, (7)✓ Ban Na Moung, (8)✓ Ban Na Ngao, (9) Ban H. Hay, (10) Ban Nam Ken

IV. Tasseng de Namone : 11 villages (1)✓ Ban Namone, (2) Ban Vang Hewa, (3) Ban Na Nga, (4) Ban Giou, (5) Ban Nalao, (6) Ban Na Khouang, (7) Ban Phou Kho, (8) Ban Nam Phath, (9) Ban Nam Nga, (10) Ban Keo He, (11) Ban Meo Phou Bane

V. Tasseng de Pha Tang : (1)✓ Ban Lang Mao, (2) Ban Na Phong, (3)✓ Ban Phone Kok, (4)✓ Ban Na Boua, (5)✓ Ban Na Dao, (6)✓ Ban Nam Phat, (7) Ban Na Hoi, (8) Ban Pha Tang, (9)✓ Ban Nam Sang, (10) Ban Na Tane, (11) Ban Nam San (12) Ban Pha Hom, (13) Ban Keo Kouang, (14) B. Som Phay, (15) B. Kho, (16) B. Na Nge, (18) B. Mai, Ngot, (19) Ban Thao Koun, (20) B. Pha Louang, (21) B. Long Yen, (22) B. Nam Pha, (23) B. Bouk Khouei, (24) B. Nam Pin, (25) B. Den Dine, (26) B. Pha Lay, (27) B. Na Phong. There are more villages in the Mountains

VI. Tasseng of Houa Na : 12 villages (1) B. Vang Khy, (2) B. Pha Vong, (3) B. Na Leung, (4) B. Pong Xong, (5) B. Na Phong, (6) B. Na Anh, (7) B. Pak Houei, (8) Ban Vang Mieng, (9) B. Khone Phouk, (10) B. Na Tai, (11) B. Na Sat, (12) B. Na Khom

VII. Tasseng of B. Done: 16 villages +(1) B.+ Done, (2) B. Pha, (3) B. Na Theua, (4) B. Muong Pheuang, (5) B. Na Kam, (6) B. Na Kay, (7) B. Phone Savang, (8) B. Phone Xay, (9) B. Na Thon, (10) B. Sangai, (11) B. Na Pheung, (12) B. Phone Thone, (13) B. Na Kop, (14) B. Na Kheng (15) B. Na Lang, (16) B. Nam Hay

VIII. Tasseng de NaSeng: 11 villages +(1) B. Na Ane, (2) B. Na May, (3) B. Pak+Ngoa, (4) B. Na Loum (5) B. Keng Xieng, (6) B. Phone Tio, (7)+ B. Nong Peth, (8) B. Na Seng, (9) B. Khone Leuang, (10) B. Nam Kamut, (11) B. Nam Kio

IX. Tasseng de Thin One: 10 villages (1) B. Thin One, (2) B. Mak Phang, (3) B. Wath Keo, (4) B. Souang, (5) B. Nam Noi, (6) B. Nam One, (7) B. Nhot Sont, (8) B. Thong Nha, (9) B. Hine Hom, (10) B. Na Kouang

X. Tasseng de Nom Chane: 11 villages (1) B. Nam Chane, (2) B. Pha En, (3) B. Phia Thop, (4) B. Long Boua, (5) B. Kay Chang, (6) B. Pha Souan Ya, (7) B. Poung Hin Lap, (8) B. Phia Ly, (9) B. Cha Thao, (10) B. Xieng Soi, (11) B. Ta Kong

XI. Tasseng de Muong Phoune: (1) B. Nam Phay, (2) B. Pha Houa, (3) B. Nam Pi, (4) B. Na Sing, (5) B. Nam Kama

XII. Tasseng de Ban Sone: +(1) B. Houei Khouang, (2) B. Muong Khouang, (3) B. Tin Pha, (4) B. Sone, (5) B. Muong Leuk, (6) B. Phone Xay, (7) B. Na Muong, (8) B. Louang, (9) B. Na, B. Houei Tou, (10) B. Nam Sone, (11) B. Houei Sa Ngoi, (12) B. Phou Xang Noi, (13) B. Phou Xang Ngay, (14) B. Muong Ngone, (15)+ B. Muong Soum, (16) B. Phou Se (Meo P.L.)

✓ Village in the cluster
\+ Villages with airstrip

II. CLUSTER POPULATION & EDUCATION STATISTICS

	Family	Adult M	Adult F	Child M	Child F	Total of Pop.	Lite-rate	% of Lit'cy	Pupil	School	Teacher	Ele. Grad.	Pupils in other school	Remarks	
(1)	87	122	128	102	100	452	50	11.06	50	1	10	8	10	School since	1945
(2)	110	130	140	80	95	445	130	29.21	300	1	13	100	30	" "	1946
(3)	20	30	21	25	31	107	20	18.69	20	1	1	1		" "	1957
(4)	59	60	56	59	68	243	20	8.23	50	1	9	6		" "	1959
(5)	65	68	77	54	50	249	45	18.07	80	1	3	8		" "	1962
(6)	47	52	54	56	45	207	18	8.69	29						
Total	388	462	476	376	389	1703	238	93.95	529	5	36	123	40		
1.	6	8	10	4	10	32	3	9.37	5						
2.	46	67	73	61	42	243	156	64.20	47	1	4	4	17	" "	1950
3.	62	82	82	56	54	274	125	49.27	32	1	3	5	7 Namone	" "	1956
4.	58	120	100	50	80	350	250	71.43	120	1 ('57)	5	30	29	1 graduated from	
5.	70	83	109	85	66	343	45	13.12	115	1	5	12	8	France Sch. since	1942
Total	242	360	374	256	252	1242	379	207.39	319	4	17	51	61		
1.	63	78	90	85	79	332	55	16.57	50	1	1	7		" "	1952
2.	36	60	50	45	40	195	100	51.28	38	1	3	10		" "	1939
3.															
(1)	50	50	55	62	57	224	180	80.36	60	1	3	3		" "	1958
(2)	20	24	28	35	25	112	42	37.50	42	1	2	9		" "	1958
(3)	45	50	57	56	51	214	105	49.07	46	1		7		" "	1958
(4)	12	20	18	13	11	62	5	8.06	10						
(5)	18					102					1				
(6)	18	15	25	30	20	90	60	66.67	20	1		6		" "	1957
4.	100	120	80	100	100	400	200	50.00	100	1	6	10		" "	1950
Total	362	417	403	426	383	1731	747	359.51	366	7	16	52			
1.	36-50	41	42	40	43	166	50	30.12	30-35	1('54-55)	1-2	5	5	26 Vientiane	
2.	40	40	40	60	85	225	75	33.33	35	1('48)	1	5	1	Vte IVV	
3.	20	24	26	30	32	112	20	17.86	30	1	1	3		School since	1956
4.	17	15	17	16	17	65	13	20.00	24	1	1	1	5	" "	1960
5.	36	45	40	60	45	190	25	13.16	35	1	1	2		" "	'43 or '45
6.	100	100	130	50	70	350	70	20.00	35	1	1	6	11	" "	1960
Total	263	265	295	256	292	1108	253	134.47	194	6	6	22	22		

+ mili. 508 families — 1629 Pers. 5949

III. HISTORY

	Date founded	Origin of village	Muong	Province	Reason(s) for leaving
1.	1890	Hua Phan Thang Ha Thang Hok (North of Laos)			Ho's ravage & invasion
2.	1885	" " " "			" do "
3.	1938	Ban Na Nga	(No record)	(No record)	Lack of food and supplies
4.	1893	Unknown	"	"	Poor soil for cultivation
5.	1900	Ban Nong Keo	"	"	Low crops & poor standard of living
6.	1964	Muong Chim, Xieng Daet, Mg. Pek	Muong Pek	Xieng Khouang	War disaster, village burned down
1.	1964	Ban Chim	Muong Kasy	Xieng Khouang	Civilan war, limited land-area for agri.
2.	1919	Ban Hat Deuay			Limited land-area for agriculture
3.	1764				(No record)
4.	1914		Samneua	Samneua	Ho's ravage and invasion
5.	1915	Muong Pek	Xieng Khouang	Xieng Khouang	Limited land for farming
1.	1891				
2.	1901				
3.					
(1)	1800				
(2)	1959				
(3)	1814				
(4)	1800				
(5)	1900				
(6)	1890				
4.					
1.	2 centuries ago				
2.	1814	Khanmak	Vang Vieng	Vientiane	Limited land
3.	1900		Sam Neua	Sam Neua	Invasion and ravage of Ho
4.	?				
5.	1900-02?		Muong Neua	(N. of Laos)	War disaster
6.	1900	Sam Neua	Sam Neua	Sam Neua	Ho Invasion

OFFICIALS

	Nai Ban appointed last 10 years	Chao Muong's and Tasseng's visits	Present Nai Ban's name
1.	1955, 1957, 1964*	Chao Muong Office	Nai Mek
2.	1954, 1961	Tassengs': in 1954 and 1965	Xieng Bai
3.	1955, 1962	Both CMs and Tassengs visited frequently	Thit Keo
4.	1956, 1962, 1963*	CMs': 1954-1964=21 times. TSs':1954-64 = 27 times	Nai Xieng Uhn
5.	1963	1954 to 1964, CMs and Tassengs visited twice/yr.	Nai Ban Pom
6.	1957, 1964	Both Chao Muong and Tasseng visited very often	Boun Et
1.	not yet 1964	Chao Muong and Tasseng visited very often	Thao Boun Ma
2.	1957, 1962	CMs':1954-64 = 24 times. TSs':1954-64 = 26 times	Nai Phao
3.	Since 1945	1945-64, Tassengs & CMs visited 1-4 times/year.	Xieng In
4.	1957, 1958, 1959, 1960, 1963*	Tasseng's quarter here. '54-'64, CMs made 25 trips.	Deputy of Tasseng
5.		CMs made 24 trips, TSs 45 trips in 1954-64	Nai Xieng Phanh
1.	No change	CMs and Tasseng made regular visits to Pakpo	Nai Phom
2.	1963	TS dwells here; CM visits every year.	Xieng Chanh
3.			
(1)	1963	From 54-64, each year, both CM & TS visited once.	Sang Thong
(2)	1956	CM visited once in 1954 and 1959.	Xieng Mee
(3)	1958	1954-64, each year, both TS & CM visited once.	Nai Keo
(4)	No change	1954-64, TS visited every year; CM once	Thit Pene
(5)	1961	54-51, TS visited once each yr., 64 TS & CM once.	Nai Pheng
(6)	1955	From 54-64, each year, both CM & TS visited once.	Chan Thee
4.	1955	" " " " "	Nai Pao
1.	1954	CM once in 55, 60, 63, 64; TS 21 trips in 1955-64	Nai Bounmak
2.	1956, 1959, 1962, 1964*	From 54-64, CM once a year; TS made 10 visits.	Nai Chanh
3.	1956, 1961, 1963, 1964*	CK, CM & Muong officials once in' 64.	Nai Phom
4.	No change	Both CM and TS visited once a year in 1954-64	Xieng Tha
5.	1955, 1960 or 1961	CM at least once trip between 1954 to 1964.	Nai Sitha
6.	(1945,1951) 1954, 1955, 1965	CM seldom visited; Tasseng, every year except' 56	Nai Ouan

*Note: General local leaders expressed the opinion that frequent changes in Naibans indicate trouble in the village (it is sick) and the village would be difficult to work with.

V.

VOCATIONS AND OCCUPATIONS

Teacher	Medic	Official	FAN soldier	FAR soldier	Police	Carpenter	Blacksmith	Paddy farmer	Hill farmer	Mechanic	Merchants	Rice Mills	Other
10	1	4	20	15	6	1	1	87	50	-			
13	1	2	20	30	3	-	-	80	10	-			
1	-	3	1	-	1	1	-	16	8	-			
9	-	7	12	8	3	Yes	Yes	49	10	Yes			
3	1	4	3	3	4			55	30				
	2	2					2				50 +	6	
Total 36	5	22	56	58	17	3	3	287	108		Seller of bamboo, fire wood; coffee shop owner		
4			13	6	3		1	25	21		labors, gardeners Gardener		
3			11			1		34	28		1 P.L.		
5	3	6	12	4				260	199		1 P.L.		
5	1	5	1 Co.					51	17				
Total 17	4	11		10	3	1	1	370	265				
1		8	13			1	1	56	7				
3	1	2	4	4	2			36					
3			5	2	1			33	9				
2		1	16	3		1		20	10		1		
			6	1				39	6				
			1					9	3				
1			2					10	3				
			1					16	2				
6			3					90	10		2 P.L.'s		
Total 16	1	11	50	10	3	2	1	309	50				
1-2	0 or 1	0 or 1	5	0 to 2			1?	29-32	4-7				
1			16					2	18				
1			9					16	20				
1			3										
1	1		7-15	0-1				29-30	25-28				
1			6 miliatias	5		3	2	64	64				
7-9	1		46-54	8		3	3	140-144	131-137				

VI. WOMEN'S OCCUPATION

What do women do?

1. To pound unmilled rice, provide water and firewood, and cook
2. To pound unmilled rice, do farming, grow rice, etc.
3. Pound rice, provide firewood, grow vegetable, take care of farming and housekeeping
4. Weave cloth, spin cutton thread, sew and knit clothings (needlework), make Lao skirts, etc.
5. Make Lao clothings, pound unmilled rice, carry water from the well or from the river, take care of typical housing
6. Weaving, housekeeping, can work as men

1.
2. Weave Lao cloth by using Lao loom
3. To work and weave at the loom
4. To sew clothes and to cook
5. To work on cotton threading and to weave cloth

1. To weave cloth, to feed silk worm by mulberry, raise chicken, or poultry and pigs, work in the family garden
2. Work on cotton ginning and weaving, make Lao skirt, to knit and sew clothes, raise poultry and cook
3.
   (1) Cook, work on cloth sewing and cook, feed pigs
   (2) Weave cloth, make extra income by selling local crops and products, provide firewood
   (3) Work on cooking, sewing and feeding domestic animals: poultry and pigs, raise silk worm
   (4) Weave and produce cloth from cotton, knit and sew cloth, make Lao skirt, cook for the family, feed poultry
   (5) Cook meals for the family, sew clothes, feed ducks and chicken
   (6) Weave and produce cloth from cotton, make Lao skirt by using Lao loom, knit clothes, cook, pound rice, raise poultry
4. Cook meals, sew cloth, and feeding chicken

1. Fetch water for family consumption, mortar polishing rice, gather kindlings and firewood, make robes and clothes
2. Fetch water, pound rice, spin cotton thread for weaving, work at the loom, busy in needle work, cook, gather kindlings
3. Pound rice by mortar, gather firewood, to be engaged in weaving craft and cottonwork, work on sewing, etc.
4. Work in the and paddy field, make Lao fabrics
5. Pound rice, fetch water, spin cotton thread, take care of various household chores, work in farm and family garden
6. Typical Lao women work

VII.

HEALTH AND SANITATION

	Family Drink Boiled Water	No. of Latrines	No. of Wells	No. of Dispensaries	Food Consumption on Monthly Average	No. of Temples
1.	5	1	1	1 hospital		1
2.	1/3 villagers	5	10		Chicken, pork, beef, buffalo-meat	2
3.	6				Consume all food stuffs	
4.	25		7		Chicken, pork, buffalo, vegetable, fish, duck	1
5.	30		14		Poultry, pork, buffalo, vegetable, fish	1
6.	Every family (47)				Pork-once, Buffalo-often, vegetable, fish-very often	
Total	66	6	32	1		
1.						
2.	6				Pork... once, chicken... twice	1
3.	20		1		Chicken, duck, vegetable, fish	1
4.	20		6	1	Chiefly, fish and vegetable	1
5.			10		Chicken, fish, vegetable	1
Total	46		17	1		
1.	40				Consume all food stuffs	1
2.	10				1 chicken, 5 vegetable, 20 fish	1
3.						
(1)	15				1 chicken, 1 duck, 20 vegetable, 25 fish	1
(2)	15	12			9 poultry, 2 pork, 1 deer, add. veg. fish 30 kg.	
(3)	20				1 chicken, 1 duck, 20 vegetable, 25 fish	1
(4)	4				1 chicken, 1 duck, 15 vegetable, 16 fish	1
(5)	5				1 chicken, 1 duck, 25 vegetable, 25 fish	
(6)	6				1 chicken, 20 vegetable, 25 fish	1
4.	20			1	2 chickens, 1 pork, 2 buffalos, 1 duck, 20 veg, 25 fish	2
Total	136	12		1		
1.	15				Consume all kinds of food stuff	1
2.	40				4 chicken, pork, duck, 25 meals with veg., 9 with fish	1
3.	1/3				All food stuffs. Animal usually sacrifice to spirits.	1
4.	17				Duck, Vegetable, fish	1
5.				1	25 vegetable, 20 fish, 10 chickens, 1 beef-buffalo-deer	1
6.	64		3		4 chicken, 1 pork, 1 buffalos, 2 ducks, 20 vegetable	
Total	136 1/3		3	1	20 fish	

VIII.

HANDTOOLS AND OTHER EQUIPMENTS

	Hoe	Pick	Machete	Spade	Plane	Chisel	Hammer	Saw	Axe	Rake	Bike	Boat	Ox-Cart	Rice Mill	Sewing Machine	Other(s)
1.	40		87	50	5	5	5		10		10	10	4	2	4	1 cement tile machine
2.	50	10	150	110	5	50	20	20	100	20	15	20	9	1	15	3 crow bars
3.	1		20	6			2	2	10		3	1	2			1 radio set
4.											15		2		2	6 " "
5.	2										5	4	3	2	5	
6.	40	3	80			5	5	46	46	39						2 pliers 6 w-stong
Total	133	13	337	166	10	60	32	68	166	59	48	35	20	5	24	
1.	6		12	5				5	6	6						3 Whet Stones
2.	3		50	30		6	4	4	25		5	10	2		1	3 pliers, 40 W-stones
3.	7		62	60	2	3	3	7	60		5	10			1 Drill, 1	" 60 "
4.	10	2	58	10	2	5	3	5	2	etc.	3		3	1 Level.	3	2 " 1 radio
5.	6		68	There are comparatively little.					15		5		3		2	1 radio, 1 cmt tile mach.
Total	32	2	250	105	4	14	10	21	108	6	18	20	8		6	
1.			63	50				3	30		5		3		5	
2.	20		56	32	2	2 drills	5	12	30		10	2	3		3	1 radio, 2 pliers
3.																
(1)	2	30	35	30	2	2 "10	3	7		1	9	1 crow bar			1	1 " 1 "
(2)	2		20	7	2	2	2		3		6	2			4	5 Whet stones
(3)	2	1									6	1			7	
(4)	2		12	12		3	2		5		2	1				
(5)	1	5	13	6		5		2			2					
(6)	3		18	18		6	3	2	6		7					
4.	10	2	100	70	2 drills	100	20	55	25	2	4	2radios	2	1	5	10 pliers, 2 crow bars
Total	42	38	317	225	8	126	35	81	99	3	51	9	8	1	25	
1.		1	36					1	5		1-4		1			15 whet stones
2.				15				15			2				1	
3.	10	1	20	1		1		5	10							
4.		Inadequate or none of handtool									1				2	
5.	5-10		25-30	1-2		2		15	1-15							1 drill
6.			200	100	10	20	15	6	100	2	8	1	5		7	5 radio sets
T.	15-20	2	281-286	117-8	10	23	15	42	116-30	2	12-15	1	6		10	

IX.

FIELD CROPS

	RICE Paddy	RICE Hill	Cotton	To-Bacco	Sugar canes	Maize	Manihot	Peas	Peanut	Coffee	Taro	Yam bean	Cereal crop	Job's tear	Potato	Others
1.	Yes	Yes	Yes													
2.	"	"	"													
3.	"	"		Yes												
4.	"	"			Yes	Yes	Yes									
5.	"	"			"	"	"									
6.	"	"														
1.	"	"														
2.	"	"	"			"										
3.	"	"				"								Yes		
4.	"	"					"									
5.	"	"			"	"		Yes			Yes		Yes		Yes	etc.
1.	"	"	"													
2.	"	"	"			"										
3.																
(1)	"	"	"			"										
(2)	"	"				"	"									Other local cro
(3)	"	"	"													
(4)	"	"				"										
(5)	"	"				"										
(6)	"	"				"										
4.	"	"				"										
1.	"	"	"		"		"	"	Yes	Yes	"					2 var. of coffee
2.	"	"	"				"				"	Yes	"		"	
3.	"	"			"	"										etc.
4.	"	"														Farm crops
5.	"	"			"	"		"								Other crops
6.	"		"	"												Various crops

X.	RICE PRODUCTION					VARIOUS VEGETABLES						FRUIT				
	12 Kgs Paddy	of rice seed	ratio	Hill rice	ratio	Hot Pepper	Egg-Plant	Cu-Cumber	Gourd	Squash	Ash Pumpkin	Le-Gumes	Ba-nana	Coco-nut	Eleph-antopus	Other fruits&Veget.
1.	960	Kgs	80	480	Kgs 40	Yes	Yes									Yes YES Yes
2.	"	"	80	"	" 40	"						Yes				"
3.	720	"	60	360	" 30											
4.	760	"	68	600	" 50								Yes	Yes		"
5.	720	"	60	360	" 30								"			"
6.																
			ø 73.5		ø 40											
1.																
2.	720	"	60	360	" 30							"				"
3.	600	"	50	360	" 30	"							"			"
4.	600	"	50	360	" 30				Yes	Yes	Yes					
5.	840	"	70	240	" 20		"									
			ø 57.5		ø 30											
1.	480	"	40	180	" 15	"										"
2.	960-1200	"	80-100	600	" 50	"	"									
3.																
(1)	600-840	"	50-70	360-480	"30-40	"										
(2)	480-600	"	40-50	360-480	"30-40								"			
(3)	360-600	"	30-50	240-360	"20-30	"	"	Yes								
(4)	840-960	"	70-80	420	" 35											
(5)	600-840	"	50-70	240-420	" 20-35			"								
(6)	960	"	80	240	" 20	"										
4.	600-480	"	50-70	300-480	" 25-40	"										
			ø 59		ø 30											
1.	480	"	40	240	" 20			"				"	"		Yes	"
2.	240	"	20	120	" 10	"										
3.	600	"	50	360	" 30								"			"
4.	960	"	80													
5.	360-720	"	30-60	120-600	" 10-50			"				"	"			"
			ø 100	720	ø 60	"		"				"				"
6.	1200															
			ø 59		ø 30											
		v.v.	ø 62.2		32.5											

XI.

ANIMAL HUSBANDRY

	Buffalo: per family	Price in Kip 1964	1963	1962	Cattle: per family	Price in Kip 1964	1963	1962	Pig: per family	Price in Kip 1964	1963	1962
1.	100 / 87 = 1.15	25000	18000	15000	20 / 87 = 0.23	20000	12000	5000	50 / 87 = 0.57	8000	5000	3000
2.	60 / 110 = 0.55	18000	7000	2000	10 / 110 = 0.09	13000	6000	3000	100 / 110 = 0.91	6000	2500	1000
3.	/ 20 =	20000	15000	10000	/ 20 =	15000	10000	8000	/ 20 =	6000	4000	3000
4.	50 / 59 = 0.85	15000	10000	10000	4 / 59 = 0.07	8000	5000	5000	60 / 59 = 1.02	2000	1000	1000
5.	40 / 65 = 0.61	20000	15000	20000	8 / 65 = 0.12	18000	15000	20000*	50 / 65 = 0.77	6000	5000	4000
6.	/ 47	20000	15000	10000	/ 47	15000	10000	8000	/ 47	6000	4000	3000
1.												
2.	18 / 40 = 0.45	18000	14000	10000	6 / 40 = 0.15	13000	10000	8000	40 / 40 = 1.00	6000	3000	1500
3.	30 / 62 = 0.48	18000	12000	8000	// 62				60 / 62 = 0.97	6000	3000	2000
4.	25 / 58 = 0.43	16000	8000	4000	10 / 58 = 0.17	8000	3000	1500	80 / 58 = 1.38	6000	2000	1000
5.	70 / 70 = 1.00	5000	3000	2500	10 / 70 = 0.14	3000	1500	1000	80 / 70 = 1.14	2500	2000	1000
1.	126 / 63 = 2.00	25000	10000	5000	13 / 63 = 0.21	20000	10000	3000	126 / 63 = 2.00	10000	5000	3000
2.	130 / 36 = 3.61	18000	12000	7000	20 / 36 = 0.55	10000	5000*	5000*	120 / 36 = 3.33	8000	5000*	4000*
3.												
(1)	50 / 50 = 1.00	18000	12000	10000	/ 50	10000	6000	5000	40 / 50 = 0.08	8000	5000	4000
(2)	61 / 20 = 3.05	15000	10000	10000					52 / 20 = 2.60	3000	1500	1000
(3)	45 / 45 = 1.00	18000	12000	10000	/ 45	10000	6000	5000	50 / 45 = 1.11	8000	5000	4000
(4)	25 / 12 = 2.08	18000	10000*	7000*	/ 12	10000	7000	5000*	10 / 12 = 0.83	8000	5000	4000
(5)	14 / 15 = 0.93	18000	12000	10000	/ 15	10000	7000	5000	15 / 15 = 1.00	8000	6000	5000
(6)	30 / 18 = 1.67	18000	12000	10000	5 / 18 = 0.28	10000	6000*	6000*	18 / 18 = 1.00	8000	5000*	4000*
4.	150 / 100 = 1.50	25000	20000	15000	20 / 100 = 0.20	20000	15000	10000	200 /100 = 2.00	800	600	400
1.	30/56-50 = 1.11-0.80	20000	15000	6000	2/36-50 = 0.05-0.04				50/36-50 = 1.39-1.0	10000	5000	2000
2.	40/40 = 1.00	18000	15000*	8000*	/40	7000	5000	3000*	50/40 = 1.25	8000	5000*	3000*
3.	20/20 = 1.00	15000	14000*	5000*	/20	7000	7000	4000*	20/20 = 1.00	4000	2500*	1500*
4.	35/17 = 2.06	15000	10000	5000	/17	7500	3500		50/17 = 2.94	5000	4000	2500
		15000	14000	5000		6000	5000					
5.	25-30/36 = 0.69-0.83	18000	15000	7000	/36	7000	7000	4000*	20-30/36 = 0.55-0.83	3000	2000*	1000*
6.	250/100 = 2.50	30000	20000	10000	20/1000 = 0.20	20000	18000	10000	400/100 = 4.000	10000	5000	3000

* Re[illegible] money or P.L. bank note which is counterfeit and not negotiable new.

	Chicken: per family	Price in Kip '64	'63	'62	Duck per family	'64	'63	'62	Fish price in Kip '64	'63	'62	Frog price in Kip '64	'63	'62
1.	200/ 87 = 2.30	200	150	100	20/ 87 = 0.23	300	200	100						
2.	520/110 = 4.73	300	100	50	50/110 = 0.45	400	200	80	200/Sg.	100/Sg.	50/Sg	150/Sg	80/Sg	30/Sg
3.	/ 20	300	200	100	/ 20	300	200	150						
4.	100/ 59 = 1.69				60/59 = 1.02	200	150	150	150/"	100/"	100/"	100/"	50/"	50/"
5.	100/ 65 = 1.54	200	150	150*	80/ 65 = 1.23	300	250	300*	200/"	150/"	150/"*	100/3	100/5	20/*ea.
6.	20/47 = .43	300	200	100	/ 47 =	400	250	100	300	200	100	35	25	15
1.														
2.	113/ 40 = 2.82	300	200	100	13/40 = 0.32	400	300	200	150/Kg	100/Kg	70/Kg	30/ea	20/ea.	10/ea*
3.	80/ 62 = 1.29	300	200	100	20/ 62 = 0.32	400	200	150	100/"	100/"	75/"	"	"	"
4.	1000/ 58 =17.24	250	200	100	400/ 58 = 6.90	250	200	150						
5.	160/ 70 = 2.28	100	50	50										
1.	300/ 63 = 4.76	300	200	100	120/ 63 = 1.90	500	200	100	25	25	20	30	15	10
2.	60/ 36 = 1.67	200	150*	120*	50/ 36 = 1.39	300	250*	200*				20	15*	10*
3.														
(1)	50/50 = 1.00	200	150	120	30/50 = 0.60	300	250	200				30	20	10
(2)	235/ 20 =11.75	200	150	100-80	25/20 = 1;25	300	200	100	20	20	8-5	30	25	5-10
(3)	90/ 45 = 2.00	200	150	120	38/45 = 0.84	300	250	200	50	30	20	30	20	10
(4)	10/ 12 = 0.83	200	150*	120*	20/ 12 = 1.67	300	250*	200*				30	20*	10*
(5)	40/ 15 = 2.67	200	150	120	16/ 15 = 1.07	"	"	"				"	"	"
(6)	18/ 18 = 1.00	200	150*	120*	2/ 18 = 0.11	"	" *	"*				25	"*	"*
4.	150/100 = 2.00	200	150	120	50/100 = 0.50	"	200	150				10	5	3
1.	60-200/36-50 = 1.67-1.2 = 5.55-4.0	250	150	80	50-150/36-50 =1.39-1.0 =4.17-3.0	300	150	100	200	80	50	20	10	3
2.	200/ 40 = 5.00	200	150	100	15/40 = 0.37	350	150*	100*	300/KG	150/Kg*	100/Kg*	"	"*	5*
3.	40/ 20 = 2.00	150	100	50	30/20 = 1.50	200	150*	100*				"		
4.	300/ 17 =17.65	200	150	100	100/17 = 5.88	300	200	100	50/3	50/4		25	50/3	50/4
5.	35-50/ 36 = 0.97-1.39	100	150	100	35-40/36= .97-1.11	250 300	" *	" *	150 400/Sg	100 200/Sg				
6.	300/100 = 3.00	500	300	200	25/100 = 0.25	700	500	300	500/Kg	200/Kg		100/3	20	50/3

* Old money or P.L. bank note, now became counterfeit and not negotiable

Abbr.: Sg.= Sang (Lao measure of weight) = 0.8 Kg.??

XIII. ANIMAL HUSBANDRY (CONT.)

	Bird price in Kip '64	'63	'62	Other	Price in Kip '64	'63	'62
1.							
2.							
3.							
4.							
5.	100	80	80	2 horses	14000	10000	8000
6.	100	70	30		35000	30000	20000
1.							
2.	50	25	15*				
3.	"	"	"				
4.	150	100	50	1 horse	6000	5000	4000
5.							
1.	30	15	10				
2.							
3.							
(1)							
(2)	35	20	15-10				
(3)							
(4)							
(5)							
(6)							
4.							
1.							
2.	100	50*	30*				
3.							
4.				10 fish ponds here			
5.	50			Horse: 10000; Goat: 1000			
6.							

XIV. COMMODITIES BOUGHT AND SOLD

A. B O U G H T :

1. Clothing materials, salt and food
2. Sal, kerosene, machete, shovel, hoe, Lao spade
3. (None)
4. Cloth, salt
5. Chicken, fish, vegetable, cooking pots, smoke and dry meat, pig, duck, buffalo, egg, etc.
6. All necessaty

1. Salt, clothings and rice
2. Salt, clothings, rice
3. Salt, clothings
4. Clothes, salt, rice
5. Hot pepper, eggplant, salt, all kind of clothes

1. Clothings, textile, salt
2. Betel bark, all commodities from Chinese stores
3.
   (1) Kerosene, salt, cloth
   (2) (not much to say about purchasing)
   (3) Kerosene, salt, cloth
   (4) All items in Chinese stores
   (5) Articles from shop
   (6) All items of commodity in Chinese stores
4. Kerosene, salt, cloth

1. Salt, axe, machete, kerosene, saw, all types of farming handtool
2. Salt, rice, many other commodities in Chinese stores
3. Salt, clothes and clothings
4. (None)
5. Fabrics, kerosene, salt and many other commodities
6. Cattle, salt, kerosene, household items

XV. COMMODITIES BOUGHT AND SOLD (CONT.)

B. S O L D :

1. Few kinds of food
2.
3. Tobacco, fish, vegetable
4. Vegetable, bamboo shoot, fish, banana, coconut, chicken, swine
5. Fish, chicken, pig, vegetable, etc.
6. Bamboo, firewood

Merchants in Vang Vieng town: many are small selling cigarettes and similar small items, quite a few are large and of long standing selling everything from watches to clothes and household goods. Most also sell coffee and beer.

1. Vegetable
2. Vegetable, corn, sugar cane, hot pepper, banana
3. Various crops or farm products
4. Vegetable, duck, pig
5. Buffalo, pig, chicken

1. Vegetable, fish
2.
3.
   (1) Pigs, chicken, buffalo, rice, fish
   (2) Coconut, banana, duck, chicken, pig and buffalo
   (3) Chicken, duck peppers, sugar cane, banana
   (4) Cattle, pig, poultry, fish and peppers
   (5) Cow, buffalo, duck, rice, etc.
   (6) Buffalo, cow, pig, duck, chicken, fish and vegetable
4. Buffalo, cows, ducks, chicken

1. Livestocks, fish, legumes, fruits, cotton, banana
2. Fish, poultry, and vegetable
3. Buffalo, swine, chicken, duck, etc.
4. Fish, vegetable, shoots
5. Fish, chicken, duck, pig, vegetable, buffalo
6. Cotton, cattle, Lao whiskey, poultry, pig, rice

XVI. EXPRESSION OF NEED

1. Machete, ax, salt, saw, how, crow bar, pick, plane, brace, with bits, chisel, rake, spade, etc.
2. Rice, salt, dam for irrigation, well, tools, street, bridge
3. Well, handtools, roofing sheets, maintenance of street cleanliness, salt, clothings, etc.
4. School, thin roof, irrigation for rice field, dam and canal to be build by cement
5. School, roofing sheets, cement, rice dam canal, salt, clothings, spoon, bowl, fork, tray, fuel for lighting
6. clothings, blankets, irrigation

1. Irrigation
2. Rice, tools to be used in construction, other neccessary commodities and consumption stuff
3. Commodities and foodstuff necessary for everyday life
4. Rice, salt, materials for construction, household tools, such as hoe, knife and saw
5. Rice, salt, hot pepper, axe, knife, shovel, plow share, hammer, nail, saw, clothings, and others

1. Dam for paddy field; tools: spade, ax; roofing sheets, for the school, cement to repair Wat
2. Solution for: financial poverty and problem in possesion Red bank notes, dam for irrigation
3.
4. (1) Lack of money or capital, only red currency availble in the village
   (2) Materials for various constructions, tools for farming, some other commodities, food for consumption
   (3) Roofing sheets, school, pick, other tools
   (4) Lack of financial support, only red currency in possession, irrigation
   (5) Dam for rice field
   (6)

4. Lack of money, only red currency in possession

1. Rice, salt, spade, shovel, kerosene, farming tools, construction materials, machete, cement, nail, roofing sheet, etc
2. Salt, rice sugar, materials for construction,
3. Rice, salt, spade, shovel, dam and canal for irrigation, construction materials, with equipment, cement, cooking units
4. Chemicals or DDT insecticide to destroy insects and other enemy of crops, school, roofing sheets, nail, bolt, etc.
5. Salt, kerosene, rice, and others irrigation
6. Salt, drug and doctor, fuel, handtools, veterinary services

XVII. AID RECEIVED FROM DIFFERENT SOURCES

	RLG	USA	French	P. L.	Distance from V.V.town	CLUSTER VILLAGES	In Tassg.
						I. Vang Vieng town	
1.	Salt and rice at min, rate			None		1. Ban Vang Vieng	Vv.
2.	100 tin sheets, 1 ton cement	Bungalow, Dispensary, Mg.&Post Office		None		2. Ban Savang	Vv.
3.	Salt and rice at min. rate					3. Ban Phone Pheng	Vv.
4.	Tin sheets for school & temple		Some			4. Ban Khouaphan	Kp.
5.	20 Kilogram of salt	Some				5. Ban Nong Pene	Vv.
6.		Salt,rice,clothingstools,cooking Unit			1 km	6. Ban Phone Sa-at (refg.)	Vv.
						II. South	
1.	100 tin sheets for Wat, in'58	Rice,salt,clothings,cookingUnit,etc.	None	None	3 km	1. Ban Vieng Xai (refg.)	Kp.
2.	100 roofing sheets				4 km	2. Ban Houei Ngam	Kp.
3.	3 blankets, 100 tin sheets, 12 Kg salt				12 km	3. Ban Khanmak	Kp.
4.	3000 tin sheets, hoes, salt	Level, hammer '57			14 km	4. Ban Namon	Nm.
5.	150 tin sheets, 4 sacs of cement					5. Ban Namon (refg.)	Nm.
						III. North	
1.	3 sacs of cement, 30 tin sheets				6 Km	1. Ban Pakpo	Vv.
2.	Rice salt	Rice,salt,handtools, steel bars,butter oil	Cloth for sodiers		9 km	2. Ban Langmao	Vv.
3.						3. Ban Phone Ngam Group	
(1)	Salt and rice	Salt, ax, machete, hoe	Soldier uniforms		12 km	(1) Ban Phone Ngam	Pt.
(2)	100 tin sheets & lt. cement in '59				13 km	(2) Ban Nong Boua	Pt.
(3)	Salt and rice	Hoe and axe	Clothes for soldiers		14 km	(3) Ban Nadao	Pt.
(4)	" "	Salt, rice and handtools	" " "		15 km	(4) Ban Namsang	Pt.
(5)	" "	Salt, rice, hoe, axe	" " "		15 km	(5) Ban Nampat	Pt.
(6)	" "	Rice, salt and handtools	" " "		16 km	(6) Ban Kokxane	Pt.
4.	Salt and rice	Blanket, handtools, etc.			19 km	4. Ban Pha Tang	Pt.
						IV. N. W. Valley	
1.	Rice, salt, clothes, 100 tin sheets,	20bg. cement '56			5 km	1. Ban Naka	Nt.
2.	Not adequate for thorough distribution	(Same contribution as RLG)			9 km	2. Ban Nam Mouang	Nt.
3.		80 roofing sheets in 1958			12 km	3. Ban Ngiou	Nt.
4.					13 km	4. Ban Na Yao	Nt.
5.		50 roofing sheets			14 km	5. Ban Nathao	Nt.
6.	None	Roofing sheet, vegetable-seed	None	None	5 or 10 km	6. Ban Naken	Kp.

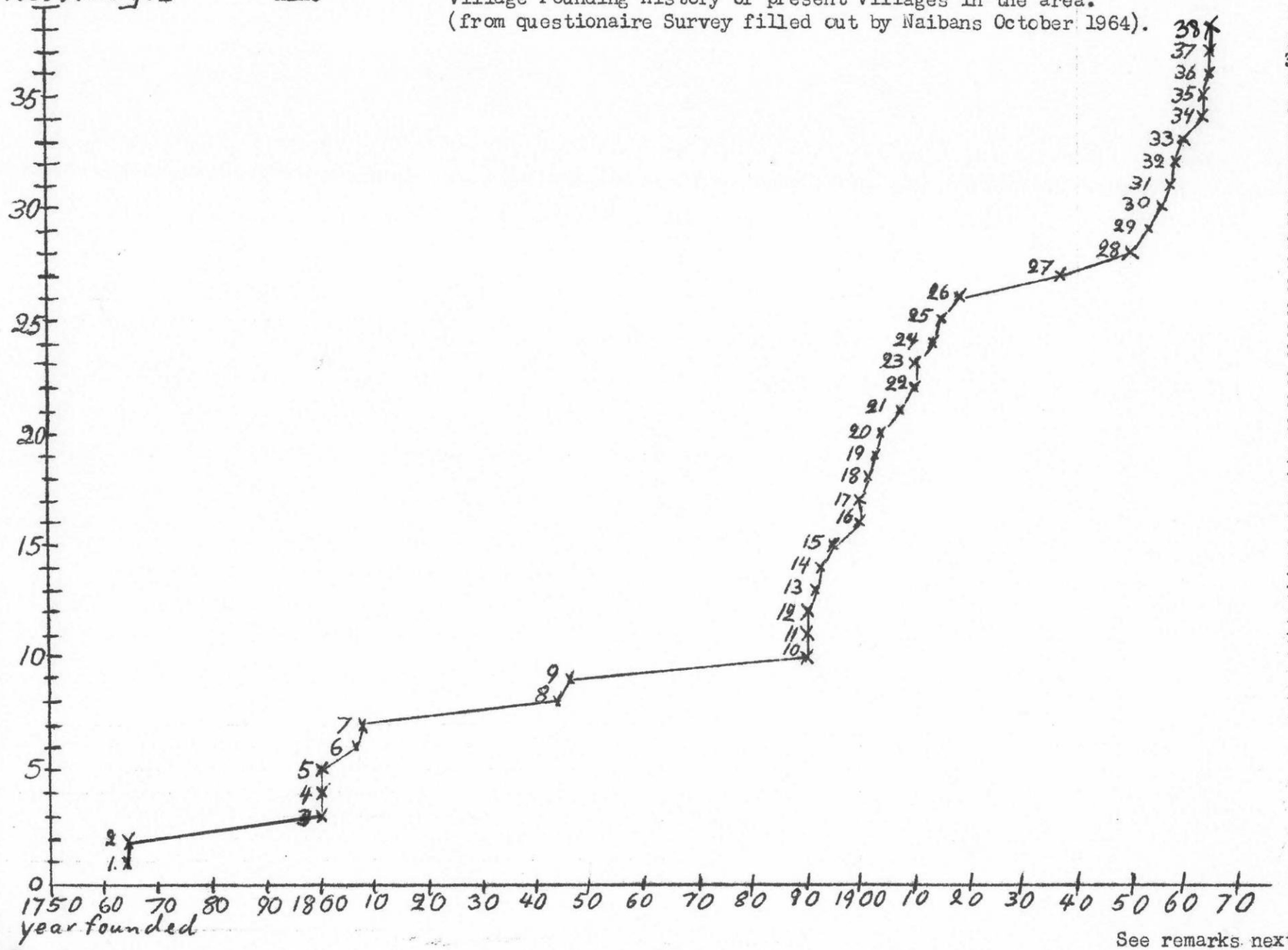
Tassengs: Vv.=Vang Vieng
Kp.= Khouaphan; Nt= Nathao
Pt.= Pha Tang; Nm= Namon

XVIII. FREQUENCY OF EXPRESSED NEEDS

Items Requested	Frequency of request	Order
Irrigation (dam, canals etc.)	11 villages	1
Salt	11 "	2
Foods & Other Daily Items of Consumption	9 "	3
Rice	8 "	4
Tools in general	9 "	5
Roofing sheet	8 "	6
Others (not Specified)	6 "	7
Construction materials	6 "	8
Fuel (lighting)	6 "	9
Garden tools	5 "	10
School	4 "	11
Red money problem	4 "	12
Cement	4 "	13
Clothing	3 "	14
Cooking Utencils	3 "	15
Well	2 "	16
Mechanical equipment	1 "	17
Maintenance of street cleanliness	1 PhoneDeng	18
Culverts	1 Savang	19
Road or street	1 "	20
Pest control for crops	1 Nayao	21
Drug and doctor	1 Naken	22
Veterinary services	1 "	23

XIX.

Village Founding History of present Villages in the area.
(from questionaire Survey filled out by Naibans October 1964).



38	Tham Nom(FAN)1965
37	Nam Lao(FAN)1965
36	Vieng Xai 1965
35	Na Mone(Ref,1964
34	Phone Saat 1964
33	Ngiou (II)1960
32	Nong Boua 1959
31	Vang Heua 1958
30	Pak Kouang 1956
29	Nam Ngat 1954
28	Nam Phoung 1950
27	Phon Pheng 1938
26	Houi Ngam 1919
25	Nai Mon 1915
24	Na Mone 1914
23	Nam Pe 1910
22	Nakhe 1910
21	Nam Phet 1908
20	Na Lao 1904
19	Na Thao 1902
18	Long Mao 1901
17	Ngiou 1900(I)
16	Nam Phat 1900
15	Savong 1895
14	Khouaphan 1893
13	Pakpo 1891
12	Koksan 1890
11	Nong Pene 1890
10	Vang Vieng 1890
9	Vang Mieng 1856
8	Na Khan 1854
7	Na Mouang 1814
6	Nadao 1814
5	Phatang 1800
4	Phen Ngam 1800
3	Nam Xang 1800
2	Na Ka 1764
1	Khan Mak 1764

See remarks next page.

XX. Remarks to village histograph

1. Most villages up to 1919 come from Sam Neua + E. Xieng Khouang Provinces.

2. Main season for moving was given as bad land and resulting famine there vs. the good land in this area.

3. Around 1900 the main reason for moving was a Ho invasion in N.E. Laos.

4. In 1950-60s villages moved within the area to get near the new road (Rt.13)

5. In 1960s refugees from Sam Neua-Xieng Khouang (PL.attacks) and from the eastern part of the Mouang (PL. terror) settled near Rt. 13.

This graph does not illuminate village disappearance since no data are available yet.

This information is supported by Laos Project Paper 15 "Ethnic Groups in the valley of the Nam Xong + Nam Lick" Keiyi Iwata. Joel M. Halpern ed.
Dep. of Anthropology, University of California.

FAN Military Dependents (not Refugees)

Unit	Date of data	no. wifes	no. children	no. child/fam.	total
FAN HQ	2/24/65	66	146	2,22	212
5th Region HQ:					
1st Bureau	8/3/64	6	13	2,18	19
2nd "	7/11/64	48	108	2,27	156
3rd "	8/13/64	9	31	3,45	40
4th "	11/6/64	11	38	3,46	49
" unccomp. fam.		13	26		39
5th "	2/8/65	11	19	2,46	30
Radio com. co.	6/15/64	9	12	1,34	21
QM unit		32	91	3,02	123
Motor unit	6/11/64	10	17	1,70	27
Services co.	7/10/64	51	84	1,65	135
1. Inf. Bat.	12/8/64	147	317	2,16	464
2. Inf. Bat.	3/26/65	200	391	1,96	591
1st Spec. Comd.	8/8/64	22	20	0,91	42
4th Art. Bat.	7/13/64	64	178	2,94	242
Police Camp.	10/26/64	26	66	2,54	92
	Totals:	725	1,557	2,15	2,282

VANG VIENG CLUSTER December 1964

CLUSTER PLANS - EDUCATION D.K. Brumbough

1. School Building Construction

Objective : To construct classrooms in the Vang Vieng Cluster so that each child may have an opportunity to attend school through the first four grades.
To replace and enlarge the present groupes scolaires so that more children can attend school through the sixth grade.
To assist the village people in the cluster in planning and constructing self-help village schools.

Plan of action :

1. Make a complete survey of the present school facilities in the cluster and make an overall evaluation of the school building needs.
2. Construct a 12 room self-help groupe scolaire in Vang Vieng to replace present buildings that are in very bad condition.
3. Enlarge two other groupes scolaires in the cluster.
4. Construct and replace village schools in the cluster area on a self-help basis.

Timing : School survey - To be completed by February, 1965.
Groupe Scolaire in Vang Vieng - January, 1965 to June, 1965.
Additional construction based on the survey-March, 1965 to June, 1966.

2. School Vegetable Garden Program

Objective : To establish school gardens at each scoll in the cluster and to introduce good gardening practices through the use of school gardens.

Plan of Action : The seed, tools, land, and water will be furnished by the MOE through the PSI. One teacher at each school will be designated to organize and manage the garden. Supervision will be supplied by one PE teacher. US.AID will give Technical support. Sprays, water cans, and sprayers and dusters will be supplied by US.AID.

Timing : Establish the garden at the groupe scolaire in Vang Vieng.
December, 1963 - June, 1964
Establish gardens in each of the cluster schools.
September, 1964 - June, 1965

3. School Milk Program

Objective : To introduce milk into the diet of school children and give instruction in the use and handling of milk.

Plan of Action : Powdered milk will be provided by US.AID for four schools in the cluster. Teachers will be instructed in the handling of powdered milk which will be served to the children of these schools. Milk will be served once a day to each child. There will be approximately 300 students who will be served milk. (See Activity Plan)

Timing : This program will begin in December, 1964 and be completed by June, 1965.

4. English Language Training Program

Objective : To introduce English language as an additional language to students and teachers in the cluster, and to oblige a widespread local demand.

Plan of Action : These classes will be organized for these teachers and students who wish to study English. Text-books will be supplied by US.AID-EH. One IVS technician will teach these classes. Schedule of classes with a detailed program will be approved by the MOE and will not interfere with regular classes.

Timing : To begin in January of 1965 and continue through the school year.

5. School Health and Sanitation Program

Objective : To improve the standard of health and sanitation in the cluster area.

Plan of Action : To construct sanitary toilet facilities for each school in the cluster, and to introduce good health and sanitation pratices through the schools in the cluster.

Timing : To begin September, 1965
To be completed by June, 1966

Personnel : Two PE teachers 50% of time
One IVS or OB 50% of time

6. School Recreation Program

Objective : To organize and improve the school recreation program.

Plan of Action : Obtain a suitable playground area for each school in the cluster. Provide recreation facilities for each school in the cluster. Local materials will be utilized where possible. US.AID will provide materials not available in the village to construct simple playground equipment.

Timing : March, 1965 to March, 1967.

Personnel : Two daily wage carpenters or local craftsmen.
One MOE supervisor (part-time)
Technical support by US.AID

7. School Arts and Crafts Center

Objective : To teach skills in the vocational fields and give pre-vocational training to students who have graduated from the groupe scolaire.

Plan of Action: Present to the MOE a request for an Arts and Crafts Center. Prepare and present an Activity Plan to the MOE for this program for Vang Vieng.

Timing : June, 1965 to June, 1966.

Personnel : MOE teachers (1 to 5) as needed.

CLUSTER ACTIVITIES FOR EDUCATION BY PRIORITIES

1. School Construction Program
2. School Vegetable Garden Program
3. School Health and Sanitation Program
4. School Arts and Crafts Center.
5. School Recreation Program
6. English language Training Program
7. School Milk Program

Total Personnel

(outside of PW technicians)
4 - FE workers
2 - IVS
1-5 - MOE Vocational teachers
1 - MOE Recreation Supervisor
2 - Carpenters

Supporting Agencies :

US.AID Education, Public Works, RDD, SW, OB, USIS, Boy Scouts Lao - Education, FE, Agric.

OUTSIDE CLUSTER ACTIVITIES - VANG VIENG

School Construction Program

Purpose : In view of the nature of the Vang Vieng area and the movement of people into this region, there is a terrific need for school construction outside of the cluster area.

Plan of Action :

1. Construct a self-help groupe scolaire in the Muong Pheun area. This area now has 25 poorly constructed schools for 1,700 students.

2. Construct a self-help demi-groupe scolaire at Ban Dame.

3. Construct a self-help demi-groupe scolaire at Nong Peth.

These should be constructed as soon as possible. March, 65 - March, 66.

A Sub-Project Proposal must be prepared for signature of the Primary Inspector. Teachers for these schools could be limit factor.

Personnel :

US.AID - PW technicians

Village - labor

RIG - teachers

- RIG/PW - technicians

GENERAL PLAN OF AGRICULTURE ACTIVITIES January 1965

VANG VIENG CLUSTER

D.E. Thorngren

This General Plan of Agriculture Activities for Vang Vieng Cluster, recommended by the Cluster Council of Vang Vieng as represented by the Chao Muong and USAID/Laos as represented by the USAID Community Development Advisor, is drawn as the basis upon which sub-activity plans will be developed for the Cluster. The sub-activity plans, as developed, will provide details of timing, magnitude and obligations on the following activities:

VEGETABLE PRODUCTION.

Objectives

To provide incentive and training in the field of home vegetable production toward a goal of improving the diets of the local population of the Cluster.

Plan of Action

To carry out a Clusterwide vegetable production activity which will involve distributing seeds to farm families. Some families will receive special assistance and instruction in home garden vegetable production. Cold, hot, and rainy season programs will be conducted.

IMPROVEMENT OF RICE VARIETIES.

Objectives

To determine what varieties of rice will result in improved yields in the Cluster area and initiate the production of the most feasible varieties to utilize the producing capacity of the soils of this area.

Plan of Action

Conduct at least one rice variety trial in the Cluster comparing the improved varieties currently available with locally grown varieties. Upon determination of improved varieties most advantageous to the area, introduction of these varieties will be made under the Rice Multiplication Program.

FRUIT PRODUCTION.

Objectives

To reduce insect damage to fruits grown in the area and encourage increased planting of good local fruit varieties with a goal of commercial quantity production on these limestone soils particularly for the Vientiane market.

Plan of Action

Agriculture Extension Agents will conduct fruit tree spraying demonstrations in several villages with insecticides provided by USAID. Demonstrations will also be conducted in the selection and planting of locally grown seeds of these varieties of fruit trees best propagated from seeds.

IRRIGATION.

Objectives

To provide irrigation water supplies to these paddy fields with the greatest feasibility for irrigation towards the goals of increasing production in present fields and opening new lands to irrigation to develop the larger potential surplus producing capacity of this area.

Plan of Action

Investigation of possible sites for diversion dams will be conducted by Lao and USAID irrigation engineers. Subject to established work priorities, work will be initiated on self-help diversion dams and canals at these sites with the greatest feasibility.

LIVESTOCK VACCINATION.

Objectives

To reduce losses of livestock and poultry due to diseases that can be controlled through immunization.

Plan of Action

Determination of the causes of livestock and poultry losses will be made by Lao Veterinary Service agents and the USAID Veterinary Adviser. Upon determination as to the serious presence of diseases controllable by immunization the immunization programs deemed practical will be conducted.

IMPROVED BOAR DISTRIBUTION.

Objectives

To improve the production of hogs in the cluster area by the introduction of improved varieties of boars to be crossed on the local sows.

Plan of Action

Introduce a maximum of ten (10) improved boars in an equal number of villages to be available for breeding to the local variety sows and gilts in the villages.

FISH PRODUCTION.

Objectives

To increase the production of fish through encouraged family owned fish ponds and providing fingerlings for seeding ponds.

Plan of Action

To develop a fish pond in Vang Vieng and stock with a recommended variety of fish. From this pond provide fingerlings for stocking similar fish ponds prepared by families in the Cluster.

CLUSTER FARM SITE

The development of the Cluster Farm Site will be postponed. An area of 200 meters x 200 meters at the north edge of Vang Vieng will be reserved for possible future development as Cluster Farm Site. In addition, the area between the school and the river will be used for home gardens but title retained by the Muong for future possible development.

GENERAL PERSONNEL REQUIREMENTS

Reasonable progress on this program in the first year presuppeses the following personnel requirements would be met:

Operating Personnel Assigned to the Cluster

1. USAID
   1 Cluster Leader
   1 IVS Agriculturist
   1 IVS Construction Specialist (part time)
   1 Bulldozer Operator (part time)

2. Royal Lao Direction of Agriculture
   2 Agriculture Extension Agents

3. Royal Lao Veterinary Service
   2 Veterinary Service Agents
   Mobile Vaccination Team (if necessary)

4. Royal Lao Water and Forest Service
   1 Fisheries Agent

Technical Backstopping Organizations

1. USAID Agriculture Branch
2. Royal Lao Direction of Agriculture
3. Royal Lao Veterinary Service
4. Royal Lao Water and Forest Service

C O P Y

UNCLASSIFIED

IDENTIFICATION AND IMPLEMENTATION OF THE PSYCHOLOGICAL GOALS OF THE CLUSTER PROGRAM

INTRODUCTION

This paper will address itself to what the Cluster Program is supposed to accomplish, not in terms of building so many wells and so many dispensaries but what impact these wells and dispensaries will have on the minds of Cluster villagers. It is an examination of the "why" of the Cluster program as far as the village leaders and population are concerned, and some suggestions to make these people understand that program and involve themselves in it. It is concerned more with advertising the sizzle in order to sell the steak than in the preparation of the preparation of the steak itself. It begins with a consideration of five steps of awareness through which we want to lead the people in the cluster, proceeds with a short listing of the resources available to do this, and concludes with an outline of how these resources can best be used vis-a-vis the various Cluster audiences.

THE FIVE STEPS

Assume that a project, decided upon by a meeting of the Americans, the village headmen and the local officials, is about to get underway. Some of the villagers probably had a little to do with the choice, but by no means a majority of them. Most are vaguely aware of the project but either do not understand it, or relate themselves to it, or realize its extent and implications--probably a combination of all three in varying degrees. Assume that we have to start from scratch.

Step 1--Convince the villager that the project is intrinsically "good," that it coincides with his self-interest. This is fairly obvious when it comes to digging a well that will save the villagers from lugging water from a more distant source, or building a dispensary to cure his aches and pains and keep his children healthy. It will become progressively more complicated when the project at hand is a stock proliferation program, a road, a crop improvement program. But to get him involved in any of these projects he must first accept the fact that there is a good reason for them, and his best immediate reason will be that they do something for him, that he will somehow gain by them. He must be brought to admit that the project is worth doing.

Step 2--The villager agrees to cooperate, voluntarily as much as possible, in the undertaking. He has gotten to the point where he admits the project is beneficial. The next degree of acceptance must involve the willingness to put forth a little effort. The hurdle is now getting higher. Where he is willing to admit that a nearby source of water is "good" it is naturally a little more difficult to get him to agree to help dig the well. This, however, must be done to realize the very basic idea of the Cluster concept. It would be self-delusion to expect that everybody is going to be sufficiently enthusiastic to work on everything all the time. There will always be a degree of hesitancy that will probably manifest itself in some variation of the following broad statement: "Well, I guess I'll do something about the project if others agree to do as much."

Step 3--The villager realizes that more people involved in the project, the greater the increment of benefit, widely defined, accrues to himself. In the first two steps we got the villager simply accepting the value of the project and then agreeing that he would cooperate. In this step his idea of "cooperation" must be broadened and intensified. Take a well-digging project for example. He wants the easy water and he is willing to dig for it if others dig along with him. Now he should be made to realize that the more people who dig the greater immediate "increment of the benefit" he will receive, i.e. the less work he, personally, will have to do. It is at this stage that he hopefully graduates from being a passive receiver of ideas to an active discriminator, that he is sufficiently convinced of the value of the well and sufficiently willing to put in his share of the labor that he begins advertising the idea among his neighbors. He becomes an active part of the consensus-generating process. This is a crucial step, impossible to achieve without those proceeding, true, but pivotal in the history of the Cluster. This is the threshold. It is here that a social factor begins to spring from the village itself, that people take sides, that indigenous pressures are built up to "go along with the group."

Step 4--The villager feels that the project belongs to him and all those who helped. Once Step 3 is accomplished, Step 4 should follow in fairly natural sequence. If the villager has put his work into a project, it will mean more to him than if it appeared full-blown because of the action of some remote and distant authority. It is a part of him; he put something of himself into it. It is there because he and his neighbors worked to get it.

Step 5--The villager understands that the project was successfully completed because of resources made available through his local government in which he had a degree of participation. The feeling, or understanding, that this step involves probably existed, if only in the background, through the entire progression of steps outlined above. By and large the villagers know that they do not produce items such as nails, cement, and all the rest of it. These have to come from someplace else, and that someplace else is the government and its supporters. Most have already heard the excuse on the local level that the "local officials" cannot do anything because Vientiane, or a foreign power, has not made the funds available. Now they should be brought to see that when they all contribute something their government, represented by their naibans, tassengs and chao moungs, is willing and able to contribute something, too, that cooperation is a two-way street. At this point they should have gained the seeds of a pride and an awareness: 1) pride in the well that they helped dig, and 2) awareness that community effort, in the widest sense of the word, had made the well, and the pride, possible.

Obviously these steps are not going to be as clear out and well-defined as subject headings in an outline, or are they going to follow each other with the same comfortable precision. One will shade into the next, several will be going on at the same time, the process will be different in different clusters, and probably different in two sections of the same cluster or with two projects in the same cluster. These schematic "steps" are simply offered as a way of thinking about the problem, as a place to start from. They are the barest of bones in the educational process that must be undertaken in order to make the Cluster concept viable, the skeleton on which the laborious and complicated business of attaching muscles can begin. Another footnote to Step 3 is called for here. This step is not easy. There will always be people who want to get something for nothing, or who want to leave well enough alone. It is difficult enough to shape up group feeling in the United States which is a relatively cohesive structure that we understand. It is something else trying to do it in Laos which has no particular history of, or inclination toward, unity and which has taken refuge in what amounts to practically an institutionalization of the easy way out, whether it be physical exertion or social confrontation. The process will take time, acute observation, and adaptability, and a significant amount of dedication.

THE RESOURCES AT HAND

The following is not a detailed examination of the resources available to do the job. These have been set out before and by now all are familiar with them. It is, rather, a simple listing to refresh the memory.

Personal Contact - This is the most important propaganda technique available to us and the one that should receive 70% or more of our attention. All the other tools--movies, posters, local newspapers--give us opportunity to talk, and things to talk about, but it is the face-to-face explanation that counts the most. Ideally the sincerity and convictions of everyone connected with the administration of the cluster program should be conveyed in a domino effect through the interpreters, village educators and local officials down to every cluster villager. The operable maxim here is that though assistance may have traveled thousands of miles, it is the last three feet that really count.

Motion Pictures, Slides and Film Strips - The motion pictures are available from USIS. One slide show, about the Kenghok vegetable program and narrated on tape by a Lao agricultural official, already exists, and others can be made up as the need arises. USAID/IVS has film strips on a variety of subjects available to the various clusters.

Mohlam - USIS has four mohlam teams whose performances are infinitely adaptable to suit whatever need a particular cluster may have.

Tape Recordings - There are at present five portable tape recorders on loan to the field by USIS that can be used to carry messages, commentaries and explanations from various appropriate personages to small groups within each cluster.

Radio - There is a USAID/CM pilot project underway for a low wattage, mobile radio transmitter which will give a highly localized programming capability to one cluster area. Transmitters will be procured for additional clusters if the pilot project indicates these are warranted.

Regular Information Sheets - Support is available in Vientiane for any cluster which can justify, and maintain, a local information sheet or "newspaper." Furthermore, USAID/CM is producing a 4-page pictorial sheet that will be suitable for distribution in all cluster areas.

Special Posters, Pamphlets, Leaflets and Exhibit Materials - These can be made up in Vientiane for any cluster that has a specific need, given the limitations of time, personnel, materials and priorities.

THE CLUSTER AUDIENCES

For purposes of this outline the word "audience" has an exceptionally broad scope. It encompasses every group physically present within the cluster area whose state of mind is

relevant to the Cluster operation. In this manner the IVS team will be considered an "audience," albiet a specialized one, since they are the first step in the opinion-changing process in their "home" village. By the same token the LIS will be considered an "audience" even though it is more a transmitting than receiving one.

INFO PROGRAM

I. The IVS Teams and Their USAID Advisors. They have the responsibility for starting and keeping everything going, at least on the economic development side. This very definitely includes the local information program, which is really an explanation and education program. The practice of appointing one IVS member to be responsible for information dissemination should be made even more explicit than it is at present. These persons in company with the USAID Advisor, should be talked to, probably by the USIS member of the Cluster Committee, not as a group but individually in their own clusters. The approach to their duties will be discussed with them as meaningfully and realistically as possible, not solely in the ritualistic passwords of social psychology but with the immediacy and clarity, if not necessarily the dramatics, of a CORE orientation before a Mississippi voters registration drive. If they think the Lao are hesitant about a project they should be encouraged to figure out why, and what to do about it. They should understand the parallel, for instance, between a rural American citizen admitting that a road construction program is a good thing but not necessarily wanting to pay the taxes to support it, and the Lao villager who feels precisely the same way about donating labor. In short, they should be aware of the fact that the basic human mechanics are the same even though the words might be different, and they should do their utmost to involve themselves in the human mechanics of their clusters.

They should have the following rechniques pointed out to them at the start and keep them under continuing review throughout their operation.

A. Assuming that few, if any, of the IVSers will speak enough Lao to be very effective in a normal conversation, they should cultivate the closest possible rapport with their interpreters and the village educators. These people are their ears and voices, and they are the prism that refracts the American, the Cluster, image for the rest of the villagers to see. They must know their interpreters and colleagues and gain their respect, hopefully to the same degree that Pop Buell was able to do it with Thongsar. And they will probably have to do it the same way, i.e. by making it obvious that they sincerely believe in what they are doing.

B. They must be willing to accept these human mechanisms mentioned earlier on the Lao level, accept the Lao for what they are. They must understand what is important to their villagers and act on those terms, or at least begin with those terms, and not their own. Again, for the sake of clarity, there is a model to offer, Phil Clifford. Effectiveness here varies from man to man, admittedly, but the best one makes the Lao feel that they are important to him as individuals, that he enjoys their company. Basically Dale Carnegie is not wrong.

C. They should involve themselves in the village social life as far as they are welcome. This takes time, sensitivity and good guidance (the interpreters and village educators.)

D. They must be willing to teach by example, and accept the fact that some things will have to be done for the villagers, more at first, hopefully less later.

E. They should be prepared and willing to explain their projects to anybody, anytime, and create "explanation situations" themselves. Slide programs of pictures taken on the spot or from other clusters seem like one way of doing this. Talking with workers at the project site is another. Tape recordings are a third. Movies are a fourth. Bouns, bacis and just plain suppers are a fifth. There should be more small meetings for projects and phases of projects than there are now where more than just the reason (or occasionally excuse) for the meeting could be discussed.

F. Bulletin boards, built by IVS if the Lao are reluctant, and kept up.

G. Lastly, the IVS team members and the USAID cluster advisor will probably become aware soon enough that the entire cluster will look to them as the moving force behind the program. This will not happen in all cases--there will be some clusters where the local officials have sufficient initiative to take the lead--but it will happen in the majority of cases and for the sake of adequate preparation we should assume that it will be universally true. As far as the villager is concerned nothing happened in his area until some Americans moved in, and then there was talk of wells, schools, dispensaries and what not. The association is natural, and unavoidable. The Americans should take the initiative in 1) making as many explanations as seem to be necessary on the village leader level, and 2) encouraging, constantly encouraging, these leaders to interpret the program to their villagers. This should not be

done to the exclusion of the explanation efforts cited earlier, obviously, but for the Americans resident at, or immediately associated with, a cluster the village leaders and government representatives are their primary counterpart audience. The focus of our effort should be that it is a Lao program with American help, and that though the help is important it is useless without the cooperation of the local leadership--tools need hands, seed need earth and water.

The Interpreters and Village Educators. Above, all, these people must become convinced of the worth of the program and of the dedication of the Americans associated with it. They should not seek status for themselves per se but look upon the success of the program as that which properly confers status. Apparantly the best, though by no means infallible, way is to treat these people as equals who know more about things than the IVS people do and less about others. They should make the team as cohesive a unit as particular circumstances and personalities permit.

Village Leaders, Officials and Otherwise. These people will have some sort of stake in the program that may be of a different order than that of the ordinary villager. Much as they may want improvements in their village simply for the sake of their constituents' welfare, they are probably also awake to the fact that being in the forefront of such a program could add to their prestige. If they are not, they should be. It is also possible to influence a village leader's choice about types of projects and project locations by gently pointing out how his stature would rise in the village's eyes should he follow a certain course. This, of course, is delicate, and should not be attempted until after thorough acquaintance with the village and its personalities. As noted earlier the leaders should be convinced that it is their program, that its success depends on them. Probably a forthright approach is best, i.e. we are here to help your villages and we cannot do it without you. Both the people and the leaders know that it is the "falang" in the cluster who are the source of the wealth. This should be accepted gracefully and the leaders deferred to without permitting them to bend the inertia or focus of the overall program. In other words, they are first among equals, but within a program that is the most important thing. Cluster leaders should have an opportunity to visit other cluster areas to compare programs, particularly when something is being done in one cluster that should be introduced to another.

Clergy. More attention should be paid to the priesthood. The program should be explained to them fully and their concurrence solicited, even to the point of doing something for the local Wat as part of the cluster project should this be asked for.

Villagers. Much of what should be done with the villagers has already been examined in the foregoing pages. There should be more meetings or get-togethers for listening to tapes, seeing slide shows, movies, etc. These are the drawing cards, but the villagers' lack of sophistication, limited horizon and probably illiteracy make explanations and discussions imperative--the initial explanation to plant the message and the discussion for the sake of the feedback to plant the message better. These meetings can have as few people as the IVS team feels comfortable with, but they should be held often and, of course, not always with the same people. Locations of the meetings should vary, with the IVS team seeing that no one suffers unduly because of hosting responsibilities. The team house should be as "open" as the team members are willing to make it.

IN SUMMARY

Personal contact and face-to-face explanation of the Cluster Program is the best form of propaganda, reinforced by whatever visual aids are appropriate for a given situation, and the people most qualified to carry on this explanation program are the ones for whom the Cluster is their daily life. They should be aware of their responsibility to talk and teach. The point should be made that movies, posters, etc., are only devices, that they are merely shadows of things dimly seen by the villagers until the cluster personnel make them clear by patient explanation and example. Vientiane's task is to make suggestions, coordinate that which is possible, and supply resources. The cluster personnel's task is to carry on the program and generate ideas. There can be no set pattern for this. Each cluster will work at its own pace in its own way. Vientiane can only try to assure itself, by regular on-the-spot inquiry, that there is a way and pace in each particular case, make recommendations when advisable and changes where the pace breaks down and the way is lost.

ITKlecka;USIS

RDD

TO : C. A. Mann, OD April 6, 1965

FROM : H. E. Haight, Act. ADRD

SUBJECT: U.S. Rural Program Report, February 16 - March 15, 1965

General

From a security standpoint, there is no general serious increase in PL activity. However, the calm of the previous month has been disturbed in the southern areas. The Nong Bok cluster area has been subjected to PL harassment to the extent that planned cluster activity for that area is temporarily curtailed. The PL became active in Sedone Province which is often mistakenly considered as secure and tranquil. On February 24, a FAR unit engaged in a fire fight with a PL band who were attempting to blow a bridge at Km 38.5 on the Paksong Road. Ban Lou, 25 kilometers north of Pakse, was hit on March 1; activity was resumed against Lao Ngam and on March 14 a neutralist outpost at Ban Bounka, on the east bank of the Mekong, 20 kilometers from Pakse, was destroyed.

The in-and-out harassment of Phoumi forces in the Thakhek area has increased tensions and has added another element of concern in the security problem. There is considerable tension in Borikhane Province between officers of Gen. Khamkhong's staff and newly assigned FAR officers. This has been reflected in some breakdown in discipline in the troops.

Mu Ban Samaki

Pressures are building up in some areas for rural development projects outside of cluster areas. It is anticipated that there will be an increase of this as we go along. For example, the Chao Khoueng of Borikhane has submitted several selected requests from many that he has received from his people. He has made serious attempts to explain to his followers the rationale of cluster programs. However, certain resentments reflecting charges of favoritism are in the wind. The same condition prevails in Vientiane Province where there are expressions of resentment from noncluster areas directed at the intensive programming in the Phong Hong and Ban Keun areas.

Borikhane

Particularly noteworthy is the fact that Lao counterparts are becoming effective enough to carry the burden caused by temporary IVS personnel shortages. The extension agent has, as the result of CDA guidance, prepared his own training program on the use of insecticides and has had over 100 villagers participating. Getting the counterparts job-oriented is the secret of success here.

Houei Khong

The Kha tribes of the Plateau are largely dry rice farmers, so the wet rice paddy project is particularly important. After a slump in interest due to last year's mediocre results, there is increased enthusiasm growing out of meetings which upped the total of four participants to eleven. An 8 kilometer jeep road was cut to the paddy area and materials for housing at the farming site are prepared. Fencing and care of the water buffalo is the next priority, and requests for several varieties of rice seed have been accomplished.

La Khone Pheng

The self-help cluster effort in this area has been absorbed by the full-speed-ahead Wapi project. Where the villagers self-help can keep up with the American type tempo of the Wapi project, it will continue to be used. Otherwise, the construction effort will go ahead on a Force Account basis. This unusual arrangement which brings voluntary and paid labor in contact in the same area forecasts the rapid decline of self-help construction efforts in Wapikhamthong Province.

The pump repair situation has taken a favorable turn. The pumps have been repaired and three men from each village are to be selected for pump maintenance.

Moung Phieng

An impressive well digging effort has resulted in four dug wells with an average depth of six meters completed during the month. The first of six drilled wells planned has been pushed down to six meters.

Monks and novices are working on a crematorium project with the cement base completed to date.

Nong Bok

The declining security situation in this village area has temporarily short stopped community development. Arrangements have been made to do something for the villagers by building up the medical supplies of the two French-trained Lao Functionaires in Nong Bok, and temporarily assigning a medical technician to get them started improving their dispensaries. An IVS man is available for assignment to the village when the security situation permits.

Phong Hong

A four point agricultural program is being planned by RLG and USAID Agriculture for the rainy season: (1) improvement of the fruit nursery; (2) composting; (3) rainy season vegetable production; (4) rice seed multiplication. Needs are to be projected so that activity plans can be drawn.

Ban Keun

The Ban Keun survey was distributed in the Lao language to the Chao Khoueng, PDC, CRA and the several National Ministries in Vientiane. Interest is being expressed in developing initial cluster programming in the Ban Keun-Chang sub-area with special consideration for the salt industry at Ban Keun, and the pottery industry at Ban Vieng Keo. The small industry specialists from AID/W now visiting USAID/Laos are scheduled to make an inspection of these two areas in the next few days.

Vang Vieng

The U.S. Ambassador, Mr. Sullivan and USAID Director, Mr. Mann visited Vang Vieng for the dedication of the new market place and the improved airfield. It is felt by Mr. Voelkner that actions resulting from this visit have softened considerably misunderstandings deriving from the coup. Dam construction for irrigation was started on 3 sites with refugee help. Nearly 600 resettling refugees will benefit from new paddy land irrigated by these dams.

Xieng Ngeun

The best news from the cluster is the sign of increased interest shown by agencies, other than villagers, in the program. TP has willingly hauled fill for a well site and the army has assigned two men to work with the IVS technician on the well and latrine program. Lao Agriculture and USAID technicians are developing an overall agriculture program for the cluster.

RD Activities Other Than Mu Ban Samaki

Nothing significant.

Refugee Activities

No bulgar wheat has been available since March 21, therefore only rice has been dropped.

In Sayaboury, plans were initiated for the purchase of buffalo, plows, etc. for refugees. There was no significant recorded movement of refugees although there is a continued seepage into old sites.

The Sam Thong-Long Chien Road is completed. The distance can be driven in 35 minutes and the cost of the road is estimated to already have been saved in aircraft costs. People are building dwellings and property development plans are being made for roadside areas.

Investigations are now underway relative to using Lao salt, rendered at Ban Keun from salt wells, for refugee use.

Economics

	Rice	Wheat	Rice/Wheat
Refugee:	1,583 tons	127 tons	1,710 tons
Neutralist:	379 tons	-	379 tons
Total:	1,962 tons	127 tons	2,089 tons

Public Health

Nothing significant.

Education

Nothing significant.

Attachment: Appendix A

cc: OP-2, CDA/Sam Thong, Houei Sai, Vientiane, Paksane, Sayaboury, Vang Vieng AC/Savannakhet, Luang Prabang, Pakse, RDD-2, IVS, EO/C-3

APPENDIX A

Statistical Data, Mu Ban Samaki, February 16 - March 15, 1965:

Total Population All Clusters - 75,875

Agriculture:

Irrigation construction completed	-	1
Irrigation construction in process	-	6
Active vegetable demonstration programs	-	8
Active agronomy crop demonstrations	-	8
Livestock demonstrations	-	7
Fruit trees & plant demonstrations	-	8
Rice improvement programs	-	5
Compost pit or bin demonstrations	-	8
Fishpond projects	-	2
Fishpond projects in process	-	3
Swine distribution programs	-	6
Duck distribution programs	-	6
Garlic production	-	1
Demonstration centers (Multipurpose buildings) in process	-	6
Other miscellaneous Agriculture activities	-	1*

Education:

Total operational schools	-	84
Schools under construction/repairs	-	23
Total number of teachers	-	148
Active school gardens	-	42
Active home gardens	-	90
Number of school children this year	-	6,045
English classes	-	8
Sewing classes	-	4
Crafts classes	-	1
Other miscellaneous Education activities	-	8

Public Health:

Total operational dispensaries	-	20
Dispensary completed & inaugurated this period	-	1
Public market completed & inaugurated this period	-	1
Total patients treated this period	-	11,573
Cumulative patients treated FY'65	-	71,420
Medics on duty this period	-	47
Cumulative latrines constructed FY'65	-	157
Latrine construction training programs	-	7
Cumulative drilled wells FY'65	-	16
Cumulative dug wells FY'65	-	8
Water seal toilets completed FY '65	-	255
School Health & Sanitation program	-	2
Other miscellaneous Health activities reported	-	13

* Salt production at Ban Keun.

BAN LAO, PAK CADING CLUSTER

Borikhane Province, Laos

By this Activity Plan Number 8, to be funded from the Development of Rural Economy (Rural Self-Help) activity, 439-11-810-062/6062-1, the Provincial Administrative Council of Borikhane, represented by the Chaokhoueng, and the USAID Community Development Advisor, Area, recommend:

Vegetable Training Program
and Contest.

I Objective

Make the local population self-sufficient in the production of adequate vegetables and seeds for improvement of home diet and market supply.

II Plan of Action

A. General:

The raising of a variety of vegetables will be demonstrated at the demonstration garden at Ban Lao. The IVS agriculturist, Lao Extension Agent, Basic Educator and members of Civic Action Team will bring in interested villagers to the Demonstration garden for observation and training in the raising of vegetables. IVS agriculturist and Civic Action Team members will help work out family plots in the villages. Through the demonstration and family gardens, other villagers will receive training. Instruction will be given how to grow and preserve seeds and emphasis made that villagers will not receive free seeds more than 2 times. The tools are on a loan basis only and are to be kept by the Nai Ban in each village.

For the contest, a working committee composed of the Lao Extension Agent, Basic Educator, IVS Agriculturist, Civic Action Team and three leading farmers will work out plans for publicizing and carrying out a vegetable contest.

The contest will be announced to the cluster villages by the Chaomuong, followed by posters to give details. Names of participants will be submitted to the Chaomuong by the Naibans and turned over to the Extension Agent. He and the working committee will visit the participants to give technical assistances and judge best seed bed preparation.

This program will cover 318 families on approximately 64 rais in:

1.	Ban Lao Dong Ban Lao Noi Ban Lao Thong Ban Na Tab Ban May	93 families	21.75 rais.
2.	Ban Houei Sai	24 families	3.00 rais.
3.	Ban Phone Home	37 families	6.25 rais.
4.	Ban Nong Samane	35 families	5.25 rais.
5.	Ban Thong Vane	24 families	3.00 rais.
6.	Ban Na Ek	12 families	2.50 rais.
7.	Ban Na Oi Nou	15 families	2.25 rais.
8.	Ban Muong Khai	13 families	2.75 rais.
9.	Ban Bo Ki	15 families	2.75 rais.
10.	Ban Na Mai	13 families	3.00 rais.
11.	Ban Na Bone	12 families	4.25 rais.
12.	Ban Na Nhang	12 families	3.25 rais
13.	Ban Na Kouang	13 families	2.75 rais.
	Total:	318 families	Total: 62.75 rais

8. Estimated Timing:

November 1966 - March 1967 - Demonstration of cold season vegetable on the cluster garden; bring interested villagers for training and assist them in establishing family gardens in their villages.

March 1967 - June 1967 - demonstration of hot season vegetables on cluster garden same as above assist in seed production.

June to Sept. 1966 - Demonstration of rainy season vegetables on the cluster garden.

July to October 1966 - Bring in interested villagers for training at the cluster garden and assist them in establishing family garden for rainy season vegetables in their villages.

For contest:

December 1966 - Establishment of a working committee to organize and carry out the vegetable contest. Publicize vegetable contest throughout cluster and begin visits of participants.

February 1967 - Judging of best gardens and best produces.

III Obligations

A. USAID will provide:

1. Personnel - One IVS Agriculturist.

For contest: One IVS Agriculturist to assist in carrying out the contest and one USAID Agriculture technician to serve in the judging of the produce.

2. Commodities - Based on 318 participants, the following vegetable seeds, in kind:

Kind of seeds	Amount
A. Cold season vegetable seeds, in kind, as follows:	
Cucumber	21 lbs
Cucumber, long green	5 lbs
Celery	10 lbs
Radish	12 lbs
Lettuce	21 lbs
Tomato	21 lbs
Eggplant, Florida market	5 lbs
Peas, little marvel	98 lbs
Pole beans, yard long	260 lbs
Onion	10 lbs
Pepper, California	21 lbs
Cabbage	10 lbs
Chinese cabbage	15 lbs
Mustard	20 lbs
b. Hot season vegetables	
Tomato	15 lbs
Lettuce	10 lbs
Raddish	5 lbs
Corn	20 lbs

c. Rainy season vegetable seeds, in kind, as follows:

Kind of seeds	Amount
Cucumber, long green	4 lbs
Pole beans, yard long	200 lbs.
Corn, Hawaiian, sweet	50 lbs
Radish, white icicle	8 lbs
Chinese Cabbage	16 lbs
Onion, Bunching, Bubblets	500 lbs
Eggplant, Florida market	4 lbs
Lettuce, black seeded Simpson, Bibb	8 lbs
Celery, Local Variety	4 lbs
mustard	20 lbs

Total Estimated Cost: $1,000.00

Sprayers, in kind:

Sprayers 24 x $12.00 $288$00

Insecticides, in kind:

1) Sevin	150 lbs.
2) Malathion	150 lbs.
Estimated cost:	$400.00

Tools:

1. Shovel, gardening, 5 per village, and 5 for cluster garden=90 ea
2. Rake, gardening, 5 per village, and 5 for cluster garden= 90 ea
3. Hoe, gardening, 5 per village, and 5 for cluster garden= 90 ea
4. Spading fork, gardening, 5 per village and 5 for cluster garden = 90 ea

Total estimated cost: $558.00

For contest:

For first prize of best produce
(twenty kinds of vegetables to be judged)
1) Hoes, gardening, 20 ea x
2) Rakes, gardening, 20 ea

For second prize of best produce:
1) Rakes, gardening, 20 ea

Total estimated cost: $93.00

B. RLG will provide:

1. Personnel - One lao Extension Agent and one Basic Educator
2 x 8000 Kip per month x 12 months 192,000 Kips

C. Villagers will provide:

Local materials to make booth for the vegetable produce judging contest.

D. FAR will provide:

1. Personnel - Five Civic Action Team members, 7 days a month,
12 months x 6,000 Kip/month: 84,000 Kip.

E. Counterpart Funds will provide:

1. Assistance - a. Prizes locally purchased for contest:

1) For first prize of best produce
(twenty kinds of vegetables to be judged):
a) Watering cans 20 x 400 Kip 8,000 Kip

2) For second prize of best produce:
a) Watering cans 20 x 400 Kip 8,000 Kip

3) For third prize of best produce:
a) Watering cans 20 x 400 Kip 8,000 Kip

4) For first prize of best gardens:
a) One shirt
b) One pair of pants
c) One farmer's type hat

Estimated cost: 6,500 Kip

For second prize of best gardens:
a) One shirt
b) One pair of pants
Estimated cost: Kip 6,000

For third prize of best gardens:
a) One wateringcan 400 Kip

TOTALS 36,900 Kip.

2. Commodities - Dry season vegetable seeds, locally purchased and of local variety:

Garlic	450 lbs	
Kale	10 kgs	
Parseley	5 kgs	
Eggplant, long green		10 kgs
Pepper, local variety		10 kgs
Chinese water green		10 kgs
Totals		107,500 Kip.

IV Summary of Total Estimated Costs

	Dollars	Kip	Source
A. USAID	$3,264.60	---	In Kind
B. RLG	---	₭ 192,000	National Budget
C. FAR	---	₭ 84,000	National Budget
D. Counterpart Funds	---	₭ 144,400	Trust Funds
TOTALS	$3,264.60	₭ 420,400	

Recommended:
Borikhane

Chao Khoueng
DATE: 5/4/66

USAID Community Development Advisor, Area
DATE: 4/5/66

Provincial Agriculture Chief
DATE: 6/4/66.

- - - - - - - - - - - - - -

Concur:
Vientiane

Director, Lao Agriculture
DATE: 22/April/1966

Chief, Agriculture Branch, USAID
DATE: 4/25/66

- - - - - - - - - - - - - -

Approved:

Vientiane

Deputy Commissioner for Rural Affairs
25/4/66.

Assistant Director
Rural Development
USAID
5.2.66

BAN LAO, CLUSTER DE PAK CA DINH

Province de Borikhane, Laos

Par ce Plan d'Activité Numéro 8, à financer par le Projet de Développement de l'Economie Rurale (Auto-Assistance Rurale), 439-11-810-062/6062-1, le Conseil d'Administration Provincial de Borikhane, représenté par le Chaokhouèng, et le Conseiller Régional en Développement Communautaire de l'USAID recommandent:

Programme d'Enseignement des Méthodes de plantation de légumes et concours.

I. Objectif

Rendre la population locale se suffire à elle-même en ce qui concerne la production delégumes et des graines de semence pour améliorer le régime alimentaire et aussi la fournitre delégumes pour le marché.

II. Plan d'Action

A. Généralités:

La plantation des différentes sortes de légumes sera démontrée au jardin de démonstration à Ban Lao. L'Agriculturiste de IVS, l'Agent de l'Extension Lao, l'Educateur de Base et les membres de l'Equipe d'Action Civique emmèneront les villageois intéressés au jardin de démonstration pour observer et apprendre les méthodes de plantation delégumes. L'Agriculturiste IVS et les membres de l'équipe d'Action Civique aideront à faire des jardins de famille dans les villages. Par la démonstration et les jardins de famidle d'autres villageois pourront aussi apprendre à planter des légumes. Des leçons seront données sur la plantation et la conservation des graines de semences et il sera souligné à l'attention des villageoks qu'ils ne recevront pas de graines de semences gratuitement plus de deux fois. Les outils ne sont delivrés qu'a titre de prêt et seront placés à la garde du Pai Ban de chaque village.

Pour le concours, un comité composé de l'Agent d'Extension Lao, de l'Educateur de base, de l'Agriculturiste IVS, de l'équipe Action Civique et trois importants fermiers, fera des plans pour la publicité et organisera un concours des légumes.

Le concours sera annoncé aux villages du cluster par le chaomuong avec des affiches pour donner des détails. Les Naibans Soumettront les noms des participants au Chaomuong qui ensuite les transmettra à l'Agent d'Extension. L'Agent d'Extension et le comité visiteront les participants pour donner des aides techniques et juger la meilleure préparation des pépinières.

Ce programme englobera 318 familles sur approximativement 64 rais à:

1.	Ban Lao Dong Ban Lao Noi Ban Lao Thong Ban Na Tab Ban May	93 familles	21.75 rais
2.	Ban Houei Sai	24 familles	3.00 rais
3.	Ban Phone Home	37 familles	6.25 rais
4.	Ban Nong Samane	35 familles	5.25 rais
5.	Ban Thong Vane	24 familles	3.00 rais
6.	Ban Na Ek	12 familles	2.50 rais
7.	Ban Na Oi Nou	15 familles	2.25 rais
8.	Ban Muong Khai	13 familles	2.75 rais
9.	Ban Bo Ki	15 familles	2. 75 rais
10.	Ban Na Mai	13 familles	3.00 rais
11.	Ban Na Bone	12 familles	4.25 rais
12.	Ban Na Nhang	12 familles	3.25 rais
13.	Ban Na Kouang	13 familles	2.75 rais
	TOTAL	318 familles	62.75 rais

B. Calendrier:

Novembre 1966 - Mars 1967 - Démonstration des légumes de saison froide dans le jardin du cluster; emmener les villageois intéressés pour instruction et les aider à établir des jardins de familles dans leurs villages.

Mars 1967 - Juin 1967 - Démonstration des légumes de saison chaudé dans le jardin du cluster. même qu'en haut. Aider à la production des graines de semence.

Juin - Sept. 1966 - Démonstration des légumes de saison des pluies dans le jardin ducluster.

Juillet - Octobre 1966 - Emmener les villageois au jardin du cluster pour instruction et les aider à établir des jardins de famille pour des légumes de saison des pluies dans leurs villages.

Pour le concours:

Décembre 1966 former un comité pour organiser et mener à bonne fin le concours de légumes. Répandre la nouvelle du concours partout dans le cluster et commencer à visiter les participants.

Février 1967 - juger les meilleurs jardins et les meilleurs produits.

III. Obligations

A. L'USAID fournira:

1. Personnel - un agriculturiste IVS

Pour le concours: un agriculturiste IVS pour aider à mener à bien le concours et un technicien de l'Agriculture de l'USAID pour participer aux jugements des produits.

2. Matériaux - Basées sur les 318 participants, les graines de semence suivantes, en nature:

Nom	Quantité
A. Graines de semence pour saison froide, en nature, comme suit:	
Concombre	21 lbs
Concombre, "long green"	5 lbs
Céleri	10 lbs
Radis	12 lbs
Laitue	21 lbs
Tomate	21 lbs
Aubergine "Florida market"	5 lbs
Pois "Little marvel"	98 lbs
Haricot long "yard long"	260 lbs
Oignon	10 lbs
Piment, Californie	21 lbs
Chou	10 lbs
Chou chinois	15 lbs
Moutarde	20 lbs
B. Graines pour saison chaude	
Tomate	15 lbs
Laitue	10 lbs
Radis	5 lbs
Mais	20 lbs
C. Graines de semence pour saison de pluies, en nature, comme suit:	
Concombre, "long green"	4 lbs
Haricot long, "yard long"	200 lbs
Mais, Hawaiian, sweet	50 lbs
Radis, white icicle	8 lbs
Chou chinois	16 lbs
Oignon, bunching, bubblets	500 lbs
Aubergine, florida market	4 lbs
Laitue, black seeded simpson bibb	8 lbs

Céleri, variété locale 4 lbs
Moutarde 20 lbs

Coût total estimé: $1.000,00

Pulvérisateurs, en nature:

Pulvérisateurs 24 x $12.00 $288.00

Insecticides, en nature:

1) Sevin 150 lbs
2) Malathion 150 lbs

Coût estimé: $ 400.00

Outils:

1. Pelles de jardinier, 5 par village et 5 pour le jardin du cluster = 90 pc
2. Râteau de jardinier, 5 par village et 5 pour le jardin du cluster = 90 pc
3. Houe de jardinier, 5 par village et 5 pour le jardin du cluster = 90 pc
4. Fourche de jardinier, 5 par village et 5 pour le jardin du cluster = 90 pc

Coût total estimé: $ 558.00

Pour le concours:

Pour le premier prix du meilleur produit (vingt sortes de légumes à être jugées)
1) Houes, de jardinier, 20 pc x
2) Râteaux de jardinier, 20 pc x

Pour le deuxième prix du meilleur produit
1) Râteaux, de jardinier, 20 pc

Coût total estimé: $ 93.00

B. Le GRL fournira:

1. Personnel - Un Agent de Vulgarisation Agricole et un Educateur de Base
2 x 8.000 Kips par mois x 12 mois = 192.000 Kips

C. Les villageois fourniront:

Matériaux locaux pour faire les tentes pour le concours de produit de légumes.

D. FAR fournira:

1. Personnel - Cinq membres de l'Equipe d'Action Civique, 7 jours par mois, 12 mois x 6.000 Kips/mois 84.000 Kips

E. Les Fonds de Contrepartie fourniront:

1. Concours - a. Prix achetés localement pour le concours:

1) Pour premier prix du meilleur produit (Vingt sortes de légumes à être jugées):
a) Arrosoirs 20 x 400 Kips 8.000 Kips

2) Pour deuxième prix du meilleur produit:
a) Arrosoirs 20 x 400 Kips 8.000 Kips

3) Pour troisième prix du meilleur produit:
a) Arrosoirs 20 x 400 Kips 8.000 Kips

4) Pour premier prix du meilleur jardin:
a) Une chemise
b) Une paire de pantalons
c) Un chapeau de type fermier

Coût estimé: 6.500 Kips

Pour second prix du meilleur jardin:
a) Une chemise
b) Une paire de pantalons

Coût estimé: 6.000 Kips

Pour troisième prix du meilleur jardin:
a) Un arrosoir 400 Kips

TOTAUX 36.900 Kips

2. Matériaux - Graines de semence de saison sèche, achetées localement et de la variété locale

Ail	450 lbs
Kale	10 kgs
Parseley	5 kgs
Aubergine, long green	10 kgs
Piment, variété locale	10 kgs
Chinese water green	10 kgs
Totaux	107.500 Kips

IV. Récapitulation des frais

	Dollars	Kips	Source
A. USAID	$3.264,60	----	en nature
B. GRL	-	₭ 192.000	Budget National
C. FAR	-	₭ 84.000	" "
D. Fonds de Contrepartie	-	₭ 144.400	
TOTAUX	$3.264,60	₭ 420.400	

Recommandé:
Borikhane

Le Chaokhouèng

DATE: 5/4/66

Le Conseiller Régional en
Développement Communautaire de l'USAID

DATE: 5/4/66

Le Chef du Service Provincial de l'Agriculture

DATE: 6/4/66

Accord:
Vienthane

Le Directeur du Service de l'Agriculture

DATE: 22/April 1966

Le Chef Division Agriculture USAID

DATE: 4/25/66

Approuvé:
Vientiane

Le Commissaire Adjoint aux Affaires Rurales

DATE: 25/4/66.

L'Adjoint au Directeur
Développement rural
USAID

DATE: 5.2.66.

APPROVAL NUMBER 30 FOR [illegible] ACTIVITY PLAN NUMBER 10

ACTIVITY : DEVELOPMENT OF RURAL ECONOMY No. 6062

Sub-Activity: Rural Self-Help No. 6062-1

Amount : Kip 864,000

Approval is hereby given to the Activity Plan numbered above and is attached hereto. Counterpart funds previously provided by Project Agreement No. 6062-1 R.2 and transferred to the US AID Trust Account covering the above named activity are hereby made available for expenditure for the implementation of the subject plan in accordance with US AID Controller procedures. This approval provides Kip 864,000 for training 24 FAR soldiers in Social Action functions.

APPROVED:

Curtis L. Fidler 10/29/65
US AID Controller Date

Norman L. Swett 10/29/65
US AID Program Officer Date

CONCUR:

for Peter M. Cody 11/2/65
US AID Director Date

APPROVAL NUMBER 30 FOR PROJECT CHARTER ACTIVITY PLAN NUMBER 10

ACTIVITY : DEVELOPMENT OF RURAL ECONOMY No. 6062

Sub-Activity: Rural Self-Help No. 6062-1

Amount : Kip 864,000

Approval is hereby given to the Activity Plan numbered above and is attached hereto. Counterpart funds previously provided by Project Agreement No. 6062-1 R.2 and transferred to the US AID Trust Account covering the above named activity are hereby made available for expenditure for the implementation of the subject plan in accordance with US AID Controller procedures. This approval provides Kip 864,000 for training 24 FAR soldiers in Social Action functions.

APPROVED:

Curtis L. Fielder 10/29/65
US AID Controller Date

Robert L. Sweet 10/29/65
US AID Program Officer Date

CONCUR:

for Peter M. Cody 11/2/65
US AID Director Date

Approval F 40

Phong Hong Cluster

Vientiane Province

Social Action Program

By this Activity Plan No.21, Social Action/Vientiane Province, to be funded from the Development of Rural Economy (Rural Self-Help) Activity, 439-11-810-062/6062-1, the Provincial Development Council, represented by the Chao Khoueng, and the USAID Community Development Advisor, recommend:

Social Action Training Program
and
Concurrent Food Production Activity

I Objective

To train selected FAR soldiers in vegetable production and animal husbandry methods and techniques to enable the Army to gain a level of self-sufficienty in regard to certain foodstuffs.

II Plan of Action

A. General:

The FAR Commander of the Phong Hong District has agreed to provide a total of eleven enlisted men from FAR companies stationed at Ban Ely, Ban My, Ban Saka, Ban Phong Hong, Ban Done, Ban Na Long Khoun, Ban Thalat, and Ban Na Keua for a two week training course in Vegetable Production and Animal Husbandry. The goal is to assist the Army to become self-sufficient in certain foodstuffs. The trainees will be schooled at the Phong Hong Training Center in a special course devised by RLC Extension and Veterinary Agents. Upon completion of the course, the trainees will return to their respective sub-commands to assist their companies to raise the foodstuffs for consumption in the common military messhall. They may also impact their acquired skills and knowledge to local villagers.

B. Estimated Timing:

1. Training:

13 September 1965 through 27 September 1965.

2. Food Production:

a. Vegetable Production

1 October 1965 through 1 March 1966.

b. Ducks

Allotment of fowl to be provided 1 October 1965. Program to continue thereafter.

c. Pigs

Allotment to be given as soon as available. Program to continue thereafter.

III Obligations

A. By USAID:

1. Ducks

Unit	No. Ducks	No. Drakes
Ban Ely	40	8
Ban My	40	8
Ban Saka	40	8
Ban Phong Hong	40	8
Ban Done	40	8
Ban Na Long Khoun	40	8
Ban Thalat	40	8
Ban Na Keua	40	8
	320	64

384 ducks in kind at $2.88 each = $1,106

2. Agronomy seed, in kind, as listed below:

Type	Amount	Value (in kind)
Pole Beans	50 kilo	$ 40
Lettuce	20 kilo	$ 100
Mustard	20 kilo	$ 45
Chinese Cabbage	20 kilo	$ 25
Tomato	20 kilo	$ 410
Carrots	20 kilo	$ 110
Onion	20 kilo	$ 175
	Total (In kind)	$ 905

3. Pigs

Unit	Gilt	Boar
Ban Ely	2	1
Ban My	2	1
Ban Saka	2	1
Ban Phong Hong	2	1
Ban Done	2	1
Ban Na Long Khoun	2	1
Ban Thalat	2	1
Ban Na Keua	2	1
	16	8

24 pigs in kind at $32.00 each = $768.

B. RLG:

Personnel - 1. One RLG Extension Agent for one week to conduct training. (K 1,375)

2. One RLG Veterinary Agent for one week to conduct training. (K 1,375)

C. By FAR:

1. Personnel - 11 trainees
2. Subsistence - Food and lodging for two weeks.
3. Transportation - Transportation to and from class.

D. Counterpart funds:

K 10,000 to purchase certain selected seeds from the local market.

IV. Summary Estimated Costs

	Dollars	Kip	Source
A. USAID	$2,723	-	In kind
B. RLG	-	K 2,750	RLG Budget
C. Counterpart funds	-	K10,000	Trust funds
TOTALS	$2,723	K12,750	

It is understood by the undersigned that this Activity Plan does not represent a commitment or obligation on the part of the United States Government. The Activity Plan will be presented to responsible officers of the Royal Lao Government and of the USAID in Vientiane as a proposal for the development of a Project Agreement between the two Governments.

Recommended:

FAR Commander, Phong Hong
Date:

Chao Khoueng, Vientiane
Date:

CDAA Vientiane
Date: 11 Octobre 1965

Concur:

Vientiane

Director, RLG Agriculture

Date: 18-Oct. 1965

Chief, Agriculture Branch, USAID

Date:

Director RLG Veterinary Service

Date:

Approved:

Vientiane

Commissioner for Rural Affairs

Date: 4/11/65

ADRD/USAID

Date: 11.4.65

James D. Clark
11 October 1965

USAID RURAL DEVELOPMENT PROGRAM IN LAOS

The essential element of the U.S. effort in the countryside of Laos is titled the Development of Rural Economy activity. It includes the Khet Phatanakane program and provides a framework for the input of other USAID resources in the fields of Public Health, Agriculture, Transportation, Public Works and Education. This endeavor involves the joint administration of the Commission of Rural Affairs of the RLG and the Rural Development Division of AID.

Also included in this division is the Refugee Relief Program. This division works in cooperation with the Ministry of Social Welfare of the RLG and receives assistance from the different AID technical divisions when needed.

Five major projects have been designed to:

1. Meet immediate needs of villagers and government.
2. Provide realistic expectations for the future.
3. Support and strengthen the governmental agencies and personnel.
4. Stimulate recognition and need for human development.

These projects are:

1. Rural Self Help

   Under AID Community Development Advisors, IVS, RLG, AID, OB, and technicians from other agencies stimulate village initiative and help to establish a rapport and effective working relationship between villagers, local officials, provincial and central governmental officials.

   By helping the villager to help himself, by giving specialized advice, by providing material which the RLG or the community cannot provide, and by developing new attitudes, these change agents act as catalysts in the dynamic process of rural development.

   It is a process which aids and benefits the villager as well as his government.

2. Rural Public Works

   This activity helps to provide the basic rural infra-structure required for economic growth and the security of the countryside. Equipment and technical assistance is provided for construction of roads, markets, schools, irrigation projects, and other self-help projects. This division also builds and improves airfields in cluster areas and other strategic locations.

3. Well Drilling

This program is designed to develop wells in cluster areas and to maintain and repair existing drilled wells in other locations.

4. Support for the Commission for Rural Affairs

This activity has been developed to improve the capability of the CRA to plan and execute meaningful rural development programs and to improve and enhance the ability of Lao officials and technicians working in these programs.

5. The Refugee Relief Program

Relief and rehabilitation is provided for the 150,000 refugees presently in Laos. The program attempts to make as many of these people self-sufficient as possible.

Plan of Action

A. Khet Phatanakane

1. Support will be continued to the 6 clusters established in FY 64, provided for the 6 new clusters planned for FY 65, and anticipated for the 4 new clusters for FY 66.

2. The Cluster support group includes AID CD Advisors and technicians, IVS, OB, UN, and RLG personnel all working cooperatively in their areas of competence. Continued efforts will be made to achieve and maintain a high level of performance at every cluster site.

3. RLG and local personnel will be trained to assume cluster responsibilities.

4. Coordination of all cluster activities will eventually rest with the Commission for Rural Affairs. Procedures and action will be taken to properly effect this transition.

5. All activities are to be planned with maximum RLG and villager involvement. This process includes village council meetings, use of technicians, clearance of projects with the Provincial Development Council, approvals by the appropriate RLG divisions, AID funding and commodity support.

6. New communication methods are in process or planned. "Village Progress" is a newspaper, printed in Lao for countrywide distribution, which describes cluster activities and offers various suggestions for improvement. Also scheduled for installation is a "cluster radio system" to broadcast to village people in the cluster material which will interest the villager, entertain him, and give him a feeling of community.

B. Non-Cluster Self-Help Activities

1. Approximately 182 self-help projects remain from previous years. These will be completed in FY 65 and 66. The projects include schools, wells, markets, dams, dispensaries, bridges, and roads. Material, funds, and technical advice will be provided to the villagers.

C. Training Projects

1. Cluster area training is planned which will involve 250 selected villagers in leadership techniques, agricultural practices, health concepts, handicrafts. These sessions will be held at the different Cluster Centers and cost about 225,000 kip each Fiscal Year.

2. Regional training will involve training of local officials in leadership and basic community development theory and practice. The CRA will assist in selection of participants in these programs which will last for 7 days with 15 people in each class. Estimated cost will be 52,500 each Fiscal Year.

3. National training will include personnel at the Commission for Rural Affairs. This will include training locally as well as Thailand. The participant training will include public administration and advanced community development for six trainees. Cost is estimated to be $9,000. The local training will include typing, driving, warehousing, and basic community development.

4. The Commission for Social Welfare will also have two participants studying aspects of resettlement, relocation, etc. of refugees in Thailand. Estimated cost $1,200.

5. The office of the ADRD is currently maintaining a training program for interpreters, translators, field assistants, anticipating future requirements related to expanded cluster activities. Ten participants for a maximum six months training. Estimated cost 840,000 kip.

D. Rural Cooperatives

1. Technical assistance, livestock, equipment, POL, salary grants and operating capital loans will be provided for the five rural cooperatives as needed. These are located in Paksong, Houie Kong, Saravane, Kok Mai, and Nong Boua. Total membership 4,000.

2. Five additional units are scheduled for FY 1966.

3. RLG support will be encouraged in the development of these cooperatives.

E. Rural Public Works

1. Airstrips, markets, salas, etc. are constructed using counterpart funds and hiring local laborers; using counterpart funds and contracting the job; or using local contributed labor and providing needed commodities. All three systems will be used as needed.

2. All projects will receive coordination at the provincial level with local RLG governmental authorities, local community leaders, and AID representatives.

3. Designing, engineering, supervision and inspection will be provided to all projects.

4. On the job training will be provided to Lao laborers wherever possible. This will include upkeep of buildings, maintenance of hand pumps, maintenance of air strips and roads, etc.

F. Well Drilling

1. A new well drilling center has been built in Vientiane to provide training facilities for the production of skilled well drilling teams.

2. This center provides facilities for equipment maintenance and for training in the fabrication of well drilling equipment.

3. Six third country well drilling advisors have been hired to improve operational efficiency of crews as well as train villagers in well and pump maintenance.

4. Two percussion, three rotary, and five hand drilling rigs will be in operation in FY 66. This equipment is expected to produce 216 productive wells during the current year.

5. Efforts will be made to stimulate private well construction. This may require training and equipment for entrepreneurial personnel. Compensation will be in form of public wells dug at no charge at RLG request.

G. Support for the Commission for Rural Affairs

1. Continual conferences will be held with CRA staff personnel on all phases of Rural Development programming in effort to develop understanding of appropriate planning, procedures, techniques, and evaluative methods.

2. Improvement is planned for general CRA administration as well as the development of field personnel who can direct community development activities and train local personnel.

3. Since the CRA is not included in the RLG budget, all support (with exception of salaries for Commissioner, Deputy Commissioner, and Accountant) must be provided. This includes vehicles, equipment, salaries, supplies, etc.

4. Responsibility and decision making on matters now mutually decided will be shifted to CRA as capacity and capability indicates.

H. Refugee Relief

1. Three different groups of refugees must be considered in planning:

   a. 60,000 Meo who will require food, clothing, medical attention, and limited educational assistance.

   b. 51,500 other refugees located in areas which self-sufficiency is possible. These will receive seeds, tools, livestock, materials, and technical assistance.

   c. 38,500 refugees who are candidates for permanent resettlement. These people will require technical assistance related to housing, community development, etc. These people will require technical advice, assistance in developing communities and guidance in adjustment to a new environment. Emphasis will be placed on agriculture, handicrafts, education, health.

2. Continual association with personnel from the Commission on Social Welfare provides a type of in-service training for administration, planning, commodity use and distribution, and evaluation of a relief program.

3. Other agencies, private and public, will be continually encouraged to support the program.

CLUSTERS AND TRAINING

I. INTRODUCTION

In the fall of 1962 an analysis of the RD program indicated the need for immediate re-orientation. Projects were scattered, unsupervised, in various stages of completion (the status of 47 per cent of all projects was not ascertainable) uncoordinated and generally without means of being maintained.

In practice, multi-subject-matter programs tend to dilute specific attention to, i.e., agricultural production. This was partly because the felt needs of rural people are quite diverse, partly because the special techniques of most types of community development are more appropriate to securing construction of roads, schools, wells, dispensaries, etc., than they are to achieving changed practices in, for example, agricultural production. It was partly due to the fact that public works and physical facilities are more visible and make a greater impression on visiting officials and statistical presentations than do changes in methods of production.

It was found that the chief aspirations of rural families, verified by every test, are for better education for their children, for better health, or for some other dimension of rural welfare. Cash income is a weak incentive when most of it will be drained off to unmanageable sources, or dissipated in support of indigent members of extended families. It is only when elements of a better level of living are available nearby, and purchasable, that greater cash income is an adequate incentive to induce most rural people in low-income countries to increase production.

Questions were raised: What extent, and in what ways, could, i.e., agricultural requisites be combined with those of the development activities of the Commission of Rural Affairs? How could "inter-program" communication be achieved between the Rural Development programs and agricultural (and other) programs and illiterate and isolated rural people? How could adequate technical backstopping be given to specific programs in the (Cluster) Rural Development projects?

There are numerous methods suggested of achieving this synthesis. The method selected FOR TESTING is briefly as follows:

> In this method, efforts would be made to acquaint the rural people with the intent of the program. Initial steps to achieve this were:
>
> 1. Village surveys;
> 2. Informal meetings;
> 3. Presentation of suitable materials, acquainting rural people with the Nation's needs;

4. Consideration of these;
5. Setting targets for themselves as local contributors to the national effort;
6. Inputs of special efforts into helping them meet locally determined targets.

It was posited that in the glow of new nationalism, the feeling of having a share in a national effort would be as strong an incentive as the prospect of higher personal income - which might as a consequence, occur in any case.

What methods would be most effective, or ineffective, for coordinating the technical services of different ministries of the government in solving specific local problems? Most community development services in underdeveloped countries deal with a variety of subjects; Technical ministries tend to deal specifically with their own subject matter areas. In theory, technical backstopping should be supplied by ministries of agricultural, education, health, and public works - to indicate a few. In practice, the results had not been encouraging. Various methods have been tried and each had been profoundly affected by a number of factors.

No phase of rural development, agriculture, education or any other, depends alone on, i.e., farmers and agricultural technicians. Development is a function of the whole culture - the total way of life of a people. It was felt that a number of aspects of the impact of "regional culture" on rural development required attention, for example: value systems, local government, the foci on decision making, and class structure. To what extent are decisions about production practices made by the male head of the household; by the family? To what extent are decisions determined by the social pressure of neighbors, by tradition? What in the region are the effective incentives to increase production? What factors might be primarily instrumental in getting production moving after a period of stagnation?

Experience along with research on the relationships between the natural culture and rural development suggested "that so-called tradition-ridden peasants will not be inhibited by their sanctions and value systems if they are approached with alternative ways of doing things which they are already doing, and the doing of which yields them immediate, obvious results".

Many types of rural development projects were evaluated for use in the form of pilot projects. On the basis of ecological patterns, communication systems, type of community organization, commonality of interests, availability of people with which to work, political organization, available leadership, natural resources, and universality of needs, "the cluster of villages" approach was selected for testing.

The Cluster Concept

The cluster or community consists of place, people and culture operating at the locality level. It is a device for meeting basic human needs. Where this device is lacking, there is social disorganization (malfunction). The community is a way of employing resources in meeting basic human needs. Adequacy of resources, how they are utilized determine the extent to which needs are met. Moreover, a community has a variety of tools, techniques and customary ways of utilizing its resources.

The Cluster-Village pattern offered an on-going organized, built-in guidance system within the framework of which multi-subject matter programs could be concentrated effectively on recurring problems. Major problems were identified in:

1. Agriculture
2. Communication Systems
3. Education
4. Health
5. Water - Potable and Others

In order to provide immediate impact, certain types of "response to request", self-help projects were undertaken. This was done with the full realization that "causes not sy ptoms" needed attention.

Faced with the realities of limited transportation facilities; low levels of education achievement; parochialism; a subsistence economy; minimum resources of personnel; local leadership; materials; it was predicated that long term program objectives might most effectively be achieved through the instrumentality of a multi-purpose training center.

Cluster Training Center(s)

Introduction:

The cluster training center(s) is a physical means - a tool - to facilitate the achievements of objectives of the RLG Commission of Rural Affairs.

Within the training center there will be performed specific services (teaching - learning), required to bring about changes appropriate to program objectives.

The cluster training program includes the following subordinate level working objectives:

1. Establish a series of (Cluster) community development training centers for the training of development workers and co-operators.

2. To develop a cadre of trained community development workers who, working with representatives of the technical agencies at the muong, tasseng, and village level through members of councils, will endeavor to change attitudes of local people from passive dependence to vigorous independence whereby they will then: Develop responsible local government; increase food production and family income; improve health and sanitation; promote essential public improvements, producer co-ops, marketing association, village savings associations.

3. To train elected officials of muong, tasseng and village councils in institutes on community development and leadership skills. These institutes will provide laboratory training in analyzing their needs, defining their problems and goals, examining their own resources, determining external facilities, and in preparing their plans of action to meet the needs of their communities, maximizing their own resources of cash, labor and materials, and provide vigorous local leadership to villagers.

4. To train selected village farmers to serve as co-operators, innovators and village-level leaders in the development of specifically need-related improvement activities.

5. To provide orientation and training of various types for village people for short durations on skills, specialized technical training, workshops and study tours.

6. To provide regular pre-service community development worker training programs.

7. Civic Action training to relate FAR to villagers in constructive developmental activities.

II. SUGGESTED ORGANIZATIONAL STRUCTURE

A. National Training Planning Committee - A committee to be appointed under Keo Viphakhone by the National Development Council. The membership of which will be:

1. Composed of the Chiefs of the National Services appropriately related to the National Development Council, under the Chairmanship of H. E. Keo Viphakone, Delegate of the Prime Minister's Office for Rural Affairs.

2. Duties of the National Training and Planning Committee:

a. To study areas suggested for training within their respective subject matter fields.

b. To propose training content (curricula) to be provided by technical services personnel in Cluster Training Courses.

c. To coordinate respective training activities in unified training programs.

d. To present - through the Chao Khuengs and through Provincial Development Councils - proposed training programs for clusters.

e. To supervise technical training by the provincial technical staffs as needed.

f. To implement training activities wherever needed and possible.

B. Provincial Planning and Training Committees:

1. A committee composed of the Chiefs of the Provincial Technical Services appropriately related to the Provincial Development Programs. The Committee will be under the Chairmanship of H.E., the Chao Khoueng.

2. Duties of the Provincial Planning and Training Committee:

a. To provide the National Training Committee the necessary information with respect to training needs.

b. To suggest, within framework of National policies, programs for review of the National Ministries' representatives on the National Planning and Training Committee.

c. To implement approved training programs.

d. To supervise, evaluate and develop training programs underway in provinces, particularly in cluster training centers.

C. Cluster (Mr. Keo suggests this be changed to Moung) Planning and Training Committees:

1. To be composed of Moung representatives of the Provincial/National Ministries technical representatives under the Chairmanship of the Cluster Manager (who may be the Chao Moung).

2. Duties:

a. To study training needs, suggest training programs for review and approval of Provincial Committee.

b. To encourage and to develop village and tasseng village development committees.

c. To carry out, supervise, evaluate and develop approved training programs, and

d. To report activities to:

1) Provincial Committee and to their
2) Respective technical provincial chiefs.

D. Cluster Manager: The Coordinating Officer of the RLG for all Cluster activities. This officer is to be assigned to the Provincial Development Council of the Chao Khoueng.

1. Duties:

a. To manage the Cluster program in accordance with the established program of the National Development Council.

b. To coordinate the approved training activities of the Cluster training centers.

c. To serve as the chairman of the Cluster (Moung) Planning and Training Committee.

d. To assist and implement the respective training activities of the Inter-Ministry technical representatives on all approved training programs.

e. Mr. Keo would like to have the cooperating Ministries complete this list.

f. However we would add: Contacting village people and encouraging the formation of village development councils.

g. To provide training for village councils.

h. To enlist village leaders cooperation.

i. To provide - arrange for - method demonstration by technical services, plan tours.

j. To provide program assistance and aids: Blackboards, photographs, flash cards, flannelgraphs, films, bulletin boards, specimens, models and exhibits, the village newspaper, radio (if we get one operative) scripts and news items.

k. To arrange transportation and commodities for projects implementation, etc.

1. To --- other responsibilities to be added and total refined.

III. TYPES OF TRAINEES FOR WHOM TRAINING WILL BE AVAILABLE

A. Civil Officials: Nai Bans, Tassengs, and RLG Moung level technicians; medical technicians, Fundamental Educators, Agricultural - Veterinarian - Extension personnel, local teachers,etc.

B. Village leaders - leadership training.

C. Selected villagers for "skill" type training.

D. Military Social Service training.

E. Women training program for appropriate areas.

IV. SUGGESTED PROGRAMS FOR TRAINING

(Mr. Keo suggests that we go no further in developing these outlines until he has had an opportunity to discuss suggested programs with the Chiefs of the National Service, Wednesday, February 23, 1966). We have outlines of above areas through first and second trial runs; so we aren't hurting at this time for materials.

SUGGESTED PROGRAMS FOR TRAINING AT CENTERS

I. AGRICULTURE

A. Improved rice production
B. Family gardens
C. Raising poultry and swine
D. Fish production and processing

II. EDUCATION

A. Adult literacy courses
B. Practical knowledge of weights, measurements, etc.
C. Reading courses
D. Etc.

III. HEALTH AND HYGIENE

A. Human and animal sanitation
B. Selection, preparation and care of food
C. Environmental sanitation

1. Potable water
2. Sewage disposal
3. Vermin, insect and disease control
4. First aid

D. Personal Hygiene

1. Mothers, children, etc.

IV. HOME ECONOMICS

A. Household Management

1. Care of utensils
2. Hygienic preparation of means
3. Care and maintenance of the home
4. Needlework, sewing, mending
5. Economic use of family resources
6. Home industries to increase family income

V. TRAINING FOR CIVILIAN OFFICIALS: CHAO MOUNGS, TASSENGS AND NAI BANS

A. Materials in preparation (have been used several times) now being revised.

VI. (CIVIC ACTION) MILITARY SOCIAL SERVICE

A. Materials

COMMENTS:

Appropriate course content has been or will be developed for each of the levels.

Appropriate course content has been - or will be - developed for each of the different groups. This is standard operating procedure. For example, the attached is what MIGHT BE PROVIDED THE INSTRUCTOR for use with 4-H type club leaders. This material would be aimed at the highest levels of educational capabilities in the first, Group I, for example: Civil Officials - Fundamental Educators. CF. Attached 3 Exhibits.

VII. EVALUATION

Evaluating results, in VIEW OF STATED OBJECTIVES ONLY, is a continuing process. Stated objectives direct us toward what to look for and how to judge results. Principles to follow:

A. For each kind of change sought (objective), we will need to measure participants both at beginning and at end of project, noting direction and degree of changes in knowledge, feelings, and skills.

B. How to Measure

1. Discover situations which evoke behavior sought.

   a. By providing opportunities for its expression.
   b. By motivating participation.

2. Observe and record behavior of participants, using valid samples as necessary.

3. Analyze and state results in terms of stated objectives.

C. Planning for future, based on results so far:

1. Replan next learning experiences in light of evidence so far.
2. Since growth and learning are often so slow, essential follow-up needs to be planned in light of results of continuing evaluation, in order to capitalize on changes started during the project.

HEThomas:pg 2/18/66
ksl

COPY COPY

OFFICE MEMORANDUM

May 31, 1966

To: All Members Forward Area Teams

From: L. E. Haffner, Head, Forward Area Group

Subject: Lessons learned in Forward Area Operations

The old Forward Area program has been in existence for about a year now, and I feel it worthwhile to disseminate to all hands some of the lessons we have learned as the result of our experiences.

Our program has been impressively successful to date, with varied results depending on the primary elements of security and communications. I believe we have been tested sufficiently under wide and varied enough circumstances to be able to stand on firm ground in arguing that our organization is sound, our techniques generally correct, and simplicity the keynote to much of our success.

Our program does not accomplish everything that is desired in the entire extent of USAID rural development goals. But within the framework of the objectives of the Forward Area Program, i.e. "To establish U. S. - RLG presence and conduct rural development activities in less secure or newly "liberated" areas, thereby making an immediate and favorable impact on the local populace," we are being highly successful.

It appears that most of our lessons learned fall in the area of personal leadership, housekeeping and administration. It is incumbent on all hands to consider the following as guidance in carrying out future FA Group functions.

Housekeeping:

Our housekeeping facilities are austere by general USAID/Laos standards. This is deliberate and accounts to a great degree to our mobility and the rapidity with which we have been able to set up housekeeping and go into action. To date the average time for getting our quarters sufficiently in order to cook our first meal, establish communications, and bunk down for the night has been five hours after arriving at the target. In one case (Muong Kassy) this included finding a place in which to live.

We have modified our original Spartan existence by adding a small icebox to our gear, and later bringing in a couple of bamboo easy chairs to eliminate sitting on the cots for relaxation. This

is as far as we should go in general furnishings. If we become too fancy, we require too much space, cut our mobility, increase our administrative procedures and costs, and offer too convenient a wayside hotel for guests. We can, however, expect a limited number of bonafide business-bound visitors - water resources engineers, etc.

Experience has shown that our equipment must include two extra costs, sleeping bags and mosquito nets for such drop-ins. It must be recognized, particularly in the case of contract or direct hire members of FA teams, that housekeeping items are limited beyond what they are entitled by USAID regulations to have. But this limitation is a part of our tactics. If members aren't satisfied in this regard, then they may transfer to activities that make more opulent provisions for their comfort.

Food and Sanitation:

Although this subject concerns, to a considerable degree, our housekeeping activities, it is of sufficient importance to be treated separately. It is the one subject that I have had some difficulty with, and one which we must not compromise. Guidance on this can be reflected in the few words "Keep yourself and your quarters clean". The direct antithesis of what we want are beatniks and their pads. There is nothing manly, individualistic, or admirable in filth. It is expected that members will frequently get hog dirty while working. But the old section hand's evening clean-up is the order of the day. Wash and scald your cooking and eating gear immediately after meals; boil and filter your water; man brooms fore and aft; keep animals out of and away from living quarters; don't let the locals wander in and out of your place, and keep the yard raked. We are to set an example of cleanliness for the Lao. A sick member of a team is a liability and the natural circumstances of living in Laos is fraught with enough sickness without our helping the bugs along.

Please remember that the American technicians who provide the excellent support that our program is so dependent upon are required to make frequent overnight visits further to their jobs. They are entitled to, and expect clean bunking and eating facilities during their stay; this doesn't mean you have to provide their food.

Food:

Here again, the word is cleanliness in handling and storage. Keep a stock of glass chimneys on hand for the kerosene iceboxes, keep them sitting solid and level, and make a weekly ritual of scrubbing them out with baking soda, and trimming the wicks. Smoking wicks are a primary cause of broken glass chimneys.

As far as eating is concerned, it is permissible to eat on the local economy; but watch your diet and food preparation. There isn't a clean eating utensil in any rural noodle joint in Laos. Wooden chopsticks are porous and foul. Lay off the delectable appearing dishes of "chopped filthies". Scalding hot soup, pieces of hot, well-cooked meat and vegetables, eaten with your own clean utensils taken to the soup shop, are the safest bet. American-style eating habits must be used by both Lao and American team members, except of course when you have to partake of food as guests of the Lao. For example, everyone dipping his hand or utensil into a common container of food when eating around the FA team quarters is to be avoided like the plague. A diet of exclusively canned food is not good. Sores heal slowly and infections appear to increase on a continuous canned food diet. Perhaps a mixed diet of commissary and local food is the best.

There has been a tendency for some younger members of USAID/Laos to adopt a rather smart-aleck, immature attitude towards food and personal sanitation in this country. From my own observations, over more years than I like to think about, I will say that if the average military unit had as much disregard for field sanitation and hygiene, and as much resulting sickness as I have observed in the younger breed in Laos, the troops would have the non-combat casualty rate prevalent in tropical campaigns at the turn of the 20th century. Remember that the rural Lao are amongst the most unhealthy people in the world. Go overboard living like them and you will inherit their major problem.

Leadership:

The Forward Area Team members have been particularly good in this subject. The one or two bad examples, derived largely from an exaggerated tough commando attitude towards a few wayward Lao (or military personnel, which was not our business), or blowing the old top when a count-to-ten approach should have been used. The technique of working with villagers is so well presented in basic indoctrination that I won't beat it to death here. Less thoroughly covered is the matter of proper relationships between Lao and American members of FA Teams.

The FA Team Lao are not personal servants; but that doesn't mean that they shouldn't do their fair cut of the housework. They are a true team member in the broadest sense. However, there is an oriental cultural tendency that has to be guarded against in using these people. Almost without exception they soon get the idea that they are several notches above the villagers and are vehicle drive/supervisors and not workers. When your assistant grows that long nail on his little finger, you are going to have trouble. Have him get rid of it; we don't want to see it in Forward Area Teams. A man cannot work in his full capacity on a well ring hoist or anything else, with that pinky claw.

The Lao team members are the best sounding board we have on village attitudes. A Lao assistant who is popular with the villagers is worth his weight in gold. On the other hand, an assistant who is jittery because of the security situation; is anti-social or "uppity" with the population; or goes to the other extreme as a joy-boy, can be an RD millstone around our necks, and we must get rid of him.

Experience has shown that it is very poor policy to leave Lao assistants behind when the American team members come to Vientiane. A riffle in the security situation can cause their imaginations to run wild, and anything can happen. The Lao should not be left in charge of the SSB radio or permitted to send messages without on-the-spot supervision by an American member. A security episode of over a year ago, in which a lone panicky Lao assistant got on the SSB, almost triggered a political/military avalanche.

Finally, there is another important matter relative to American/Lao team member relationships. I refer to it as the "linguistic vampire problem." Most of our Lao assistants are somewhat well along on their English speaking ability when they go to work for the program. This is as it should be, because that is one of the primary reasons they are hired. Theoretically, their associations with the Americans should cause their English to get better with a corresponding improvement in the American's Lao. However, so far it has been a one-way exchange. The American drains every ounce of Lao he can get from his indigenous assistant and leaves no English in return; in fact, the Lao loses what English he had. Let's help the program and the Lao boys by making an effort to improve their English.

Administration:

Paperwork: As you know, I have kept the paperwork requirements out of team members' hands and I shall continue to do so. We must remember, however, that all of our projects are tied to time-consuming activity plans prepared here in my office, and that the front office and I must be informed of what is going on and what the major problems are. Thus there will continue to be a need for a weekly verbal SSB progress report to me and the Area Coordinators or Community Development Area Advisors concerned and also a narrative monthly report to the above.

Radio. Voice contact to this office on the SSB should be kept to a minimum because it ties up communications, and information is usually hard to get across due to poor transmission and reception. Once a SSB check-in procedure is established, don't forget to carry it out, unless arrangements are made otherwise. A dead station in the field triggers action to find out why.

Air Support. Economy measures and increased demands are making it slower, and harder to get. Believe it or not, and contrary to a popular conception, when a plane is set up for a special flight for a period of time, particularly to cover several stops, it is

NOT to USAID's economic interests to release that pilot after stops to go to pick up other jobs. Such release makes the pilot happy as Punch, (and somehow a happy pilot is a good buddy over those mountain peaks) but this costs USAID more money than if you hold the pilot on the ground waiting for you. He is your pilot for the period, and you are not to afford him the opportunity to cost more than your flight schedule provides for.

With airlifts tightening up, plan far enough ahead so that your requirements will not demand short notice actions. Also arrange your own personal scheduling to allow for delays, layovers, etc.

Wives in Program:

This subject has come up several times. The FA Program is the last stronghold of a man's world and shall remain such as long as I head up the program. We are not knowledgeable in this regard. Cupid once negotiated the mountains between Muong Kassy and Vang Vieng and an excellent FA team member got married to a real fine can-do type gal. For a short period we had a married couple in the program pending expiration of their contracts and subsequent departure. It worked okay because the time was short. However, the popular idea that women can do anything a man can do, with some biological exceptions, is bunk. Furthermore, the housing problems, including the situation of the other necessary male member of the team, got rather sticky indeed. The "other voices other rooms" facet was only part of the struggle. Nope, no women in the program. Like Old General Chesty Puller once told me, "Lieutenant, if the Corps wants you to have a wife, they will issue you one."

Another point is our relationship with Area Coordinators and CDAAs in whose territory we operate. Please remember that these persons are responsible for everything that goes on in their area of responsibility. I work out all facets of our program with them and the Chao Khoueng and other officials. Once launched, I run the program, but they must be kept abreast of things and know what goes on. Get their permission any time you wish to visit their headquarters area. They can be embarrassed by your running around unaccounted for. They must be afforded all cooperation and courtesy when they visit your areas. Except in unusual emergencies all instructions they might give you will be through me.

As far as bosses are concerned, I have operational control of the FA Program. Mr. Chet Brown (for IVS'ers) has administrative control over his personnel. I blieve this is self-explanatory. Our concern for IVSers overlaps in some respects. When you put in for leave, for example, I will pass on the request from the standpoint of the best interests of the FA rural development program. He will pass on it from administrative aspects. For the

same reason, IVSers must request permission from both of us to leave their field stations to come to Vientiane. Contract or other personnel are directly responsible to me.

Finally, I'm always available to you to discuss any facet of the program. No one knows as much as the local guy on the spot, and I'm willing to listen. The program's good because all members, particularly you, made it that way.

RD:LEHaffner:eg:t/31/66
Distributed to all members Forward Area Teams

Copy # 22 of 55 copies
L. Int. 2 June 1966

WORKING IN A LAOS
CLUSTER VILLAGE PROJECT

As an area advisor, I was responsible for the province work which more or less included all the USAID activities that went on in the province at every level. I acted as the AID counterpart to the Governor. This province had gone through quite a series of area advisors and the situation was rather up in the air when I arrived. There had been a series of short intervals where people had come in and left again, and, as a result, there was a lot of discontinuity in the program.

Question: Why was that?

Answer: What happens in a situation like this here, you're in a high enough level where you are involved in programming and planning and so on and so forth, and you're by yourself and in this particular area - Houa Khong province - I didn't have an immediate superior. The areas in Laos are divided into areas with area coordinators - there were five of them at the time - and while I was there until just shortly before I left, the province did not have an area coordinator. The Deputy Director for Rural Development was the acting area coordinator so we were reporting directly to the boss and he has a philosphy of letting people take the responsibility for doing things. (This would be quite important for everybody going over there to understand.) It's not a command-type situation. It's more sit-down-and-discuss what you're doing sort of thing.

Question: Why don't we talk about how you first came up there, how you were introduced to the Governor, how you were going to work, what happened, how the Governor responded to this?

Answer: He was reasonably new also. He came in the spring and I arrived in the fall. Well, there had been two administrators there previous to me since he had been there. I think I met him even before I took the job. I was down there for four days just to look it over and I think I met him although I can't remember. Then the area advisor who was leaving had a party, an introductory sort of reception thing, at which he introduced me to all the officials in the province and the Governor and everyone else. I had met the Governor previous to that. This was more or less an official sort of thing and it's hard to tell how he reacted - he was very polite and so on. He always has been. We seemed to get along rather well, although I'm sure he had reservations about my youth, among other things. He was quite cooperative.

Question: How old a man was he?

Answer: I'd say he was around 50 somewhere. He had previously been the Assistant Prefect, I think, and he had lost the job there. In other words, he had been demoted out into the provinces because of an involvement with finances. He wasn't in disgrace, by any means, but he had been caught with his hands in the pie, so to speak, and had been demoted out to that province. He was a very cultivated man, spoke French very fluently, had a very cosmopolitan air about him. He certainly was from

the upper class, the elite group, and I think he felt like he was rather in exile. He spent a reasonable amount of time in Vientiane. For approximately a month he was in Malaya and Thailand and places, so I was operating even without a counterpart. I was working with his assistant.

Question: Who was he responsible to, directly?

Answer: The governor is responsible to the Minister of Interior. His family name, I don't think is one of the large family names, I'm not positive, but his wife comes from a very prominent family. He is rather intimately connected with the power structure, as most people are.

Question: He was appointed?

Answer: Oh yes, these are all appointed positions. I don't think he was pretty happy being there and this, of course, had a certain amount to do with his attitude toward things.

Question: Who was under him and what kind of direct exposure did you have to Lao officials who were working directly under him?

Answer: I had rather direct contact with all of them except the executive positions. I didn't have too much to do with these people. In fact, virtually none. I never even learned their names. The First Deputy, I got to know reasonably well while the Governor was gone; otherwise this person is merely a figurehead and everyone had told me he wasn't worth much. But surprisingly, when the Governor was gone, he really seemed to take hold.

Question: "Everyone" meaning what - every American?

Answer: Yes. All the other personnel - the previous area advisors, and so on. They told me he was a nonentity but I was quite surprised at the way he took hold and went on field trips and really worked at this job while the Governor was gone. Prior to that time and when the Governor came back he was just around in the background and I never saw him. I also worked with the provincial school inspector who was in charge of all the educational functions in the province. I had quite a bit to do with him because it was one of the things we were interested in. At the time I was there until shortly before I left, they didn't have a provincial medical officer. They had an acting provincial medical officer but the guy was incompetent and wasn't very well trained or anything else. He had not much educational background and so I didn't even fool with him at all. The fellow that came in had been educated, I think he was an MD from Cambodia - he was a little more responsive and he had an air of authority. I didn't have too many dealings with him, only one or two before I left as he was rather new and I was waiting for him to get used to the job before we did any work. The other - I had a fair amount to do with the Second Deputy Governor, who was also the head of the Lao information service and was quite a character in that he had lots of personal problems. He was my main source of trouble as far as the provincial staff. This guy caused me more headaches than I could shake a stick at.

Question: In what way?

Answer: Again, he was a rather smooth character, very friendly, very outgoing, and so on and so forth, and worked quite well with villagers. I mean, he really had a way about him with villagers, unlike a lot of officials. He was willing to go out anytime in the field and he'd sit down and talk to people and he was really good. But the guy was a crook. He either had his hand in or was constantly trying to get his hand in every pie around and I was constatly in a situation in having to figure out a way to slap his hand without creating a fuss.

Question: Could you think of a specific incident to illustrate this?

Answer: Some of the things I discovered, were results of things that he had done before I arrived. I discovered that he had been helping milking the local refugee camp of rice and vegetables, chickens; he was going out there and demanding that they give him quantities of things, and I finally got a complaint about this in a roundabout source, through some Catholic nuns that were there.

Question: Americans?

Answer: No. These were Canadian women. They were lay nuns but they've been working out there and they told an IVS girl and she came to me with a whole list of grievances, among which was this. He had been the District Officer previous to that, previous to his being pushed up to Second Deputy Governor and it was during this period that he had pulled these stunts out there.

Question: I finally let it be known that I didn't want this to happen again and it didn't while I was there but I'm not too sure whether this had any effect or not.

Question: Actually what did you do? The nuns came to you and they talked with you?

Answer: Yes, and we discussed the whole situation. I reported these things to a variety of people including AID Vientiane, and the Governor was gone at the time.

Question: Did you report it to anyone else?

Answer: I didn't mention any names. What I did was to invite the refugee settlement officer for USAID and the head of the public welfare - "public welfare" isn't the exact word. Anyway the fellow who was in charge of the refugee camps, and his assistant came down with the UN advisor, who was a friend of mine. So I had the UN representative who was the advisor to the royal Lao government on refugee relief and the USAID resettlement officer and the two top people in charge of this and I had had a previous meeting with the Deputy Governor. I had these people come down and we had a meeting together and I outlined in general form what the problem was because there were a large number of problems and this was just one of them. I had previously informed the

refugee resettlement officer and he had had a conversation with the head of the ministry in Vientiane so this guy knew what was going on when he came down there, and I named the name this way, so it had gotten up to him. But he came down and just outlined what he wanted done out there in the future and we went out and had a public meeting with the refugees and a variety of people got up and made statements about it. We publicly discussed their grievances and they made public statements that this will no longer happen and so on and so forth.

Question: Were names -?

Answer: No, no names, In fact, the fellow who this was all about was sitting there all the time.

Question: Did he ever comment about this to you?

Answer: No. It was kind of a touchy situation. He wasn't a powerful figure, by any means, but he was so involved with the local administration, his wife belonged to the (same as Governor's wife's) family. He was kind of a down and outer at the time. He had run for election in the province and lost, which meant that he was supposed to be transferred to another province. You see, any public official who runs for representative to the national assembly and loses is supposed to be transferred to another area. He's not supposed to stay in the area where he lost the election. Which seems like a fairly reasonable idea, since he evidently doesn't have the cooperation of the electorate in the area, although the electorate is not very large. But the fellow was still around; he had run for election before I arrived and was still there when I left, but he was continually getting word that he was to leave.

Question: Did this affect the public discussion, that this type of information could be used, that he could be changed?

Answer: No. He didn't seem to hold grudges. He would get mad at me at times for various reasons but then he would bounce back again. He was rather child-like. You know, if I would do him a favor of some kind, he was very, very gracious about it and he was always telling me I was a great, great guy and so on and so forth. Then if he would ask me to do something and I wouldn't do it, then he wouldn't say anything about it but he would get rather sulky and would go off and pout for a few days and then he'd come back again. I got so that I didn't worry about it. The first few times this happened, I was very sensitive at this possible destruction of the relationship. After a while, I came to realize that it was just the way he was. He would push, push, push, as far as he could - he'd keep asking and asking and asking for things and I'd put my foot down on several things. He used to borrow gasoline all the time but he never paid it back and I finally quit giving him gasoline. I said, "When you pay back all this that you borrowed before, then I'd be happy to loan you more. I can't do this. I have to account for it." He sulked about this for a while but then he was back again - and he'd continually come back and make another attempt to extract favors of one kind or another. One time his wife was coming down from Vientiane on the bus and she hadn't arrived in time and he was partially drunk - this was one of his problems - when he

got drunk - and he drank a lot - when he got drunk he was very difficult to handle. When he came over to the compound and wanted me to give him a driver and a jeep to drive all the way about 80 kilometers to the ferry to see if his wife was stuck on the other side or not. It was 6:30 in the evening and it was already dark and I said, "I can't do that." And he kept asking me for about a half an hour and he pulled every stunt he possibly could. He sulked, he pleaded with me, he did all kinds of things, and I just told him I couldn't do it, and he went away rather mad.

Question: Did he threaten you?

Answer: No, he didn't threaten me. He was looked on with disdain by all the other Lao, really. Nobody liked him very well, so he didn't have too much - the Governor just kind of put up with him. They just kind of treated him like a petulant young child. But a few days later, he gave me a bah see when I went away. He was a strange...he's hard to fathom. I think I have him pegged but I'm not too sure.

Question: Does it in any way make your work difficult with other people if he spreads the word around?

Answer: No. Didn't seem to. Because it usually had to do with something that he wanted from me in particular sense. For example, he was head of Lao Information Service. He came in and he had a great list of things he needed to run his information service. He wanted me to give him paper and ink for his mimeograph machine and in rather large quantities. I couldn't do it. I provided him with small amounts of things at times and he tried to work USIS the same way. When the Information Service guy was down there, he pumped him for everything he could get out of him.

Question: Obviously the Governor knew of this. How did the Governor feel about the Second Deputy? No censure or anything?

Answer: No. When his name came up in conversation - not between the two of us but just while he wasn't there with other officials around - everyone would just kind of, you know -- shrug their shoulders.

Question: How do you explain this?

Answer: For one thing he owed a great deal of money in the province. I think this was the reason there was no reaction from other people on my small conflicts with him, because he had the same kinds of problems with other people. He owed, for a Lao, a fantastic sum of money in the province. He owed all the merchants, he owed everyone-he borrowed money from everyone and people were just pretty fed up with him. And as a result, they wouldn't side for him in his little tantrums with me because he'll pull the same kind of stuff with them. They were rather sympathetic to it.

Question: Let's talk a little bit about your role, how did you proceed?

Answer: When I got there - in that particular province, there are two clusters and a refugee resettlement. In each of the two clusters, there were the IVS people. The IVS personnel changed while I was there. There was one new cluster and one rather old cluster, probably the second oldest cluster in the country which was rather disorganized. A certain amount had been done. It's been in existence for two years but the records were rather scattered. There wasn't any real concise reporting techniques that had been kept up. It took an enormous effort to collect all the data available on the cluster, in terms of what had been done, what programs have been tried.

Question: Whose responsibility was the data collection?

Answer: There had never been any particular assignment of this responsibility, I guess.

Question: You mean neither on the Lao side nor the American?

Answer: No, there wouldn't be any data collection at all on the Lao side.

Question: Just on the American side?

Answer: Right. This was the situation down there. I had a married IVS couple in each cluster and this is the way the situation finally settled down. I had a couple of other IVS's there for a while working in the old cluster, and one of them I made responsible for gathering all this data and collecting it into a report. He did quite a good job.

Question: What kind of data?

Answer: Statistical data. I was continually asking them questions when I got there; - where are we? What have we done? Where are we going? No one seemed to know. It was completely a shotgun sort of a situation. They'd done a little bit of this and a little bit of that and they'd built the school here and they'd built a couple of .. wells and there had been an overall program written for the cluster quite sometime before but they weren't following it. There wasn't any schedule, time table or anything else in terms of trying to develop the area. There hadn't been a great deal of organization and there were no community organizational situation set up for this town. There were cluster council meetings periodically where the nai bans came in and the village chiefs came in and talked about what was going on, but there wasn't much going on. I felt like the place was just kind of drifting. The other cluster was quite new and virtually no work had been done whatever when we arrived. It was just barely getting off the ground.

Question: Your responsibility, then, was with the refugee programs and the established Lao village there?

Answer: The refugee settlement was only one of my responsibilities. There was only one refugee settlement. There were refugees scattered throughout the province. I had the responsibility for supplying them

with food. We had lists of them - how many were in each village and so on. The first couple of months I was there, we spent a reasonable amount of time, probably more than 2 days a week, using helicopters to carry rice and various other things to these various groups. I didn't spend too much time with the refugees. The majority of my time was spent with the two clusters and a variety of projects in 9-cluster areas outside the clusters. Overall I spent most of my time, I think, in organizing the situation.

Question: By cluster, you are referring to what?

Answer: I am referring to a group of villages, a group of established villages which had been chosen for a variety of reasons. There was a set criteria for choosing cluster areas - geography, availability of roads, access, so on. These criteria don't always hold true in determining the cluster area. One cluster had about 25 villages in it and was stretched over quite a large area, a reasonable amount of which was fairly inaccessible during the rainy season. It involved walking if you wanted to go in or you had to go in by helicopter. The other cluster area was also inaccessible during the rainy season but there were only 17 villages and they were in a reasonably close geographical situation. I think there was probably a walk of, say, 8 kilometers from cluster center to the furthest village away. I'd say the cluster was probably maybe 12-15 kilometers in diameter at the most. The other cluster was spread out a bit further.

Question: Who decided on the clusters.

Answer. Well, this was decided prior to my arrival. The first cluster had been picked. The size of the cluster changes and there is no inflexible situation. Theoretically, as the area develops it will expand and take in more villages, bringing in development aspects to more villages. I think that the basic criterion was the number of villages in which we can work reasonably, taking a particular village as the center and the surrounding villages.

Question: I'm not quite sure yet - is it an American decision entirely?

Answer: Pretty much. At that time when the first one was made, I'm sure it was an American decision. Now there are serious attempts being made, for various reasons, to bring the Lao more and more into this decision making process. One of the reasons is that they're more and more interested in having a say in what goes on.

Question: Do the clusters themselves have a say in it? Are they being consulted?

Answer: I don't think they were originally. I don't think there was any survey made. I don't think a group or anyone went into the area and said, "Would you like to participate in a development program?" It's really crazy.

Question: What was the feeling when you came at that time?

Answer: This created a great deal of uneasiness on my part because the cluster didn't seem to be anything but a name. These villages had no sense of cohesion. They didn't identify themselves as a development area. If you asked them, I don't think they would even respond.

Question: Were they aware of the fact that they had been so designated?

Answer: I'm sure they were aware of it, but I don't think they understood why and what the purpose of it was.

Question: Were the nai bans in on it?

Answer: The naibans were obviously. I'm sure there had been meetings in the villages at various times and a few of the villages had received some kind of benefits from this, either a school had been built there or something. What bothered me was the fact that there had been really so little done considering the length of time involved and the number of people that were there. When the cluster first started, there were five Americans there, five IVS's, and this number was there for quite sometime. The personnel changed very fast but there was an enormous input of time and people into this area and I couldn't see very much in terms of results. Not only were there not a great number of physical results but there weren't many organizational results. I couldn't see any change in the villagers' attitude or the very fact that they didn't feel that they were involved in something that was going to help them. They so weren't enthusiastic about it - that they thought, "We're really lucky, we're in this cluster." In a few villages outside you would hear a remark by the naibans that would request to get into the cluster area because they wanted a school or they wanted something else. We restricted our activities in the cluster due to personnel problems.

Interestingly enough, the new cluster area had an ex-Peace Corps volunteer and his wife, both of whom I knew in Thailand. She came after I arrived and he was just getting settled down and organized. He had arrived in early August or the latter part of July and I arrived in September. The rainy season had been in sway and it was very difficult to get into the area. So I had a chance to get started almost from scratch with this cluster, and we worked out a system in terms of where we were going and what we were going to do. This guy worked very hard, in fact he can take the credit for virtually everything that happened in the cluster. He had a Lao cluster manager trainee. The fellow was previously a driver in Vientiane and had worked his way up through the ranks, a very responsible guy, who didn't have a great deal of education but was very aggressive. So these two fellows along with the Tasseng or the district officer - well I won't even start there because he was drawn into this as it went along. They started out by having meetings. They went around to each village, stayed overnight there and met with the villagers and the village chief and sat down and told them in general what was going on. Now they didn't ask them particularly if they wanted to be in the cluster.

This place had started out as kind of an off-shoot from the big cluster over there and it had finally gotten to such a point where they decided to make it a separate cluster.

Question: Who decided?

Answer: I think this was a decision that was pushed by the previous area advisor and the decision was accepted by the Rural Development Division in Vientiane with, I think, the acknowledgement of the Lao government. This was at a joint council. The head of the department of rural affairs meets with - and I don't know how many other people are involved - the head of the Rural Development Division. They have periodic meetings and they keep each other informed of what's going on, supposedly, and _____ was informed of our desire to make this a separate cluster and he agreed to it, and so on. Before everything was just rubber stamped, but now we're reaching the point where they're not always willing to go along with everything that was done and we're accepting this fairly graciously. There are a lot of growing pains taking place right now because of this. The Americans that have been there for a long time have been used to getting everything rubber stamped and very often failed to remember to bring the Lao into it and go ahead on their own, and this brings repercussions from the Lao and then profuse apologies on our part and reiterations of our willingess to include them. It's more than that - it's more than just lip service because the philosphy underlying the mission, very seriously, is to get them to do the thing.

Question: Yes. But the girl, of course, didn't go along. The fellow and his Lao counterpart started out on a village by village basis, talking to everyone and explaining to them what the cluster was and what it could do for the area.

Question: What language did he use?

Answer: Lao. He spoke Thai rather well and he had about six weeks of Lao language before he went over there. What he would do - he wouldn't talk directly. He would plan out what they were going to talk about. He would chime in but the Lao cluster manager would do all the talking and Lynn would act as his advisor, more or less, in the public relationship. They would sit down together with the villagers and the cluster manager, would do all the talking - he was quite good at it. He had a pretty good idea of what was going on. He had his own ideas on the subject and can get very enthusiastic and push rather hard when he wants to. A real salesman, when you get down to it. He could do an excellent job and he was getting better all the time. And - (the IVS worker) would sometimes stop and just whisper in his ear, if he thought he was getting off the track or if he had an idea he though might work.

Question: You weren't there at the time?

Answer: No, I wasn't going with them at the time.

Question: But what did you know about the reaction that people have to the cluster?

Answer: The reaction would come back from reports at that time, and was quite candid about this because he hadn't worked on community development before - he had been a teacher but he had volunteered for

IVS because he wanted to get out and really work with the villagers. He enjoyed what he was doing and he has the right approach to it. He was very open minded. In fact, he will eat anything they put in front of him. He'd slosh out there, he'd walk 30 or 40 kilometers in a matter of a couple of days and talk to people. You know, if we only had more like him. Anyway, he would come back and tell me what was being said and they would talk about the cluster and everything, and they would bring up what we were interested in doing this year particularly because of the supplies of commodities and various other things. He would explain it in that sense, "What we would like to do is to work on physical projects this year like schools, wells, maybe some roads - would your village be interested in these things?" As it worked out, in 17 villages we worked out 6 schools. The villagers decided that they wanted it. One village had a school and the villagers decided they wanted to repair that and we provided the material. These were preliminary discussions - the villagers said, "Yes, we'd like a school or we'd like a well or we'd like a well and a school" - and over a time, they met with these villagers more than once. They went out originally and they came back with this list of ideas and got a rough idea of what the villagers were interested in and the schools were scattered in such a way that they pretty well covered the cluster. Two villages agreed that they'd build the school halfway between because they didn't have enough kids in each village for a full-time teacher. So we got a rough idea of what they wanted and then we had some more meetings with them and boiled it down to more precise spots and work out some of the disagreements on the various things. Some of the ideas would change along the line as we went along. I kept pushing this all the time but we had a great deal of contact with the villagers, not just once, not just accepting their word for it wanting something, because if you go out and say to them, "You would like a school, wouldn't you?" The connotation is such that in their mental process, they'll agree with you because they're used to saying yes. They'll agree to anything on the surface.

Saying yes doesn't mean that they'll do it. We'd go back and after we got a little further along and after the idea had sunk in for a while - this was during the rainy season: What would be necessary to do it? Then we started pushing the fact that this wasn't going to be easy. Building a school was going to involve people and they would have to provide timber for the school. We would give them the nails and the roofing sheets and the cement but they were going to have to do a lot of the work. They were going to have to clear the ground and get it level. Then we started pushing the difficulty of the thing, so they wouldn't get discouraged. You know if they really wanted this thing, they were going to have to decide they would overcome these obstacles in order to get it.

Question: Did they ever back out of something they had asked for?

Answer: When we got further down the line, some of these places had wanted a well and a school - we got to the point where we finally said, "Which do you want to do first? Because you may not be able to do both these in the dry season. Maybe you'll get tired, you may decide you don't want to do the whole thing, so you're going to have to make a choice. You want to build a well, we'll provide the material

for a school. If you want to build a well, we'll provide the material to build a well. You're only going to be able to do one at a time and you're going to have to make a decision."

Some of the places tentatively backed out of their commitments, which is very interesting - which is all right with me. We hadn't committed ourselves. In the meantime, I had the schools committed in terms of agreement. We had worked to the point where they didn't say they'd rather have a well than a school - they were given the choice of which would they rather work on first. They wanted both but they weren't sure that they could do both of them in one season. So we said, "fine, that's all right." But I had the agreements done with the government once I knew that they were really committed to doing it at some time or other, that they really wanted it. I had the funds set aside so I could draw on the materials and everything. Some of the places decided they wanted to build the well first and some places decided they wanted to build the school first, so we made the arrangements according to that. We said to them, "This is your decision now and I'm going to start getting myself committed on this basis, so you better be sure of what you say."

Question: There were no reasons for wanting to build the schools first, politcal reasons, for instance?

Answer: No.

Question: That was entirely up to them?

Answer: Yes.

Question: Who would sit in on these meetings?

Answer: When we had a big meeting with the naibans, I'd go up and I'd have some of the government people with me. At times I'd have the governor with me. The governor or perhaps the primary inspectors. Now on each of the school sites, the primary inspector and the first deputy chow kuang and myself and the taehseng
and the IVSer.

Question: What's a taehseng?

Answer: The taehseng would be the sub-district officer who would be in charge of several villages. He's an elected official, he's elected from among the village chiefs. He'd be the head village chief, more or less. I made arrangements for helicopters one day - this was still during the rainy season - and we went and visited each perspective school site with the primary inspector, looked it over for suitability and talked to the naiban there. We talked to him to make sure "you really want to do this and this is the place you want to build it." I'd talked to the primary inspector about providing a teacher one way or another, either a temporary teacher or someone from Vientiane, a regular school teacher. Was he going to be able to get someone, could he guarantee that we'd have someone because we didn't want to build a school if we didn't have a teacher? We got all these arrangements straightened and visited each site with the official

involved, which to the villagers indicated that we were really serious. This wasn't going to be any game.

Question: Which of their people sat in on this?

Answer: The naiban was there and a couple of villagers would straggle along with us, because we'd come in on a helicopter. The minute you come in on a helicopter, you get a big collection of people anyway.

Question: The naiban would be the spokesman for the village, no one else?

Answer: The villagers might chime in.

Question: How?

Answer: The naiban might say, "This is where we decided to build it." The villager might say, "Yes, but this is an awful long ways from such and such a place." The naiban didn't necessarily get the concensus of the village in these situations and if we noticed any disagreement when we were out there looking at the site, I'd tell the IVS man to come back with the taehseng or somebody and thresh this thing out, make sure that the whole village wanted to build it at a particular place - it wasn't that this was going to be close to the naiban's.

Question: Is there a village organization that they can go to?

Answer: No, there's not. It's unlike Thailand, there's no village committee as such.

Question: How is the naiban established?

Answer: The naiban is established by election, by a village election. I don't know what the exact procedure is but the village men vote on their naiban. And an assistant naiban. But that doesn't necessarily mean he's the most influential person in the village. He may be the naiban because of tradidtion, his father may have been a naiban, or he may be the richest man in the village or something like this, or maybe the best farmer. He's not necessarily the spokesman. He can't speak for the villagers - he doesn't feel that he can really - but he may try to act for the villagers in some instances and you have to be careful that you don't get yourself in the position of creating a division in the village by going along with the naiban just because he happened to be the naiban. There's more of a problem with wells than with schools because if you just go in and talk to the naiban about the best place to put a well in the village, very likely it'll be close to the naiban's house and the villagers on the other side may not think that's the best place - it may not be centrally located, in other words. As a result, when you start talking about getting everybody to work on it, you run into problems unless you get the villagers all together and have a meeting and get them to publically agree.

Question: Who calls the meeting in a case like that?

Answer: The naiban would call the meeting - I'd ask the naiban to call a meeting. You might not be able to do it that day, you might have to say, "Can you call a meeting tomorrow night, and we'll come over here"

and this is the good aspect of the thing.

To get back on the subject of the cluster program and the methodology which we were using to deal with the villagers - I don't say "methodology" we were using, but what we were trying to develop, I guess. My basic assumption was that reapeated, either personal or quite intimate contact with each individual village or the individuals within the village, either by myself or by someone who felt the same way I did and understood what we were trying to do, was the best way to prevent things from happening which we had not intended to happen or attitudes to develop which we didn't want to develop. And we started out on this assumption and had, as I said before, repeated meetings with the various villages, delving into what their desires were, what they wanted, what they felt they were capable of doing. We continually revised our position according to what we found out from the villagers. On several instances, we avoided getting into bad situations by going back and talking to the villagers the second, third or even a fourth time, because they started out by agreeing to everything we said and would continuously revise their position as they came closer and closer to the day when they were going to have to start working. They started finding other things which they thought were important and might have to do or how hard they thought the work was going to be. The project kept looming larger and larger in their minds and we helped this along by making it sound like it was going to be quite difficult but suggesting that we had confidence in their ability to do it if they were really interested. If they weren't interested, well, we just wouldn't bother with it; it was up to them. We continually beat on this drum, that it was really up to them; we would help them as much as possible but if they didn't want a school, we weren't about to build one for them - or a well or anything else. As we got further along, some of the villages decided that they would build a well first or they would build the school first. We got into some problems where we were having the naibans at meetings and discovered that the naibans started hemming and hawing about how many people they could provide and when they were going to start and things, and after a little investigation, discovered that they were not having village meetings. They weren't discussing these things but were coming rather unprepared to the meetings and as a result were afraid to commit their village which resulted in the necessity for our having to go out and having them call another meeting. They don't seem to understand this need to have public discussions about things. They're very cooperative about it for the most part. They don't feel that we're encroaching on their domain or anything.

Question: How do they make their own decisions? Let's say that they decide to start on a project - do you know anything about that?

Answer: I think they meet. I can't speak from experience. I haven't observed them doing anything on their own, I mean entirely on their own, from an observer's capacity. We were so involved in the area that virtually everything that started was either started because we had mentioned it to someone and gotten the idea started or the people, after a point, became a little more organizationally

conscious and started suggesting the things they would like to do.

Question: These people had lived for a long, long time in these villages - they must do some things cooperatively -?

Answer: Building wat and various other things but usually, I think, it's less a matter of a general concensus - well, it might, it's hard for me to say.

Question: How were the wat being built?

Answer: There must be some consensus, there must be some way that they reach concensus on matters of this kind. In some places - no, I take back what I said before - there was some evidence of cooperative effort, a small thatched frame school - you know, thatched roof, thatched sides, and things - so I'm sure that sporadic efforts are made in this direction at various times depending on how great they felt a need for a particular item. But there doesn't seem to be a constant organizational structure which they can use at any time. There's no continuity in it; there seems to be just kind of a sporadic gathering together and doing something.

Question: What's the role of religious leaders in this?

Answer: I have not discovered in the particular areas where I worked - in Laos and in these two particular clusters - I did not see any great role on the part of the priests. They were quite passive. There didn't seem to be focal points of leadership.

Question: Were they ever consulted?

Answer: I can't think of any instances; I'm quite sure that I brought this up because I'd run into this problem in Thailand, I mean, the idea of including the priests in meetings but I can't remember on any occasion of a naiban or anyone else suggesting that we have the abbot of the wat or someone attend the meeting. There didn't seem to be too much connection at all.

Question: How much do you know about the power structure inside these monasteries that were a part of the cluster?

Answer: Not as much as I feel I should have known actually. I depended a great deal on the IVS man and the Lao cluster manager to tell me about any power structure which we would be concerned with. They did a rather good job of it. In some villages, we found that there were other persons who were listened to almost equally with the naiban and they had a fairly good status in the village. In a couple of instances, for example, the naiban gave the location - he'd point out the location where he wanted the well dug. Using this repetitious sort of investigation - you know, going back and talking with other people in the village and spending a fair amount of time with them, we discovered in a couple of villages that a lot of people weren't at all happy with that location and didn't dig the well there. As a result, when they started digging the well they picked another location finally because we didn't allow the naiban to supersede them. In the first place the well would never have

been dug if the naiban had gotten his way because the people simply wouldn't cooperate. The structure was so loose that there is very little cohesion in the village. The people - I don't know, they remind me of American farmers - in a very passive way, they're extremely independent and that's why I kept insisting - I feel like I'm on the right track; I may be doing some things wrong but this public affirmation that they agree on what should be done, to get everybody to say, "Yes, I'll help" in front of everybody else, I think, is a real key to this because if you approached people individually and ask them, they will discover some people will work, some people are a little bit more public spirited than others and some people will volunteer and show up and other people will volunteer and then the work day arrives and they have to go fishing to get enough food for their families - they have to do this or they have to do that - they're not so different from Americans. We had some good experiences along this line. I'm thinking of another instance where - I think this is a result of the activity that we generated within the cluster itself. By the time I left we had one school completed; there were a total of six schools. When I say "we", I mean the villagers because they were doing the work. We provided a carpenter, a fundamental educator so that they could follow the plan for the school - there was a standardized plan for Laos - and we had some other people working. They had some civic action team members who had been assigned to the province. We had 12 guys - 8 trainees and 4 fellows who regular. Now they were under my control also - they were Lao army; one was a sergeant and the rest were corporals or privates. We assigned these fellows, split them up into various areas of the cluster and assigned them to making well rings, using our various well rings in different sections of the cluster at the same time. We split the cluster up into three areas because we had three well rings and we also found that it was useful to split it up this way for other administrative purposes.

Question: How did you decide on the split, on what basis?

Answer: Location. The layout just happened to divide itself into three relatively cohesive units where we could use the equipment within one group instead of jumping from one side of the cluster to the other. We split our equipment into 3 sections and used it that way.

Question: Does this mean that your cooperative units in the village were split into three sections - you'd have 3 units?

Answer: No, not for this purpose. We used it merely for our personnel and for the distribution of equipment more than we did for the cooperation within the villages. Except for one instance, each village was sticking to its own projects. There was no interaction except in one instance which I will discuss a little later.

But the schools got started. In the first village that completed its school, when the school question came up, the naiban was very negative about it. Many of the other villagers were quite enthusiastic and the naiban kept throwing cold water on the idea because, he said,

they've been promised many things before and it never worked out before and so on. This was still during the rainy season. One day the IVS man brought this subject up and he said if we could ever get the naiban on our side, we could make some progress in that particular village. And so one day while we had a helicopter there, I just dropped in out of the sky - they never had a helicopter land there before - and deposited 15 bags of concrete and told them this was for their school. The villagers had gotten so excited about the idea of building a school to begin with, that they had gone out and cleared a piece of jungle for the school, but the naiban was still throwing cold water on it. At this point I dropped in and deposited the cement and after that we had no problems at all. From then on, he assumed that we really meant what we said and he was very cooperative.

Question: Do you think he wasn't quite sure that your promises would be good?

Answer: Yes. I think he was basing his judgment on his past experiences with the government and they were the first people to get their school finished in that particular village and they had a two-day drunk - they started celebrating the finishing of the school before they even had the walls completed. But the IVS'er came in on at least one occasion quite high because he had joined in celebrating. This village was on his way out of the cluster area and he had to go through it everytime he was going in and out and he got waylaid.

Question: What do they drink?

Answer: Native rice whiskey and rice beer - Lao Au and Lao Hai. But any rate they finished the school and immediately they decided they wanted to do their well too and we got the well ring in there and when I left they had about 8 or 9 well rings done and were waiting for it to become a little drier to start digging the well. We were making plans so that the wells would reach the lowest of digging at the very end of the dry season. So we were making the well rings while the water level was still fairly high and getting the well rings made first before we started digging the holes.

Question: Who did the initiative come from to immediately continue on the wells? Do you remember how this happened?

Answer: I don't know - they seemed to be so elated by the fact that they had built the school in about three weeks. Before it came dry enough to even start on, before they were through working in the fields, they had already cut the timbers. In fact, they got so far ahead of us that they had the timbers cut before we got the plans out there and as a result, the school was a little bit larger than the standard plan and we had to add a little more sheeting for the roof but it was worthwhile redesigning it without their having to recut the timber or anything, for that purpose. They were so darn enthusiastic, I didn't want to stop them and the momentum just carried them on right into the well digging program.

Question: You don't recall who approached you about this? Someone must have come forth?

Answer: There was a well plan for this village but they, along with the other villages, had already started on the school and we didn't know if we would get the school done and maybe we wouldn't be able to do the well and have to wait until next year, but when the school got done so quickly - you know, it's completed and there it was, shining and new, and they just decided they could build a well too, by golly.

Question: Who participated - just the men in the village?

Answer: Yes.

Question: No women?

Answer: No women that I know of.

Question: Didn't the women help at all in any way?

Answer: I don't think so. This would be fairly normal.

Question: How old were the youngest helpers?

Answer: That I don't know. An awful lot of the men, for the most part, were probably over 30. I'm trying to remember faces. There's not a lot of young men in their twenties or in their late teens because an awful lot of them were in the army, so you find a lot of 14-year olds, the children and older men --

Question: Who's responsible when the school was finished? What happened next? Was the use of it started right away?

Answer: School starts in fall and virtually at the same time of the beginning of the rainy season. They were building the school to start in September, so there was going to be a slight lag before they used it but it was the next school term. It was for immediate use, but there was a lag of about two or three months. This was normal vacation period anyway and they'd never had a school before.

Question: You weren't there when the schoolyear actually started?

Answer: No. I left long before then. In fact, there was one other school completed while I was still in Laos, although I was in Vientiane at the time and the third school was underway and I had gotten a letter which indicates that, I think, all the schools are in either their last stages of construction all of the six schools - which is what we had planned. My IVS colleague and I feltthat if done properly, we could get six schools built and ten to fifteen wells. The recent letter said that - I think the schools were all either almost completed or in the last stage of construction, two or three or four of them already being completed and that the well rings were done for all the wells and some of them were completed with aprons.

They were all in various stages of construction. On top of these two physical programs, we talked to them about three other programs - we had five things going on in the cluster, really. Some of these others were on a little different plane.

One other thing, we had a rather startling success with, was self-help roads. We had to haul a lot of material in for the school and well construction including sand and gravel because there's no sand and gravel in the area. We provided the truck and our coolies would fill the truck up with gravel or sand, the first load early in the morning. Then we had a driver who would drive the truck out and we would pick up villagers and they would do the loading and unloading the rest of the day, with the idea of them contributing as much as possible all up and down the line. This worked very well. In some of these areas there was no way for the truck to get in. It became necessary to build a road, at least a self-help road or something, that you can get a 4-wheel drive truck in, in order for to them to get the school or the well that they wanted. We provided the tools again; they were deposited with the naiban with the idea that they would be turned back in when the road was done on a kind of a loan basis. These 17 villages only have about 2,000 people all together, so it's not really a large population and they completed about 12 kilometers of self-help road and this was prior to the time that they had started - well the first school had been started and one of the other schools had been started, but some of the villagers were having to do the road before they could get around to working on this well or the school. They had completed about 12 kilometers before I left which was the second month of the dry season, so they were making a lot of progress.

The extraordinary thing - I guess it was because of the activity in the cluster - was that everyone had reached such a state of enthusiasm. It's the only thing that I can account for, because from my past experience, this seems incredible. There were two villages quite isolated from the rest of the cluster, with, I'd say, about 5 or 6 kilometers of pathway. They decided that they would start building the road. Two villages were quite close together but they needed to build the road to reach another village which we had already reached with a truck. So they started out building from the other end but it became obvious that the going was to be too rough for them. They had about 20 or 30 guys out there working on the road but it was slow going. By this time the IVS worker had gotten to the point where the taseang went everywhere with him and actually did a lot of the talking. The IVS'er was pushing himself further and further into the background. They had a meeting with the naibans and the naibans agreed. The naiban from the village at the other end of the road who had no interest in that road from a village point of view because that road was going to two villages that were further out in the sticks and they never bothered to go out there anyway - met with the naiban from four other villages. They agreed that they would supply men to start from the village closest in and work the other direction to meet the villagers coming in from the other end, a completely altruistic situation. They had no reason at all to work on that road. They started out with 3 men apiece

from each village which gave us 15 men working on this end and about 4 kilometers of this road went through dense jungle-I mean really dense jungle, trees four or five inches thick - They started out working on the road from their end and I went out periodically and looked at it and they were making quite a bit of progress. They decided they still weren't going fast enough because we kept them very conscious of the time element involved, you know, how may weeks they had to get this done and that done in order to get all this completed during the dry season. The naibans met again and decided that they would increase each village's contribution by two more men, and at the time that I left we had five villages other than the two out there contributing labor to building this road through this dense jungle. When I left they had about a kilometer to go. They completed about 3 kilometers and it was really a rough job - I couldn't believe it. I'd go out there and all these were working away.

Question: What about mechanical help - bulldozers and such things?

Answer: No, nothing. Just hoes, axes, not even any cross-cut saws - let's see, we may have had one or two cross-cut saws.

Question: What does the naiban do, though; I don't understand how he could recruit these work men if he didn't have the power - previously there was some question on how much he could persuade people.

Answer: Yes, there's still a question in my mind; there's still a question in my IVS man's mind on how it came about, but they did it. Now, if I could go back again to some of the programs - the only way I could account for it at the present time is that they just got carried away with this whole thing. Maybe this isn't a good rationale but I just can't think of any other reason. We had a couple of other programs going which were very good. The IVS worker had started an adult education program in the cluster center at the main village and using the civic action team members to teach the ABC's in Lao and counting - just very simple, you know, just the alphabet and learning to read and write and count. And this became quite popular. They held it at night. We used a lantern and a blackboard and had some writing pads, pencils, and this got to be quite a popular thing, and it got to the point where they were holding it every night.

Question: Who taught this at school?

Answer: The civic action team - the soldiers. They'd take turns teaching. Now, they left something to be desired as teachers and we had a couple of sessions with them and we were planning to have more sessions to teach them how to teach a little bit. The soldiers were young and had a tendency to flirt with the young girls in the class and so on, - So we had to keep an eye on them, but a lot of people were learning to read and write. At the main cluster center they had about 29 villagers and many of them teenagers who had not had a chance to go to school. The school in the main cluster had

been built after they had passed their school age. The thing spread. When I left, it was in seven villages due to request. Now, again, the IVS worker and Lao cluster manager in their rounds of villages, staying overnight and talking to them had been pushing education in the general sense - you know, "You ought to learn to read and write, so you can find out what's going on." We had a bulletin board system. We had put up a bulletin board in each of the villages and we had quite a variety of different kinds of information that we put on the board. The IVS'er had a young assistant who was hired by IVS - a Lao boy, who he put in charge of our information program. He had three of the civic action team members assigned to him and again we used this triple partition of the area for transferring information on the bulletin boards. We had three sets of information, three sets of pictures which we had taken earlier in the year during the big national festival in Vientiane. We had made arrangements for taking all of the naibans to Vientiane and they all stayed at our cluster manager's mother-in-law's house and he made a schedule. We got a couple of trucks to haul them around in and took them out to the big fair. It's called tuck whan. We took them to the fair - they stayed there two days. Only one of them had ever been to Vientiane before.

Question: How far is this?

Answer: It's about 150 kilometers. We flew them out by helicopter to Passan, the provincial capital, and we put them on trucks and drove them up to Vientiane and they all stayed at the Lao family's house. We provided their food because none of them had money in order to do this. We took them around to every important site in the city, from the power house to the Long San Hotel, to the Ministries, the USAID compound. We took them everywhere and showed them everything. The cluster manager explained what all these things were. We took them out to the fair, they spent one evening at the fair and they spent a day at the fair - they were interviewed by Voice of America. We had a photographer arranged from USIS who followed them around and took pictures of them doing various things, and then we took all these pictures and picked out the best of the pictures and made three sets of them and circulated the pictures on the bulletin boards along with various other things. We had little descriptions of what each picture was, typed out in Lao, and pasted on the bottom of them.

Question: What do you think were the opinions of some of the others who might have wanted to go? Did this ever come up?

Answer: No, I don't think so. I'll tell you one thing - it created a tremendous cooperation on the part of the naibans. It really consolidated them, I think, in terms of cooperating with us.

Question: Maybe I'm mistaken but the feeling I'm left with is that the naiban really was not the spokesman for the village or that he was only in a limited sense.

Answer: Yes, but you have to consider that as far as the villagers are concerned, he is still the naiban.

Question: He's appointed?

Answer: He's elected by the village and he's still the representative of the village.

Question: How often are the elections?

Answer: Not very often.

Question: Not once a year!

Answer: No, I don't know if there is any real schedule for it, actually. Some of these naibans have been naibans for years and years. In fact, unless they've just been elected and the old naibans' retired.

Question: Are there successions such as a son - ?

Answer: Very often his son is elected in his place. But it's hard to distinguish the difference between this traditional respect they pay to him and how much actual influence he has with the villagers. But then the very fact that he was taken to Vientiane enhances his prestige in the village because no one's ever been there. You know, Vientiane is way off over there and he comes back and he's seen all these things and he's seen the USAID compound; he has a little better idea, he's probably a little confused but it's part of the high point of his life.

Question: What did you show him at the USAID compound?

Answer: I wasn't with them when they did it - whether they took them to any of the offices but they drove through it and they got a chance to look at it to see how big an operation and how many people there were here. They had no concept of this whole thing - how big the organization is and what we're trying to do and they probably still don't have a very clear concept, but at least they have an impression that there's lots of people there and they're very busy, and as a result, I think they had more of a tendency to believe what we told them, that we weren't just pulling their leg and making promises and so on. It enhanced their prestige and from this point of view, they were bound to be, in a sense, grateful, because we had given them a boost up the ladder in the villager's eyes. Just the human element itself mattered, the fact that they were interviewed, they got lots of group pictures, and many of these people certainly have never seen a picture of themselves, and for the naiban to have this picture plastered with the other naibans' pictures on the bulletin boards in his own village and have it shifted around to the other villages. I think it brings into focus a little more the government structure. It was the naiban that was taken, the naiban was the person who was invited to go to Vientiane.

Question: You didn't get any higher people, like the taseangs?

Answer: No. the taseang was there but in another capacity. We had a demonstration at the fair also, of civic action teams - we had two civilians and two soldiers taking in this booth with our various exhibits.

Question: Whose idea was it, the AID participating in Vientiane?

Answer: It was the IVS worker's and that of his Lao cluster manager's idea. They came in and said would this be possible. So we sat down and started figuring out the various ways we could do it. The naibans didn't have any money.

Question: The wives didn't go along?

Answer: No.

Question: There must be something done for the women. So far you have been dealing mostly with men, don't women come in at all?

Answer: Yes, they do. The IVS worker's wife was doing some work with young girls at the time. We hadn't really gotten into it as we could yet. Home economics, as such, and this kind of activity. I'm not trying to shunt them off into this category but that's where they are at the moment - any activity that's done with them is done in this area. There are IVS girls involved, but the Home Economics Division of the Department of Agriculture, the Lao government, is just barely getting off the ground.

Question: How then would you describe the orientation of the village. What would have happened in this area if you had not come in?

Answer: Well, there certainly wouldn't be six schools there. They would have never done it on their own.

Question: They would have no schools at the present time?

Answer: There were two schools at the time, one was in a Catholic village which was quite close to the road and possibly the largest village and quite well organized. In this village the naiban did have a say-so, what the naiban said was what happened. If he wanted to do something, it'd work but I think this was due to the religious orientation. They were the only Catholic village in the area and the naiban was Catholic and the Catholic priests came in periodically from the province which was only 40 kilometers away. There're several priests in the area. There are a few Catholic villages scattered here and there and they go around and have services and the organization is quite a bit better in terms of village structure. The village is much more cohesive. The naiban gets up and he gets people to talk about something and it's very much easier for him to get everybody going in the same direction. than the naibans in the Buddhist villages unless he's an extremely strong person. And this is the thing, the naiban may be or he may not be a strong individual. He may be quite weak

Question: You had both types?

Answer: Yes.

Question: Could you describe what a strong naiban is like in personality?

Answer: He would speak up very frequently in a meeting.

Question: In a meeting with you or in any meeting?

Answer: Yes, in a meeting with us. Now you could almost pick out the stronger ones from the weaker ones. In a way it's similar to our structure, you get a large meeting and you find some people who are willing to stand up and be heard even with a mixed group of people in a fairly large group and there are others who will just nod agreement with everything that goes on and won't participate. And usually, it may not be entirely true but I think you could say in general that the nodders are the people who do not have any strong ideas and they can be persuaded one way or the other. In fact, some of these people we would find vacillating back and forth - one week they thought they could do it and the next week they thought they couldn't. It would depend on which villagers had talked to them in the meantime.

Question: What about the weak naibans, what would he be like? How would he be like: How would he show that he is weak? What I had in mind here was in his personality, would you recognize - not in his actions, but in advance, would you know which was a weak naiban - would you have some cue or would you have to watch him first of all and see how he reacts and all?

Answer: You don't mean cues in how he looks?

Question: No, you know, would someone warn you or would someone point it out to you or somehow see in his approach when you first get started or would you have to wait until you have gone through various transactions before you would know it.

Answer: If I had been looking for it, originally, which I wasn't necessarily doing, I probably could have picked them out quicker than I did. The thought hadn't really occurred to me even after the first meeting. I could have separated the stronger ones from the weaker ones and there might have been some variations within each group. Even after the first meeting, there were three or four guys that did most of the talking. No matter what subject came up, they had an opinion on it and they were willing to say it even in front of the foreigners.

Question: You say this is a stronger man but is that necessarily true?

Answer: No, not necessarily but to them, talking up to authorities - I don't know if it's a sign of leadership to them but it's rather unusual. I think the reason we got so much reaction from these guys is because they didn't feel so much in the presence of strangers

but I think they felt for the most part they could say what they felt. I had been in other meetings right in the same province outside the cluster area where we got virtually no response when you asked for questions or when you asked them what they thought of something. I'm sure there were variations within these groups themselves, so it may be more the impression that we had given them of why we were there and how freely they can speak to us. I'm a little vague in this area.

Question: You assume that someone speaks with authority if he speaks a lot? What I'm trying to understand is how aware are you of Lao thinking and what kind of approach do you use to understand this?

Answer: You got a good point. I'm trying to think of an istance contrary to what I said where someone was doing a lot of talking and really wasn't a very strong individual. Second Deputy Chiao Ouen is certainly a case in point. He did an extraordinary amount of talking.

Question: What about the First Deputy whom you described as a very quiet man except that he showed his capability when responsibility was given to him.

Answer: Yes, you punched some holes in my assumption but again, I think the situation is different too.

Question: To what extent does one enter into Lao thinking? To what extent are assumptions coming out of our own background in working with people?

Answer: It's funny because when I said this, I was thinking that this was contrary to American experience, the statement I was making, because I don't really feel that way about Americans. The quiet people are the followers and the talking people are the leaders. I was thinking of it more from the Lao point of view. I'm not sure if it's true but actually in my mind, I was thinking this isn't the way it works here but it seemed to me it was the way it worked there. I'm not so sure when I think about it - you may be right. When I said that, I'm not so sure I meant just talking as such - speaking out - but depending upon their attitudes. Some of the people were quite talkative but it was all in the negative - it was continually coming up with a variety of reasons why they wouldn't be able to do this, they wouldn't be able to do that, while some of the others, the stronger people, particularly the naibans in the Catholic village who more or less state parenthetically that their village would do this and do that and many of the others just wouldn't commit themselves. They might have an opinion but very often it was, "It would take us at least five weeks to do that" and that IVS man would whisper in my ear and say, "Well, I've seen the stretch where they're going to build a road and if we had ten guys out there, they could do it in two days." And this guy would be talking - he was just avoiding the issue - and I'm sure the reason he was saying that was he had absolutely no confidence in his ability to get his villagers to follow his lead.

Between the schools, the wells and the adult education programs the road building and the vegetable program, we created an atmosphere which I sensed when I was out there - and other people commented on who came from Vientiane - that this place was really bustling and for the most part, the villagers were involved. It was almost entirely villagers doing things other than the information program which was separate. It included moving around pictures and so on, on the bulletins, keeping the things changing; once a week they went around and shifted everything so there would be something new. This was done by the IVS worker's assistant and three Lao soldiers. The rest of the time they were showing movies and they were moving from one village to the next with their movie projector.

I was trying to put my finger on what caused those villagers to contribute their labor on their road - how they ever got to the point, the psychological level, that they would contribute their labor to a project which had no immediate effect on them, no effect on them that I could really see. From their point of view, I can't imagine them working on their road to go out to a village further out than they were. But they did it and the only thing I can think of off-hand is that all these things which we had going in which we were having some success in doing, created an atmosphere there where this thing could come about. There was just a general euphoria - I'm not sure, I may be completely wrong but I can't put my finger on any reason but that doesn't seem substantial to me when I make the statement.

Question: Let's not worry whether you're wrong, let me ask you something here, though, - what is your analysis of what you have contributed at this point and what may be achieved a year from now if this goes on, and what does it mean in terms of the future?

Answer: I hope it's created a feeling in them that they're moving, that they're not standing still and that changes are taking place there and that they're contributing to the change, and that hopefully, they feel it's possible for changes to continue taking place. For example, there is a road being planned that will go into the main cluster center from the main road which will give them access to the outside and we've done a lot of talking about this road and what will happen when the road comes in. They'll be able to grow extra vegetables and perhaps get them down to the main city, to sell and so on. There seems to be a feeling of progressing there, that they're going somewhere, that they're going to do something. It's not something you could really put your finger on, but you just got the impression when yo're there that everybody was fairly busy and this was during the dry season when they had time and yet when they're not usually in rather active pursuit.

Question: To what extent did all this depend on the AID influence, let's say, what if you would have left with your trucks and with your supplies?

Answer: You got a good point there. These things wouldn't have been possible except with an extraordinary amount of work without our

input but when the road is completed, this will be less so. I mean, after this initial input of material, cement, roofing sheets, so on - what we were trying to do, and there's still some work to be done in this area, was to create initially some kind of infra - structure upon which we could continue to build with training programs of various kinds, more educational programs.

Question: But you don't have an existing orgainzation, if you pull out?

Answer: Yes, now, another thing. If we pulled out right now, I don't know what would happen. The plans aren't to pull out right now. The basic assumption was that we're going to be there for awhile, and we need to get started somewhere and the thing to start was something that with proper guidance, they could complete and which would give them confidence to do more.

Question: What I don't get is the role of the Lao government in this and the villagers' relationship to their own government structure.

Answer: As much as possible, we were attempting to work through the naibans. For example, when we were working on the schools, we brought in the school inspector. At this present time, the Lao government simply does not have the personnel to really participate effectively. It's a (fast gade) at the present time, as they become more effective. But I feel that this is true. We have to make the attempt to create this illusion any way, that these things are coming about through the Lao government, that USAID is merely helping.

Question: How do you do that? You say that you use the naiban - the naiban is not really linked to the national government or not to the provincial government.

Answer: When I first started, we were doing a lot of these things ourselves but then we got the district officer involved and we got him to start attending the meetings. Now in the other cluster, this has been going on for sometime. We worked very closely with the district officer in the other cluster, although the program has more or less fallen down. If you went over to the other cluster, there was no sense of activity - that people were involved in anything. In one cluster, when you drove through it - outside people got this impression, Every village that you go into, people are digging a well, they're building a school, they're working on a road, there're vegetable plots all over the place. You feel that they were actually involved in what was going on. In the other cluster, you went places and you didn't get any sense of activity, that the people had any get-up-and-go, that anyone had sold them the idea of participating and of doing things. Various attempts were made in a very desultory fashion - vegetable seeds were distributed - but there wasn't a real down-to-earth effort. We had an IVS ag. guy - he was a Thai who was working for IVS - who was assigned to the cluster because we didn't have any government personnel. In the other cluster, we have government personnel but they weren't very competent.

Question: Why didn't you shift the government personnel from one cluster to the other?

Answer: Well, I couldn't do that.

Question: Who was the person who would do that?

Answer: Just before I left I had managed to get more agricultural people in to the province but they had not yet been transferred out to the new cluster because there was no place for them to live.

Question: And why, if you had all these people, the expert technicians, why was it not possible to get the old cluster going?

Answer: I said they weren't experts, they were very low grade personnel.

Question: Yes but if you had them there -- ?

Answer: But they weren't under my control.

Question: In other words, what you are saying is the second cluster was your personal effort, your personal success.

Answer: In a way, yes, this is true

Question: With the IVS volunteer and whoever --

Answer: Right. I feel there's a very definite difference between the two clusters. I felt that I hadn't succeeded very much in the old cluster. I didn't give the old cluster as much attention as I did the new one because I was confronted with on the other hand an opportunity to start from scratch and to get something going and give it initiative and on the other hand, to try and rejuvenate something that had been going on for quite sometime. Two years previous to this this cluster had been started. It had more or less ground to halt due to apathy and various other things. Now, one job is a little easier than the other, I admit. I have to admit I tended to give more attention to the new cluster than I did to the old, in trying to solve their problems. We did have some success in the old cluster. The thing did get off the ground again but not in the same fashion. There were so many conflicting factors in the old cluster. For a long time I had a personnel problem with the IVS person who was ready to quit and all kinds of things. My predecessor had alienated him to such an extent that we couldn't get anything out of him. On top of that he got married right in the middle of this, after I had been there for about a month and a half, so for about two or three weeks he was off in another world and I couldn't get to him. And then when I finally started to get him back down to earth again, we had some conflict and it took another two or three weeks to resolve that. Finally, within about a month of the time I was leaving, he finally saw the light and decided he did have a job and it was worthwhile doing and doing well, and at that point is when we really got around - say, about

two months before I left, at the outside - when we were going to do in the coming dry season and I got a lot of things on the drawing board and just about that time I left. When I first started out, it was so much easier for me to work with the other IVS worker because he was so willing - he was new, he was willing to plan, he had an open mind about the subject, we'd been friends before.

Question: Least resistance, really. However, let's come back to the question of the relationship to the Lao government. How did people in the second cluster of villages see their position in relation to the larger unit of Laos? What about their awareness of who they were in relation to their country?

Answer: I think there is still a very low level of political awareness.

Question: How many people read newspapers?

Answer: There aren't any newspapers. There's a little provincial information sheet that comes out but the circulation is nil.

Question: But the naibans themselves had no channels of communication with the rest of the country.

Question: He doesn't get newspapers, he doesn't have a radio or this sort of thing?

Answer: Very few radios, and this is very contrary to Thailand - just the awareness of being Thai - this isn't very true in Laos. There is such a multiplicity of ethnic groups, although most of the people I had were Lao in some places there were people here and there that weren't Lao. Now, pushing the government image, for the most part, involved seeing that the governor got places, attending meetings with him and he was fairly cooperative in this fashion except that again during this period, he had this long vacation, he was gone and various other things, and the other guy was reasonably cooperative. I took him around with me at various times. I am not at all satisfied with the way I was operating in this level in terms of the government.

As I said before, there're things that I would do differently if I were to go back and work on it. First of all, the operation before had been rather independent of the government. They were just rubber-stamping everything and they continued to do this for the most part when I was there. My predecessor had made an attempt to involve the government but I don't think he really understood what he was trying to do. His idea was to spend a lot of time with the officials. He took them places with him but he spoke French and they spoke French. Well - this is inidcative - his relationship with the IVS personnel was very bad. He depended almost entirely on his information on the government officials, what they told him, and - I was with him on a couple of occasions - when they visited the village. He and the governor would go out there and they would sit around and talk to each other or if the governor did any talking with villagers and any discussions would ensue, very often they would just start talking and ignore the -- The guy was from Vietnam which was the problem. He had a Vietnamese

complex, which he told me several times. It didn't ring true. He said, "We have to sell the government to the people here". In Laos the people don't look on the government as an oppressive force. It just doesn't exist, and he felt that he should identify himself with the government. He should be with the governor and do things with him and spend a lot of time with him, and I'm sure what he had in mind was to get the governor out there where people could see him. Well, now, this part's all right. His idea of it was a counter insurgency idea. He even told one of the IVSers out there that if he wasn't there to combat insurgency, he had no business being in the country. His view of Laos was completely dominated by Vietnam and any truth that he happened to see was merely accidental. The reason was if he ever was on the right track, it just happened that this thing crossed in passing.

Question: What does one do to make people more aware of the influence of the government?

Answer: I spent a lot of time talking to the governor about the need for a village committee, to begin with. I think there are laws on the book somewhere that there should be a provincial development council, but it was inactive and it is in most of the provinces. There are a few places where it is active but not in most, and I was trying to develop the concept in the governor's mind. He seemed rather receptive to it although again it is hard to say how committed he would ever become to it. But the provincial government needed to take the initiative in where the provinces were going to go and the development of the province, but where they were going to go should be based on some kind of concensus, if some concensus could be reached. What I thought we needed to do was to start out trying to develop some kind of grass-root kind of device and I suggested that we perhaps try to copy the Thai model by developing a village committee to start with and having the naiban as chairman of the village committee if necessary, and then superimpose on that a district committee composed of elected members of the village committees. Or there could be another level inserted in there - a taseang committee, a sub-district committee, again with a representative type of function here, with representatives from each lower committee attending a little higher level committee up to the district level. There should be some formalized structure by which people could pass on their complaints, their feelings and everything else, some way for the government officials to find out what the hell people were thinking and what they wanted and what problems they had if they were interested in finding out.

Question: He had no objections?

Answer: Yes, he thought this was a reasonably good idea but we hadn't gotten around to trying to put it into effect because there were lots of complications in doing this. First, I wanted to know if it was legal to set up some kind of thing unless it were quasi officials or on a provincial level. To do something like that might require getting the national government to pass some kind of a law on the subject.

Question: There was no taxation? The government doesn't reach into the area to get something out of it?

Answer: No, not really. I really don't know of any land taxation. In the first place, the government owns the land.

Question: All of it?

Answer: The villager owns his land but he doesn't have a fee simple land.

Question: You mean the final title is in the name of the King?

Answer: Yes, virtually. If he leaves his land, it reverts back to the state - you know, if he leaves for any length of time. I don't know all the details but in general, this is the way it works.

Question: What about inheritance?

Answer: Well, it's passed on.

Question: You know of any cases where people actually lost their title to the land or problems came up?

Answer: No, I don't know of any specific instances. One of the reasons probably is that land isn't a problem in Laos because there is so much vacant land. We had villages in our province that made requests for villagers. They said, "if you have any nice refugees--if they're good people, we'll take ten families because we don't have enough people here."

Question: So no land pressure?

Answer: There's no land pressure whatever. The only kinds of conflicts you could get into are conflicts between the government's right to freeze things like this. According to the law, the property enclosed by the fence - a guy's fence - marks his property lines. He only has the right to cut down trees on his piece of property within his fence line. Anything outside of that, the government has the right to contract with private companies for logging and they do. Now, of course, very often the private company happens to be owned by either an official or a brother-in-law of an official or a brother, so you get into all kinds of problems here, because the villagers know this very often and they know they are being taken advantage of in this sense. But the law is completely on this side of the government, you see, and as far as the law goes, this is what it says. It's perfectly legal but I know of some areas where the villagers simply won't accept this. There's nothing they can do about it but I've been in meetings where it's been explained five or six or seven or eight times - and it's a deadlock, an absolute impasse. When the governor was there, these people were really worked up because they were talking to the governor of the province and his forestry officer. Boy, this was really a bone of contention. I was amazed that they got so wrought

up about it. The governor explained it to them, the forestry officer explained it to them, and they just kept coming right back. It's just like they had closed their ears. They hadn't heard what they said and considering that one of the big lumber yards right there, very close by, happened to belong to the governor's brother-in-law, I was rather amused because he was in a very tenuous position.

Question: What was the issue?

Answer: The issue was the logging company - I don't know if they were talking about his brother-in-law's logging company or just saying the logging company or a sawmill. They complained about cutting down trees that belonged to them. And the government people said, "where are the trees?" and they'd say, "they're at such and such a place", and the government would say, "inside your fence or outside". The villagers would have to admit they were outside and they'd say, "they're not cutting down trees illegally, they have a lease license to cut down so many trees in this area." And the villagers would say, "that's my tree" and they'd say, "no, that's not your tree" and they'd say, "yes, it is my tree" - and that's where it stood and after an hour, that's still where it stood and not resolved at all.

Question: The meeting broke up?

Answer: Well, it shifted over to another subject.

Question: Did the villagers ever cut trees on land leased by the logging company?

Answer: Oh yes.

Question: What does the logging company do? Is there any action?

Answer: I don't know - there's probably more complaining than anything else. I doubt that there's any legal action taken.

Question: What legal action could anyone take?

Answer: He could get fined, I am sure.

Question: In fact, what is the judicial process?

Answer: That's another good point. The district officer is also the legal figure, he's like the sheriff, and he has the authority to arrest people and so on, but this very rarely happens that I know of. It does happen occasionally. One of my coolies in one

of the clusters got arrested for fishing with a hand grenade and this was the first time anyone had been arrested for it and God knows, it has been done for a long time. They finally decided they were going to crack down on this and it was something he had done previously. I think he had done it before they decided to crack down but his was the most recent escapade on the subject and they picked him and he had to pay a fine. It was fairly large by Lao standards, pretty large fine for a coolie.

Question: So in the case of cutting down trees, what happens?

Answer: If he got caught, he might get fined, but I don't know exactly how they would handle it. He could be fined but I doubt if he would be unless he was persistently doing it.

Question: Is that a potential source of friction between the government and the local areas?

Answer: I think it is - the trees business. From my experience it seems to be - that and the draft were the two biggest bones of contention with the villages. Well, three - the trees, the draft and being forced by soldiers to carry goods and things or give them food and stuff like this. Those seemed to be the three things that most commonly came up. When I was there the governor had a meeting in each district - this was the first time this had ever happened. The governor took his whole staff, all of them - all the chiefs of various services - and had a religious celebration. Next morning he had a meeting with all the naibans and taseangs from each of the districts in turn. He did this over a space of a month. He did this once every week. He sat down and explained to them right out of a manual, what their duties as naibans and taseangs were in relationship to the government and so on. After he went through all of this stuff, he opened the floor to complaints and questions. The things that most consistently came up were this business about the trees, the business about the draft and other things would be, since I was there - "my village wants this", "my village wants to do that" - and many of these villages were outside of the cluster and I was called on to explain, "why can't we be in the cluster" or "why can't we build a school".

Question: How did you explain this?

Answer: Well, it's kind of tough to explain. I don't know whether they accepted it or not, they seemed to. I just told them very frankly that we only had so many people at the present time and my government felt it was necessary that we not do any more than we

could do well. I didn't say it in those words. I said that we didn't have enough people to do the things all over and that the clusters had been picked and I didn't really have any say about it because it had been done before I came. They were picked for one reason or another and these things would eventually expand. As we got more personnel, we could do things in other villages. They weren't mad about this but there was a certain amount of jealousy involved.

Question: Did you talk about "my government"?

Answer: No, not necessarily. I would talk about USAID and the Lao government and this sort of thing. I would describe it in terms of personnel. We just don't have enough people who are working in terms of building schools and showing people how to build wells and show them how to do various things. We just don't have enough people to be everywhere at once and "you have been unfortunate enough to be in an area where we aren't at the moment and there's nothing I can do about it except to say that in the future this will be expanded." In some places we took down the requests for schools and other requests as there were a certain number of things that we could do outside and then I would make the point that these had to be okayed in Vientiane before I could okay building a school and provide materials outside the cluster. This had to go right up to the head of USAID and way up in the Lao government before they would agree to it and it was not as easy for me to get a school okayed for the cluster area because we just don't have enough personnel. We'd try. And I got some questions on this from a couple of taseangs. They didn't see this, and they'd revert back to, "we would like to be in the cluster". It was good in a sense because they felt that this was worthwhile. A couple of taseangs made a very determined effort and one of the district officers made a very determined and persistent effort to persuade me to bring his whole district into the new cluster - this was where the IVS worker was. It was more this way after he'd been out there several times and saw what we were doing. He was quite persistent about encompassing his whole district - he wanted his whole district involved in this.

Question: And there was no way in which he could, through his own resources, start organizing something?

Answer: No, I was starting to talk to him about developing a village committee and going around visiting villages in other areas, getting them out. He wanted a jeep so he could travel, so he could get out more.

Question: Did you give jeeps to the clusters?

Answer: No, not to any great extent. The district officer in the old cluster had a jeep. He was the only one, however, at the time. The provincial education officer had a jeep which was given to him by the Education Division. This was done through the Lao government channels. The Ministry of Education received a certain number of jeeps, one to each of their provincial officers, this sort of thing, but we had only given one directly through Rural Development to a district officer in order to make him more mobile in going around.

I wasn't too hot on the idea but I made the request and also made efforts to stay in closer contact with him than I previously had. Up until then we hadn't channeled anything through the district officer in the new cluster but then we started making everything come out of him. When there was a cluster committe meeting to be called, the IVS man, his Lao manager or I would go to the district officer and ask him, "we would like to have a cluster meeting called because we need to discuss this and that", so then he would issue the paper and the word would be passed out. We were just getting around starting to channel everything through his office and make him feel like he was involved in this thing.

Question: Did none of these people that you went through in this way ask for favors, personal favors?

Answer: Yes, they asked for personal favors. This becomes a very sticky subject. It probably caused me more worry, more bad days, aggravations, than anything else, this personal favor thing. Everything from riding on airplanes to - as an area advisor, you see, I was completely responsible for every American in the province, among other things. People coming into the province were supposed to notify me prior to their coming so I could put them up. I could tell them I couldn't take care of them at the time, they have to come some other time. This went for all AID personnel and Lao - Embassy personnel, Attache personnel, USIS personnel -

Question: All levels of Embassy?

Answer: All levels. There's not supposed to be any exceptions. I'm supposed to report to the area coordinator, who in turn is supposed to pass this information on to the area advisor. Almost entirely the time I was there, the area coordinator happened to be in Vientiane itself, his office was right in the compound. People who were going to see us contacted me directly over the radio or sent the information through the pouch because no one would even think about asking him if it were okay to go. They just called me up and would say, "Can I come down on such and such a day. I want to stay a few days and go out and talk to so and so." "Can you put

me up. Shall I bring anything?"

Then I was also responsible for the milk run, the ticketing of people and so on, and at this point, you really get into a lot of rather hairy situations because the USAID milk run which goes from Vientiane to Pak Sane and further south all the way to Pakse and turns around and comes back three times a week, is the only real means of transportation from Pak Sane south. Going to Vientiane isn't too bad because the road is open but going south is a long way and off and on the road isn't open due to the PL.

Question: They don't have to buy tickets?

Answer: Yes. As the area advisor you have the ability to put people on the plane or take them off virtually, when you get right down to it.

Question: This involved problems with the Lao?

Answer: Yes. Now there is a very strict set of regulations about who can ride on the plane and who can't and under what conditions and the matter of priority, and Lao aren't allowed on the plane except under specified circumstances. A great deal is left up to the discretion of the area advisor or the AC, up country I mean. For example, if there is an empty spot on the plane coming down to Vientiane and someone wants to go the next stop, it's reasonable if they've got a fairly substantial reason to put him on the plane unless they're military personnel. Then you'd get involved in the Geneva Accords and various possible violations and it gets rather hard to decide on what to do at times. Should you risk it or shouldn't you. This constantly created a problem, so finally I had one of the office personnel write up a sign listing who could go and who couldn't go, and when and why they could or couldn't. Finally, it took at least three different occasions to convince one of my field assistants in the office that he shouldn't pass people on through to me to make this request unless there was an overriding reason for doing so. He should just send them away. You know, I had two or three of these a day where it wasn't official. Someone would come in and he either wanted to go himself or he wanted to send his wife or his brother-in-law --

Question: And these were the very people on whose help you counted on in order to get things done?

Answer: Right. The Governor, the deputy governor, the police colonel, a major or a colonel or someone in the military camp would come in here and he'd want to send his sergeant to Pakse because

his wife was going to have a baby, or he'd want to go up to Vientiane for some reason. They knew the rules, to wear civilian clothes, and so on. I was constantly confronted with this decision-making on whether or not to bend the rules or break them and constantly fighting this, from the other AC's and CDA's down the line because ours was the last stop, particularly in going to Vientiane. You had to make reservations early in the morning or you start making up a list of how many people were going on the plane going to Vientiane and you'd send the list further on down to the other station and say, "we need six spaces". Well, by the time the plane would get back, not infrequently there would be fewer places because someone else down the line had someone he just had to send. I never did kick anybody off but I came extremely close to it on numerous occasions. I had the authority to haul people off the planes. In terms of priority, if I had passengers who were higher priority than people already on the plane, then I had all the right in the world to bump them but how do you bump people when they got no place to stay? There were usually a fair number of Lao on the plane. Americans in this situation had priority because they were government employees and the thing was actually set up for our benefit, not to provide an airlines for the Lao government officials. In transporting people, goods and services, technicians up and down the country and letting the Lao use the plane was merely a courtesy but the thing really got out of hand and the government made several mistakes. For example, on various occasions, they allowed French Catholic priests to use the plane and this raised a howl all up and down because they wanted to know why Buddhist priests couldn't ride the plane. As a result - wham - no more Catholic priests could ride on the plane unless they were ill. On a medical emergency, anybody could go. If they were sick, I'd send the villagers, I'd even call special private airplanes down from Vientiane to pick up the villagers and sit by a truck or something like this, to send them back. This was a constant source of frustration and aggravation - their asking for favors, for loan of gasoline or brake fluid or oil.

Question: Was your work ever affected in such a way that someone would ask for a favor and you couldn't comply and he would simply not cooperate with you?

Answer: Kind of hard to tell because on certain subject matters, nothing would get done although I would talk and talk and talk. I could never tell. It might not be for a specific favor that had been asked. It might be a favor which was expected but which I couldn't really put my finger on. Am I expected to come through with something before - am I supposed to offer something in order to get this or what? Another particular instance is the military. The military had some road building equipment but they didn't have any fuel and I had a couple of sections of road that I wanted

to get worked on. So I was, for a long time, trying to make a deal with the military and they had some road that they wanted to work on but didn't have the fuel to do it. So I was trying to make an agreement with them whereby I would supply the fuel because I could get it if they would build my section of the road and I would give them enough fuel so that they could work on the section they wanted to work on too. Negotiation for this went on and on. The governor got into it and we went around and around. We made up lists of the equipment, how much fuel we'd use per hour and so on, because I knew I couldn't just distribute the fuel en masse; I would have to dole it out virtually barrel by barrel and see the progress of whatever was taking place as I went along, without being too offensive about it. It's kind of a game you play with them. They expect to get something out of this, but it was a matter of keeping it within reason. It was not so much for personal use. The Army colonel there would tend to use this gas -- if he had several barrels of gasoline. If something came up he certainly wouldn't reserve that gasoline strictly for the use I'd given it to him for. He would use it for something else and say to himself, "Ill replace this when I get my stock next month". Then next month never comes because there's always something else popping up.

So they finally got started working on the roads. They came up with a fuel supply from somewhere and started working on the roads which is as I wanted it. Then I needed some dump trucks to help haul sand and gravel out in the clusters for other purposes. I had to ask the Army for dump trucks or for the use of a dump truck. I first asked very straightforward, "could I use...?" He said, "I'd like to but our trucks are busy hauling gravel". I tried this a couple of times and it didn't work, so then I got back to our negotiations about the fuel oil and he softened up. But he promised me in a vague sense. He said, "well, okay. I'll try to find one." Then nothing came of that either. So then I didn't go back the next time myself; I sent my executive assistant along - he was a Thai. He came back and the next day we had a dump truck.

STANDARD FORM NO. 64

Office Memorandum • UNITED STATES GOVERNMENT

TO : Dr. H.E. Thomas, ADRD

DATE January 27, 1967

THRU : Mr. Sanford J. Stone, AC/Savannakhet.

FROM : J. Bilmes, CDA/Kengkok

SUBJECT "Master Training Plan."

ENTRY LEVEL TRAINING

" Entry Level Training ", as I understand it from Mr. Haight's memo, is actually a kind of general educational experience designed to open the trainees eyes to the possibilities of the semi-modern world of development in Laos. Its purpose is, on the whole, to activate the mind and stimulate the imagination rather than to inculcate professional competence in particular skills. Both the Royal Kong and the CHA village worker training courses seem to take this general approach. While this kind of education is an appropriate preliminary in training a village worker, it is not necessary in training A Carpenter. In the Kengkok area, which is soon to receive CHA village workers, and in which the other RLG services are well represented, " entry level training " is applicable mainly to " leadership training " of naibans, tassengs, and perhaps junior army officers. (Persons who undergo such training should be already established in a position of leadership or else the training should be a preliminary to being placed in a position of leadership. To try to run the general population through such a course in the hope that perhaps a few of their future leaders will be in attendance is inefficiant and uneconomical.)

The idea of " leadership training " for naibans and tassengs has been placed before the Chao Muong and the Chao Khoueng several times, but no enthusiasm has been shown by them for the idea, and we have not obtained as yet any positive results. I intend to suggest it to our new Chao Muong. In order to cover all the villages in the Muong there would have to be 3 two-week courses at a cost of about 200,000 Kip.

The only other kind of course which might be called " entry level " and which I see as feasible and desirable in the Kengkok area at this time is the teaching of reading and writing. This skill, although not " practical " opens so many doors at such a comparatively small investment of money, time, materials, and skills, that it should be considered the basic " entry " for every interested individual.

I think that literacy course would be well received in the villages. We have been trying for sometime to get such courses

started, but the officials concerned have demonstrated massive indifference or just plain laziness and there has been much passing of the buck. We suggested, in turn, using fundamental educators (we used to have 2 in the cluster), local school teachers, and monks - none of these suggestions has panned out, although we have not gotten a definite " us " on using monks. I am going to suggest that our expected village workers teach literacy. The cost of these courses would be very small. Later, if these courses are well received, we might try to expand the program to include monks as teachers.

CD TRAINING

It should be considered that many Lao officials are close to the cillagers in their conception of development as a proliferation of physical structures. The officials themselves need training which should be undertaken at the regional or national level in development theory. Even an accurate understanding of the processes of development probably would not be enough, because the officials tend to see their role in political terms. The question they ask is not " What do we need to develop the region ?, " but rather " What do the villagers want ? What is the fastest and most direct way to please them ? What projects are visible and substantial enough that they can be pointed out to villagers and my superiors as monuments to my term in office ? " Projects which are simply absorbed into the economy or way of life of the region will not do. This attitude is harmful in that it stifles progressive and enlightened leadership, but the question of what the villagers want (as agains what is " good for them ") cannot be so easily disposed of. If the villagers needs and wants absolutely do not coincide, we find ourselves in the position of offering them either what they do not need or what they do not want. This of course does not usually occur, but often we are somewhere on the middle ground, fulfilling a high priority want, but a low priority need, or vice-verse.

The first difficulty, then, is how to make the villagers " felt needs " coincide with the objective requirements for local development; in our present context, how to make training a felt need. Until the villagers begin asking for training, the officials are not likely to be responsive to our offers to provide it. One possible solution is to put the villagers in course whose purpose is to educate them to their real needs. This has several drawbacks - it requires great effort, time, and expense to reach a small proportion of the population, it is too academic and does not strike close enough to home ; the villagers do not feel the need for this kind of training in the first place. Training along this line might profitably be limited to certain leaders, especially naibans and tassengs (see " Entry Level Training "). The most

effective tool in educating the villagers to their real needs would be a specially trained group of village workers who would live with the villagers and help them to perceive and analyze their problems and search out appropriate solutions. These village workers would be educaters, " encouragers ", organizers, bearers of information to the Government and development services. If they functioned properly, requests for training would soon begin to come up from the villages and politically oriented officials might begin to see training projects in a new light. (We have to face the fact, though, that training will never be as appealing from a political point of view, as construction, since it is not as visible and does not involve as many people).

These village workers presently receive their " entry level training " in Vientiane, but it is left mostly to the cluster management to zero in on the specific skills that they will need in their local job. Besides on-the-job training, monthly or bi-monthly meetings of local village workers, and in-service training courses as required, I would recommend an initial 2-week training course in CD skills. This should not require any special funds.

Support for CRA village workers should be about 2000 Kip per man per month (for sports equipment, literacy materials, exibits, etc.)

AGRICULTURE AND HOME ECONOMICS

Vegetable Cultivation Training (on going) - This program, a series of 6 day training courses held in the villages, was begun recently and has met with initial success. It encompasses a survey on vegetable production and marketing techniques, instruction in cultivation practices, discussion of marketing problems, and visits to the Cluster demonstration site and progressive farms in the area. After observing the training, MSST's are used to follow up in the villages concerned. 8000 kip per course has been provided in the A.P.

Home Economics Training (on going) - These courses run concurrently with the Vegetable Cultivation courses. The home economics agents work with a group of women trainees in home management skills and food preparation. The women prepare 2 lunches and one dinner during each course. The male and female trainees and the training staff eat these meals together.

Rice Production Training - One respected farmer in each of several villages would be chosen and the agricultural agents would work with them during the rice growing season, guiding them each step

../..

of the way, and helping to make each farm a village demonstration. Arrangements would be made for other villagers to be present at crucial points to see the operations and receive explanations from the agent. We tried to get a rice production training program underway last year, but the proposal moved in sluggish circles through USAID and RLG offices, and by the time it was finally rejected nobody cared because the planting season had already begun. My current proposal has, I think, a better chance of survival because it is more in line with extension techniques than was the old one.

Agricultural Industry - Research should begin on the feasibility of producing and processing locally cash crops such as soy beans. This might lead into a training course.

ANIMAL HUSBANDRY

Before beginning any kind of training, it would be desirable (and wise) to do some careful research in order to determine what is the optimum size for the kind of pig or poultry raising operation which we are trying to put forward, i.e., at what point will profit minus investment be equal to more than the profits already derived by the farmers from their more casual system of animal husbandry. When this is decided, the next step would be to work intensively with a very few individuals. Only when we have something to show for our efforts would I suggest establishing training programs on other than an individual basis. The animal husbandry program as I have seen it in Kengkok up to now has been, aside from the innoculation services, incoherent and lacking in leadership and direction. The efforts made thus far in animal husbandry have been poorly conceived and planned, uncoordinated, and largely unfruitful. Rather than struggle on blindly, I would suggest backtracking, reassessing and replanning the program.

BUSINESS SKILLS

If a qualified person could be found to teach such a course, we might look among our community of businessmen and aspiring businessmen for interested individuals.

CONSTRUCTION SKILLS

General Construction Training - During the course of constructing 6 cement block schools in Kengkok, we trained several carpenters, block layers, and plasterers and also trained several persons in the simpler

skills (eg, block and tile making) involved in this sort of construction. If support for further school construction is forth coming, some of these skilled personnel would be trained further in skills such as plan reading, so as to make them competant constructionists. This would probably obtain easy agreement from local officials and should not require additional kip above the usual cost of casual hire technicians.

Well Construction Training - We have already trained several of our MSST's in well construction. Two of these have just finished training a group of 10 soldiers at the GM-18 Army Camp in well construction. These 10 soldiers are being used to construct 9 wells under a non-cluster A.P. (but in an area contiguous to the cluster). We do not bother to train villagers as well technicians, since there is no local demand for such technicians outside of our program, and we already have well-trained MSST's.

Road Construction Training - Two projects are now under discussion which would involve training in road construction and road maintenance. In one case soldiers from GM-18 Army Camp would be trained as foremen for self-help road construction. In the second project, a road from Kangkok to B. Laonat has been proposed, with the villagers supplying all labor. During the course of this project several villagers and MSST's would be trained as foremen, with special emphasis put on villager maintenance of the road after construction is completed. If these projects are successful, more of the same would be proposed for the future.

Water-Seal Toilet Construction Training - Two of our MSST's have just completed a 2 day period of training in water seal toilet construction. This will be followed by some on-the-job training.

OTHER MANUAL SKILLS

As has been mentioned before, there is no pressure coming up from the villagers for training. Even after our village workers are on the job, we do not expect a flood of requests for skill training, but rather some scattered interest shown by a few energetic individuals. Exactly how widespread the interests will be or in what fields of training is impossible to predict. However, I would be surprised to find great interest in such skills as simple carpentry or blacksmithing, since locally available artisans can already meet the generally low standards required of them and interested persons can and do pick up such skills without our help. On the other hand, electricians and plumbers are not needed. The skills which we teach should 1) Be applicable to the region in terms of resources and markets ; 2) Show new or improved methods and or result

.../..

in new products. For example, if we can show a blacksmith how to triple his output or how to produce new and saleable implements, then blacksmith training becomes pertinent. If we can teach carpenters how to make good furniture, such as is not at present make locally, for sale to the well-to-do here and in Savannakhet, then we might arouse some local interest. When a skill is known locally, but only to one or a few individuals (eg, silversmithing in the Kengkok area), it is generally because the local demand is not great, or because the initial investment in tools and equipment is high. Therefore, in planning for skill training, we should realize that the problem is likely to be the introduction of new skills rather than the dissemination of old ones, and face the necessity of bringing in trainers from outside the region. (Since I do not know the necessary time required for most of the following proposed courses, I cannot estimate the cost.)

Bicycle Repair Training - In a bicycle mechanic training course help last August, we taught 6 trainees how to do small repairs with a few simple tools and we gave them a few tools and 5000 kip credit to get started on. Since then 3 of the trainees have requested further training, indicating a willingness to buy other necessary tools out of their own money before training began. We hope to be able to arrange further training for them (See Kengkok A.P. # 13).

Pump Repair Training - With the recent pruchase of one irrigation pump and the expected purchase (by villagers) of 4 more in the near future we foresee the need for a mechanic competant in pump repairs. A training course for 2 or 3 persons may be proposed after the four new pumps have been installed. The course could probably be taught by a locally available USAID mechanic.

Other possibilities for manual skills training, depending on local interest and trainers available :

Furniture making : If we could show the trainees how to make higher quality furniture than that which is presently being produced locally, I believe that markets would present themselves.

Blacksmithing - Again, in order to make such training of any interest or value, we should be able to introduce improved methods of production and/or new products.

Leather curing and shoe-making - This opens up possibilities for small industry, if we could get the necessary technical support.

Pottery making - Although pottery is made locally, the use of the foot-driven potter's wheel and of glazing techniques are unknown.

.../..

Weaving - An expert would be required to survey the possibilities for expanding the local weaving industry before training could be seriously considered.

Radio repair training is another possibility.

PUBLIC HEALTH

I am presently discussing with OB Kengkok the possibility of holding a course in environmental sanitation for a group of soldiers from the G.M. 18 Army Camp. These soldiers would then do civic action work in areas surrounding the Army Camp. A 2-weeks course would require about 15,600 kip per diem.

Also, we have trained 2 of our MSST's in the construction of water seal toilets (see " Construction Skills ").

Also under discussion is a course in symtomatology at OB for GM-18 army medics.

CIVIC ACTION TRAINING

Although there was a training course held for our MSST's in 1965, most of their skills were learned on the job. Because they can be moved in and out at the P'sychological Warfare Division's whim, it seems impractical to arrange large and ambitious training pro'ects for them, but though the skills which they have picked up and their abilities as supervisors and leaders. they have made themselves valuable to us. We try to add to their knowledge bit by bit (eg. water seal toilet construction) and to include them in projects (eg, vegetable cultivation training) where they can learn.

We have held a Veg. Cul. Training course at the GM-18 Army Camp and have trained 10 soldiers there in well construction (They are presently helping villagers to construct wells in nearby villages) In the future we may arrange training for the soldiers in such subjects as environmental sanitation, symtomatology, and road construction.

J. Chandler ADMD

TO : Dr. H. E. Thomas, ADRD February 1, 1967

FROM : Dan Frederick, Training Advisor, RDD

SUBJECT: Master Training Program for Xieng Ngeun Cluster

The report will be confined to the Xieng Ngeun Cluster because the CDA has only been to Muong Ngan once and not enough is known about it to project a master training plan.

Introduction

It appears that the Xieng Ngeun Cluster is beset with a series of local problems which make broad training programs unfeasible at present. There is current uncertainty whether Xieng Ngeun will be shut down or continue to operate as a Village Cluster with a full-time CDA assigned.

The Chao Muong has repeatedly stated that he does not have time for rural development. He has found several excuses within the past four months including preparation for That Luang, a visit by His Majesty the Crown Prince, and the recent election. His latest excuse is that he is about to be transferred, and as a result feels that the responsibilities of development problems and programs should fall on his successor.

Xieng Ngeun has other problems because of its proximity to Luang Prabang. Most local government officials including the Chao Khoueng seem to feel that Xieng Ngeun is just a suburb of Luang Prabang and therefore development projects there do not deserve much attention. Most goods and services for which more isolated villages feel a need are available a short taxi ride away from Xieng Ngeun in the big city. As a result, the local population takes little interest in development.

According to the CDA training is not felt to be a need by the people of the cluster. In the past USAID has made some mistakes which contribute to the lethargy. A force account school (all labor and material paid for by USAID) was built simultaneously with a "self-help" school for which USAID supplied all materials including lumber.

One gets the impression that the villagers have the following attitude, "why should we spend our energy and money on development projects when if we wait long enough, USAID will get tired of pleading with us and give what they want us to work for?" According to the CDA the Chao Muong agrees with the villagers in this view. The villagers sometimes want something, but they rarely want it badly enough to do anything about it. It is suggested that one might further question the underlying causes behind the apparent villager disinterest.

In spite of the problems inherent in the situation, the CDA is opposed to the idea of completely closing out the cluster. He has drawn up a straightforward training plan which is calculated first to stir up sparks of interest in training if there are any present and then develop specific skills and aspects of the economy as interest and participation grow.

Naiban-Tasseng-Village Leader Training Program

A Naiban-Tasseng-village leader training program is planned for the near future. It is to be based on a similar program directed by Mr. Fletcher Poling in Paksane.

According to Mr. Worley, the objectives of the program are to answer several questions which have come to the surface in recent months.

a. What are the purposes and objectives of a Village Cluster?

b. What can be done to have village leaders steer their villagers away from viewing USAID as a "give-away" agency?

c. How can one explain why USAID undertakes a school or other project in one village while refusing to undertake a similar project in another village where the need is equally apparent?

d. How can villagers be encouraged to organize and participate in genuine self-help projects?

e. How can we encourage hill tribes people in isolated villages outside the cluster to participate in training programs and thus encourage greater security and safe accessibility for RLG and eventually USAID personnel?

f. What will cause the people to go to their government with their problems?

There is concern for familiarizing village leaders with their government and its various divisions and teaching the duties and responsibilities of the Naiban and Tasseng.

It is hoped that Naiban-Tasseng orientation will give the CDA an opportunity to organize village leaders and to present new training project ideas to them, therefore stimulating villager interest and participation in training programs. The long-range goal is to develop self-reliance and tight infrastructure by which the local people and their government will be held together after USAID leaves the country. Ultimately this may contribute to an increased living standard, greater sophistication, and economic and political stability.

The method of carrying out these objectives is to hold a two or three week classroom-type course for approximately 35 men at the Xieng Ngeun Multipurpose Center. Village leaders who are not elected Naibans and Tassengs will be encouraged to attend also. It is planned to have presentations by the following RLG offices:

a. Provincial Agriculture
b. Provincial Forests and Fisheries
c. Livestock
d. TP
e. Public Health (including malaria eradication and midwifery)
f. Education
g. Justice
h. Regional Military Command
i. Chao Khoueng
k. Civilian Police Chief

In addition, representatives from USIS, USAID/RDD, and ADO will be invited to participate. The duties of the Naiban, Naiban's assistant, and Tasseng will be explained in detail. The Chao Muong of Xieng Ngeun has indicated an interest in this project.

Most participants will be expected to return to their home villages at night. Those from farther away will be given quarters in the Multipurpose Center. Per diem of about 150 or 200 kip has been suggested for those attending the course.

Since the program will be a one-shot affair lasting only a few weeks, the RDD Training Advisor proposes "borrowing" Mr. Boonchoo Jaigla from Ban Houei Sai for three weeks.

Mr. Boonchoo designed and has been conducting Naiban-Tasseng training courses for six months. Mr. Tony Cauterucci, CDA, Ban Houd Sai, has praised Boonchoo's capability and rapport with the people highly.

The effectiveness of the course will be evaluated in a number of ways. Only small returns should be expected at the start. The CDA will carefully observe changes in the degree of interest in development projects. The frequency with which local people begin initiating contact with the Chao Muong and other government representatives about their problems will be another measure of the effectiveness of the Naiban-Tasseng program. Hopefully a number of people from mountain villages outside the cluster will begin to come in to ask for help and advice from the RLG officials and the CDA. Willingness of inhabitants of isolated villages to participate in future training programs would be a further measure of program effectiveness. The degree of local villager interest in further training would be another means of evaluation.

Two Season Rice Production

The objectives of this program are simply to increase the yield of rice per hectare, improve current farming methods, and teach the farmers how to grow two rice crops per year instead of just one. Some work may be done to introduce fish culture in paddies.

Approximately 20 volunteer farmers will be selected to participate in classes at the Multipurpose Center and in demonstrations in their own paddy fields.

The training program will consist of courses in:

a. Use of fertilizer
b. Preparation of seeds and seedbeds
c. Selection of varieties
d. Modern methods of transplanting
e. Water management
f. Use of insecticides
g. Control of rat and bird damage
h. Weed control
i. Proper irrigation

Currently there are an extimated 180 farmers using controlled irrigation during the wet season. There are six dams in the area, two of which are to be repaired this season. Construction of two more dams is projected for this year. Presently there is about one hectare being used for dry season production experimentally under the direction of the local RLG agricultural extension agent. These facts suggest that the farmers may be quite receptive to a training program to increase their yields and produce two drops per year.

The training staff for the project will include the RLG Cluster Extension Agent, the Provincial Agricultural Chief, Felix Valera, USAID Rice Extension Agent, and Mr. Walter Scott, Agricultural Advisor, Luang Prabang.

A significant question raised by discussions concerning this program was, "in view of the great importance of agriculture and particularly increasing rice production in Laos, is there a training section or training advisor in USAID Agriculture, the RLG Agriculture Service, or ADO?"

To evaluate the rice production training program, new yields will be measured and compared to those of former years. Careful observation will be made of how much interest is shown by participant and non-participant farmers. Answers to the following questions will be helpful in evaluating the program:

a. Did the farmers get a satisfactory second crop?
b. Do they want to plant a dry season crop next year?
c. How much insect damage was there in treated areas as compared to control plots?
d. How well was water managed?
e. Were ditches kept clean, dams repaired, etc.?

Livestock Program

This will be a difficult program to get started. The need for improved care of the buffalo, pigs, chickens, and ducks in the Cluster is apparent to the CDA and the RLG Veterinary Agents, but not to the villagers. All that remains in the cluster of past programs and sixteen months work by a particularly dedicated RLG Veterinary Agent is one pig. It is estimated that nearly 50% of all livestock in the area dies prematurely as a result of poor feeding and management practices.

The objectives of the program are to:

a. Acquaint the local people with the Lao Veterinary Service.
b. Convince the people to use the Service when needed.
c. Upgrade the quality of livestock in the Cluster.
d. Improve local livestock management practices.

The course outline should include the following topics:

a. Prevention and control of animal diseases.
b. Cleanliness and elementary sanitation in animal care.
c. Improved feed and feeding methods.
d. Introduction to forage crops.
e. Proper breeding techniques.

Mr. Walter Scott and the Lao Veterinary Service Agents will be the principal instructions. The emphasis will be placed on pigs, water buffalo, chickens, and ducks. Classes will be held at the Cluster Multipurpose Center. Demonstrations and practical instruction will be in the villages. No length of time was suggested for the course.

Evaluation of the training course will be carried out in several ways. The degree of interest shown in the program must be observed throughout the duration of the course. Assessment of reasons for degree of interest should be made. Do all the participants really want to improve their livestock, or are they just after per diem. If people drop out, an effort will be made to find out why. The number of people who approach the RLG livestock advisor for assistance and guidance during and after the course should be a further indication of the degree of success the course has had. One must look to see if the people use what they learn. Do they build new pens and repair and improve existing ones? Do they ask for and use animal medicine as instructed? Do they keep pens and cages clean and more sanitary than before, etc.? How many more people show an interest in improving their livestock after the course is over?

Other Training Programs

Mrs. Jane Grover, IVS, Xieng Ngeun, is currently conducting a month's course to improve sewing for five girls from the Forward Area of Nam Bac. Women from other areas who attend classes at Xieng Ngeun should return to their villages to pass on what they have learned. It is hoped that the local women of Xieng Ngeun may be interested in participating in this program soon.

The Multipurpose Center is being put to good use serving people from other areas which do not have adequate facilities nor an instructor as capable as Mrs. Jane Grover. Food preparation is being taught at mealtimes by the RLG extension agents who assist Mrs. Grover with the sewing classes.

Mrs. Thaew Thong, RLG Home Economics Director, is drawing up plans for sewing and food preparation classes for the next six months. The start of the planting season is likely to shorten this to three months, though. Women are to be taught at the Multipurpose Center and young girls are to be taught in the schools. Details are being worked out by Mrs. Thaew Thong.

Mr. Worley has plans for several other types of training for the people of Xieng Ngeun.

Although all but three villages have at least one village blacksmith, it is felt that skill could be upgraded. Two or three of those currently working as blacksmiths might go to Vientiane or Luang Prabang to work and study with a more skilled smith. Then they would return to instruct all the other blacksmiths in the cluster in more advanced methods and how to make new, different tools.

A two-day course in pump maintenance is planned for those villagers receiving pumps if and when the drilled well program goes through.

There is a number of skilled construction carpenters in the area. The CDA suggested starting a program whereby selected carpenters would study furniture making probably in Luang Prabang. When they returned to the cluster, they would have a trade enabling them to set up a small business and substantially increase their income.

With the number of vehicles in Xieng Ngeun now and the increase expected when the Vientiane-Luang Prabang road is completed, automobile and truck mechanics will be in demand. Mr. Worley would like to send a group of interested villagers to study automotive mechanics in Vientiane for several months probably at the USAID motor pool.

Small scale training programs in making pottery, adult literacy, the planting and care of fruit trees, and more modern methods of vegetable gardening are under consideration.

An entry-level training program like that in Houei Kong seems unfeasible at this time for a variety of reasons. There has been very little interest in development projects of any sort on the part of the local government and the villagers themselves. An entry-level program as in Houei Kong would duplicate many of the training programs now plan. A step-by-step approach is preferred. The Naiban-Tasseng program is designed to stimulate interest in training and in working with the local government.

The rice-production program is designed to use the local government to provide the people with more money and rice so they can afford to purchase better animals and feed to upgrade their livestock, etc.

Xieng Ngeun does not have a permanent USAID training staff as does Houei Kong, and it is felt that considerable difficulty would be encountered if additional positions were requested at this time. As long as there is uncertainty whether Xieng Ngeun should be closed down and the CDA transferred or not, it is unwise to plan a long-range, large-scale Entry-level program.

An objective of an entry-level program is to pick out candidates for future training. Because Xieng Ngeun is an "old" Cluster and the CDA has been familiar with the area for about two and a half years, he feels that with the help of the RLG agents, he can already select participants for various specialized training programs with reasonable accuracy.

Mr. Worley has long recognized that he can easily go out to start development projects, and specifically training programs, on his own. However, he realizes that USAID has made a clear commitment to always work through the local RLG officials and not around them. It is to Mr. Worley's credit that in spite of his familiarity with the area which enables him to see what needs to be done, and in spite of his sincere desire to "get things going," he as CDA continues to counsel with an apparently disinterested, uncooperative Chao Muong and refuses to start projects on his own without the Chao Muong's assistance and consent.

Mr. Worley has come up with proposals for no less than nine training programs for the Xieng Ngeun Cluster. He does not require any increase in his local staff (whereas two other clusters have four USAID/RDD employees apiece.) Mr. Worley will be leaning heavily on local and provincial RLG officials to acquaint the people with their government and help them to use it as much as possible. It is hoped that a change of Chao Muong, which is imminent, and the first training program, that for Naibans and Tassengs, will provide encouragement to the local people to move forward in developing their communities.

Distribution:
JPerry
DHammer — JChandler, ADMD
RWorley — ASigmund, MD/LT
RD — YYammashiro
C&R 3 — WScott, AGR, Luang Prabang
DFrederick 2 — BTrayfors
OP

STANDARD FORM NO. 64

Office Memorandum · UNITED STATES GOVERNMENT

TO : Dr. H.E. Thomas, AD/RDD DATE: Feb. 1, 1967

THRU : Mr Sanford J. Stone, AC Savannakhet,

FROM : E.N. Babb

SUBJECT: " Master Training Plan, Lahanam Cluster."

To undertake the writing of a comprehensive " Master Training Plan " for an infant cluster of three months would be a premature exercise in view of the fact that the " Master Development Plan " is not yet complete. It is the intention of the CDA to include training in the development plan as an essential part. In fact, it is difficult to imagine, that cluster development plans presently exist which do not include training as a major theme. If one speaks conceptually of development in terms of human resources, the element of training cannot be excluded without causing the concept itself to become illogical.

By the same reasoning, it is impossible to discuss cluster training intelligently without a clear understanding of how the development program can be implemented to achieve the stated goals of RDD in the clusters. Once these goals are identified and a pratical program is designed, the priorities for training fall into order, more or less naturally. For a statement of the objectives of the cluster, reference is made to Action Memo 66-109 : April 7, 1966 ; From : Joseph A. Mendenhall, Director ; Subject : Role of Community Development Advisors ;

" The role of CDAs can only be defined in the light of the objectives of USAID activities in rural areas :

a. The first purpose of USAID activities in rural areas is to help the Government of Laos increase its political support among the people. In order to achieve this end, USAID is assisting in rural areas in the development of the social infrastructure (education, health, roads, wells, etc.) to improve the welfare of the people. These social infrastructure activities are mounted by the Government for the benefit of the people, but with as much of a self-help component as is feasible.

b. The second and equally important purpose of USAID activities in rural areas is to assist the Government of Laos in the economic development of those areas. Such development is important for several reasons :

(1) To improve the levels of living of the people ;

(2) To put the people into a position where they can better help defray (either directly or through taxes) at least part of the cost of the development, maintenance, and operation of the social infrastructure ; and

(3) To place Laos in a position where it can gradually reduce imports and increase exports, thus cutting down on the country's balance of payments deficit.

To achieve these objectives, the economic focus in rural areas must be essentially on agriculture, since Laos is so overwhelmingly an agricultural country. Within the agricultural field, first priority should normally be on rice production and marketing. This is not to exclude promotion of other product on possibilities where feasible - - livestock, vegetables other crops and fruits, and small industry (like salt at Ban Keun). "

A careful look at the above stated objectives and a study of how a development scheme could be applied to meet these objectives reveals two important programs which should be singled out for concentration. First, a serious effort must be made at all levels to increase the ability of the government officials to handle their jobs effectively. The existance of a capable, responsive local government is a prerequisite of political stability, and the basis for sustained economic development. The construction of roads, schools, wells, dispensaries, and other components of the social infrastructure should be planned, organized, and implemented by the Lao officials in the cluster with the assistance and guidance of the CDA. This process of planning and implementation by the Lao officials and people with the guidance of the CDA is, in fact, a form of training. It is subtle to be sure, but unquestionably a sound community development practice. The formalized training programs are created in response to the needs which evolve from the development planning described above. Intense training in rice production and extension techniques, which is geared to the cluster agricultural development program, is one example of the kind of training which would no doubt be required. The CDA can anticipate the various programs which will probably be needed, but it would be a mistake to plan these programs independent from the Lao or before the planning process has run its course. For USAID to continue to conduct these programs with the Lao officials merely " rubber stamping " the Activity Plans is to postpone the advent of political stability in Laos.

The second program of equal importance with the upgrading of the Lao Officials is the increasing of agricultural production, specifically rice. Low rice yield is the basis for the deficit subsistence economy and surplus rice production will be the foundation for the future stability and sustained economic growth of Laos. Achieving this

.../..

goal will require an all-out effort with some imaginative programs from USAID and the RLG. The programs will include a large element of training, including the training of RLG Agriculture Agents mentioned above. Extensive demonstrations, planned by the Lao officials and the cluster staff with the assistance of USAID/AGR, if effectively utilized, can be one of the best training programs devised. This type of training project must be accompanied by the opening up of channels for the purchase of improved seed, fertilizer, insecticides, and tools. Equally important is the requirement of an incentive to the Farmer to grow a surplus of rice ; ie, an easy market which offers a profitable return.

These two goals - building the infrastructure and increasing rice production - - are more than enough to require the full attention of the cluster staff. Other programs of seemingly real importance are really secondary, particularly in a new cluster. For this season Lahanam cluster is concentrating efforts at this time on developing programs in the two priority areas. When ever appropriate training programs are designed, Activity Plans will be submitted.

STANDARD FORM NO. 64

Office Memorandum • UNITED STATES GOVERNMENT

TO : Dr. H.E. Thomas, ADRD DATE: February 5, 1967

THRU : Mr Sanford J. Stone, AC Savannakhet.

FROM : E.N. Babb, CDA/Lahanam

SUBJECT: Feasibility of " Entry Level Training " in Lahanam Cluster

Many aspects of the Houei Kong training program offer some promise for application in Lahanam cluster. However, the difference in the two areas indicates that a reproduction of the Houei Kong curriculum and training procedures at Lahanam would be infeasible. The immediate needs and existing resources of the two areas are dissimilar enough to require much different approaches.

Introductory courses in agriculture appear practical for introducing improved rice culture practices. Another potentially productive " Entry Level " type program is the training of young men in such developmental skills as well digging and road construction. These men would be trained as part of a program in cluster " public works ". The function of this project would be to develop local skills in maintenance of pumps, dams, canals, roads, and other cluster improvements. These men could also assist villagers in the construction of such improvements.

As these programs evolve Activity Plans will be written which include certain types of " entry level " training. The logical follow-up of these projects is select the most capable trainees for further training in other fields.

STANDARD FORM NO. 64

Office Memorandum · UNITED STATES GOVERNMENT

TO : Dr. H.E. Thomas, ADRD
Thru : Mr Sanford J. Stone, AC/Savannakhet

DATE: February 6, 1967

FROM : Jack Huxtable, CDA Dong Hene.

SUBJECT: **Feasibility of Entry Level Training and Master Training Plan**

" Entry Level " training or exploratory training, as I understand it from the Houei Kong Cluster approach, is a means of identifying, villagers with skills, leaders, and those who would be prospective candidates for further training. With additional training some of these same people would provide a reservoir of talent or skills, and might participate in future Cluster activities or programs such as Vocational Agr. Training or road and bridge construction.

In the Dong Hene Cluster, which encompasses the area of three Muongs, two or three " Entry Level " training sessions held individually at each Muong Center or at one time combining the trainees from each area would enable us to help RLG Agr. Agents focus their attention on and recruit young and prospective farmers for training in improved rice culture. Improved rice production is an expressed need in each of our three muongs. The area is more rice deficient that usual, according to local farmers and merchants. The end of the last growing season showed about 75 percent of the normal harvest. But even in a good year ½ production is less than at subsistance level and necessitates the bringing of rice from other areas.

I am not sure that the Chao Muong in each of the three districts would recognize training farmers as an important step toward eliminating the rice shortage. All three identify improved rice production as a priority problem and would be in favor of seed distribution, or irrigation programs with outside money and equipment coming into plan. While none would likely oppose the idea of Entry Level training, assuming that they understood its purpose, they would probably not support such training with very much enthusiasm. Home Economics Agents who were sent to Dong Hene when an IVS Home Economist arrived, find a passive attitude on the part of the RLG for their sewing and food preparation training programs. There is nothing to see at the end of a training session that will reap any political rewards.

A Cluster Newspaper now underway will provide information for a training program, and a recruiting team with RLG agents could reach all but the northern most and insecure villages in the Phakanhia area. Three fundamental Educators now working in the village of Dong Keun would be willing to help in both recruitment and instruction. Housing for as many as 30 or 40 trainees would probably be difficult until an old dispensary building is repaired and in shape for use as a multipurpose unit.

../..

The Groupe Scolaire would suffice for classroom space and more important, wells, dispensaries and other construction projects would be the main training ground for such a program.

Training, either of the Entry Level nature or more specialized would not seem to coincide with villagers felt needs. At this particular time in the Cluster, the construction of a new dispensary in each Muong with training for each of the RLG medics, is just being completed. The difference between the wants and that which could be expressed as the needs for development is evident in the dispensary program. Everyone from the RLG and the community will agree that a clean dispensary with cabinets full of medicine is essential to the program. What receives little emphasis without bargaining on our part is the training of the medic. So that ideally if the villagers were to want training and thus request it, I think we would have to educate them to feel this need first. This would take a long time with many experienced village workers and I'm not sure that it could ever be achieved. I am more inclined to think that we ought to continue with training efforts and place as much emphasis as possible on villager understanding through information programs.

MASTER TRAINING

Dong Hene

Literacy

IVS'er Lew Sitzer has organized a class for the adults and children of 11 refugee families in Muong Phalane with his IVS assistant Mr. Prasert teaching. The class meets every evening and will continue until the refugees are resettled. The IVS'er is learning how to read and write Lao along with the refugees while the assistant is gaining teaching skills. In Dong Hene Muong, 3 Fundamental Educators living in Dong Keum and working in several Kha villages where there are no schools have provided Literacy training for 75 people during the last 4 months. We are recruiting and testing this week, for 2 CRA training candidates and will eventually hope to see them involved in Literacy training programs. Three villages in the Phakanhia area have literacy training programs in the wat. If security remains to be no problem and the self help road program continues we will eventually be able to reach villages in Tasseng Phon Ngam. Summer Student Trainees from Savannakhet took an active part in literacy training in Dong Hene during the rainy season. We have asked for more of these people next year and will place them in Chillamung for the season to work in Literacy Training.

Agriculture

Probably the single most important hurdle yet to be crossed in instituting Agricultural Training in Dong Hene is the placement of RLG agents. With the Agricultural Agents resident to lead a training program in paddy rice culture we would be able, also to maintain demonstration plots near the training site. In Muong Phalane a self help vegatable gardening program includes training in the use of fertillizer and insecticides. The Director of the Groupe Scolaire heads the program and the students have cleared and acre of land along the river on the school grounds for the project. Refugees working with the IVS'er there in garden projects have produced enough for consumption and small sales in Savannakhet during this dry season.

We propose to recruit a class of 30 young farmers from Muong Dong Hene for a one week informational training session when the RLG agent arrives. This week would include a visit to the demonstration sites in Kengkok and Savannakhet. It would also include lecture visits by the provincial Agricultural Chief and his staff. The trainees would receive a small living allowance during the week, and be able to observe other cluster projects while they were in Dong Hene. With a successful program in Dong Hene we would then hope to duplicate and improve a similar session in both Muong Phalane and Phakanhia.

../..

Further, a more specialized training course is recommended for the RLG agents. It would be a course in Agricultural Techniques of the area and Rice Improvement as well as instruction in Rural Teaching Methods. It is the RLG Agents who must head the training sessions, demonstrations and meetings. Some are limited, not only in academic preparedness but also in their ability to initiate practical demonstration techniques.

A training program for the Savannakhet Area would include the agents from Kengkok, Lahanam and if held in Vientiane could utilize the resources and people of both the Ministry and USAID.

Health and Sanitation

Ongoing training in this field includes courses given by USAID medics in each of the three Muongs. As a new dispensary is finished and the medicines are supplied to each area a USAID medic trains the RLG medic. The duration of the training is 6 months and includes diagnosis, First Aid, immunization and prevention. The Chao Muongs in each district are always anxious, with a new supply of medicine to have the medic accompany him on any trip he undertakes to the villages. In March the newly arrived Medic in Dong Hene will undertake a two week pre-natal clinic and training course with IVS'er Kris Lehman. It will be voluntary and will include women from the two villages near Dong Hene, with the new dispensary as the training site. Materials and Methods will then be transmitted to the medics located in Phalane and Phakanhia.

STANDARD FORM NO. 64

Office Memorandum • UNITED STATES GOVERNMENT

TO : Dr. Edward E. Thomas, AID/D

DATE: February 9, 1

FROM : [illegible] A. Peterson, CHAA/Muong Phieng

SUBJECT: Master Training Plan for Muong Phieng Cluster

Attached to this memorandum is our master training plan for [illegible] as requested in your January 31 memorandum to all AA's, D/A[illegible]. I want to emphasize the "our" in the previous sentence. The enclosed material is the result of a group effort by the foreign complement of the Muong Phieng staff in response to my request for master training plans [illegible] this committee's area of technical responsibility. Richard and I have [illegible]S/MD, Field Team, USAID/A[illegible], Tommy Arkin, GD, [illegible], and each has a significant contribution toward the submission of the enclosed material.

While we have attempted to standardize the different presentations, the respective training programs included bear identities particular to their program content and implementative arrangements. For example, the material we are able to enclose relevant to activity plan No. 12, "Village Training in Livestock Production and Management," and the training plan for maternal and child care is much more extensive than the materials enclosed for the [illegible] programs. This is simply because these two training programs are much nearer to actual implementation than are the others.

The first page provides in outline form a synopsis of the training programs included in our master training plan. We are by no means illusioned that all the training program possibilities have been adjusted in this presentation. However, the programs described in this folder are ones for which a village [illegible] has been expressed and a readiness exhibited, and/or for which there are strong justifications for the programs in terms of area requirements. The training programs described are also ones for which, in most cases, the [illegible] training staffs is available or location.

The enclosed attachments to the different training program descriptions [illegible] indicate the degree of action formality with which the programs are to be approached in this cluster. The officiality of procedures set, such as, formal notices, letters, contracts, application forms, [illegible] evaluation checklists etc., will give the cluster training programs a practicality and feasibility at the village level that is not [illegible]

[illegible] that this limitation is necessary until the cluster staff [illegible] and activities achieves a confident level of training support.

OFFICE MEMORANDUM UNITED STATES GOVERNMENT

TO : USAID- Program Office DATE: February 11, 1967

THROUGH: Fletcher Poling- CDAA Paksane - James Clark- AC Vientiane

FROM : Bennett Samuels- CDA Pak Cadinh

SUBJECT: CLUSTER LATRINE TRAINING COURSE

Reference: Your SSB - 091120 FEB '67

During January, a two day latrine training course was held in the Ban Lao Dong sub-cluster training center. A villager from each of the 12 villages in the cluster having one-room schools, and 2 villagers each from the villages having larger schools (5 and 6 rooms) were invited.

The attendance: One villager each from the following villages:

* 1) Ban Na Bone
* 2) Ban Boki-Na Mai
3) Ban Na Oi Nu
\- 4) Ban Thong Vane
\- 5) Ban Nong Samane
* 6) Ban Houei Sai
7) Ban Keng Sadok
8) Ban Done
9) Ban Semsanran
10) Ban Paksa

* = Indicates schools which are presently closed because there is no teacher

\- = Indicates schools which do not have government teachers, but which have CREC teachers.

In addition, an extra villager from Ban Paksa attended us he wanted to learn how to build a latrine for his wat.

Non-attendance: Villagers had been invited but did not attend from the following 5 villages:

1) Ban Phone Home
2) Ban Paksane
3) Ban Pak Cadinh (2 trainees had been invited and none attended.)
4) Ban Keng Sadok (2 trainees had been invited and only one attended)
5) Ban Lao Dong (a trainee attended the first day but evidently became bored and left, not attending the second day of the course.)

The Tasseng of Ban Paksane said that he had intended for a villager to attend, but the morning of the course one of the villagers died, and the trainee was unable to leave the village in the morning. He came by boat to Pak Cadinh in the afternoon, but then was unable to get any transportation to Ban Lao Dong as the USAID vehicle had left that morning.

The Naiban of Pak Cadinh said that he had tried to get villagers to attend the course, but he was unable to find any one interested enough to come.

The Naiban of Keng Sadok had the same problem especially in view of the fact that the rice shortage has many villagers constantly looking for food. This Naiban finally attended the course himself, but was unable to find a second trainee from the village.

c.c. AC/VTE, CDAA/PKSNE, ADRD, ADMD, Pac Cading Files.

CDA/Pak Cadinh:HSamuels:nn:2/15/67

LAOS
Cluster Villages
International boundary
Province boundary
National capital
Province capital
Cluster villages
0 25 50 75 100 Miles
0 25 50 75 100 Kilometers
CHINA
CHINA
NORTH VIETNAM
SOUTH VIETNAM
BURMA
THAILAND
CAMBODIA
GULF OF TONKIN
GULF OF SIAM
KO-CHIU
Meng-tzu
Mu-pien
P'ing-kuo
Ching-hsi
Ssu-mao
Ha Giang
Cao Bang
LAO CAI
Bac Can
Ning-ming
Lai Chau
LANG SON
Ta-lo
Yen Bai
THAI NGUYEN
Mong Cai
Phong Saly
PHONG SALY
Dien Bien Phu
Son La
Bac Giang
DAO CAI BAU
Muong Sing
HON GAI
Muang Luong Nam Tha
HANOI
HAI DUONG
HAIPHONG
DAO CAT BA
Hoa Binh
HOUA KHONG
Sop Ngin
Muong Sai
Phu Ly
Houei Sai
Samneua
NAM DINH
Ninh Binh
LUANG PRABANG
HOUA PHAN
(SAMNEUA)
LUANG PRABANG
THANH HOA
SAYABOURY
Xieng Ngeun
Ban Ban
Phou Khoun
XIANGKHOANG
Xieng Khouang
Cua Rao
Sayaboury
Vang Vieng
Ban Ta Viang
Nan
Borikhane
VIENTIANE
BORIKHANE
Phon Hong
Paksane
Pak Ca Dinh
VINH
Ha Tinh
Ban Keun
Lak Sao
MUI RON
Phrae
VIENTIANE
Thadeua
NONG KHAI
KHAMMOUANE
Deo Mu Gia
Uttaradit
Khammouane (Thakhek)
Ban Nong Bok
UDON THANI
Nakhon Phanom
Dong Hoi
Dan Sai
Muang Sakon Nakhon
Demarcation Line
Dong Ha
Sépone (Tchepone)
Bo Ho Su
Quang Tri
PHITSANULOK
Dong Hène
Muong Phine
SAVANNAKHET
Mukdahan
Keng Kok
HUE
SAVANNAKHET
Muong Nông
Maha Sarakham
Lahanam
SARAVANE
VAPIKHAM-THONG
Saravane
Sedone Valley
Ban Thateng
Khong Sédone
UBON RATCHATHANI
PAKSE
Houei Khuong
Warin Chamrap
CHAMPASSAK
ATTOPEU
Champassak
Surin
Attopeu
SÉDONE
SITHANDONE
Khong
Poipet
Stung Treng
Lomphat
Siem Reap
NAMES AND BOUNDARY REPRESENTATION ARE NOT NECESSARILY AUTHORITATIVE

55862 2-67

J. Chandler
AD/MD

Don Davis, ACR

March 9, 1967

THRU: Clyde M. Richardson, ACR/Pakse
John W. MacQueen, AC Pakse
Peter J. Lydon, CDA/Khong Sedone

Wapikhamthong Training Program

1. We are in the process of establishing a training center for naibans in Wapikhamthong. In accord with USAID policy, and in response to the evident need for Laos to increase her rice production, we wish to give primary emphasis to improved methods of rice cultivation. The attached memorandum gives a resume of our intentions.

2. If you will permit, I would like to describe what from our point of view would be the ideal way to operate, with the idea that after this, in our correspondence and discussion we will work out what is in fact possible.

3. The training center has a well and sufficient cleared land. At this point I think the best possible solution would be for USAID/Agriculture to send on TDY for several months a real rice expert on the level of Felix Valera, Karim, or a fully qualified Lao from Salakham. This man would establish a very small demonstration paddy, composed of perhaps of eight or ten blocks two meters by four meters, in which, using the well water, rice would be kept growing continuously through plantings spaced out in time. Different varieties might also be planted as experiments or demonstrations. This man would come as soon as possible to start the paddy, with coolies we could furnish him, and when the first block or so was under way, he would have at all seasons a demonstration plot to use in giving a course of 20+ hours to phobans gathered at the center.

4. The specialist would train a successor who eventually would replace him both in working the demonstration plot and in teaching.

5. As far as I am concerned, there need be no more than minimal liaison with RLG/Agriculture in Pakse or Vientiane. This effort is conceived to be administratively outside of, and apart from, the ADO and extension programs. Of course, RLG/Agriculture are the people you must live with everyday, and your own liaison needs may be much more compelling.

6. I hope I will hear from you soon on the possibility of executing a plan along these lines. Nothing is more important in this country than rice production, and I make this proposal because I believe that in using all our resources, including training centers, first things should come first.

CDA:PJLydon:ejs:3/9/67
cc: H.E.Thomas, AD/RD; H.E.Haight, RDD; J. Chandler, AD/MD; R. Leinbach, ACR

O F F I C E M E M O R A N D U M UNITED STATES GOVERNMENT

TO: Dr. H. E. Thomas, AD/RD DATE: March 6, 1967

THRU: Bruce Bailey, AAC/Pakse

FROM: Peter J. Lydon, CDA/Khong Sedone

SUBJ: Master Training Plan for Wapikhamthong

1. Entry Level Training - This would not be a good investment in Wapikhamthong since the existence of a school system and the fact that the people are Lao to begin with assures that our youth receive sufficient socialization to enter the mainstream of Laotian life without difficulty.

2. The Problem - However, the "mainstream" of Laotian life as it is lived in the province is by no means satisfactory, being characterized by low productivity, low communication, low aspiration, ignorance inadaptability, and helplessness before disease or fluctuations of natural conditions. We have a subsistence peasant economy, a classic picture of underdevelopment, to work on. What do we have to offer, and what are the leverage points in the Lao situation to which we should apply our efforts so that they will have the greatest effect? I am inclined to think that "training", on balance, probably is a good way to expend a part of our resources, but after that many important decisions remain.

3. The Problem Today in Wapikhamthong - In Wapikhamthong we have a training building available, and an agreement with the army to use military facilities to house and feed our trainees. We agree with the Chao Khoueng that a relevant group to start with is the phobans and tassengs since normally they have prestige and influence among the village population, and because they are already marked as the link between the government and the people, which link in itself we wish to improve. In general, we find they are more than normally intelligent and active individuals, although in many cases age and complete lack of previous schooling are negative factors. The phobans of the province have almost all had two weeks training already in Pakse which consisted primarily of civic material and pro-government propaganda. We have checked with a sampling of phobans about their reaction to this course, and have been told for the most part that because it consisted entirely of classroom instruction and was made up of too much material taught hastily and with little pedagogical imagination, the phobans had entirely forgotten it. We are resolved not to repeat this mistake.

4. Proposed Course - All above are the "givens" of our situation. In response we have proposed the following course to be taught in three weeks, to all the phobans and tassengs of the province, numbering about 240, in eight cycles of about thirty men each:

	Hours
Introduction	1
Religion and Custom	2
Livestock	3
First Aid, Sanitation, Health Services	6
National Institutions & Situation	5
Community Development - USAID	3
Rice Growing	20+
Execution of a Phoban's Duties	20+
The Use of Concrete	20+

Notes:

A) The two hours for Religion and Custom will be taught by the provincial representative of the Ministry of Cults, and is by way of an act of piety on our part toward him. It may later be deleted.

B) The Livestock hours are designed to give the Veterinary office an opportunity to explain its services, and to give a discussion and demonstration of castrating second rate stock.

C) First Aid, etc. Despite its importance, I think this may turn into a weak or distracting part of our program. We may well reduce its time or cull it.

D) National Institutions and Situation - It is here that the Chao Khoueng will do his lecturing. We hope to work out a concise presentation of the elements above the village level which increasingly affect village life as national unity is created. Such things as the roles of the officials and administration, courts, constitution, assembly, and perhaps the Geneva Accords and Laos' international position will be touched upon.

E) Community Development - USAID - A discussion of the provincial and national development programs, self-help. How a phoban can take advantage of the USAID program.

F) Rice Growing - If possible, we will establish a small all-year round irrigated paddy for this and bring a specialist from Vientiane to teach it at least the first few times. We will try to cover seed selection, fertilizer, water control, and marketing.

G) Execution of a Phoban's Duties - Population registration, birth, death and marriage registration, livestock censuses. Explanation and practice with officials and services. This course will follow the text of the RLG book, Local Administration by Phobans and Tassengs. (heavy updated)

H) The Use of Concrete - The principles of concrete construction. Phobans will probably make one or two concrete objects each as illustrations and practice, perhaps a waterseal toilet plate and a concrete house pillar.

5. General Observations - We have taken it as a principle to teach a small amount thoroughly rather than try to teach too much. The program in essence consists of only three courses: Rice Growing, How to be a Phoban, and Concrete. We plan to cut out the small subjects if it emerges that the principal subjects need more time. We will not be afraid to repeat an illustration or exercise many times, and if necessary to cut out detailed or embellishing material in order to make sure what we do teach is understood and remembered.

We have asked USIS for a list of available films they think could help us, and we will try to develop as many demonstrations, photos, posters, as we can. Discussion and a free exchange between teachers and students in all courses, including the technical ones, will be encouraged, lecturing avoided.

6. Alternative and Successor Courses - I think that courses along the following lines could usefully be organized in Wapikhamthong, but they are not immediately in the offing since the phoban's course will consume a minimum of six months.

1) Rice growing, concrete, and other developmental subjects for selected villagers, ages 20-30. We would seek to draw into this course particular capable young men.

2) Automobile driving and elementary repairs. It is clear now that cars are coming things, and drivers and mechanics are very hard to find in the province.

3) Upgrading of CREC teachers.

4) Rice culture.

5) Livestock management and marketing.

6) Lycée entry preparation - Our province has one of the lowest rates in the country of success in the lycée entering examination (30%). This examination is given in June and September, and I think we could well arrange a coaching program during the Summer months to help especially the rural candidates.

CDA:PJLydon:ejs:3/6/67
cc: J.Chandler, AD/MD
W.Faulkner, OP
J.Kraus, OP
H.Haight, RDD

Master Training Plan
Xieng Ngeun Cluster

* * * * *

General:

Since returning to Xieng Ngeun on October 12, it seems that all I have done is to find out why RLG Officials, from the Chaokhoueng on down, do not have time for the cluster. Coupled with this is the seeming lack of interest or indifference on the part of the population towards a development program. These attitudes could be summed up in a statement made by the Chaokhoueng, which was that Xieng Ngeun is just a suburb of Luang-Prabang and does not feel the need for development. Another problem which has certainly been an obstacle in trying to plan future programs is the fact that the Chaomuong is going to be transfered. Therefore, he feels that the responsibility of future programs should face on his successor. With these attitudes protruding from all directions it is hard to visualize making effective plans for the future. But on the other hand I find it as hard to visualize closing out the cluster completely with only occasional visits by USAID technicians. Even though most of the construction projects that the villagers wanted have been completed, we (RLG and USAID personnel) still have not produced within the cluster an adhesive to hold it together and keep it going once USAID pulls out. So with this thought in mind, the following plan was drawn up concerning present and future programs.

I. Present Programs:

A. Livestock.

In June, 1965, a livestock Activity Plan was approved which provided for 25 swine to be distributed to nine cluster villages, plus medicines, vaccines, etc., to take care of them. The delivery of the hogs was delayed for seven months due to Project hogs contracted in Vientiane. In the meantime another survey was taken by the Provincial Livestock Chief and an IVS'er to determine if the interest and need for this many hogs still existed. The results were that only four farmers needed, or were interested in taking part in the program. Four hogs were delivered in January, 1966, and six months later, three of the four farmers said they did not have time to take care of them. So two hogs were moved to Luang-Prabang where the livestock Chief is taking care of them, and one was moved to another village in the cluster. The other villager who received one has finished his contract by returning four piglets to the Provincial Livestock Chief. Because of the way the program has gone, the Activity Plan is being closed out this month. Not only this program, but from the beginning, all the activities pertaining to livestock have been met with disinterest. At the beginning, a meeting was held with the Chaomuong, Provincial Livestock Chief, RLG Agents, Nai Bans, and TDs to discuss the program and housing for the agents. The Tassaeng felt the agents should live

in Luang-Prabang and come to Xieng Ngeun when needed. Consequently, housing was never furnished by the villagers, but the agents moved to Xieng Ngeun and paid the rent on a house from their own salary. At the present time the agents are treating and vaccinating livestock in all of the cluster villages, and some outside the cluster. One agents is doing most of the work; in fact, I have been very few Lao work as hard as he. But he has becoms very discouraged over the disinterest the villagers show for their livestock, or a program to improve their livestock.

B. Agriculture.

The two RLG Agents are involved in ADO, vegetable, and experimental dry season rice programs.

1. Agriculture Development Organization:

The two RLG Agriculture Agents have just finished working on the ADO program, which involved 76 farmers in ten of the cluster villages. Both the agents and farmers felt very satisfied with the results. A survey has already begun to determine the number of farmers who would be interested in the program this coming season.

2. Vegetable Program:

The vegetable program is certainly nothing new to this area, but over the two previous years and the present one, Vegetable production has increased, especially on the commercial side. Some of the villagers that had not grown vegetables before tried it for one season, and decided it would be easier to buy from the Meo. Since one of the agents has been here for the past three years, he has been able to find the villagers interested in vegetable production, and has concentrated considerable time in trying to teach them the correct methods of seedbed preparation, transplanting, and use of insecticides and fertilizer. I believe the influence from these villagers is one of the factors contributing to the 15 hectares of paddy land now planted in vegetables. One of the agents has persuaded a farmer in Ban Nakha to plant rice during the dry season. There will be approximately 1½ hectares planted, using a variety from Taiwan. I think it goes without saying that the outcome of this experiment will be a determining

factor for any future dry season planting programs. A demonstration is being planned for the dry season rice transplanting in Xieng Ngeun. We hope to bring in between 40 and 50 farmers from Luang-Prabang, Muong Khay, and the cluster to observe and take part in the demonstration.

3. Home Economics

A one-month's sewing and food preparation training program is being conducted at the Multi-Purpose Building by the two Home Economics Agents and Mrs. Jane Grover, IVS. The trainees are five girls from Nam Bac. This program was set up on a request from Chuim Leavitt, IVS/Nam Bac. He said the girls already know how to sew, but were interested in improving the quality of their sewing. Mrs. Jane Grover, is evaluating the program after three weeks, said that there were some drawbacks, but to a certain degree, the girls had accomplished quite a bit of what they set out to do - pattern cutting, correct ways of measuring, making button holes, hemming, and an over-all improvement in their sewing skill. A by-product of the program, which in itself, Mrs. Grover feels, makes the program worthwhile, is a much closer working relationship with one of the agents, and it has stimulated some interest of the local women for a similar type program.

II. Future Programs:

Below is a list of training programs which I feel would comprise the best all around training effort in this area.

A. Tasseng-Nai Ban Training:

In recent weeks several Nai Banes and villagers have stated that they do not understand community development, the objectives of the cluster, nor the functions of their own government. This in itself certainly indicates a need for this type of program. If such a program is initiated, Nai Banes from villages outside the cluster, which we have been unable to go to because of security reasons, will also be encouraged to participate.

The objectives incorporated in this program consist of the following:

a. To make more effective leaders of the Nai Banes and Tasseng through education and awareness.

b. To educate the Nai Bans and Tassengs in what their government is doing for them, and what the government is trying to accomplish through the various Ministries.

c. To educate the Nai Bans and Tassengs on the purpose, function, and objectives of the cluster program.

d. To get acquainted with village leaders in the insecure areas so that we will have a contact person in which to work through in developing these areas. And to encourage them to participate in any of the cluster programs in order to expand the influence of the cluster.

These objectives are to be accomplished through a two or three week classroom type course for approximately thirty-five (35) villagers at the Multi-Purpose Building. The course will include presentations from all the various Ministries and from Representatives of the Chaokhoueng, Regional Military Commander, USIS and USAID offices.

It is hoped that this program can be implemented in the latter part of March or April. The funding required for this program would be approximately 170,000 kip, which would be mostly for the subsistence allowance for the trainees. It would also require a training director for the entire program.

b. Wet and Dry Season Paddy Rice Cultivation:

Factors which have touched off some interest in this type of program are the ADO programs, the first dry season rice planting experiment in the cluster, and a combination rice and fish demonstration. Five farmers from Xieng Ngeun took part in the demonstration held in Luang-Prabang at one of the sites for dry season planting.

With this interest, I feel the chances for implementation are fairly good, but probably not before next year because the farmers will soon be starting upland rice preparation.

The over-all objectives of this course would be to teach the farmers how to increase their paddy rice yields through instruction in the following topics:

1. Preparation of seeds and seedbeds.
2. Methods of transplanting.

3. Fertilizer and insecticide treaments.
4. Weed, bird, and rat control.
5. Water management.

The objectives would be carried out by use of classrooms type instruction at the Multi-Purpose Building, and demonstration at various villages in the cluster.

At the present time some of the farmers feel there is not enough water available to grow rice during the dry season. In order to try and remedy this, repairs on two dams, and construction of two, possibly three, dams are being planned.

C. Livestock Production and Management.

Even though there has been little interest expressed in such a program, one is very badly needed. This is evident by the number of livestock that die each year. The RLG Livestock Agent estimates that 50% die annually because of diseases. I think this estimate is probably high, but still is an indication of the need of a program. Other indicators would be the poor feeding and management practices that one can observe in the villages. Some of the objectives of this program would be to teach the farmers how to (1) prevent disease and insect infestation in their livestock by proper housing and improved sanitation measures, (2) detect diseases at an early stage and control methods to be used, (3) improve the quality of feed by use of local foodstuff, and (4) improve their livestock by use of better breeding practices.

These objectives will also be carried out by use of classroom type instructions, demonstration, and by individual participation. Because of the lack of interest shown in the past and at the present, I feel the chances for implementation in the near future are not very good.

D. Home Economics

A six month's program for this dry season has been proposed by Mrs. Thaethong, RLG Home Economist/Vientiane, and the two RLG Agents. Training would be in the fields of yard sanitation, health, child care, home improvement, food preparation, and sewing. Sewing classes would be held for both village women and school children, the latter being taught in the schools. The program would comprise approximately 10 or

12 of the 18 cluster villages. Programs of this nature in the past have gotten most of their interest and support from the younger women. And at the present, the only interest expressed by the village women has been in sewing, so I feel that a program geared toward this topic with some teaching of the other subjects would appeal to the village women. In the near future a survey will be taken by the RLC agents to determine the felt needs of the village women and the number interested in the training program. Following the survey, details of the program will be worked out with the Provincial Agriculture Chief for implementation this year. Funds required for materials, which will include two sewing machines to be used at the Multi-Purpose Building, subsistance allowances, etc..., will be approximately 200,000 kip. This was calculated on a two month's program, but may be extended into the rainy season if desirable.

E. Pump Maintenance and Repair:

An Activity Plan is being written up for a drilled well program with a training program incorporated. Each village requesting a well will be required to have at least two villagers for training and the necessary tools, which can be purchased locally, for a pump maintenance kit. The village trainees will observe the drilling of a well at the Multi-Purpose Building site, and be given instruction in pump maintenance and operation by the USAID well drilling team. Fourteen of the eighteen cluster villages have requested wells, the other four are inaccessible for a well drilling rig. Implementation of this program depends on when a well drilling rig can be sent to Xieng Ngeun.

F. Fruit and Vegetable Production:

Training in vegetable production has been taking place over the past three years through individual training and demonstrations by the RLC Agents and IVS personnel. The villagers have been given instruction in seedbed preparation, transplanting, and use of insecticides and fertilizer. Of course, there is still room for improvement, but not a real felt need because of the large quantities of vegetables already available from both the Lao and the Meo. One thing that needs to be done is to increase the variety of vegetables, which before now has met with little success either because they did not like them or they brought less money on the market. Some of the new varieties also were harder to grow for some undetermined reason, especially vine plants such as watermelon, cucumber, cantalope, and squash..

Training in this field should be geared more towards improving and increasing the fruit production of the area. This could be done by training the farmers in techniques of pruning, thinning, use of fertilizers and insecticides, and improving new varieties.

There are already a few villagers who have a fruit orchard, and I feel very confident that a small scale program could be started with them as soon as next rice seasons is over.

G-H. Automobile Mechanics, Furniture Making and Carpentry:

I feel that these two programs would be very beneficial in this area for people wanting to go into small business. (G) with the increasing use of vehicles in the cluster area, and certainly in Luang-Prabang, I feel training in this field would be one that could be implemented next year. Looking three years hence, we hope to see the Luang-Prabang-Vientiane road finished which will certainly increase the need for trained mechanics in this area. (H) there are several good local carpenters in the cluster, who, I feel, would be interested in improving upon what they already know and in learning new techniques of construction such as blueprint reading, joint, splicies, and other methods of fastening, framing floor joists, girders, [illegible], etc., and masonry and concrete work. Furniture making would almost be an entirely new field for most of them. At the present, none of the carpenters feel qualified to make furniture, especially on a commercial basis, but yet, would be interested in such a program.

Since both of these programs are technical in nature, I feel that the training should be done in Vientiane, where both the equipment and trainers are available.

I. Blacksmith Training:

At the present time, there is a blacksmith in all of the cluster villages except four, and three or four in the larger villages. Even with this large number of blacksmiths, I feel that a program with the following objectives would be worthwhile.

1) Training the few villagers that may want to learn blacksmithing.

2). Improve the skills and teach new ones to the present blacksmiths.

3) Develop a small commercial business within the yield.

These objectives could be accomplished by taking 2 or 3 of the best blacksmiths to Vientiane for further training. Upon completion of this training they would return to the cluster to train the other villagers.

Since it is quite obvious that there is a need and interest in this field, I feel that such a program could be started next dry season.

J. CRA Workers and Lao Cluster Manager Trainees.

A vacuum which has existed in the cluster almost from the beginning, is the lack of a counterpart for the CDA to work with and to organize, support and encourage villagers on self-help projects or training programs. To fill this vacuum, the Chaokhoueng nominated Souvan Rattana, who is presently working for CRA on the Chaokhoueng's staff, to be trained on the Lao Cluster Manager. The Chaomuong has also requested two CRA workers.

I feel that with these additions to the cluster the adhesive which I mentioned earlier will start to develop within the cluster, and help make possible the training plans outlined in this "Master Training Plan".

III. Staffing Requirements:

Much of the programs can be carried out with the help of the RIC agents if it is agreed upon by the Provincial Chiefs. But in order to have an effective program, I feel it would be necessary to have an agriculturist here on a full-time basis to work with the agents in setting up training programs and carrying them out. Also, a training director on TDY basis for certain programs.

Summary:

In my opinion the training plans which I have outlined ideally, the best comprehensive plan for the Xieng Ngeun Cluster. But because of the lack of interest and felt need on the part of both the population and

government in this area, I feel that the extent to which these plans can be implemented, will depend on the success of the Tasseng-Nai Ban Training. For if the objectives of this program are not understood by the villagers, we are almost back where we started - lack of understanding of the cluster objectives and functions. Also, with the exception of the home economics program, this will probably be the only training program started in the cluster this dry season for the villagers will soon be preparing upland rice fields.

One other aspect of training, which I feel may give some life to the cluster, is such training programs as the one we are having with the girls from Nam Bac. By bringing in villagers from outside the cluster, I feel it would be a good influence on the villagers here, who pretty much satisfied with what they have, towards training. I was thinking along the lines of bringing in villages from the Forward Areas - Muong Kassy, Nuhg, Met, Muong Nane, Nam Bac, and hill tribe's villagers around the cluster.

Entry-Level Training Program

As I understand it, one of the most important purposes of the "Entry Level Training Program" is to observe new recruits and select out talent for future specialized training. If so, I feel with the help of the RLG agents who have worked in the cluster for the past two years, selection of villagers interested or talented in certain fields could be done without such a program. Also, some of the other process features can be accomplished in the Master Training Plan. Other reasons which make this program infeasible for this area are: (1) At the present time, lack of interest or felt need on the part of the population for such an over-all training program. (2) Lack of support from the RLG. (3) Insufficient staff to carry out such a broad training program at one time.

RECEIVED
6/9/69
AREA COORDINATOR

James O. Clark, AC/VTE

October 29, 1968

Loring A. Waggoner, CDAA North Nam Ngum

Recent request for assistance to visit the Nay Amphore Training Academy in Thailand

The involvement of local officials in the developmental process is recognized to be the most important factor in a community development program. We find, however, that all too many times the local official, who is persuaded to join in aiding a development program, is inept as an official, is bewildered by the caution which he feels when involved in a development process and many times is completely at a loss when called upon to perform or conversely when he thinks he knows what to do and sets about unknowingly to thoroughly wreck the program.

The ultimate objective of a trip to the Nay Amphore Training Academy by Boueng Panya Khampasne, the Chao Quang of Vientiane Province and the CDAA North Nam Ngum would be, of course, to establish the North Nam Ngum Development Center as a national Chao Muang Training Center with the Ministry of Interior and the CRA cooperating together. Two immediate objectives would be realized. Our most important would be to try to creat a higher caliber of Chao Muangs,, through intensive training and better methods of recruitment. The second objective would be to bring CRA and the Ministry of Interior together in a joint creative venture. CRA has been too often called a "non-division" by some politicians. We would like to see the CRA assuming more power and authority in national and domestic issues as a national entity and not as a voice of one political figure.

I feel certain that we have everything to gain by planting these seeds of change. The time is ripe to suggest administrative changes and I feel that we should not hesitate to do so. At the present moment there is a move underway in the Ministry of Interior to establish village councils. (See Enc. Local Muang Government Structures) The idea is good and the methods to establish these councils are fair. However, this move is only a procrastination on the part of the central government to avoid the real issue, a look inward at the Central Government Administrative Heads themselves. I feel that we should aid these silent thoughts to become voiced opinions and subject for debate.

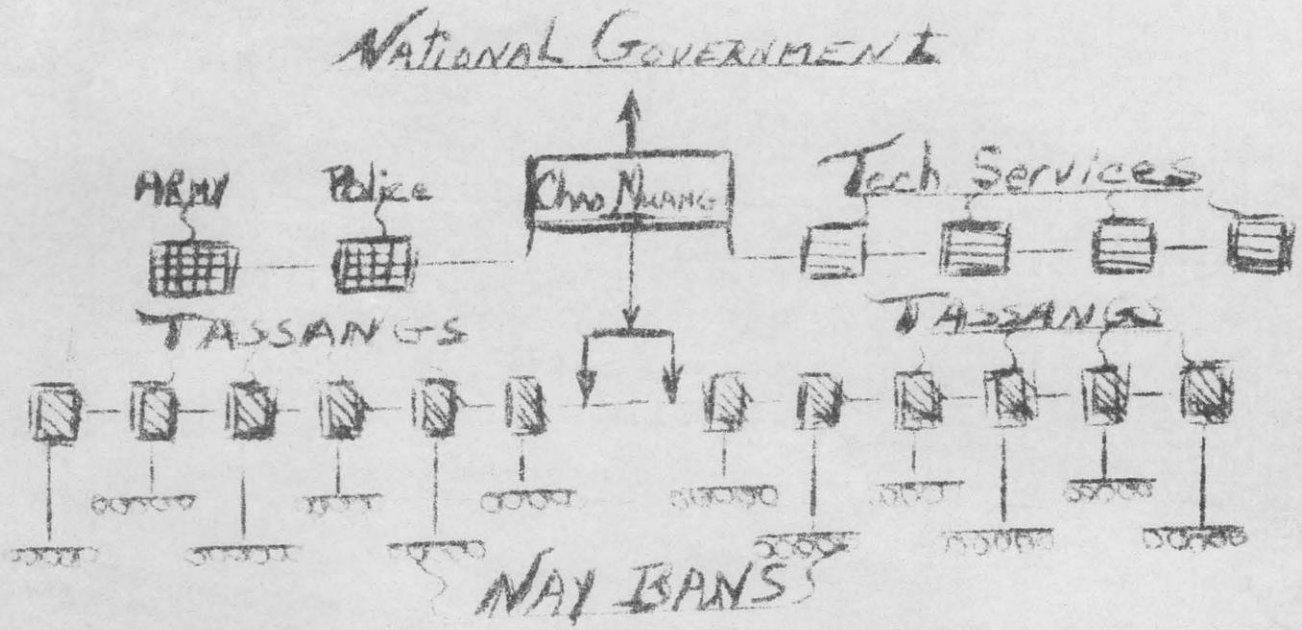
I also feel that, given one or two weeks alone with the Chao Quang on an observation tour such as could be arranged in cooperation with Mr. Stokes of Embassy Thailand, Boueng Panya and I would see the Chao Quang taking a closer look at the Ministry of Interior's present method of selection of Chao Muangs. The Chao Quang (who seems to have a large degree of influence with Phang Phongsavane) would be given the opportunity to see the Training Academy, to observe its classes, to talk with its teachers and to talk with its graduates. He would most certainly gain insight into his own government's selection and training processes for Chao Muang and could make a knowledgable analysis of such.

The Chao Quang is one of the most instrumental figures if we should begin a Chao Muang's Training Center. We would most heartily recommend that he be included on such a "training-observation trip" since the trip would lose much of its impact if the Chao Quang were not included.

encl. Local Muang Government Structure
c.c. Dr. Howard E. Thomas, ADRD
Mr. James Chandler, Acting Director USAID

II. LOCAL MUANG GOVERNMENT STRUCTURE:

Observable structure is as follows:



This section of the report will deal only with the recognized government leaders in the Muang Government. Technical services, Army, Police and even the Religious Hierarchy will be covered in another report.

General Description of Leader will include:

1. Roles and Responsibilities
2. Nature of Appointment
3. Hidden Persuaders
4. General Character
5. Vulnerabilities

1. CHAO MUANG:

1. Roles and Responsibilities: The Chao Muang is responsible for a geographic area properly called a muang. The muang is divided into different sections called tassangs with their own respective leaders who are responsible for groups or clusters of villages in their areas. The Chao Muang's duties are many and varied. Daily duties of the Chao Muang consist of signing birth certificates, signing death certificates, mediating in disputes between villagers, settling land problems, seeing that taxes are paid (properly or improperly) and generally being a figurehead of authority for the Central Government.

2. Nature of Appointment: A Chao Muang is most normally appointed to an area for administrative reasons. He is usually assigned for a two year tour of duty and then his tour can be extended if no complaints from the population are forthcoming. A Chao Muang is appointed to his area by the Ministry of Interior. Only in rare cases is the Chao Muang appointed to an area where he was born or

where he has relatives. Reasons for appointment could be:

a. Advancement for a young promising hopeful.
b. Punitive reasons when a functionaire is appointed Chao Muang in an undesireable area.
c. Monetary gain for the higher official who appointed the young functionaire as Chao Muang.(This usually concerns areas where high degrees of changes or development are noticeable.)

3. Hidden Persuaders: People who have usually a high degree of influence over the Chao Muang are those above his rank in the Central Government structure. Locally he is influenced by:

a. The Army
b. The Police
c. The Merchants' Committee

The degree of influence exercised by the above mentioned parties is determined by the time in the area spent by the Chiefs of the first two divisions and the economic stature of the latter group.

4. General Character: Generally the Chao Muang is a unique public servant in that he usually represents a class of functionaire which is not particularly high, which is very beaurocratic and which is tolerated by both local population and by supervisors with a grain of salt. Chao Muangs sometimes have a tendency to be overdominant and opportunistic. Their attitude, too often, towards the population is one which ranges sometimes to an aloofness or distain and even surprisingly enough to an actual hostility. This tendency towards the population would seem to stem from the possible punitive measures of the office itself.

5. Vulnerabilities: Being appointed to his office by Central Government authorities makes the Chao Muang difficult to remove through talks with his superiors. They presumably knew about his faults and assets before they appointed him. The man was therefore probably specifically hand-picked for his job or the job for the man. He is rarely vulnerable with his superiors, therefore. The Chao Muang's greatest vulnerable areas are with the Merchants' Committee and with the village population over which he rules. The Merchants' Committee obligates the Chao Muang to tax fairly and to pay any debts which he himself has accured. If the Chao Muang shows favoritism in his taxing, if he puts a squeeze on merchants for money or material for his own use or if the Chao Muang doesn't pay his party bills, the Merchants' Committee can band together to try to move him from the area. If the Chao Muang is harsh with villagers, makes promises which he does not keep, demands too much of a party from villagers on occasion of his visits or in general ridicules the villagers, they will also try to remove him. Generally speaking, the villagers ignore thievery on the part of the Chao Muang as long as the money is taken from someone other than the villagers. Likewise, the Merchants' Committee will not set wheels in motion for the Chao Muang's removal as long as a pinch is not felt.

The only other party who would probably have enough pressure to remove the Chao Muang would be the Army. However, this is rarely done due to possible friction with the Central Government.

B. TASSAENG:

1. Roles and Responsibilities: The Tassaeng is responsible for a group of villages in a given area. The group of villages can number from three to sixteen and upward depending on the number of inhabitants and their density. The Tassaeng is the designated direct superior of the village chiefs or Nay Bans.

He is directly responsible to the Chao Muang. The Tassang's duties consist of signing official documents such as Birth Certificates, Death Certificates, mediating between villagers with disagreements, representing his villagers at meetings called by the Chao Muang, reporting to the Chao Muang, police and soldiers any irregularities and in general acting as a liason between his people and the appointed representative of the Central Government.

2. Nature of Appointment: The Tassang of an area is elected by his people. His term of office is for life unless he becomes so unpopular with his people that he is either forced to resign, removed by the Chao Muang or eliminated by methods employed by the villagers themselves. Most normally, however, a Tassang holds his office for many years with little or no disturbance.

3. Hidden Persuaders: The Tassang is influenced mostly by the people whom he serves. Since, in many cases, his very life depends on how he treats his villagers it is rare that he can be influenced by a higher official to cheat the villagers or to steal from them. The Army can and does from time to time force Tassangs to extract information or food from villagers. When this happens, though, villagers are generally aware of it and will support their Tassang in his course of action.

4. General Characteristics: The Tassangs are usually chosen by villagers for their intelligence and for their ability to deal effectively with the Chao Muang, the latter characteristic being the most important. The villagers most generally look at the Tassang as a buffer between the Appointed Central Government Authority and themselves. If a Tassang somehow allows Central Government authority creep into their lives regularly, the villagers will usually begin to petition for a new election of Tassang. If, on the other hand, the Tassang is adept at keeping the Chao Muang out of his area except for occasional visits, his term of office can stretch indefinately.

5. Vulnerabilities: The Tassang is vulnerable and subject to normal removal only by his villagers. If he steals from the Central Government he can be removed by the police. If he is accused (rightly or wrongly) of collaborating with enemies of the Government, the Army will remove him. The Tassang, however, is most normally a master in neutrality. He is rarely moved by the Army or the Police.

C. NAY BAN:

1. Roles and Responsibilities: The Nay Ban is responsible for his village and the people who dwell within his village limits. He is administratively responsible to the Tassang. The Nay Ban's administrative duties consist of signing Birth Certificates, Death Certificates and settling disputes between villagers.

2. Nature of Appointment: The Nay Ban is elected by his villagers. Investigations in the Phone Hong area show that most generally the elction of Nay Bans follow two traditional patterns:

a. The most common pattern is that of family. That is, Nay Bans usually come from one family; father to son, father to son-in-law, father to nephew and grandfather to grandson. All of the stated situations have been in evidence in Phone Hong area.

b. The other pattern is that of skills leadership. Blacksmith to blacksmith, merchant to merchant, etc. This pattern is not in great numbers

but it is consistent enough that it should be mentioned.

Reasons for these patterns are not completely clear except in the case of the family relationship; it would seem that the villagers, believing strongly in heredity feel that the good traits would show up in the younger generations again. As for the skills relationship, much the same sort of belief seem to exist; that the wisdom of the teacher as well as his luck and intelligence will be passed to apprentice.

3. Hidden Persuaders: The Nay Ban is influenced by his villagers. Specific groups of villagers include:

a. The Wat Committee - usually 4-8 selected villagers who work mainly with the monks in observing religious holidays.

b. Thaen Khoe - village elders who have not yet become senile and who are active in witch doctoring, midwifery, fortune telling, etc.

c. "Unknowns", commonly called "legitamizers". These people do not fall into any specific character. They can be young or old, rich or poor, male or female. They have been chosen, however, as "Advisors" by some unknown reasoning on the part of the villagers. These people rarely attend public meetings and if they do attend are not participants. They are, however, the true voices of the village and it is to these people that most decisions go. It is hard to single out the "Unknowns" in a village and without getting to know the village intimately, almost impossible. This group has probably more influence over the Nay Ban than any other group of people including the elders. It would seem that this group represents a cross segment of the village community, thereby representing the whole village rather than a select segment.

d. Central Government influence on the Nay Ban is only as great as the Tassang allows it to be. Any influence is only in direct proportion to the influence which enemies of the Government exert in the area. The Nay Ban, however, as the Tassang, is usually a master in neutrality and therefore able to appease Central Government authorities without incriminating himself against his villagers.

4. General Character: The Nay Ban falls into a generalized character only when we speak of his background or his election to office. Otherwise, the Nay Ban is as varied an individual as are the people he serves. He may be intelligent; he may be simple-minded. He may be old or young; he may be a devoutly religious man or a non-believer. As mentioned, the Nay Ban's only generalized characteristic is his election.

5. Vulnerabilities: The Nay Ban is most vulnerable with his people. He is rarely removed if he is liked by his villagers.

Removal of Weak Links

The ability to implement change in the above leadership of [illegible] at any times hinged on removing the weak link, particularly if the change being sought is a felt-need for social or economic change. The weak link, having been found, must be removed by those who will participate voluntarily in the measure.

For the social evaluator to attempt to remove the Chao Muang is extremely dangerous due to the fact that the social evaluator would be questioned by the government of higher authorities. It is also not for the social evaluator to meddle in political affairs and should he try, he would probably be either censured or removed. This could only inhibit villagers if they likewise

wished to express disapproval of the Chao Muang in question.

Normally it is best to let a bad Chao Muang alone. He will usually remove himself due to mistakes made during his term of office.

It is also extremely difficult to attempt to remove a May Ban. Observation has shown that the May Ban is usually just a figurehead for the "Unknowns" of his village. When attempting to remove a May Ban, therefore, the social evaluator finds that he is trying to eliminate the entire decision-making structure in a village. This, of course, should not be attempted.

The removal of a Tassang is not as difficult. This can be accomplished by pitting Tassang against Tassang, if ongoing Community Development programs are in progress. The first step to be taken in the removal of a Tassang is the implementation of a Community Development RSH program in a nearby Tassang. The program must be well planned with a high degree of village participation and good publicity. This requires the formation of a Tassang Council and the agreement that the villagers of the Tassang will undertake a RSH project. As the program begins to get underway, the nearby inactive Tassang villagers will show an interest and begin to ask questions of their neighbors. The Tassang Council of the latter will tell the villagers that they must talk to the Chao Muang in order to get help. This action alone requires that all May Bans, after consultation with their villagers, petition the Tassang to talk with the Chao Muang. Normally the "weak-link" Tassang will wait too long and the villagers will get impatient with him. The May Bans request again; the Tassang gets angry; The May Bans get angry and a stalemate is reached which may go on for six months or so. The villag usually break the stalemate by petitioning removal by the Chao Muang or by reques the Tassang to resign.

Poor Tassangs with no real desire to do anything with their office except to carry the name have also proven that they do not like beaurocrat procedures of "forced" paperwork. It has been found that the serious Tassangs are easily recognizable from their less eager brothers during a Tassang Training Session. The Tassangs are taught many various methods of record keeping, census taking, natural resource evaluation and monthly reporting methods to the Chao Mua After one week of explanations, the Tassangs are sent home to do their jobs. (Th Chao Muang is usually in great favor of alloting paper work to his employees.) Th lazy Tassang will usually submit his resignation shortly after arriving in his village. Usually this process takes about one month from training to new election of Tassang. The better Tassangs who have the desire to work are encouraged to continue and the paper work is conveniently forgotten.

September 1968

NOTE:

Recently the Ministry of Interior issued a plan for Village Committees to be implemented at the local Government level. The steps involved in this committee organization are as follows:

1. All May Bans and Tassangs who have held office for at least five years are to be turned out of office and re-elections by the villagers are to take place.

2. After elections, a Village Committee will be formed which will work mainly with development. The newly elected May Ban will head the Committee as its Chairman and the villagers will select a Vice President, Secretary and Treasurer for the ruling body of the Development Council. The rest of the villag

will be divided into [illegible] groups, the number of which depends on the size of the village. Each group will elect two co-ordinators, one man and one woman, who will be directly responsible to the ruling committee. After the village groups are selected, committees for technical groups will be chosen. Among the technical groups represented in this program are Agriculture, Livestock, Forestry and Blacksmith. These committees will also be directly responsible to the Ruling Committee.

Summary: At present only a few specific instances of implementation of this plan have been in evidence here so that no real evaluation of its effectiveness can yet be made. A prediction from this office is that as long as the newly elected Nay Bans are directly responsible to the oldtime Chao Muangs, there will be little or no change in village life. In order for the Village Development Councils to function properly, there must be a Chao Muang who understands the Council's function and its aspiration. At this writing, the Chao Muangs of this area are generally speaking going through this exercise only because they were ordered to do so and not because they want to.

Larry Daks, USIS/VTE April 10, 1969

Loring A. Waggoner, CDAA North Nam Ngum

Your memo to Mr. Keith Adamson re: Pathet Lao Textbooks

I found your memo most interesting. To me it points out the inability of our American-oriented minds to empathize and to selectively process out what is important to the people we are supposed to develop. As you can see, I have an ax to grind and since you are the first person in USELESS (sorry slipped) USIS to come up with something which deviates from the normal boring "Mr. Mohlam Sings" bit, I will unload on you:

I sometimes won er what we can be thinking of when preparing a text for our target audiences. For three years now I have witnessed such stories in the Lao primary series such as "respect your father and mother" or "clean your fingernails". Since I used these very same books to learn to read Lao I feel that I amqualified to say that the content is not condusive to creating a desire to study. The books are boring, authoritarian and uninteresting.

When reading over the list of stories in your memo I found much more exciting possibilities. I also found that the PL are far ahead of us in training their children to accept a possible new way of life rather than reinforcing old patterns. It is interesting to note that the PL have stressed the Buddhist religion while our own text books say nothing of very little of this most important way of Lao life. Of course it is going to be easier for the villagers to believe that the PL side is supporting Gautama Buddha and that the lackies of the Americans are going to irradicate religion. Indeed our planes probably knock out a few dangerous temples every day.

I am angry because of our ignorence and our passivity in accepting what the Lao government dictates to us. I understand that you people just supported a proposal to give the 5th military command a $50,000 printing machine. What are the soldiers going to print with this machine? Pamphlets to be dropped to the PL explaining how the Army will bomb the PL to oblivion? This is no joke; I have seen these things before and please believe me, these types of endeavors are not condusive to reconciliation.

I admire USIS's work in producing the volume of literature which they do. There is no other organization in Laos which produces as much printed material. (unless it be Dan Frederick) However, movement does not make progress and volume does not insure mental absorption. I therefore congratulate you on writing something of intelligence from the ink-splattered halls of USIS.

I would like to comment on your suggestions. I think they are superb. I am most interested in your demonstration book. It reminds me of an attempt about 2 yrs ago to get USAID EDU to reorient their primary edu. books towards something which could possibly interest children or could teach nationalism in some small way. I am specifically reminded of an attempt to convince some publishers who were traveling in the area that stories about community development successes could possibly be interesting for the children since they were stories which took place locally and not someplace that the student had never visited. The stories could be tailored into reader assignments with a new group of words every two or three stories. The stories

would not have impossible attainments in which a benificent government aided the people but it would stress the importance of self-help and cooperation.("a cluster of ants siege the victim"?) After much explaination to these publishers about the possible good effects of a program such as this, they said that it sounded more like a newspaper than a textbook and that it had never been done before; therefore, it probably wodin't work. It seems as though the PL think otherwise and are putting it to excellent use.

You mention also stressing fables in all but two or three stories. This is also a deviation from the normal hum-drum reading which school children are now exposed to.

In our work here we have found that the normal Lao does not have, or rarely has, fantasies (which are necessary for escapes from hum-drum as well as innovation) mainly because he rarely has exposure to fantasy material. If the Lao does fantasize, it is usually about sensual pleasures: a warm house when it is cold, a cool house when it is hot, sex or food. He rarely thinks about the Wizard of Oz trips or journey to the middle of the earth. We think he should. It would help his mind to be much more flexible.

The PL also emphasize "pride in country". For some reason, we don't. Furthermore, our attitude towards the hill tribes is paternalistic and creating curiosities rather than stressing national ties towards national identity.

I think your memo is excellent. However, I don't think that anyone in your division will take it seriously. That has been my experience. We could use a guy like youx in RDD...the <u>new</u> RDD.

26 April 1969

TO: Mr Ken Doering, Field engineer/USBR

FROM: Fritz Benson, IVS/Ban Thalat

SUBJECT: Follow-up on our conversation (18 April) regarding the information program to be held in Ban Thalat.

The information program which will be held at the Ban Thalat training center during May and June will be directed towards the local leaders of the two northernmost tassengs in Muong Phone Hong, an area which is intersected by the Nam Lik River. Our immediate objectives are two: 1) To foster a sense of national identity amongst a group of people long isolated from the mainstream of Lao national life, but always victims of its twists and turns, and 2) to inform them about a phenomenon which will radically affect the future course of their lives, the construction of the Nam Ngum and Nam Lik dams. Our ultimate objective is to counter the propaganda which is being disseminated by the Pathet Lao against the "American role" in the dam projects (e.g. the Americans are taking gold and silver out of the Nam Lik River near Ban Thalat, and are drilling for gold and silver deposits near Keng Ka Chang).

We feel that such a program is badly needed; thus far very little thought has been given to the social and political implications of dam construction in Laos. Economic changes which will be brought about can be rather accurately predicted. Not so with the social and political effects which economic development have on a rural society. Innovation and change inevitably has a disruptive effect on traditional societies. Change is regarded with suspicion, if not outright hostility, by its victims, the villagers. In Laos, as well as in other developing countries, the political implications of the impact of change are great. Local suspicions are exploited by opportunists who turn them into a political tool against change. Proof of this is presently becoming more and more evident in the North Nam Ngum area. It is our contention that this upward spiraling trend can be offset somewhat if the suspicions of local villagers can be mitigated somewhat by informing them about the changes which are taking place in the area.

This program is intended to be a pilot project. If it proves to be successful it will be expanded to include the entire North Nam Ngum area. It will also give us valuable information regarding what we can anticipate in the future regarding changes which will be brought about at the village level as a result of other dam projects.

The success of our program will be only as successful as the quality of our instructors. As the USBR staff is probably best informed source in Laos with regards to the Mekong development scheme, we thought it apt to seek your assistance in presenting this topic to the local leaders who will participate in our program. You indicated in your conversation that you would be willing to offer to us the services of your Thai counterpart. If he is willing to come up here one day per week for four weeks we would like to have him speak on the Mekong development scheme as a whole, and how it will affect the participating countries economically and socially. Also, it would be good if he could say a few words about USBR's work in Laos and, more specifically, in the Nam Lik area. If possible, we would like to have him come up here late on Tuesday afternoons; this way he would be able to talk informally with the local leaders before the scheduled Wednesday morning session on the Mekong. If this is not possible he could come up early on Wednesday mornings--as scheduled, he would give his presentation at 9:00 am every Wednesday for four weeks (May 14, May 21, May 28, and June 4). Should he come on Tuesdays, we will provide him with housing and meals. He would be free to return to Vientiane late Tuesday morning or early afternoon.

Thank you very much for your assistance

TO: William R. Lovan, COP-IVS/RD

THRU: Arthur Stillman, ACOP

FROM: Fritz Benson, IVS/Ban Thalat

SUBJECT: Monthly report for April, 1969

The bulk of the month of April was spent laying the organizational groundwork of the forthcoming naiban-tasseng information program to be held in Ban Thalat during May (cf monthly report for March). Efforts to this end were directed primarily toward working out the details of the curriculum. The two main sections of the curriculum correspond with the two immediate objectives to be pursued: 1) To foster a sense of national identity amongst a group of people long isolated from the mainstream of Lao national life, but always subject to its twists and turns, and 2) To inform the local leaders about a phenomenon which will radically affect the future course of their lives, the construction of the Nam Ngum and Nam Lik dams.

The section on national identification will deal with various aspects of the Lao national character--geographical setting, population, cultural heritage and historical background. Instructors who will speak on these matters have for the most part been recruited locally. In addition, USIS has agreed to provide a mohlam team and a representative from their radio section who will talk on Lao history. Section two, which deals with the Mekong Development Scheme and how it will affect Laos, will be handled almost exclusively by representatives from the RLG. The Lao National Mekong Committee will give a briefing on the Mekong Development Scheme, and a representative from the Nam Ngum dam project will explain to the participants the function of the dam and conduct a guided tour of the site. These presentations will be followed up by talks by local officials and representatives from the Ministry of Plan and the Commission for Rural Affairs on the social, economic and political aspects of the Mekong project. A field trip to Vientiane has also been planned.

Instruction in the classroom will be patterned after the seminar. A talk, usually preceded by the showing of a relevant film, will be given by the instructor, and then discussed by the participants under the guidance of the instructor.

The program is scheduled to begin on 17 May. There will be 3 one-week sessions.

FCB/fcb
30/4/69

Distribution: IVS-3
AC/Vte-1
CDAA/NNN-1
Chao Khoueng/Vte-1
Chao Muong/Phone Hong-1
Director CRA-1
Personal file-1

APPROVAL NUMBER 9186 FOR PHONE HONG CLUSTER
ACTIVITY PLAN NO. 59

ACTIVITY : DEVELOPMENT OF RURAL ECONOMY No. 9062

Sub-Activity : Rural Self-Help No. 9062-1

Funding : Kip 412,250 Account No. 9062-1-D2

Title : Training of local leaders

Approval is hereby given to the Activity Plan numbered above which is attached hereto. US owned local currency, or counterpart funds previously provided and transferred to the US AID Trust Account, as may be determined by the US AID Controller, are hereby made available for expenditure for the implementation of the subject plan in accordance with US AID Controller procedures.

Purpose: To give the local leaders a better understanding of the social, economic and political forces at work in his country and locality.

Local Currency Contribution: Kip 412,250 is provided for payment of cooks' salaries, trainees' subsistence allowances, trainers' salaries and commercial transportation.

In Kind Contributions: None

APPROVED:

☒ Charge US owned Local Currency

☐ Charge US AID Trust Account

Charles C. Chester 5/6/69
US AID Controller Date

M Dell Dorgan 5/2/69
US AID Acting Program Officer Date

Marvin L. Weinert 5/8/69
US AID Director Date

VIENTIANE PROVINCE
Phone Hong Cluster

By this Activity Plan No. 59, to be funded from the Development of Rural Economy (Rural Self-Help) 9062-1, the Provincial Administrative Council of Vientiane, represented by the Chao Khoueng, and the USAID/CDAA, recommend:

Training of local leaders

I. Objective:

To give the local leader a better understanding of the social, economic and political forces at work in his country and locality.

1. To foster a sense of national unity and pride among local leaders.
2. To increase the understanding of the local leaders of the process of change and how it relates to them.
3. To offer to local leaders the procedure whereby local problems related to change can be identified and acted upon.
4. To provide local leaders with an opportunity to meet and speak with muong officials on an informal basis.

II. Background:

The primary function of the North Nam Ngum Development Center is the training of naibans and tassengs

. To date, two naiban-tasseng training programs have been held in Ban Thalaat (AP Nos. 49 & 17), their purpose being to inform local leaders about the structure and functions of the RLG.

The proposed training program will be more specific in scope and more relevant in content than the two previous training efforts, yet complementary to them. Firstly, the local leaders from only two tassengs in Muong Phone Hong, tasseng Thin Keo and tasseng Phone Si, will be present for the 4 seven-day sessions. By having a relatively small number of participants the instructors will be able to devote more personal attention to them during both lectures and discussions. By the same token, the trainees will be in an atmosphere which is conducive to learning and to individual participation. Secondly, the curriculum which has been designed will take into consideration the unique experiences of the people to be trained. The primary objective of the proposed program, to give the village leader a better understanding of the social, economic and political forces at work in his country and locality, can be realized only if the material is presented in terms understandable to the villagers.

The forces presently at work in northern Muong Phone Hong are basically two. Firstly, there is the force of dynamic change. The construction of the Nam Ngum dam will effect, and has already effected, economic and social change to a degree here to fore unknown in Laos. The victims of this process of change will be the Lao villagers. The villager is the victim of change because he does not understand change and is thus unable to cope with it. Secondly, there is the force of stability, or conservatism, a force which is inherent in the social systems of most underdeveloped countries. When the force of change and the force of stability clash head-on there is inevitably a social upheaval of varying degrees of intensity. The problems which arise out of such a state of unrest are numerous, not least of them being the fact that the situation is ripe for exploitation by opportunists.

Although the problems which arise as a result of rapid change cannot be averted completely, it is the aim of the proposed training program to attempt to cushion the impact of change by helping local villagers gain a better understanding of the forces at work which will have a direct bearing on the future course of their lives.

The proposed training program is intended to be a pilot project. If this program proves successful, training efforts will be expanded and supplemented with an information program.

III. Plan of Action:

A. General:

1. Briefing session for instructors, April 21-25.
2. Local leaders from tasseng Thin Keo:

Tasseng	1
Naibans	10
Village elders	20
	31

Local leaders from tasseng Phone Si:

Tasseng	1
Naibans	16
Village elders	32
	49

Local leaders from Ban Thalaat:

Naiban	1
Village elders	4
	5

TOTAL NUMBER OF PARTICIPANTS: 85

3. The holding of 4 seven-day sessions:
   May 4-10: 20 leaders from Phone Si
   May 11-17: 10 leaders from Phone Si, 10 from Thin Keo, 5 from Tha laat
   May 18-24: 10 leaders from Phone Si, 10 from Thin Keo
   May 25-31: 10 leaders from Phone Si, 10 from Thin Keo

4. Curriculum: See attached sheets

B. Estimated Timing:

Start: May 4, 1969

Completion: May 31, 1969

This Activity Plan was approved on Draft Activity Plan forms by the following officials:

RLG: Chao Muong/Phone Hong, Chao Khoueng/Vientiane, CRA.

USAID: CDA, CDAA/North Nam Ngum, AC/VTE, ADRD.

These original copies are kept on file at RDD for reference. This final document is for your file.

APPENDIX A

Obligations Summary:

A. Villagers will provide:		Value
1. Personnel:	85 Trainees for 7 days 300 k/day	K 178,000

B. Counterpart will provide:

1. Personnel:	2 Cooks x 400 K/day x 30 days	K 24,000
	2 Cooks Helpers x 200 K/day x 30days	K 12,000
2. Commodities:	Commercial transportation	K 72,000
3. Others:	Trainees Subs. Allowance 85 trainees x 7 days x 350 K/day	K 208,250
	Trainers' salaries: 4 trainers x month x 24,000 K/month	K 96,000

Summary of Total Estimated Costs:

	Dollars	Kip	Source	At market rate kip/dollar
A. Villagers:		178,500	In kind	$ 357.00
B. Counterpart:		412,250		$ 824.50
Total:		K 590,750		$ 1181.50

Final RDD Clearance,

Date: 4/29/69

	800-900	900-1000	1000-1100	1100-1200	1200-1400	1400-1500	1500-1600	1600-1700	1930-2100
SUNDAY									Introd. Chao Muong Film: "Our Laos"
MONDAY	Film: "Know Your Country"	Lecture on Geography * Rev-Disc	Lecture on Population Film: "Faces of Laos"	Lecture on Culture Film: "Music & Dance of L.	BREAK	Lecture Introd to L.P. Film: "Pii Mai in LP"	Lecture on Monarchy Film: "His Majesty King SV"	Lecture on Buddhism Film: "Faith of the Buddha"	Informal discussion
TUESDAY	Lecture History Origins to three kingdoms Rev-Disc	Lecture History Three Kingdoms to French Rev-Disc	Lecture History French to Independ. Rev-Disc	Lecture History Post Independ. Rev-Disc	BREAK	History, change & develop. Seminar	Develop in Muong Phone Hong	Lecture on USAID in Laos Film:"Work together for Prog."	Informal discussion
WEDNESAY	Mekong Devel Scheme Film:"Mekong River Survey"	DIELD TRIP TO NAM NGUM DAM SITE			BREAK	Thalaat Devel Comm: Struct & Funct.	Ident. and Solving Problems	CRA	Informal discussion
THURSDAY	Meet Muong Officials Chao Muong Naidan of Thalaat	Military and Police	Informal discussion with officials		BREAK	Briefing on field trip to Vientiane	Films on sites to be visited	Vte and	
FRIDAY			FIELD TRIP TO VIENTIANE ITINERARY PREPARED BY ROYAL LAO GOVERNMENT						
SATURDAY			Return to Thalaat		Lunch and closing ceremony				

* Review-discussion

17 Thurs 7:30 ACA

Thompoou BLIATOUT

VILAY CHALEUNRAT

2210

Mordam

I. May 11-May 17: Na Muong----------3 (Phone Sy)
Sene Saat----------3 (Phone Sy)
Na Some----------3 (Phone Sy) Road
Phone Phia----------3 (Phone Sy) Well
Ban Nhouat----------3 (Phone Sy) Road
15

II. May 18-May 24: Na Kham----------3 (Phone Sy) School, road
Sene Soum----------4 (Phone Sy) Group Sch, vill sch,
Phone Sy----------3 (Phone Sy) Well well
Nong Tao----------3 (Phone Sy)
Phone Keo----------3 (Phone Sy) School
Phone Nguen----------3 (Phone Sy)
Hin Heup----------3 (Phone Sy) School
Ban Kam 22
(40)

III. May 25-May 31: Nam Poth----------3 (Thin Keo)
Long Khene----------4 (Thin Keo) School
Phu Quo Kham----------3 (Thin Keo)
Ban Thalaat----------5 (Phone Mi)
Phone Peng----------3 (Thin Keo)
Phone Nheng----------3 (Thin Keo)
Phone Muong----------3 (Thin Keo) Road
24

IV. May 1-May 31: Had Deua----------3 (Thin Keo) School
Som Dy----------3 (Thin Keo) Well
Kam Xang----------3 (Thin Keo)
Na Pho Phalad----------3 (Phone Sy)
Na Se----------3 (Phone Sy)
Na Yao----------3 (Phone Sy)
Kok Kieng----------3 (Thin Keo) School, irrigation
Ban Kam -3 21

TOTAL: 82

ໝູ່ບ້ານພັທນາຂອດໃໝ່ໂຮງ

ແຜນປະຕິບັດງານຂອທີ່ ຄ

ໂຄງຖືຕາມແຜນການປະຕິບັດງານອັນນີ້ ຊຶ່ງຈະໄດ້ອາໃສເງິນຈາກ ແຜນການການພັທນາເສຖກິດ ແບບຊຸວໂຮຕຼືອຕົ້ນຂອງຂອທີ່ ໑໐ຕໍ່ ๘-๑, ກອງປຸ່ນຊຸນປົກຄອງທ້ອງຖິ່ນແຕ່ງແຂວງວຽງຈັນ ຊຶ່ງນີ້ທ່ານເຈົ້າແຂວງ ເປັນຜູ້ຕາງໜ້າ ແລະ ຕ້ອງປົກສາຫາລືປ່ຽນປ່ຽງໝູ່ບ້ານຂອງຍີງການຢູ່ເສດອິສເນີແນະນຳດັ່ງຕໍ່ໄປນີ:

ທ້ອໜ້າພັນັກງານອົບຮົມ.

๑. ວັດຖຸປະສົງ:

- ເພື່ອສ້າງເສີມໄກ້ຊາວບ້ານໄດ້ເຂົ້າໃຈໄດ້ດີ ໃນດ້ານສ້ງຄົມ, ເສຖກິຈ ແລະພັທນາຕ່າງໆ ໃນ ປະເທສ ແລະ ໃນທ້ອງຖິ່ນ.

๑.- ເພື່ອໃຫ້ຜູ້ນຳຖຸກໆຄົນຮູ້ແລະເຈົ້າໃຈດີກ່ຽວກັບຊາຕລາວ.

๘.- ເພື່ອໃຫ້ຜູ້ນຳໄດ້ເຂົ້າໃຈເພັ່ມຂຶ້ນອີກ ກ່ຽວກັບການປ່ຽນແປງຕ່າງໆ ແລະໃຫ້ຮູ້ວິທີການປ່ຽນແປງ.

๓.- ເພື່ອໃຫ້ຜູ້ນຳຕາມທ້ອງຖິ່ນໃຫ້ຮູ້ຈະບຽບ, ການຫນ້ກຫນ່ວງຕ່າງໆ ຊຶ່ງຈະນຳພາໃຫ້ມີການປ່ຽນແປງ ແລະເກີດມີມາຕາມພາຽຫຼັງ.

๔.- ເພື່ອໃຫ້ຜູ້ນຳຕາມທ້ອງຖິ່ນໄດ້ມີໂອກາດໄດ້ເຂົ້າກັບຂ້າຣາຊການເມືອງໃນຖານະກັນເອງ.

๘. ຄວາມເປັນມາແຕກອນ:

ຈຸດປະສົງຂອງການພັທນາຂອຕນ້ຳງື່ມແຕ່ນ ແມ່ນຫ້ການອົບຮົມຕາແສງ ແລະ ນາຽບ້ານ. ດ້ັງກ່ອນ ໄດ້ມີການອົບຮົມດ້ັ່ງກ່າວນີ້ໃຢ່ແລ້ວ ๘ ຄຸດ ທີ່ໄດ້ຈັດຂຶ້ນໃນສູນກາງແຕ່ນີ້. ຈຸດປະສົງຂອງການອົບຮົມນີ້ ແມ່ນ ໃຄສະນາກ່ຽວກັບການຕ່າງໆຂອງຣັຖບາລ ໃຫ້ແກ່ເຂົ້າເຈ້ົ້າສູ ແລະເຂົ້າໃຈ.

ການອົບຮົມດ້ັ່ງນ້ັ້ນຈະໄດ້ເຂ້ົ້າເຖ້ິງເຂ້ືອງຕ້ັ້ວຫມ້ືດ ຊຶ່ງຈະນ້ຳຄວາມກ້ົ້າວຫນ້ົ້າມ້ານ້ັ້ນ ມ້ືກ່ຽວກ່ຽມ ຖ້ານ ๘ ຄຸດ ຕ້ືໄດ້ອົບຮົມມ້ານ້ັ້ນ.

๘ ອາທ້ືດຈະໄດ້ຈ້ັດເປ້ັນ ๔ ຄຸດ ,ຄຸດນ້ຶ່ງຈະມ້ືການອົບຮົມພ່ຽງແຕ່ອາທ້ືດນ້ຶ່ງ; ພ້ອມຈະໄດ້ຈ້ັດໃຫ້ ຶ ມ ຈ້ຳຂອມພ່ຽງເຫ້ັ້ນ ກ້ໍເພ້ືອຢ່ານ ໃຫ້ຄູສອນມ້ືເວລ້ານ້ອຍເກ້ັ້ນ ໄປ ສ້ອນໃຫ້ແກ່ຖຸກໆຄົນ ແລະມ້ັ້ນ ກ້ໍຈະໄດ້ເຂ້ົ້ານ້ຳພ້ຽງ ຄູ ຢ່ານ ໃກ້ສ້ົ ດ.

ຄ້ັ້ງ ສ ອ ງ ວ ິ ຊ ານ ສ ອ ນ ຈ ະ ໄ ດ ້ ໃ ຊ ້ ຄ ວ ານ ສ ້ ານ ນ ອ ງ ນ ັ ກ ຮ ັ ນ ທ ້ ີ ່ ຈ ະ ນ າ ອ ົ ບ ຮ ົ ມ ຄ ັ ້ ງ ຕ ໍ ່ ໄ ປ . ຈ ຸ ດ ປ ະ ສ ົ ງ ທ ້ ີ ່ ນ ຶ ່ ງ ແ ມ ່ ນ ຢ ່ ານ ໃ ຫ ້ ຊ າ ວ ບ ້ ານ ເ ຂ ້ ົ ້ າ ໃ ຈ ໃ ນ ນ ະ ໂ ຍ ບ ານ ດ ້ ານ ສ ້ ງ ຄ ົ ມ , ເ ສ ຖ ກ ິ ຈ ແ ລ ະ ກ ານ ເ ມ ື ອ ງ ພ າ ຽ ໃ ນ ປ ະ ເ ທ ສ ແ ລ ະ ຕ ່ າ ງ ປ ະ ເ ທ ດ ຂ ອ ງ ຂ ອ ງ ໃ ຜ ລ າ ຈ , ຄ ົ ງ ຈ ະ ໄ ດ ້ ຮ ີ ດ ຢ ່ າ ງ ແ ນ ່ ນ ອ ນ ໃ ນ ເ ມ ື ່ ອ ຈ ະ ໃ ຊ ້ ກ ານ ຢ ່ າ ງ ວ ່ າ ງ ໆ ຊ ່ ງ ໃ ຫ ້ ຜ ູ ້ ເ ຂ ້ ົ ້ າ ຮ ່ ວ ມ ກ ານ ອ ົ ບ ຮ ົ ມ ນ ັ ້ ນ ເ ຂ ້ ົ ້ າ ໃ ນ ໄ ດ ້ .

ໃ ນ ປ ະ ຈ ຸ ບ ັ ນ ນ ້ ີ ້ ໃ ນ ເ ວ ລ າ ເ ທ ່ ື ອ ຂ ອ ງ ເ ມ ື ອ ງ ໂ ພ ນ ໂ ຮ ງ ມ ີ ຂ ້ ົ ດ ແ ປ ງ ๘ ຢ ່ າ ງ ຄ ື :

ຂ ້ ັ ນ ຕ ້ ົ ນ ນ ຶ ່ ງ ມ ີ ກ ານ ປ ່ ຽ ນ ແ ປ ງ ປ ະ ເ ພ ນ ີ ແ ລ ະ ຣ ິ ດ ຄ ອ ງ , ເ ສ ຖ ກ ິ ຈ , ໂ ຄ ງ ອ ້ າ ງ ຖ ິ ງ ກ ານ ສ ້ າ ງ ເ ຂ ື ່ ອ ນ ນ ້ ຳ ງ ື ່ ມ ນ ີ ນ ມ າ ໃ ຫ ້ ມ ີ ກ ານ ປ ່ ຽ ນ ແ ປ ງ ເ ສ ຖ ກ ິ ດ ຫ ລ າ ຍ ຈ ຸ ້ ຳ ແ ຕ ່ ຍ ັ ງ ບ ໍ ່ ເ ດ ິ ນ ມ ີ ຜ ລ ເ ຈ ີ ລ .

ขั้นที่สองๆ ดีการหุ้มหรือปูแผ่นโฆษณาจั่วปูใหม่ประเภทที่ยังอาดการพัฒนาๆ, ถ้าบ้านเมืองดัดแปลงใหม่นี้จึงเป็นลำบาก แก่อาจยามใดเจ้าใจในด้านสิ่งนี้, กรุณาติดสถานะการนี้ อาดพาใช้หุ้มใดหุ้มนึ่งนี้โอกาดปั้นป่วนเดือดตางๆขึ้น.

ขันตาตางๆที่จะเกิดมีมาก็เนื่องจากการปรับแปลงสถานะการนี้สะดวกสบาย, ถ้วนี้การอบรมจึงจะได้เปิดโอกาดบ่ให้อาจยามฝ่ายงบการใด และเจ้าเจ้าก็จะได้เจ้าใจดีกับสถานะการ.

การอบรมถ้วนี้แบ่งขั้นศึกษา, ถ้าหากว่าได้รับผลสำเร็จจะได้มีการโฆษณาติดตามต่อไป.

๓. แผนปะดิบัด:

ก. ที่อใช:

๑.- ได้มีการปรึกษาหารือ ขั้น กรุณาพอการอาจารย์สอน, ตามใบงานที่ ๘๑ ดา ๘๘ ของเดือนอาฐีน.

๘.- ผู้นำที่จะมาจากตำแหน่ง ปี่นแก้ว.

ตำแหน่ง ๑ ท่าน
มาตรบาน ๑๐ ท่าน.
เจ้าแก ๘๐ ท่าน.

ผู้นำที่มาจาก ตำแหน่ง โพนสี.

ตำแหน่ง ๑ ท่าน.
มาตรบาน ๑๕ ท่าน.
เจ้าแก ๓๘ ท่าน.

ผู้นำที่มาจากหน่วยงาน .

มาตรบาน ๑ ท่าน
เจ้าแก ๔ ท่าน.
รวมผู้ที่มาเข้าอบรม มี = ๕๘ ท่าน.

๓.- การอบรมในห้องประชุมจะมีกำหนด ตามในสี่มื้อ แต่ละอาทิด,

-เดือน ๓ วันที่ ๔/๑๐ - ผู้นำ ๘๐ ท่าน มาจากตำแหน่งโพนสี.
-เดือน ๓ วันที่ ๑๑/๑๗ - ผู้นำ ๑๐ ท่าน มาจากตำแหน่งปี่นแก้ว.
๑๐ ท่าน มาจากตำแหน่งโพนสี.
๔ ท่าน มาจากหน่วยงาน.
- เดือน ๓ ๑๒-๘๔ - ผู้นำ ๑๐ ท่าน มาจากตำแหน่งโพนสี
๑๐ ท่านมาจากตำแหน่งปี่นแล้ว.
- เดือน ๓ ๘๔-๓๑ - ผู้นำ ๑๐ ท่านมาจากตำแหน่งโพนสี.
๑๐ ท่านมาจากตำแหน่งปี่นแก้ว.

๔.- ผู้ภาวิจารณ์สอนกระบวนเยี่ยวตามลำดับที่ติดตามๆ.

๒. กระดาษโดยประมาณ:

กระดาษเมื่อ ๓เดือน ๓ วันที่ ๔, ๑๗๙๗
กระสำเร็จเมื่อ ๓ ๓๑, ๑๗๙๗.

ນອກຈາກເມືອງຈາກລາຽລະອຽດຂ້າງເທິງນີ້ ແຜນການດຳເນີນງານສະບັບນີ້ໄດ້ຮັບອະນຸມັດໃນຮ່າງແຜນການ ດຳເນີນງານໂຄງຮ້ຳຫນ້ານີ້ ດັ່ງຕໍ່ໄປນີ້:

ຝ່າຽຈັດຫາລະ: ຫ້ອງຮ້ຳເມືອງ/ໂພນໂຮ້ວ, ຫ້ອງຮ້ຳແຂວງ/ວຽງຈັນ, ອະທິບໍດີກົມປົ້ນປຸ່ງຫມູ່ບ້ານ.

ຝ່າຽຢູ່ເສດ: ທີ່ປຶກສາ ແລະຜູ້ປະສານງານຝ່າຽປົ້ນປຸ່ງຫມູ່ບ້ານເຂດນ້ຳງື່ມເຫນືອ, ຜູ້ອຳນວຍການຝ່າຽປົ້ນປຸ່ງຫມູ່ບ້ານຝ່າຽຢູ່ເສດ.

ສຳເນົາຄັ້ງເດີມຂອງແຜນການປະຕິບັດງານອັນນີ້ ໃຫ້ເກັບຮັກສາໄວ້ເພື່ອໄວ້ເປັນຫຼັກຖານອ້າງອີງສ່ວນສຳເນົາສຸດທ້າຽຈາກຝ່າຽໃຫ້ຫ້ານ.

ສຳເນົາພົ້ມ ກ.

ພັທນາໂຄງຮ້ຳ:

ຈາວບ້ານຈະຈັດຫາ:

๑. ພນັກງານ:	ຜູ້ເຂ້ຳອົບຮົມ	๒๕ ຄົນ ສຳຫຼັບ ๓ ວັນ ๗๐๐/ມື້	ກີບ ๑๓๒,๐๐๐

ກອງທຶນຮ່ວມຈະຈັດຫາ:

๑. ພນັກງານ:	๘ ຄົນ ເພື່ອ ຕິວກົນ × ๔๐๐ກີບ/ມື້ × ๓๐/ມື້		๘๔,๐๐๐
	๔ ຄົນ ຜູ້ຊ່ວຽແມ່ຄົວ × ๘๐๐ກີບ/ມື້ × ๓๐/ມື້		๑๔,๐๐๐
๔. ເຄື່ອງຂອງ:	ອຸປະກອນສົ່ງສິ້ນລ້ຳ		๓๔,๐๐๐
๓. ອື່ງອື່ນໆ:	ຕ່າເບັ້ຽລ້ຽງຜູ້ເຂ້ຳອົບຮົມ ๑๕ ຄົນ × ๓ ມື້ × ๗๔๐ກີບ/ມື້		๔๐๒,๘๕๐
	ເງິນເດືອນຜູ້ສິດສອນ ๔ ຄົນ × ๑ ເດືອນ ×๔๔,๐๐๐ ເດືອນ		๗๕,๐๐๐

ລວມຄ່ຳໃຊ້ຈ່ຳຽໂຄງປະຫານ:

	ໂດລລ່ຳ	ກີບ	ໄດ້ເປັນ	ກີບ/ໂດລ່ຳຕາມອັຕຣ່ຳໃນຕ່ຳຣ
ກ. ຈາວບ້ານ:		๑๓๒,๔๐๐		๗๕๓.๐๐
ຂ. ກອງທຶນຮ່ວມກັນ:		๔๑๘,๘๔๐		๒๔๔.๔๐
ລວມຕ້ົວຫນິດ:		๕๗๐,๓๔๐		๑,๑๒๑.๔๐

CDAA NNN

TO: All CDAAs May 12, 1969

FROM: Phillip P. Gullion, A/Chief, RDD

SUBJECT: Leadership Training Programs

REF: Attached May 5 Letter

Attached is a letter from the Commissioner for Rural Affairs denoting an interest in the standardization of training programs for naibans, tassengs and village leaders. To date all activity plans submitted from field areas which have provincial RLG concurrence have been enthusiasticly supported at the national level with only minor changes suggested by CRA.

By return memo, not later than COB May 23, please submit a brief report containing ideas and suggestions you have developed with your RLG counterpart concerning standardized training.

cc: Vongsavanh Boutsavath

JAJ/hh

Kingdom of Laos
Ministry of Rural Affairs

No. 116/CRA

Vientiane, May 5, 1969

The General Commissioner for Rural Affairs

to

Mr. the Chief of Rural Development Division
USAID

Dear Sir,

I have been stricken by the diversity of the programs adopted in the various Provinces of Laos under USAID funding for seminars for naibans and tassengs as well as for selected leaders.

According to locations, these programs emphasize particularly either community development principles or counter propaganda or the Royal Ordinancy No. 254 related to new communities or Kingdom History etc. This situation is resulting often from the personal ideas of USAID or IVS agents who are specially concerned with those seminars.

Their devotion and initiative have to be warmfully approved but it is however necessary to try to insert more coherence in these various programs. Besides, these programs must reflect, in the first place, the development doctrine established by the Commission of Rural Affairs as well as the present concern of the National Government.

That is why, it is advisable to establish a standard program the major part of which, say 70% should be obligatory while the balance could be tailored according to local needs and teachers availability. To this end, I should be obliged to you to either gather and send to me all various programs you have on hand or to confer with the USAID and IVS personnel assigned to the Provinces concerned by these activities (including duration of courses, daily schedule and all other problems of practical implementation). Thus a general study on this matter can be undertaken to lead to the establishment of necessary standard programs.

Sincerely yours,

Vongsavanh Boutsavath

: Mr. Phillip P. Gullion, Acting ADRD May 24, 1969

THRU : George A. Ridenour, CDAA/Sayaboury
Wm Alex McIntosh, IVS/Muong Phieng

Reply to Your May 12 Memorandum: Leadership Training Programs

George Ridenour has requested that I write this memorandum which embodies our jointly shared ideas and feelings about the Village Development Committee training program in Muong Phieng.

The village leader training program in Muong Phieng is in accord with Royal Ordinance No. 254. Generally, the course was developed independently by an IVSer, Michael Flanagan, in consultation with George Ridenour and their counterparts. During the formative stages of the program, it was discovered that the Thai government had institutionalized a similar program and were carrying out the program, in a standardized form, throughout Thailand.

The Muong Phieng program does not pretend to be definitive or a final product. The village leader training course is only part of a pilot project. Thus, as the course continues, changes are made by the Lao staff as the staff sees fit. The Nai Dan of Muong Phieng, as Director of the Training Program, has been directly involved in the innovation. Let it be stressed that no part of the program is guarded from criticism: the basic rationale, teaching methods, the content, all have been subject to close scrutiny; all have been altered to some extent. The alterations that go on at present are only a beginning of thecritical process. For a period of six months after the last village has received training, close recorded observation of the trained committees will continue to determine the effectiveness of the training. Should the evaluation show that the training has created an effective body to solve village problems at the village level, then a report describing the entire process from start to finish will be submitted. Such a report might then hopefully serve as the basis for a standardized course to be initiated country-wide.

Before any country wide "standardization" begins, therefore, the evaluation report of the Muong Phieng program should be allowed to be submitted. During the time that this evaluation is being carried out, the other programs in the country should be critically examined and then compared with the Muong Phieng program. To take the Muong Phieng program and dilute it with concepts of other courses would destroy its entire essence.

A brief description of the Muong Phieng Five Day Training Course follows: The trainees consist of elected village leaders; before the elections are held each village underwent an orientation program of meetings to familiarize the citizens with the idea of a village committee, the committee's functions, the types of villagers which should be elected as members (villagers were asked to elect those people that they felt were opinion leaders in the village whom the populace would follow once the committee began to function), and how the election would function.

The number of members per village committee depends upon the size of the particular village as specified by the Royal Ordinance. Then the training begins, with two to four committees training together, depending on the size of the committees. The instructors and discussion leaders are the Nai Dan of Muong Phieng, a USAID/RDD Special Field Assistant, and IVS/RD Special Field Assistant, and the Muong Phieng CRA workers.

The Training Schedule

First Day: Introduction. The instructors stress that this is a five day discussion of village problems, and that the trainees are expected to participate for the benefit of their village. A brief discussion of the nature of a problem follows. Village problems are specified as those that are public (i.e., problems that affect enough people so as to cease to be personal problems). Then step one of the "Five Step Problem Solving Method" is presented: 1. Identifying Village Problems. The trainees are asked to list the problems they consider to be the problems of their respective villages. They do this in small groups under the direction of the Muong Phieng Cluster CRA workers. Then step two of the "Five Step Problem Solving Method" is presented: 2. Ordering the Problems by Priority. The village then discuss the problems they have listed in the order that they feel to be most important, from first to last. Then step three of the "Five Step Problem Solving Method": 3. Determining the Causes of the Village Problems. The villagers begin with number one on the list of their problems and discuss the reasons why the problems exist in the village. These reasons are then listed.

Second Day: A systematic review of the previous day's discussions with individual trainees describing in his own words what he learned the preceding day. Then the third step in the "Five Step Problem Solving Method" is continued. The first five or six problems on the list are attacked and the reasons for their existence debated. The fourth step of the "Five Step Problem Solving Method" is presented: 4. Solving the Village Problems. The number one problem on the villagers' list, along with the reasons for the problem's existence and possible solutions are discussed and listed. The first five or six problems on the list are discussed and solutions agreed upon.

Third Day: The problems continued to be discussed, accompanied by a review of the previous day. Then the fifth step of the "Five Step Problem Solving Method" is presented: 5. Choose the Best Solution for the Problem at Hand. The first five or six problems are discussed in this fashion. Then How to Plan a Project is presented and discussed. Then, How to Hold a Meeting is presented and discussed.

Fourth Day: A field trip to self-help projects is planned by the trainees themselves to show the participants the power of the village when it is organized and mobilized to do a project.

Fifth Day: Review. Then the Duties of the Committee Members is presented as well as the Duties of the President. Discussion follows. Then the heads

of all the government services describe what their duties are with respect to the villages. A graduation ceremony ensues with the handing out of certificates signed by the Chao Khoueng.

Each day the trainees eat lunch and dinner together and some evenings are occupied by songs and games. These activities are designed to foster a group spirit and indentification for the participants.

Following the graduation ceremony, the trained committees return home, aware that the local government will discuss their problems with them only after they have held a committee meeting, and the committee has presented a consensus plan to solve the problem.

Distribution:

CDAA/Sayaboury files
IVS Vientiane
IVS Muong Phieng file
RDD Training Advisor

MEMO OF CONVERSATION

In our month

Date: June 10, 1969

Location: CDAA Ban Thalat Office

Present: Mr. Loring A. Waggoner, CDAA Ban Thalat(NNN)
IVS Ban Thalat
Mr. Khampan Duangpanya, CDA Phone Hong
Tao Chuaviriya, USIS-Vientiane

Subj: Information Program in Ban Thalat

1. Radio Broadcast
2. Information Center
3. Newspaper
4. Mobile Information Team
5. Leaflet

1. RADIO BROADCAST: At present USAID has repeat has a set of Radio 'BAUER', 50 W. The broadcast radius will cover 20 km that means covering 2 Muongs--Muong Phone Hong(this includes upper part of Nam Ngum Dam) and Muong Tourakhom, and part of Muong Phanthaboun(however can not reach to the Phu Khao Khoueiy). The Radio Lab will be in the Information Center Building. Prefer 3 days a week on air, 2 hours at evening from 1900 - 2100. Willingly and appreciated to delay the LNR news.

Program:

News delayed from LNR (if LNR wants)
Local News
Nam Ngum Dam
Economic & Sociale
Family life
Education (PSI Phone Hong is an ideal speaker)
Geography
Lao Hero
Children Program (most of the Lao children do not have an immaginative mind. Open their mind by using somekind like American Children Story 'Super Man' 'Ugly Duck' which can be translated into Lao etc.)
Answer & Question (villagers write letters to ask questions to their Chao Muong, Military Commandar and Lao authorities etc. We can ask the questions if villagers do not respond).

NEEDED USIS SUPPORT:

1. 2 reporters/(can be hired locally)
or writers
2. 1 USIS Radio Technician to train the operations
3. USIS Radio Reporter to train the 2 reporters
4. 1 Tape Recorder (same kind as Mr. Thongtanh is using)
5. Tapes
6. APPROVAL from MOI/LNR.
7. 1 Turntable
8. Music tapes

CDAA is expecting a number of English Story tapes, this has to be translated into Lao --means a translator.

CDAA is quite anxious and interested in this program, he believes it will receive great success on our information program from this radio, from the past survey found above 65% of the Lao families in this area have radio receivers, they seem tired of listening to Vientiane LNR go'vt dry and regular official announcement which do not relate to them. They seldom can understand the King & PM's speech.

Cont'd...

2. INFORMATION CENTER:

The building is under construction near the gate into the CDAA Office.

The Center will be used for: Radio Lab
Library
Distribution Center of USIS Publications
Nam Ngum Dam Model Exhibit
Storage of USIS equipments
A Meeting Center for Nai Bans, Tassengs visit Dam
A Center for ~~Xidxx~~ Audio Visual
Office of reporters

NEEDED USIS SUPPORT: 1. ~~Light bulbs~~ etc. Projector lamps
2. 1 Bull Horn (This will be used in every occasion when need loud voice such as talk to the audience, Nai Ban Tassengs etc.)

3. NEWSPAPER: A Bi-Weekly or Month full size 4 pages newspaper. Paper will be handled by USAID/CM.

1. Local News
2. Local Development and Activities
3. Photo, Cartoon etc.
4. ....

NEEDED USIS SUPPORT:

1. Printing Plate(?)
2. Ink
3. Papers
4. Camera & films(films can be developed by USAID/CM)
5. Writer
6. Driver with jeep to distribute newspaper

4. MOBILE INFORMATION TEAM: CDAA can provide th jeep, a trailor for Mohlam stage and projectionist. Will try to get into every villages if any security ~~prxgx~~ problem will send the FA Civic Action team ahead. CDAA will work out the monthly schedule.

NEEDED FROM USIS: 1. One Mohlam Team'permantly' stationed (this may be one month, 2 months etc.)

2. One Extra set of mopix equipment. This is needed so the schedules will not be interupted when mopix equipment in broken down.

3. SLIDES --About Laos
Nam Ngum Dam
Lao History (can be taken from USIS comic book)
Geographic, Historical buildings & materials
Agriculture

Believe it will be more useful and effective than mopix films since most audience can not understand the mopix film which runs too fast, the audience can not use the ear and the eye in the same time, for example the film 'Our Laos' is very good film but not to the farmers who can not digest it. Slide gives slow and time, Mohlam or any one can repeat and explain it. From the past survey most of the farmers can not quitely digest our films, however the Lao Drama films are interesting and welcome by the audience.

ATTENTION: This request on slides taken from our Lao History Comic Book has been sent to Messrs. Daks, Maj. Hardaway, PStarzynski & Wilcox and not any reply or ~~rx~~action was received.

Con'td....

5. LEAFLET: At present time do not believe to be useful since most of the farmers can not read. If they can read and found the word 'FA', they will not risk it because PL might find him reading the leaflet. However depends on USIS experience to make dicision. Mouth to mouth talks to villagers by the fighter who was well trained will be better than the leaflet.

MISC.

CDAA expressed his appreciation to Tao's visit since he was the first USIS man came to Ban Thalat to talk to him about this information program since he heas been here for 3½ years.

The Lao Students will use the CDAA'S trailor for dram performance this July, a good chance for the Mobile Information Project too.

A FAIR BARGAIN --CDAA closed the conversation.

Tao/tc
Tao

OPTIONAL FORM NO. 10
5010-104

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. Fritz Benson, IVS Ban Thalat DATE: May 26, 1969

FROM : Larry Daks, USIS Vientiane

SUBJECT: Mr. Loth Kosol

The bearer of this letter is Mr. Loth Kosol, the former Primary School Inspector of Khammouane Province. I have sent him along with Thongthanh and the Mohlam group so that he might look around for material for a booklet on some aspect of development or progress relating to the Ngam Ngum Dam. It might be the story of a "self-made man" on the job, a successful new Lao owned business or a small progressive farmer who is already taking steps in anticipation of the dams completion. The idea is to produce a simple text that P3 students and their fathers can read. This is much more difficult than it sounds.

We would appreciate any cooperation that your people can give him.

Thanks.

P.S. By the way, Mr. Loth is very well qualified to talk about education in Laos and willing to do so.

TO: Nippon Koei 26 May 1969

FROM: Loring A. Waggoner

SUBJECT: Naiban-Tasseng training program

Currently underway at the North Nam Ngum Development Center is a training program designed to inform local village leaders from the Nam Lik area about the social, economic and political situation in Muong Phone Hong. The most significant of these developments, and the one that has had the greatest impact on the area, is the construction of the Nam Ngum dam. Although everyone in Muong Phone Hong is aware that the dam is being built, very few people understand exactly what the project is all about. Indeed, the only source of information that most villagers have concerning the project is the Pathet Lao.

It is our intention to try to change this situation, to make the local villagers more aware of the phenomenon which will radically affect the course of his life. By doing this--by informing them about the dam project--all people concerned will benefit: the villagers, the Japanese, and USAID.

Our presentation on the Nam Ngum dam is divided into three parts: 1) A film and briefing on the Mekong Development Scheme, 2) A briefing on the Nam Ngum dam, and 3) A field trip to the dam site. As Nippon Koei has been connected with the Nam Ngum project for a number of years and it thus probably the best informed source on the project, we thought that perhaps you would be interested in giving a short briefing on this subject to a group of local village leaders.

If you are able to assist us, we would like to have you talk for about thirty minutes on the following matters:

1) History of the Nam Ngum project
   a) When was the project proposed?
   b) Preliminary work which took place before the contractor arrived on the job site. Who did this work?
   c) Who is financing the project? Approximately how much will it cost?
2) What is the purpose of the dam project?
3) What is the work schedule of the contractor?

If there are other points which you feel should be covered, please do so. Perhaps your talk could be supplemented by slides of the project; Mr. Muroya of Hazama-Gumi informed us that he has slides available which could be used for such a briefing.

As Mr. Abe of the Nippon-Koei staff speaks excellent Lao, perhaps he would be the most logical person to give this briefing. If it is possible

we would like to have him serve as an interpreter to Mr. Muroya, who will conduct the tour of the job site, in addition to giving the briefing.

The time that has been scheduled for the briefing by Nippon Koei is 8:00 am on Wednesday, May 28. The trip to the site will follow at about 9:00 am. We would also like to have you speak on Wednesday, June 4, at our final session.

Thank you very much.

TO: William R. Lovan, COP-IVS/RD

THRU: Arthur Stillman, ACOP

FROM: Fritz Benson, IVS/Ban Thalat

SUBJECT: Monthly report for May, 1969

My monthly report for May will consist of an appraisal of the naiban-tasseng information program presently underway at Ban Thalat (two of the three 4-day sessions have been completed).

This program is not a training program. The participants are not being trained to perform their duties as local leaders more effectively or efficiently; the administrative machinery at the local level is generally a smoothly functioning apparatus, stable in structure and flexible enough to adopt to new situations which might confront it. Although not in need of leadership training per se, village leaders, in order to perform their functions more effectively, should be made aware of the various forces--social, economic and political--which will play a significant role in the future life of the village, and thus affect their administrative responsibilities. To do this has been the function of this information program.

The means which has been employed for presenting this information has been the seminar, "a meeting for giving and discussing information."

Thus far, however, the seminar approach has met with only limited success, the reasons for this being three: 1) The instructors that we have are, for the most part, unfamiliar with utilizing the seminar as a medium of instruction; 2) Villagers, who regard the information program as a training program (oblom), are somewhat taken aback when deviations are made from the standard classroom procedure, and do not know what is expected of them in a seminar type of situation; and,3) The interest of the villager often does not extend to matters which are peripheral to his immediate concerns--which are almost exclusively local in scope--, thus making it difficult to discuss these matters with him.

Whether or not it is possible to create a real seminar atmosphere is questionable. Perhaps success in this respect could be better realized if we had at our disposal instructors especially trained in the technique of motivation. Also, the concept of the seminar should be made clearer to the participants of the course.

An important factor in the success of an information program is visual aids. Thus far, both films and charts have been employed to supplement most talks. On the basis of observation I have concluded that films are of dubious value in trying to get across a point. Firstly, a number of the villagers who have participated in the program have never before seen a movie and are thus too entranced by the movie itself, its motion, etc., to comprehend the point which is being made. Secondly, even those people who have seen movies in the past seem to fail to understand the major themes which are presented by a sequence of scenes; they view each scene apart from the whole, and are unable to link

a series of scenes together. Perhaps this is due in part to the fact that they are primarily concerned with the picture itself, and pay little or no attention to the commentary. As for maps and charts, villagers are often unable to make sense out of a conglomeration of lines. I intend to study this matter of visual aids further.

Another factor which must be considered in a seminar type of classroom situation is the seating arrangement. During the first session the seats were arranged in rows. This proved to be quite unsatisfactory due to the fact that the people sitting in the back rows--that is, away from the instructor--were less apt to ask questions and discuss matters than the people sitting near the instructor. During the second session the tables were arranged in a U-shaped pattern with the naibans and tassengs sitting on the outer side facing inward. The instructor then walked around inside the "U" while speaking. Such a set-up allows each person to be in the front row, as it were, and the results were correspondingly more positive. Experimentation with the seating arrangement will continue, however. Possibilities are several circular shaped tables, or no tables at all.

Have the objectives of the information program been met?

1) TO FOSTER A SENSE OF NATIONAL UNITY AND PRIDE AMONG LOCAL LEADERS. By and large this objective has not been met. Although the villagers are aware of the fact that Laos is a national entity, the center of their universe continues to be the village and not the nation. That this is the case is evidenced by the type of questions that were asked by the villagers; not once was a question asked about the nation, they were limited exclusively to the local sphere. This does not necessarily mean, however, that the villagers have no interest whatsoever in the wellbeing of the nation; it means, rather, that the nation, a known yet not understood entity, takes second place. And there is little evidence that there is a feeling of national pride amongst the villagers, pride in the history of their country, its culture and traditions, to the point where feelings of nationalism are existent. Such a situation is indeed not uncommon in developing countries; it is less surprising that such a situation exists in Laos, a land which, as a result of its geographical setting and history, is a land of diversity rather than unity. If efforts to create a sense of national identity amongst the Lao are to continue, the standard instruction in geography, history, etc., which are largely abstractions to the villager, should be supplemented by something which is more within the realm of his understanding, such as comparing the nation to the family.

TO: William R. Lovan, COP-IVS/RD

FROM: Fritz Benson, IVS/Ban Thalat

********** 3 **********

2) TO INCREASE THE UNDERSTANDING OF THE LOCAL LEADERS OF THE PROCESS OF CHANGE AND HOW IT RELATES TO THEM.
In meeting this objective I believe that we have been relatively successful. The changes which have been brought about throughout Muong Phone Hong as a result of the work of the Lao Government and USAID, and how they have affected the muong, were satisfactoily, though not adaquately, explained. Concerning the Nam Ngum dam project, villagers have been so astounded by the size of the project and the changes which it will bring about that I wonder if they can really comprehend the degree to which they themselves will be affected by it, although all this was quite adaquately explained.

3) TO OFFER TO LOCAL LEADERS THE PROCEDURE WHEREBY LOCAL PROBLEMS RELATED TO CHANGE CAN BE IDENTIFIED AND ACTED UPON.
Actually, very few of the villagers present at the first two sessions have been subjected to problems arisisng from change. The major exception to this is Ban Thalat where change has brought many problems to the village and much economic profit to the naiban. Efforts are presently underway to form a special committee in Ban Thalat to act upon these problems. The matter of identifying and solving problems has not been dealt with in this program due primarily to the fact that it is not necessary to do so at this point. The biggest problem to be solved at present is that of helping the villagers understand what is in store for them in the future.

4) TO PROVIDE LOCAL LEADERS WITH AN OPPORTUNITY TO MEET AND SPEAK WITH MUONG OFFICIALS ON AN INFORMAL BASIS.
The basic problem here is the degree of informality which can be present in the relationship between a muong official and the village leader. The type of relationship which can exist between the villager and functionaire has been quite clearly defined by tradition. This already established relationship, in addition to the personal and professional qualities of the official, determines the final nature of the relationship between the local leader and government official. In this respect, the sessions which the villagers had with the muong officials--chao muong, police chief and military commander--were about as informal in each case as one could expect. The officials encouraged the villagers to express their problems, which, although reluctant at times, they did. The greatest value in bringing together muong officials and villageers is that it offers the villagers an opportunity to see, listen and speak with them, an opportunity which seldom presents itself.

TO: William R. Lovan, COP-IVS/RD

THRU: Arthur Stillman, ACOP

FROM: Fritz Benson, IVS/Ban Thalat

********** 4 **********

As far as meeting the ultimate objective--to give the local leaders a better understanding of the social, economic and political forces at work in their country and locality--is concerned, I would say that we have been moderately successful. Many improvements will have to be made along the lines indicated above before the next program can be started, probably for the people who formerly resided in the area behind the Nam Ngum dam site.

Perhaps the most valuable result of the present program has been that it has given me and the USAID staff here an opportunity to better understand the problems of the local villagers and their attitudes toward numerous matters. This information will be extremely helpful in carrying out further development projects in the area as well as in the designing of future information programs.

FCB/fcb
31/5/69

Distribution: IVS-3
AC/Vte-1
CDAA/NNN-1
Chao Khoueng/Vte-1
Chao Muong/Phone Hong-1
Director CRA-1
Personal file-1

17 Thurs 7:30 ACA

Thongsouu BLIATOUT

VILAY CHALEUNRAT

2210

Mordam

Rattakhone

I. May 11-May 17:

Na Muong	3	(Phone Sy)	
Sene Saat	3	(Phone Sy)	
Na Some	3	(Phone Sy)	Road
Phone Phia	3	(Phone Sy)	Well
Ban Nhouat	3	(Phone Sy)	Road
	15		

II. May 18-May 24:

Na Kham	3	(Phone Sy)	School, road
Sene Soum	4	(Phone Sy)	Group Sch, vill sch,
Phone Sy	3	(Phone Sy)	Well well
Nong Tao	3	(Phone Sy)	
Phone Keo	3	(Phone Sy)	School
Phone Nguen	3	(Phone Sy)	
Hin Heup	3	(Phone Sy)	School
Ban Kam	22		
	(40)		

III. May 25-May 31:

Nam Poth	3	(Thin Keo)	
Long Khene	4	(Thin Keo)	School
Phu Quo Kham	3	(Thin Keo)	
Ban Thalaat	5	(Phone Mi)	
Phone Peng	3	(Thin Keo)	
Phone Nheng	3	(Thin Keo)	
Phone Muong	3	(Thin Keo)	Road
	24		

IV. May 1-May 7:

Had Deua	3	(Thin Keo)	School
Som Dy	3	(Thin Keo)	Well
Kam Xang	3	(Thin Keo)	
Na Pho Phalad	3	(Phone Sy)	
Na Se	3	(Phone Sy)	
Na Yao	3	(Phone Sy)	
Kok Kieng	3	(Thin Keo)	School, irrigation
Ban Kam	-3		
	21		

TOTAL: 82

STANDARD FORM NO. 64

Office Memorandum • UNITED STATES GOVERNMENT

TO : Earl Young, AC/VTE DATE: June 2, 1969

FROM : Loring A. Waggoner, CDAA North Nam Ngum Lake.

SUBJECT: Visit to the Nay Amphere Academy in Thailand and the attached memo:

Sometime last September I requested assistance from several people in Vientiane to help make arrangements for a trip to the Nay Amphere Training Academy. When no action was taken on my request I followed it up with another memo on October 29, 1968. (See attached memo) Still there was no reaction from Vientiane. I would now like to renew my request and urge that this trip be realized.

There are, however, a few changes which I would like to suggest as to whom I should take on the first preliminary visit.

Since Sam Thomsen is very much interested in the idea of a Chao Muang Academy (I understand that he has already written Jerry Wood/Bangkok) I would be pleased if we could include him in the visiting party. Also to be included would be Fritz Benson who would be directly involved in the establishment of such an Academy. Douang Phanya Khampane and I would go as planned but we have tentatively decided that it would be wiser to have the Chao Quang and maybe Peng Phonesavanh go to the Academy at a later date when Douang Phanya has absorbed most of what we are trying to conceive and is able to transmit the ideas more clearly (but subtly) to these two most important figures.

In any case, I leave the travel arrangements and the procedures to get approvals up to you. If you need any more details please let me know. I will be only too happy to comply.

info: Benson/IVS Thalaat
Thomsen/Embassy
Lydon/Embassy
Huxtable/RDD

RECEIVED
6/9/69
AREA COORDINATOR

Mr. P. P. Gullion, A/ADRD June 5, 1969

F. C. Hubig, CDAA/Pakse

Leadership training

For the most part, seminars in Pakse for Naibans and Tassengs have been held by Military Region IV. These seminars have included virtually every Naiban in the South at one time or another and the curriculum has been generally oriented towards counter propaganda and creating awareness for rural development needs. For the most part, this training has made some progress in achieving its goals of identifying local leadership and creating loyalty to the RLG.

It is our observation that at the village level, meetings, discussions, etc., are quite open. There is generally a free exchange of ideas, opinions, and communication is usually good. All this changes when the RLG has a "training program". Villagers are forced to sit in crowded rooms on hard benches to listen for hours to a functionaire drone on about some abstract subject. There is little opportunity for active participation as the villager understands it. Hence, interest lags and the seminar generally has very little positive effect.

Suggestions for standardizing training:

1. CRA develop a training section either based in Vientiane for TDY to provinces or select one provincial agent from each region to be training officer for the region.
2. Conduct a training program with this staff to develop a standard course of instruction. Whenever training programs develop in the regions, these trainers would be in charge of organizing the curriculum.
3. The training program for the training section should include orientation courses to make them proficient in extension skills, Lao history, propaganda, CD, etc. In other words, "train the trainers" first, to be reasonably assured of some compentency of instruction.
4. A study should be made by CRA on the most effective ways to communicate within the Lao tradition. All too often we have seen training programs that try to copy western methods and fail because of lack of understanding and comprehension.
5. The CRA should develop, for RLG approval, a set of Principles for Naiban-Tasseng training. Once these principles have been determined, it should be up to CRA to prepare them for standardized presentation to the population through its Provincial agents.

RDD:FCHubig:pp
6/5/69

TO: Phillip P. Gullion, A/Chief, RDD

THRU: Loring A. Waggoner, CDAA/NNN

FROM: Fritz Benson, IVS/Ban Thalat

SUBJECT: Leadership training programs

REF: Your memo dated 12 May 1969 regarding leadership training programs

By and large the programs for naibans and tassengs are of two different kinds. Firstly, there are programs designed to make the local leader more "fitted, qualified or proficient" in a certain area of endeavor. On the one hand, such programs are designed to make the local leader more aware of the various functions of the RLG and a better administrator vis-a-vis government policy. Training programs of this nature must of necessity be standardized to the degree of seventy percent by virtue of the fact that government policy with regards administrative matters is standard throughout the country. Thirty percent of the program should be tailored to the local situation insofar as government policy must to a certain extent be flexible at the local level so that it can be adopted to local conditions. On the other hand, certain programs administered by the various divisions of the RLG are designed to make the local leader more capable in a certain field, such as agriculture. Programs of this sort must also be standardized due to the fact that there are, for example, standard agricultural methods which must be applied in order to improve crop production. Again, however, thirty percent of such a program must take into consideration local conditions. The same situation holds for programs which deal with community development principles.

Secondly, there are those programs which do not deal specifically with matters of an administrative nature or with skills training. Such programs usually deal with matters of regional or local significance. For example, a program which deals with the Mekong Development Scheme and the social and economic changes which it will bring about will obviously not be applicable to the local leaders of those areas which will not be affected by it. Such a program cannot be standardized on the national level. On a regional level, however, such as the Vientiane plain area, a program dealing with the Mekong Development Scheme can be standardized to the degree of thirty percent. Seventy percent of such a program would be directed to explaining to local leaders the affects which a single dam, such as the Nam Ngum dam, will have on the given area. The various divisions of the RLG, such as the CRA, Agriculture and Fish and Forests, would therefore be required to present their projections for each area, such as the North Nam Ngum, as well as for the region, the Vientiane plain, in line with division policy.

FCB/fcb
23-6-69

Distribution: CDAA/NNN
AC/Vte
A/Chief, CD/RD

TO: Samuel Thomsen, EMB/POL

THRU: Loring Waggoner, CDAA/NNN

FROM: Fritz Benson, IVS/Ban Thalat

SUBJECT: Instructor for local leader information program

As per our conversation on 14 June regarding local leader information programs being held in Ban Thalat, I would like to say something more concerning our next program--the people who will be in attendance and our objectives--and spell out in greater detail the qualities we are looking for in an instructor in the hopes that you will assist us in finding one.

Our next information program, scheduled for August, will be held for the naibans, tassengs and village elders from Tasseng Na Kheua and Tasseng Na Luang, Muong Thourakom. The villagers of the above two tassengs are displaced persons from the area immediately behind the Nam Ngum dam site. The experience of these people in relation to the rest of the population of the North Nam Ngum area has been unique. The area from which they came is isolated geographically. They were without roads, schools and medical assistance, and have until recently been almost totally estranged from the RLG (excepting the army) and nominally, at least, under the influence of the NLHX. In short, this area has known little social and economic development.

The transition that these people went through in moving from the reservoir area to their present locations along the banks of the Nam Ngum between Ban Thalat and Ban Keun was a significant one. Firstly, they left an area characterized by social immobility and economic stagnation and went to an area characterized by social mobility and economic dynamicism. Secondly, they went from an area which is a political vacuum, insofar as the RLG has a negligable amount of contact with it, to an area which is politically more developed in the sense that it is, relatively speaking, within the sphere of influence of the RLG.

In every sense of the word these people have been victims of the times. Their attitude can best be described as one of helplessness. This is due primarily to the circumstances of their departure from their old villages and to the circumstances surrounding their resettlement. This feeling of helplessness is especially common amongst the some one thousand people who reluctantly left their old homes (the army ordered them to leave) with the outbreak of fighting in the area during November and December, 1968. Left virtually to fend for themselves by responsible persons within the RLG, these people have encountered a succession of problems ranging from a high incidence of sickness and a shortage of food to an uncertainty about the future. The other one thousand people who left their old homes between December, 1967 and November, 1968 are in a similar situation, although to a lesser degree.

The basic purpose of the upcoming program is to provide a frame of reference for these people. A skeletal form of the National Unity Program will be used to establish the country as a general frame of reference, from the local level to the national level. It will be pointed out that the Nam Ngum dam is a

TO: Samuel Thomsen, EMB/POL

THRU: Loring A. Waggoner, CDAA/NNN

FROM: Fritz Benson, IVS/Ban Thalat

symbol of the Lao Nation, its hopes and aspirations, and that the people who are building it, the Lao (including a number of the people from behind the dam), are contributing to the effort to build a strong and stable Laos. In addition to the national unity aspect of the program, an effort will be made to orient the local leaders toward the future and away from the static tradition-bound society from which they come. We will try to point out that while the prospects for the future may now be rather dim the people should work together to overcome their problems and to build a better future for themselves.

The key to the success of this program, or any such information or training program, is the quality of the instructors. As I stated in my monthly report for May the atmosphere which we are trying to create in the classroom is one of freedom vis-a-vis the seminar, "a meeting for giving and discussing information" in which the instructor identifies himself with, and puts himself on a par with the students. The instructor must be an interesting and clever speaker who is able to put forth the information in a simple but instructive manner that is comprehensible by the student. He must be capable of drawing questions and comment from them. Above all, the instructor must be extremely familiar with the material to be covered.

Of course it is difficult to find a teacher who possesses all of these qualities, but it is imperative that we have someone on our staff for the next program who fulfills as many of the above requirements as possible. As I have had no success thus far in finding such a person I would like to ask if perhaps you know of someone in the Mission who could assist us. Enclosed is a copy of the proposed curriculum for the forthcoming program. In all, there will be approximately forty-seven people present; each of the four sessions will therefore consist of about twelve people.

I would appreciate any help that you could give us with respect to an instructor. Perhaps we could discuss this matter further when I will next be in Vientiane on 11 July.

Thank you very much.

FCB/fcb
23-6-69

cc. CDAA/NNN
AC/Vte
A/Chief, CO/RDD

	800-900	900-1000	1000-1100	1100-1200	1200-1400	1400-1500	1500-1600	1600-1700	1930-2100
3 10 Sunday					ARRIVE IN THALAT				Opening Ceremony Film
4 11 Monday	Geography PSI Phone Hong	History of Laos ENI Bankeun	History of Laos ENI	History of Laos ENI	BREAK	Population of Laos ENI Film	Buddhism Justice, Phone Hong Film		Films explanation by RDA / Phone Hong
5 12 Tuesday	NATIONAL HOLIDAYS Chao Muong Thouratom	The Lao Constitution Chao Muong	Government Structure Monarchy National Assembly Council of Ministers King's Council Chao Muong	Government Structure Chao Muong Tassengs NAIBAN CHAO MUONG	BREAK	GOVERNMENT FUNCTIONS NATIONAL DEFENSE	NATIONAL DEFENSE Col. Tonglit Film	Police Capt Keo, Ban Keun	~~Mohlam~~
6 13 Wednesday	MEKONG DEVELOPMENT PROJECT Film	LAO NAT'L Mekong Comm Mekong Devel Scheme	NIPPON Koei NAM Ngum DAM	Ministry of Plan	BREAK	TOUR OF NAM NGUM DAM SITE			Mohlam
7 14 Thursday	USAID IN LAOS CDA BAN KEUN Film	Government Functions Education PSI Ban Keun Medical Sante Public	Agriculture ~~Forestry~~ Fight Forests	Rural Development CRA		Status of Villagers of Na Leuang Na Kheua Mekong Committee CHAO MUONG THOURAKOM SOCIAL WELFARE	Tassengs		
8 FRIDAY	Return to Village								

Contact - Nippon Koei
Ministry of Plan
CRA
Mekong Committee

15 15 23
30 2 2 47
47

	ORIGINAL	RESETTLEMENT SITE	NO. FAMILIES	NO. PEOPLE
1)	Ban Veung San	Tham Maigna	41	213
2)	Ban Na Kheua	Tham Maigna	44	285
		Pak Cheng	1	7
3)	Ban Keng Noi	Tham Maigna	27	131
4)	Ban Hat Leck	Tham Maigna	33	157
5)	Ban Kang	Tham Maigna	7	35
6)	Ban Na Leuang	Ban Na Nine	5	28
		Ban Tha Nong Pat	14	68
		Muong Kao	10	52
		Pak Cheng	9	52
7)	Ban Na Khamao	Ban Na Nine	9	47
		Hat Dong Kouat	15	59
8)	Ban Phone Gnang	Pak Cheng	2	17
		Houei Bo Nam Ang	3	14
		Hat Dong Kouat	35	183
9)	Ban Na Luang	Pak Cheng	3	16
		Hat Dong Kouat	2	13
10)	Ban Kone Soui	Pak Cheng	10	56
11)	Ban Na Kham	Houei Bo Nam Ang	15	83
12)	Ban Nasam	Houei Bo Nam Ang	12	54
13)	Ban Nam Khouk	Houei Bo Nam Ang	28	148
		Hat Dong Kouat	20	99
14)	Ban Na Phok Thao	Hat Dong Kouat	18	101
15)	Ban Tha Kaleuang	Hat Dong Kouat	10	43
			377	1968

TASSENG NA KHEUA
Veung San
Na Kheua
Keng Noi
Hat Leck
Kang
~~Na Leuang~~
Na Khamao
~~Phone Gnang~~

TASSENG NA LUANG
~~Na Luang~~
~~Khone Soui~~
Na Kham
Na Sam
Nam Khouk
Na Phok Thao
Tha Kaleuang

	RESETTLEMENT SITE	NO. VILLAGES	NO. FAMILIES	NO. PEOPLE
1)	Tham Maigna	5	152	821
2)	Ban Na Nine	2	14	75
3)	Tha Nong Pat	1	14	68
4)	Muong Kao	1	10	52
5)	Pak Cheng	6	29	155
6)	Houei Bo Nam Ang	4	58	299
7)	Hat Dong Kouat	6	100	498
			377	1968

August 3-~~14~~ 7

August 10-14

August 17-21

Tasseng Nakheua

1 - Tha Kok Hè
2 - Na kha Mao
3 - Kone Soui
4 - Kang
5 - keng nôi
6 - Hat leck
7 - Veum Sane
8 - Na Louang
9 - Nakeua

Tabay Na Leung.

B. Na Leung 1
- Phonh Nhang 2
- Na Sa Nga 3
- Na Kaad 4
- Na Sam 5
- Nam Kheuk 6
- Na Phok Thao 7

Total 16

Theme of Program: "Our Laos"

Ministry of Plan

1. Duties of Ministry of Plan
2. Ministry of Plan & Mekong Devel Scheme.
   stress international participation
   Econ benefit of dam to Laos
   < Nam Ngum Dam Project
3. What changes will be brought about in Vte Plain as result of dm projects, & work of Plan ~~in~~ this respect.

Mekong Committee

1. Mekong Devel Project > participating nations
   purpose projects
   <
2. Nam Ngum Dam, ~~Ka~~ Mang Dam & associate dams

CRA

1. Duties of CRA in Laos
2. Work of CRA in the Vte plain area
   (specifically, Muang Phonhong, Thoumakon, Phanthabouri)

To be geared towards experiences

THE NATIONAL UNITY

PROGRAM'S PROPOSED CURRICULUM

I. Geography
   A. General
   B. Luang Prabang
   C. Vientiane
   D. Savannakhet
   E. Pakse

II. History
   A. The Origin of the Laotians
   B. King Fangoun
   C. Sam Sene Thai
   D. Souvanna Banglong
   E. Photisarath and Setthathirat
   F. Souligna Vongsa
   G. The French Period
   H. Winning Independence
   I. Laos Since Independence

III. The Population of Laos

IV. Buddhism

V. National Holidays

VI. The Lao Constitution
   A. The Concept of a Constitution
   B. The Present National Constitution

VII. Government Structure
   A. The Monarchy
   B. The National Assembly
   C. The Council of Ministers
   D. The King's Council
   E. Local Government

VIII. Government Functions
   A. National Defense
   B. Education
   C. Road Construction and Agricultural Development
   D. Medical Services

IX. The Pathet Lao

TOPIC TO BE PRESENTED: History, Change and Development

The two sections of the program:

1) Section on national unity: An attempt to define the Lao national character by presenting talks on the geography, culture, history and traditions of Laos, the objective being to forster a sense of national unity and pride among the local leaders.

2) Section on development and change: Designed to increase the understanding of the local leaders of the process of change and how it will affect them, with special emphasis places on the Mekong development project and the Nam Ngum dam project.

Background information:

As a result of a period of relatively rapid social and economic in Muong Phone Hong, suspicions of local villagers are increasing as centuries-old traditions and social and economic patterns are being challenged by an unknow and seemingly hostile force, change. In a sense the universe which these people live in is falling apart, and they are left floundering in a sea of fear and uncertainty. Change is bringing about a new way a life at the expense of an old way of life, a new way of life which spawns new problems and which whose vascillations are not understood.
of flux

Such a situation is easily exploited by opportunists seeking to further their own aims, be they political etc, at the expense of stability; villagers are deceived by false promises

Solutions to the various grievances of the local population

The various grievances of the local population are given a sympathetic ear, but realistic solutions to these problems are not forthcoming. The fears and illusions of the "victims of change" are not dispelled, but are rather capitalized on so they can aid the negative aspirations of the adversary.

Our projected endeavour will constitute an attempt to couter the effectiveness of the avove mentioned techniques of agitation. Instead of attaining our ends by capitalizing on local suspicions, we will attempt to dispel these fears are explode myths propagated by subversives. For expample, the aforementioned opportunists have capitalized on certain local grievances by stating that the Americans (a spapegoat is needed) are taking gold and silver out of the Nam Lik river (i.e., sand and gravel). Such a statement can be easily countered easily.by offering empirical evidence. to the contrary

In addition to being concerned with counter-propaganda, our efforts will be directed towards the alleviating of the problem which is in a sense the parent of the matter discussed above. We will seek to broaden the frame of reference of the villager. At present the universe of the villager is the village, everything outside of his village is peripheral and This is especially true in the case of the villages whichborder on the Nam lik river--this area has long been isolated from the mainstream of Lao life, yet long subject to its twists and turns (which have largely affected him in a negative fashion). While it will be difficult to convince the villager that his village in not the center of the universe, it is not impossible to help him extend his universe to include the "peripheral" areas, i.e., the rest of Laos. We will attempt to do this by tracing the development of Laos, stressing the geographical layout, cultural heritage and historical background of that area known as Laos, and explaining to him how it his village fits into this larger unit geog, politically, socially and economically. Hopefully, the practical result of this will be to help lessen the feelings of rootlessness andlostness which inevitably comes as a result of dynamic change.

visual aids: maps illustrating various aspects covered.
film s:

GEOGRAPHY:

1) Survey of geographical aspects of Laos:
   a. Size of land mass and topographical features (mountain ranges, plateaus, watershed areas, agricultural regions).
   b. Administrative zones of Laos (Khouengs, major cities) and the relation of these parts to the whole.
   c. Geographical relationship of Laos to her neighbors (eg, mountain ranges divide Laos from Viet-Nam and China, etc.)
2) Population distribution
   a. All people residing in Laos are citizens of Laos.
   b. Where did the various people living in Laos come from
   c. Where did the Lao come from
   d Better to have one country in which everyone works together than numerous small ones which are always fighting, etc

BUDDHISM:

1) The historical development of Buddhism (how Buddhism reached Laos from India).
2) Historical development of Buddhism in Laos.
3) Why Buddhism in Laos is similar to Buddhism in Burma, Thailand and Cambodia. What kind of Buddhism is practiced in Viet-Nam (stress differences.

DEVELOPMENT IN MUONG PHONE HONG:

1) An outline of all development projects presently underway in Muong Phone Hong.
2) Summary of ~~development~~ economy education development in Muong Phone Hong during last couple of years.

CHAO MUONG:

1) Duties of a Chao Muong
2) How dam project has affected your work
   a) Refugee problem (what is being done about refugees from behind dam, why were they driven out, etc)
3) What problems do you anticipate in the future??

POLICE:

1) Duties of Police, size of police force, etc
2) What problems have arisen since the beginning of the dam project that have affected your work.
3) what are you doing to solve these problems?
4) What problems do you anticipate in the future?
5) How will villagers benefit from your work?

MILITARY:

1) Briefing on security: be diplomatic.

GOALS::

1) To make villagers aware of operations of functionaires in the area
2) To get functionaires to think about what is going on in the area

William Khamphayavong

The lecture which XXXX is to be presented by the Ministry of Plan x is of utmost improtance to our program, for it will serve as a transition betwwen sections one and two. ~~The basic problem will be to~~ That is to say, we would like for you to present ~~development to the villager the~~ the process of change and development in the context of the Lao nation.

Points which should be ~~xxxxxxx~~ considered in the lecture:

1) A historical survey of economic development in Laos from early times up to the present is necessary in order to give the villager a historical prespective of development in Laos.

2) What kind of social, economic and political ~~factors are~~ climate is conducive to change, and vice versa, as illustrated ~~during the~~ ~~throughout the history~~ of ~~Laos.~~ (e.g.) Drqw i lustrations from the history of development in Laos.

3) What are the social, economic and political effects of change? Draw illutration from the experience of Laos. Economic patterns are cahnge, value systems have to be altered to changing conditions, and the political stance.

4) Although change is not easy, and many problems arise as a result of it, change ultimately benefits the people. Illustrate from Lao experience-- ~~change has~~ change is always occuring & has always occurred, and people have always ~~accepted~~ been the beneficiaries

5) ~~Change~~ Laos today is the product of history; history is the product of change, soc, ecn, pol.

6) What is role of Min of Plan in controlling & regulating change:

7) ~~what~~ What is the role of Min of Plan in Mekong Devel scheme (& specifically, NN dam?)

8) what changes will be brought about as result of NN dam & Mekong project. soc ecn pol

Emphasize that dam belongs to the people of Laos.

Norman Barnes, ACT/Director USIS June 23, 1969

Loring A. Waggoner, CDAA North Nam Ngum

Attached report and radio survey information for the North Nam Ngum area

During the month of September 1968 a survey on the availability of radios and their usage was taken. The survey was done by an employee of IVS/EDU with Mr. Bernie Wilder supervising. The following information might be of interest to you:

In our area practically all the people interviewed were Lao, practically all farmers and almost 40% of the homes had a radio. About 90% of this 40% listened to government stations (VTE). Music is most popular (about 3 to 1 over news and 3 to 1 over drama). The most popular listening time (USIS study notwithstanding) is in the evening as opposed to the early morning. Radio is overwhelmingly the source of most news. (Out of 653 replies, 446 reported that radio was their source of news. This is almost 2/3rds.) Radio is the best liked and looked on as the most accurate source of news.

Statistical data:

		MEN	WOMEN
TOTAL		493	301
Ethnic origin	Lao	479	297
	Meo	2	1
	Thai	2	0
	Lao Theung	0	1
	Thai Dam	1	0
	Thai Deng	3	1
	Lao Farang	2	1
	Blank	3	2
Occupation	Farmer	411	163
	Blacksmith	1	0
	Fisherman	1	0
	Student	28	15
	Merchant	16	11
	Gov't	14	3
	Teacher	8	1
	Housewife	5	104
	Military	5	0
	Gardener	1	0
	Mechanic	1	1
	Woodworker	1	0
	Other	1	0
Radio in House?	Yes	188	124
	No	297	173
	Blank	8	4

Norman Barnes, ACT/Director USIS

Loring A. Waggoner, CDAA North Nam Ngun

Radio Survey Information ********** PAGE TWO **********

	Men	Women
TOTAL	493	301
Station most listened to:		
VTE Gov't	168	115
Gov't Local	6	0
Thai	4	7
Hanoi	0	1
VOA	2	2
Cambodian	4	1
Other	6	0
Blank	289	173
Source most News:		
Radio	273	173
Newspaper	2	0
Nai Ban	3	0
Village Bulletin Board	4	0
Ministry of Info:	6	1
Neighbors	16	3
Other	7	1
Blank	96	60
Movie News	4	2
Don't know	81	60

	Men	Women
TOTAL	493	301
Program Preference:		
Music	95	78
News	35	14
Drama	28	24
Educational	7	4
Other	2	0
Blank	301	178
When listened to:		
Early Morning	2	1
Mid Morning	11	14
Noon	10	3
Afternoon	13	10
Late Afternoon	4	2
Dinner time	14	6
Evening	54	37
Late Evening	9	3
Blank	307	173
When Free	49	34
After work	20	15

BEST LIKED SOURCE	Total	Men 493	Women 301
Radio	232	146	
Newspapers	37	10	
Nai Ban	3	0	
Village Bulletin bd.	10	3	
Ministry of Info.	8	0	
Neighbors	42	18	
Other	2	0	
Blank	86	58	
Movie News	7	6	
Don't Know	66	59	

MOST ACCURATE SOURCE(THEY THINK)	Total	Men 493	Women 301
		281	171
		32	6
		3	0
		6	0
		8	0
		4	1
		3	0
		81	59
		8	5
		67	58

****

F Kitz

THRU : Norman Barnes, A/Chief, USIS
Loren Hafner, OD
THRU : Earl J. Young, AC/VIS
Frits Benson, IVS/Ban Thalat

June 24, 1969

As per our conversation of 12 June regarding the Ban Thalat information program, and your requests

In light of the current developments in the North Nam Ngum area (comprised of Muong Phone Hong, Muong Thouraikom and Muong Phanthabouri) -- namely, the construction of the Nam Ngum dam -- it has become increasingly apparent that an information program should be designed to inform the local inhabitants about the various social, economic and political forces at work and how they will be affected by them. Efforts towards this end have already been undertaken, although on a small scale. During the month of May a program was held for the local leaders -- naibans, tassengs and village elders -- of the two northernmost tassengs in Muong Phone Hong, a region intersected by the Nam Lik River. A similar program will be held in August for the local leaders from the two tassengs formerly located in the basin immediately behind the Nam Ngum dam site. While this type of program has not been without success, it is deficient insofar as only a fraction of the some 55,000 people in the North Nam Ngum area will benefit from it.

Therefore, at the request of USIS, we have drawn up the following proposal for the expansion of the information program in Ban Thalat.

That news media plays an extremely important role in a developing country goes without saying, but before it can become effective it must be available to everyone. Our proposal, which is geared to reach every person in the tri-muong area, consists of three parts: A) Radio transmitter, 2) Newspaper, and 3) Mobile Information Team.

A. The procuring of a radio transmitter is of key importance, for in a sense, our entire information program will revolve around radio programs. It has been discovered that the former 50 W. transmitters (owned by either RLD or Comm Media) are no longer available due to the fact that they are presently being used for the general alert system. However, Telecommunications indicated that it would be possible for them to build a similar transmitter capable of covering an area with a twenty kilometer radius. As the construction of such a transmitter would undoubtedly take some time we have tentatively set September 1 as the date for opening the radio station. The programs which would be transmitted would deal with four different, yet interrelated matters:
   1) A national unity program: Such a program will be designed primarily to give the population of the area a sense of national identity and pride. To accomplish this, the villager must be made aware of the CULTURAL heritage and historical development of Laos to the present day. Also described will be the government structure of Laos, its functions and services. Symbols of nationhood such as the significance of the Lao flag, national anthem and national holidays would be explained. Numerous people, specialists in the fields to be covered, could be drawn upon to present the programs.

Norman Barnes, A/Chief, USIS
THRU : Loren Hafner, CD
THRU : Earl J. Young, AC/VTR
Fritz Benson, IVS/Nam Thalat

2) Economic and social development: Such a program would have as its goal to help villagers understand the importance of development. For example, the value of roads and schools will be discussed. Matters concerning the overcoming of problems can be discussed; stories portraying villagers working together to overcome their problems could be told. These programs would be geared to the situation which exists in the tri-muong area and emphasis will be placed on developments the future will bring. Interviews with local villagers, workers at the dam site and others concerning the problems they are having and their hopes for the future can be utilized. In addition, Lao government officials, at both the muong and national level from the various technical divisions of RLG (for example: Agriculture, etc) can be interviewed.

3) Nam Ngum dam project: A wide range of subjects can be covered concerning the dam project such as the Mekong Development Scheme and how the Nam Ngum dam relates to it, the history of the Nam Ngum dam project, the purposes of the dam, the effects that the dam project will have on the area socially and economically, and periodic progress reports on the work at the dam site. Villagers can be interviewed, as can people responsible for the dam project: Ministry of Plan, Lao Mekong Committee, etc.

4) Issues and Answers: Villagers can send questions addressed to certain muong or national government figures. Government officials can also be interviewed on certain important issues and can answer questions which villagers may have. This will permit greater contact between villagers and government officials.

5) Serials: Perhaps the most unique of the radio programs will be a series of serials depicting Lao village life based on serials from the American radio, such as One Man's Family, and also serials depicting Lao mythical figures. The primary objective of such programs is to stimulate the imagination of the Lao, children and adults alike. These serials can also serve as a means to channel helpful advice to villagers. Certain of these programs can be directed specifically towards adults, while others will be directed towards children, although all programs will be of interest to everyone.

6) News and music programs

Initially, broadcast hours will be on Wan Sinh days. (There are four Wan Sinh days per month.) On these days, we could broadcast maybe three hours. The value of broadcasting on Wan Sinh days is that these are special days, Buddhist holidays: hence, perhaps this will enhance the status of our radio.

Norman Barnes, A/Chief, USIS
THRU : Loren Hafner, CD
THRU : Karl J. Young, AC/VTE
Frits Benson, IVS/San Thalat

San Thalat Information Program ******** PAGE THREE ********

The radio transmitter will be housed in the Lao Ministry of Information Center presently under construction in San Thalat.

Arrangements concerning the radio will have to be made with the Lao Ministry of Information by USIS.

SUPPORT NEEDED

A.) Radio:

a) Two reporters for a period of two months. Their function will be to assist in the organization of radio programs and to train a few local people to replace them. Perhaps the best time for the two reporters to come here would be mid-August; this would allow them to begin surveying the situation, to work on ideas for the program, etc.
b) One USIS radio technician for an indefinite period of time. Hopefully we will be able to find someone from this area who could be trained to replace the radio technician.
c) Two tape recorders (one for reporter and one for radio station) and blank tapes. Also, tapes of Lao music and a turntable for records.
d) The services of a translator to translate tapes (Lao versions of One Man's Family etc) into Lao. Services required as soon as above tapes are sent to L. Waggoner from the U.S.

B.) Newspaper: A tri-county newspaper would supplement the radio programs. It would contain material dealing primarily with local affairs, especially the Nam Ngum dam project -- a blow by blow account of the project could be supplemented by pictures. Short stories could also be serialized in the paper, along with illustrations drawn by the USIS artist presently on our staff. The materials presented in the newspaper would be instructive and at the same time could serve as a spur to literacy (large type would be used). Cartoons could also be used. A villager of the week could be featured and questions directed toward a among official or officials could be solicited. The newspaper would hopefully reach those people who don't have radios.

Initially, we have decided that monthly editions would be most appropriate, beginning on August 1; that is, material could begin to be gathered at this time for copy which would be published during the last week in August. As you suggested, an arrangement with the Minister of Information concerning the printing of a monthly section concerning the North Nam Ngum area in his paper would perhaps be most appropriate. Perhaps USIS could present this idea to him. If he is not amenable to the idea perhaps the services of a private printer could be acquired.

Materials needed:

a) One reporter needed to gather news and write stories. Perhaps he could

Norman Barnes, A/Chief, USIS
THRU : Loren Hafner, CD
THRU : Earl J. Young, AC/VTE
Fritz Benson, IVS/Ban Thalat

train a local person to assist him.
b) One camera and films.

C.) Mobile Information Teams: USAID/Thalat has an "information trailer" which has been used in the past as a travelling theater for stage plays. In the past, these plays were put on by civic action soldiers. The information trailer will be utilized this summer by seven summer students from Dong Hok who will serve as actors. They will arrive in Ban Thalat early in July. In addition, we would like to have the mohlam team that you offered us to assist the actors, singing for an hour or so before the Lao drama is presented. Hopefully, the Mobile Information Team will be able to visit villages four times per week. The Mobile Information Team will be under the supervision of Mr. Chanseng, RID Special Field Assistant. His duties will consist primarily of setting up the schedule with the various villages. He will accompany the team. The summer students will be with us for about two months. When they leave the activities of the Mobile Information Team will halt and the mohlam team can assist with the radio programs, especially the acting out of roles in the radio serials.

Materials needed:
a) One permanently stationed mohlam team (mid July - December).
b) One set of mopix equipment.
c) Slides of Laos

In addition to the above, we would like to request the services of one person from USIS to coordinate the activities of the Information program. Perhaps he could double as a reporter.

The Lao Ministry of Information Center which will be the seat of USIS operations in the area is near completion. It will serve as the radio station, distribution center for USIS publications, storage area for visual aids, will contain a library and a model of the Nam Ngum dam.

cc. CHAA/North Nam Ngum
CD/ James Chandler
RID/ Huxtable, A/Chief CD Branch
IVS/ Jim Malia, ACCP
AIRO/ John McQueen
IVS/Thalat files

Fbenson: cmr 25/6/69

3 pronged approach — Purpose: 1. Broaden knowledge of self as orientation toward future
2. [illegible] Learn about Govt & its servants

NEEDS OF THE NORTH NAM NGUM DEVELOPMENT CENTER WITH RESPECT TO INFORMATION

A. Radio station
1. PURPOSE:
a. Dissemination of information about the Nam Ngum dam
-Series of programs regarding the Mekong Development Project and how the Nam Ngum dam relates to it
-Series of programs regarding the origins and purposes of the Nam Ngum dam
-Periodic progress reports on the dam construction
-Series of programs on how the dam will affect socially, economically and politically the North Nam Ngum area

A LL PRO GRAMS SUPPLEMENTED BY SHORT STORIES

b. National Unity program
-Series of programs on Lao history
-Series of programs on the culture of Laos
-Series of programs on civics
-Geography of Laos
-Symbols of nationhood

Coop w/ Lao National radio VOA

c. Program on economic development
-Series on significance of development, overcoming of problems
-Series on Agricultural tips
-Series on Animal husbandry

d. Program featuring Lao Government Officials: Issues and Answers
e. News
f. Music

2. Staffing requirements
a. Radio technician
b. TWO reporters (USIS)
-Vientiane based reporter
2-Reporters based in Thalat (cover NNN)
c. Story writers - 4 (2+2)
~~XXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXXX~~

B. Information center-library
1. PURPOSE:
a. Distribution of information regarding Nam Ngum dam
b. Distribution of USIS publications
c. Radio station
d. Center for visual aids
e. Library

2. Staffing requirements
a. General manaager of information program

C. Information trailer.

D. Information program for tassengs, naibans, village elders

E. Newspaper.—

dist - 500

Comm needed
— printing press; print ink all supps. (weekly pictures) 100 roll making kits made from mimeo ink & rollers
— radio transmitter
2 tape
Tape music etc
Library/tables

USIS publications

TO: Walt Johnson, COP/IVS

THRU: Jim Malia, ACOP

FROM: Fritz Benson, IVS/Ban Thalat

SUBJECT: Monthly report for June, 1969

June has been a month devoted to the planning of future information programs. Tentatively scheduled for August is an additional naiban-tasseng-village elder information program which is similar in design to the May program. Present will be the forty-seven local leaders from Tasseng Na Kheua and Tasseng Na Luang, Muong Thourakom. The situation of these people is rather unique in that they are displaced persons from the twenty-five sq. km. area immediately behind the Nam Ngum dam site. The residents of these two tassengs are presently scattered between Ban Thalat and Ban Keun. The ultimate objective of the proposed program is to inform the local leaders about the social and economic forces at work in their nation and locality. Special emphasis will be placed on their unique situation as displaced persons, why they were displaced from their old homes and what is in store for them in the future.

Also underway are negotiations with USIS concerning the expansion of the information program in Thalat to include the following:

1) Radio transmitter to broadcast programs to the North Nam Ngum area.
2) Newspaper
3) Mobile information team

The primary purpose of the above will be to disseminate information about matters related to the Nam Ngum dam project.

The information center which is being built here is nearly completed. It will house a library and the radio transmitter, and will generally serve as the center of the North Nam Ngum information program.

FCB/fcb
24-6-69

Distribution: IVS-3
AC/Vte-1
CDAA/NNN-1
Chao Khoueng/Vte-1
Director CRA-1
Personal file-1

NOTES ON KENGKOK: A TOWN OF CENTRAL LAOS

by

Galen S. Beery
Community Development Advisor - Area
United States Agency for International Development

June 30, 1969

This report consists of miscellaneous information pertaining to the town and area of Kengkok, Muong Champhone, Savannakhet Province, Laos, gathered by the authoriwhile he worked there as a Community Development Advisor, February to July, 1969. The facts presented were gathered from a variety of sources and authenticity is not to be guaranteed. Opinionseexpressed are those of the author and do not necessarily represent those of the U.S. Agency for International Development. Spelling of Lao names is not to be considered authoritative.

NOTES ON KENGKOK: A TOWN OF CENTRAL LAOS

Kengkok is a town of some 4,226 inhabitants lying some 53 kilometers southwest of Savannakhet, the second largest city in Laos, in the province of Savannakhet. The name 'Kengkok' translates as "Pipe Rapids", from a series of rapids in the Xe Champhone River which curls around the city.

The term "the Kengkok area" is often applied to the political district of Muong Champhone, of which Kengkok is the capital, which extends to the south and east nearly as far as the smaller towns of Lahanam and Dung Xang, two other muong capitals. The MIG census of 1968 showed a total population of 38,579 people in Muong Champhone.

Kengkok is an old feudal district of Laos. While now overshadowed by the commercial center of Savannakhet, it has always been a power center and the home town of a number of greater and lesser figures on the national scene. Foremost of these at present is Deputy Prime Minister Leuam Insexiengmai, who heads one of the town's leading families. The area has a growing population and an expanding agricultural economy, yet Kengkok town itself still preserves a traditional rural setting of carefully tended grassy lanes, bordered by bamboo fences protecting old-fashioned Lao wooden homes.

History

The peoples who settled the Kengkok area were Lao, coming down from the north in prehistoric migrations. There are also a number of "Phu Tai" villages, where the people of a lightly different ethnic group can be identified by minor differences in language, customs, and clothing design. However, they are close enough to their Lao cousins that there appears to be a complete acceptance and integration, unlike the Lao Theung or "Kha" mountain tribespeoples from the south and east.

The Chao Muong identifies villages partially or wholly Phu Tai as Ban Houei Sai, Ban Pasi, Ban Dong Kong, Ban Nam Kam, Ban Taleo and Ban Taleo Noi, Ban Dong Kathup, Ban Tham Kone, Ban Na Thai, Ban Nong Kaw, Ban Lao Houei, Ban Dong Deng, Ban Na San, and Ban Lao Na Ka. The Phu Tai may have an industrious or artistic bent which has caused them to show an unusual progress among their neighbors: the seasonal watermelon industry, now reaching exports of over five million kip per year, originated in Ban Houei Sai. And Ban Taleo is famed for artisans in cement. The major wat has an unusual half-round hall resembling a Romanesque fortress: this and other structures are frequently decorated with well-formed cement statues and bas-reliefs.

Lao Theung villages, representing several different tribes, are Ban Ta Muong, Ban Songpuay, Ban Tong Hlai, Ban Nagatang, Ban Kam Sidda, Bon Sili, Ban Kalang, Ban Phot Kone, Ban Dong Tahbeng, Ban Kan Nya My, Ban Kok Moung, Ban Na Kam, Ban Xieng Ban, Ban Nong Boua, and Ban Dong Yen.

Some of the Lao hold that the land was once occupied by a race of giants. They tell of an ancient skeleton, parts of which were uncovered as a stream eroded an ancient mound. Rib bones, so old that they crumbled at the touch, were as wide as a man's three fingers put together, and the height of the skeleton was estimated at four la - twelve feet. The stream finally washed away the remaining fragments. In 1964, a farmer plowing a field near Ban [illegible]oo dug up what appeared to be an ancient plow, six feet high and fit for a giant. This is reported to have been placed in a wat and has remained there ever since.

Eight kilometers west of Kengkok, on a small rise bordered by rice paddies, stands a small, crumbling ruin dating from the Khmer or Champa empires. The main structure is 5 x 18 meters, set atop a larger flat platform with a terrace extending to the east. Three bays, evidently intended for religious images, have caved in. Lateritic stone blocks used in construction, and carved sandstone door jambs and lintels, do not appear to be from the area. Similar isolated structures are reported as standing at Muong Palane and at Ban Nam Pout, near Lahanam. This "That Ku" is an enigma to the people living in the nearby villages of Ban Si Thong and Ban Kham Gao. They occasionally leave small religious offerings on the terrace although no one knows of any Buddha images found here. The names of these village translate as "brass-colored" and "old gold," and might indicate a link with the ancient builders of the ruin.

Another link with ancient empires is a structure at Ban Huan Hin ("Stone Building Village,") on the Mekong river directly west of Lahanam. This is a much larger structure, composed of table-size blocks, and in better condition. The main building is in a courtyard surrounded by a sandstone wall, according to reports.

Three hills figure prominently in a semi-legendary battle of the 16th or 17th centuries. Two armies, armed with swords and spears, were ranged on the hills of Phu Tham Khet, Phu Nong Hong, and a smaller hill. A single cannon was also set on each hill, and one leader is remembered as "Thao Khattannam." One army may have been Lao Theung. But the reason for the battle, the composition of the armies, and the outcome of the battle, if there was one, are not remembered even by the old men, the village historians.

Ban Xakun, on the Xe Champhone River, was the original home of the peoples of Kengkok. This small district capital figured in diplomatic and military manoeuverings between the principalities of Nakorn Vientiane, Nakorn Champassak, Nakorn Ubon, and, to the east, Nakorn Tchepone. The military tradition has always been strong and most Kengkok families have many close relatives in the army even today. At the time of Hô invasions from southern China, possibly in the 1700's, the king of Vientiane recruited many soldiers here. And soldiers from Ban Xakun were most probably in the army of Chao Anouvong of Vientiane when it was defeated by the Siamese on the plains of Nakorn Rachissima (present-day Korat) in the 1820's.

After the Siamese defeat of Chao Anouvong, the victors began to relocate the Lao from the left bank of the Mekong in what is now northeastern Thailand, so that they could more easily be governed and would not again prove a menace to Siam. Families from Ban Xakun were resettled near Ubon in a village called "Kudkanari". Their leader, Prat Inxexiengmai, died during the Siamese exile. But after 17 years, many families returned to settle in another town before moving to the site of presentday Kengkok. The new leader during the return was Shomphompakdy, the nephew of Prat Insexiengmai. It is from these two men, Prat Insexiengmai and Shomphonpakdy, that the two great families of Kengkok have descended.

A Lao "History of Xakun" was written by Loth Kusoth of Thakhek several years ago. Now out of print, it relates the stories of Thao Khamtao, who was a ruler of Ban Xakun, of his younger brother Thao Chum, and of their political involvements during the Siamese exile in Ubon province. Families who finally decided to return to the Ban Xakun area discovered a beautiful pond in the forest where the jungle animals watered - the rhinoceros, the wild bull, the water buffalo, the cow, and the lizard.

The Colonial Period

Under French colonial rule, the city of Savannakhet was established as the commercial center for south-central Laos, and attempts were made to tie Siam-oriented Laos, chiefly the southern part, with the Vietnamese states of Annam and Tonkin. Colonial Route 13, built primarily along the left bank of the Mekong river, was diverted inland more than thirty kilometers from Savannakhet. It today forms the western boundary of Muong Champhone.

Attempts began around 1909 to construct a road from Savannakhet to Muong Phine and thence to Viet-Nam, running through Kengkok. Villagers were drafted to dig ditches and prepare the roadbed along the proposed right-of-way. Several years after work began, French officials from Vientiane were agast to find that sizeable bridges would be needed across the Xe Champhone and the Xe Xang Xoy rivers before the road could ever be used the year around. A second, more favorable route was given priority and pushed through to Muong Phine through Dong Hene and Muong Palane. When France became involved in World War I, the French input into Laos practically ceased. All road work stopped in 1917 and was resumed only during the 1920's.

In 1914, raising Ban Xakun to the status of a muong, named Muong Lam Mao, the French government had constructed a government office, homes for the Chao Muong and his assistant, and the first school in the area. But since the town was not on the proposed Savannakhet-Muong Phine road and access was difficult, the capital was transferred to Kengkok in 1919.

A large livestock industry developed in Kengkok after World War I. Cattle raised in the fields and forests were periodically driven to Saigon, Hanoi, Cambodia, and Thailand, to meet a growing need for hides, meat, and draft animals. Forty or fifty villagers would band together for protection, and drive several hundred cattle. Each night they would build crude corrals, light fires, and stand guard to keep tigers and thieves away. Drives took up to two or three months and involved a large element of danger. If not set upon during the drive, drovers might be attacked and robbed after they sold the cattle and were returning to Kengkok.

Cattle purchased for five to ten piastres in Kengkok - "12 kip for the better animals," - sold in Saigon for about twice the price. The sellers took cash in the form of the heavy Indochinese silver piastres or a form of paper money, and traveled by bus back to Muong Phine. "There was," recall old farmers, "a lot of shooting, killing, and robbing - at which the Thai were especially adept," but profits made up for dangers. Water buffalo were chiefly exported to Thailand: the bulk of the cattle were driven to Saigon and Hanoi.

With the coming of World War II, the cattle drives ended and have never been resumed. Cattle, buffalo, and pigs raised near Kengkok are now driven only the fifty-three odd kilometers to the Savannakhet market.

During World War II and the fall of Indo-China, several battalions of Japanese occupied Savannakhet. The villagers of Kengkok found themselves caught between the Japanese and the "Free French" forces who retreated into the forests and hills to the east. The Japanese threatened death to anyone who aided the French: French guerrillas promised to kill anyone who helped the Japanese. One detachment of ten Vietnamese soldiers, under the command of two Japanese officers, drove to Kengkok by car and trooped on to Bung Xang in an unsuccessful attempt to capture some French. En route back to Savannakhet, they arrested a Swiss missionary who had lived in Kengkok for years, accused him of operating a secret transmitter, and imprisoned him in Savannakhet. While the Japanese had Vietnamese troops, the French were aided by "Kha" soldiers from Kontum, Viet-Nam, who smoked water pipes and had earlobes distended from wearing heavy ivory earplugs.

When hostilities ended in 1946, the road to Ban Bung Xang and Muong Phine reopened to traffic, but this finally closed as fighting between the Viet Minh and French increased in Viet-Nam and eastern Laos. There has been no traffic over the road since 1954 and much of it has reverted to forest and paddyland

RLG Administrative Changes

Recent administrative changes under the independent Royal Kingdom of Laos have affected Muong Champhone. Since the Muong was so large and had such a high population, five tassengs were split away in 1965 to create

the new district of Muong Sarepoum, which adjoins Muong Champhone to the northwest. Despite this, Muong Champhone continues to rank first in terms of population among the districts of the province, with over 20% of the population. The government survey of March, 1968, showed a total population of 38,579 - 20,329 women and 18,250 men - a full 14,000 more than the next muong. The official statistics for Savannakhet province are:

Muong Champhone	38,579
Muong Cantaboury	24,150
Muong Outanporn	22,417
Muong Atsporn	21,305
Muong Phong	19,715
Muong Souriyakham	13,529
Muong Palane	13,317
Muong Sampanthong	11,062
Muong Phoumachedy	**

Kengkok has for several years been considered as the possible capital of a new province in the event that Savannakhet province is divided for administrative purposes. In anticipation of this, a new town, Kengkok Newa (North Kengkok), is slowly coming into being on a small hill northwest of the town. Travaux Publique laid out the town and constructed a network of roads covering a square kilometer, and building lots were sold by the government. Landowners have constructed a number of homes in a slow but steady growth which will continue whether or not Kengkok does become a provincial capital.

The Ruling Families of Kengkok

As in other towns and cities of Laos, there are a few traditional ruling families in Kengkok whose family trees are so intertwined as to present a bewildering array of relationships. The town has contributed far more than a normal share of government officials and military personnel for posts throughout the kingdom, and certain positions have been continuously held by one or another family in a sort of political "musical chairs."

Since the area was nominally part of the old Lao kingdom of Champassak, the grand patriarch is is His Excellency Prince Boum Oum, Inspector General of Laos, who frequently visits Kengkok and is building a large mansion in the east part of town. He without doubt wields a considerable amount of power and is regarded with fond respect and awe, but is a member of the traditional families only in that he is married to a daughter of the Shamphompakdy family.

The foremost family is the widely-known Insexiengmai* family, the descendents of Prat Insexiengmai. Their assorted households occupy most of the northwest section of town - an area of several city blocks - and they have large land-holdings in the vicinity. The highest person in

---

*Spelled, in addition, "Insixiengmay," "Insisiengmai," or "Insisienmay."
** My statistics incomplete.

the socio-political hierarchy is Leuam Insexiengmai, presently Minister of Education and Deputy Prime Minister of Laos.

Ranking a close second to the Insexiengmais is the Shomphompakdy* family, who trace their history back to Thao Shomphompakdy, Prat Insexiengmai's nephew. Their sons and son-in-laws are in a wide range of official and military positions. They include, in addition to Prince Boun Oum, the Representative from Savannakhet, Representative from Kengkok, Chao Muong of Kengkok, a former Chao Muong of Thakhek, and others.

A third family, somewhat lesser in traditional preminence, is the Paisaisiththedeth family**. The head is Thao Toune, whose father migrated to Kengkok from Ubon, Siam. Thao Toune is a vigorous, grey-haired, down-to-earth, widely respected and powerful patriarch. Complex family relationships and positions are exemplified by Thao Toune, who is: father of Representative Nuan, FAR Colonel Khamsone of Savannakhet and the Police Chief of Kengkok; father-in-law to the Chao Muong of Kengkok (a Shomphompakdy) and father-in-law to a sister of Oroth Choumlamontry - Director of Lao Agricultural Research. He is younger brother of ex-Chao Khouang Boun Nhou of Savannakhet, cousin to Deputy Prime Minister Leuam Insexiengmai, and more distantly related to other Inseriengmais and Shomphompakdys.

Certain incomplete family trees, given on the next few pages, show some of the inter-relationships, military and civilian occupations, and geographical extent of the families of Kengkok.

Description of the town

The town of Kengkok today is a pleasant example of a small-town, rural population center at its finest in Laos. The town is approached from the west, over a good dirt road from Savannakhet, with ride paddies stretching to the right and overgrown roads leading away to the left up to the hill site of Kengkok Neua. One passes the Groupe Scolaire and soccer field and the large cement market before swinging left and past old wooden houses into the end of a charming little village square shaded by large, gnarled trees. At one end of the street is the large square where the old market once stood, the terminus of five roads which disappear down shady lanes: at the other end the plastered points of thats form the wall of Kengkok's main wat and face new, two-story shop buildings across the street. This road continues north past the wat, curving down to the ford across the Xe Champhone river, where the Savannakhet buses sit in the shade of the trees and old women and young girls sell fruit.

---

* Variations in spelling include "Shompholpakdy," "Chomphompakdy", and "Phompakdy."

** The name is sometimes shortened to "Saysithideth."

FAMILY LINE OF NYA UPARAHAT TEN INSEXIENGMAI – ເຊື້ອສາຍ ຍາ ອຸປະຣາດ ແຫ່ງ ເຊັນ ສີ ຊ່ຽງ ໃໝ່

ELDEST OF INSEXIENGMAI FAMILY LINE IN KENGKOK

1 NYA UPARAHAT-TEN INSIXIENG-MAI

7 CHILDREN

2 GONE INSEXIENG-MAI

HAO

6 CHILDREN

YOUNGER BROTHERS AND SISTERS NOT TRACED; MAY INCLUDE
(1) BOUNMALAI
(2) PHOUMMA
(3) BOUNTAN

CONTINUED BOTTOM OF PAGE

1 TIEP

2 CHIEN NAYASAYA-VONG

EX-REPRESENTATIVE

7 CHILDREN

TOAN

GUA INSEXIENG-MAI

POLICE CAPTAIN KENGKOK

3 TOAN

4 TUEY

1ST WIFE DIED

2ND WIFE (YOUNGER SISTER OF FIRST WIFE)

5 NOU PHOUK

SAM LAN

PONGPRA-PRANSUK

FAR COLONEL MOUNG SOUEI (M. 3 TIMES)

2 CHILDREN

SING RATSA-PANTONG

(MOTHER IS AN INSEXIENGMAI)

SIPAN-DONE

8 CHILDREN

SOUVANNA-PALOM

BANE YÉNH

DIRECTOR KENGKOK COLLEGE

BANE CHI

TEACHER-SKUT

8 MINOR CHILDREN

6 KHAM SOUK

COLONEL

NO SINH

10 CHILDREN

7 SING SAISITH-THEDETH

POLICE KENGKOK

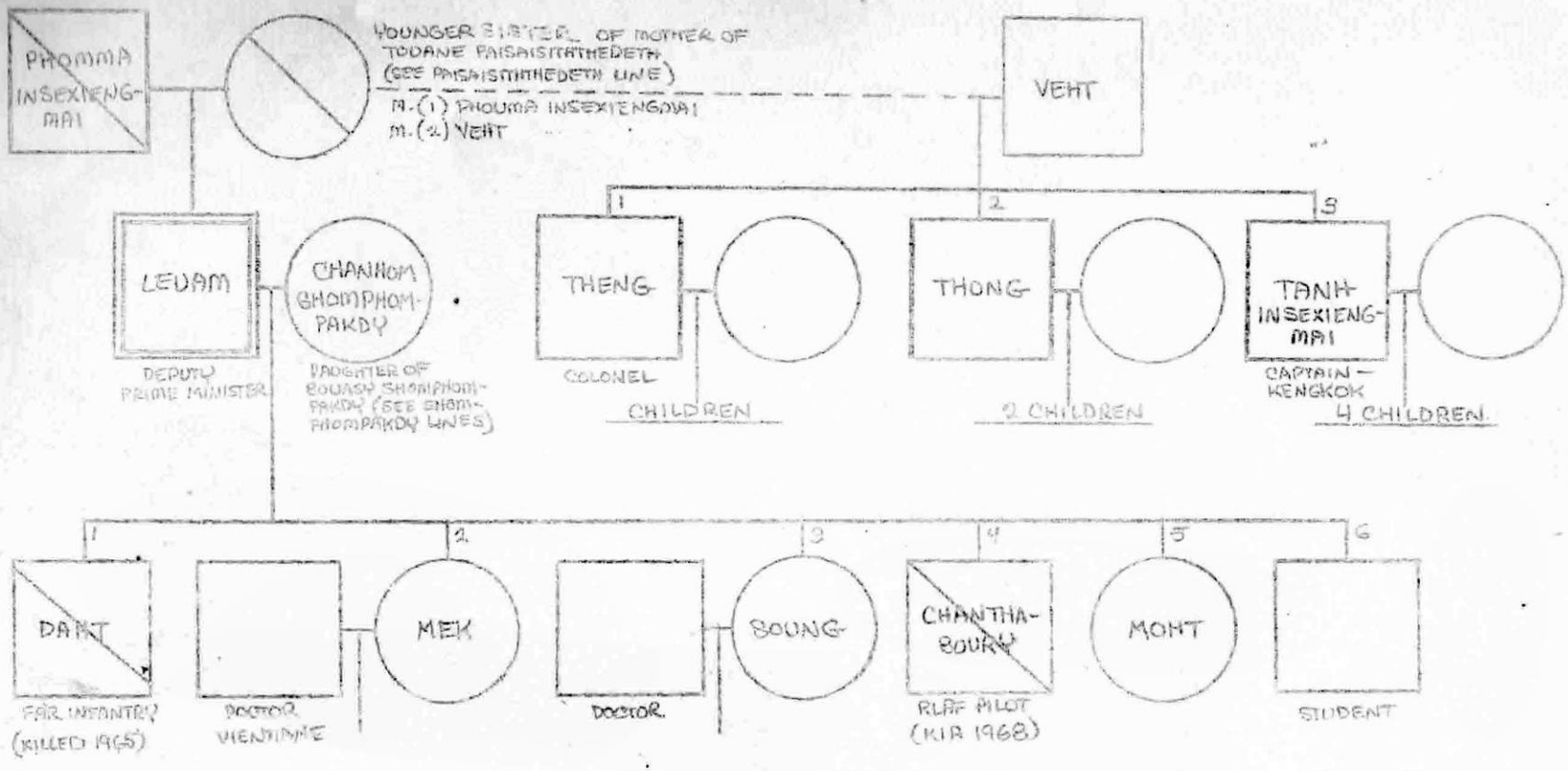
KHAM-MUK

13 CHILDREN

(SEE PAISAISITATHEDETH LINE)

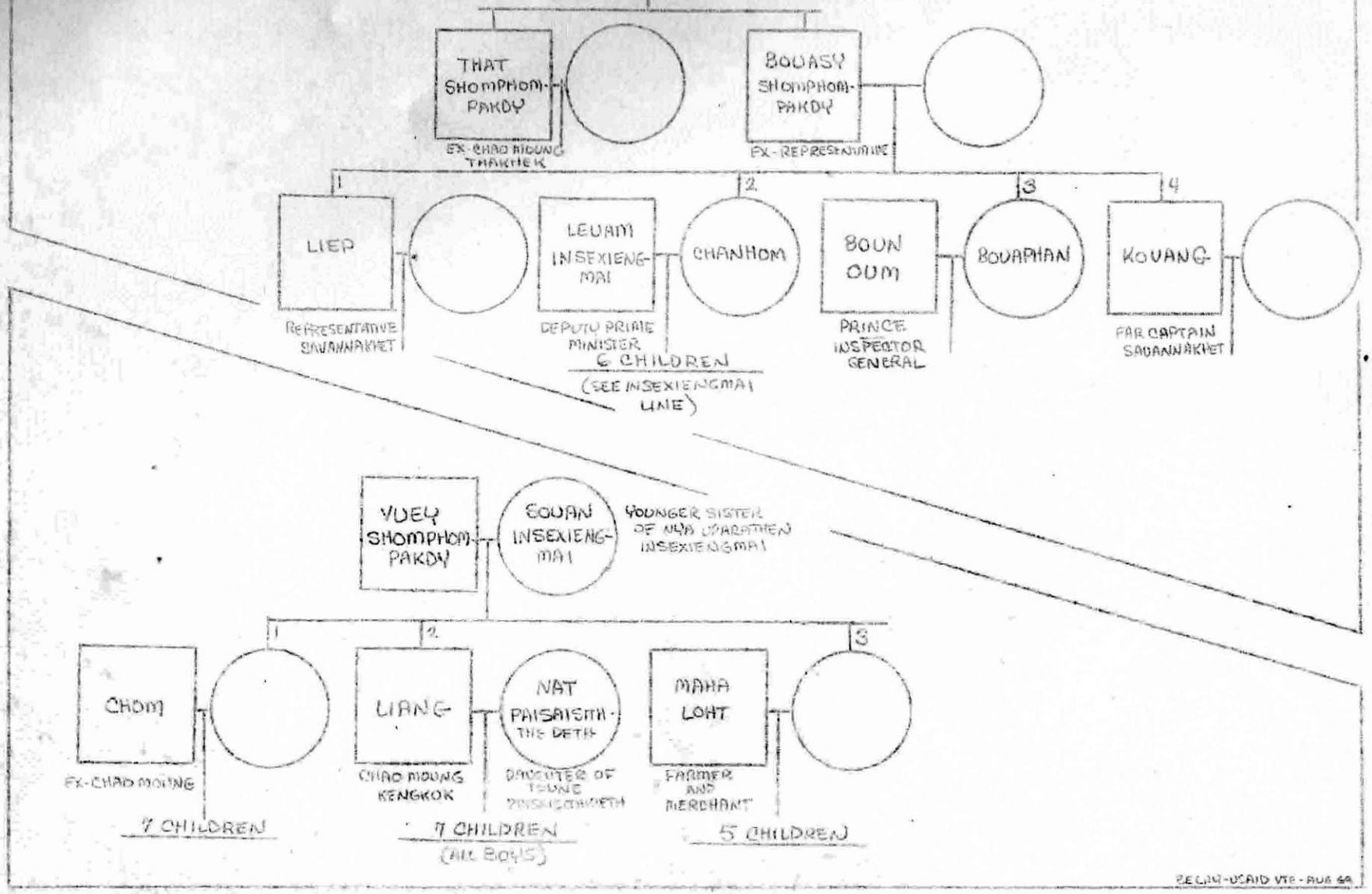
BEERY - USAID VTE - NOV 69

FAMILY LINE OF LEUAM INSEXIENGMAI — ເຊື້ອສາຍ ເຫຼົ່າ ສີ ໄຊ ໃຫ ມ



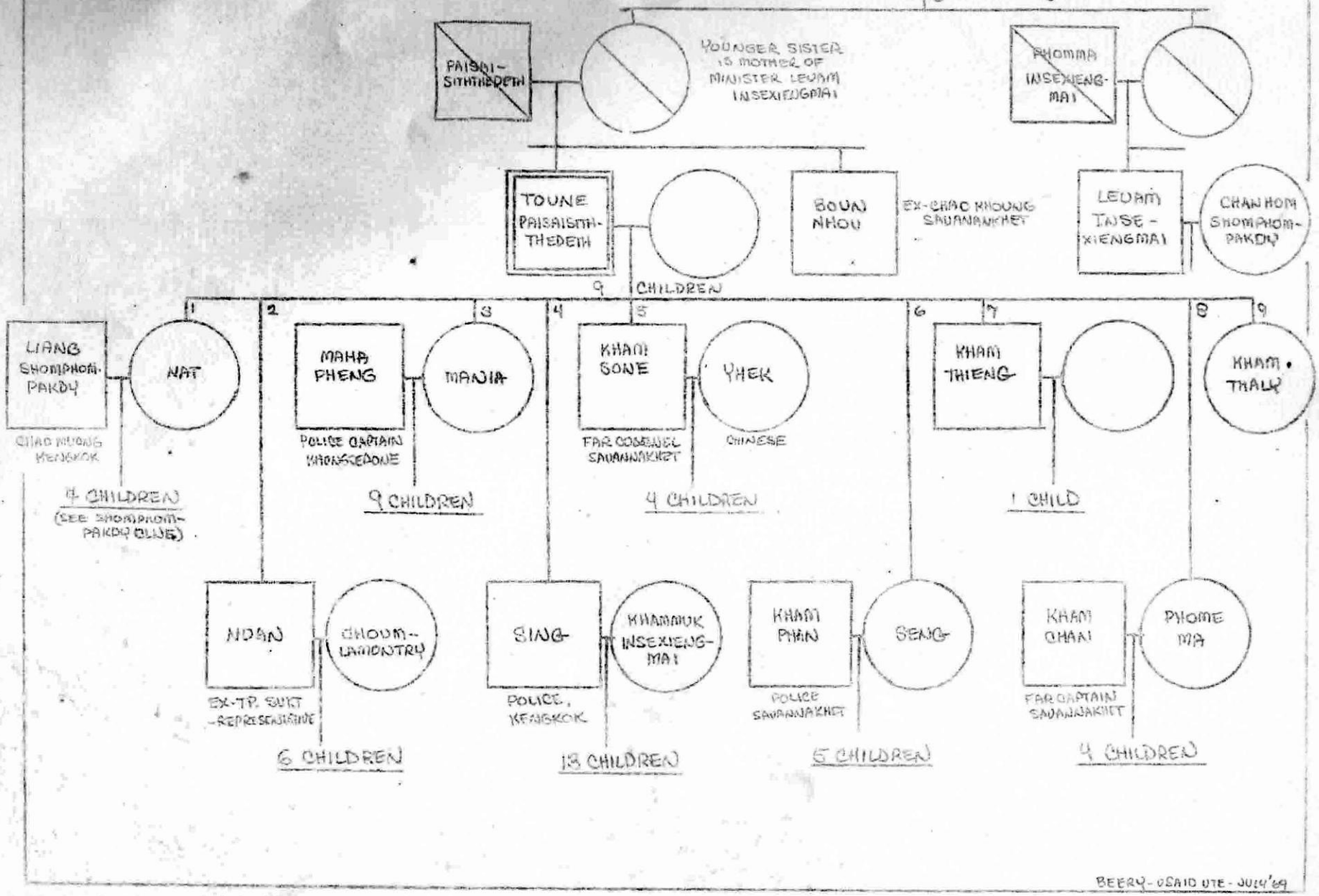
DEERH-USAID VTE - AUG 68

SHOMPHOMPAKDY FAMILY LINES — ເຊື້ອສາຍຕະກຸນສົມພົມພັກດີ



REGIN-USAID VTE - AUG 68

FAMILY LINE OF TASSENG TOUANE PAISAISITHTHEDETH ເຊື້ອສາຍພະເຈົ້າໄຊສິດທິເດດ



BEERY - USAID/VTE - JULY '69

The Chao Muong's office sits further in town, at one side of a long grassy block. Four old French stucco buildings, the primary school and the RLG rural dispensary, occupy some of this area, but they may someday be removed, leaving a long town mall with a new community center and basketball court at the end towards the center of town.

The lokban or "center" of Kengkok sits at one side of the mall, tucked in behind the house of Tasseng Toune. Formerly a simple wooden post marked the spot, and officials made to this the libation ceremonies of the spirits of the town. A large concrete monument was constructed several years ago by cement workers from Ban Taleo. Their efforts created a squat obelisk with Pali religious writing on its four sides. At each corner of the base stands a statue, realistically painted, with shiny glass eyes, of animals of Kengkok legend: a rhinoceros, wild bull, water buffalo, and a cow, with a large lizard mounting steps to one side. Four snakes rear their heads from the backs of the animals: their tails are linked above the obelisk to support a baci bowl which in turn holds a book of Buddhist scripture.

Two large natural ponds lie to the northeast and southeast of town: homes of Prince Boun Oum and Minister Leuam face one pond. Operation Brotherhood hospital lies in a small woods at the east end of town. There is another small woods south of town, flanked by a demonstration farm, now largely run to grass, and agricultural offices. Two American missiona ies live near this and work at a Christian church erected for a small congregation, primarily Lao Theung.

The population of Kengkok in 1968 included 4,226 persons divided into four villages: Kengkok Neua (1,076), Kengkok Tai (1,729), Kengkok Dong (1,091) and Ban Dong Nong Khung (330) which was originally a separate village but now being asorbed into Kengkok since the new town was laid out on the hill. Of these 4,226, 65 (about 1.5%) were foreigners. The largest of the foreign groups was Chinese, with 52. There were eight Filipines, all with Operation Brotherhood Hospital, three French teachers with the college, and two American missionaries, the Choppards, with the Mission Evangelique. Strangely, considering the large Vietnamese population in Savannakhet, there are no Vietnamese living in Kengkok.

Commercial Activity

Commercial businesses in Kengkok are concentrated along two main cross-streets in the center of town, shaded by huge 'Kokmaktomtalai' trees which bear seed pods like miniature handgernades. On hot days these pods burst, showering a rattle of seeds on shingle and tin roofs. Most shops are general stores selling a wide array of consumer commodities from Thailand, Japan, and Hong Kong, in addition to such Laos-produced staples as rice, charcoal, candles, matches, cigarettes, brooms and baskets. The

imported goods include kerosene, bolts of cloth, readymade clothing, sewing materials, soap and toothpaste, writing materials, condiments, umbrellas, powdered soap, paint, nails and bolts, lanterns, padlocks, tools, plow points, rubber sandals, and similar miscellaneous goods and household items. More expensive items include canned goods and beer, soft drinks, radios and watches.

More specialized shops include several tailor shops and dressmaking establishments, a few open-air barbershops, a radio repair shop, a cabinet-maker's, a small rice mill, a bicycle repair shop, two or three pharmacies, several small fruit stands, and an enterpreneur who fixes bicycles and lanterns, sells bicycles, gas, and oil and does minor repair on motor vehicles.*

There are two noodle shops and several smaller coffee and beer shops: the largest noodle shop features Chinese and Vietnamese noodle soup, soft drinks and beer, and a limited variety of fried dishes involving noodles.

Fresh fruit, vegetables, meat, and some prepared foods (such as khao phoun and Vietnamese egg rolls) are sold daily from small stands at the market, open from early morning until just after noon. Pigs and cattle are slaughtered in the open on the same day that the meat is sold.

The major merchants are Chinese: the earliest of these came to Keng-kok as far back as 1919. Chinese-Lao relationships are the same as elsewhere in that the Chinese are the merchants, with a higher standard of living than the Lao villager, emphasising education for their children, with a reputation for driving hard bargains and making a profit at the expense of the buyer. The fact that the largest rice mill in the district, just outside town, contributes to export and a better standard of living does not impress people as much as the fact that the owner, a Chinese, came from somewhere else, settled down and is making money not only from the mill but from a general store, raising pigs on the side, and in other ways. A second merchant owns logging trucks which carry lumber from Savannakhet sawmills to outlying villages.

While the food at the noodle shop of a Chinese-Lao merchant is much superior to the coarse fuh at an unsanitary dirt-floored Lao soup shop down the street, the second has a great patronage for the simple fact that it is Lao-owned and operated.

There is no official association of Chinese merchants, but several of the leading merchants represent the group when it is approached upon occasion by officials and solicitors and expected to contribute substantially to community projects.

---

* A very comprehensive report on commerce of a small Lao town has been made by Smith, R. Stafford, "Aspects of the Economy of Wapikhamthong: a Province in Southern Laos," USAID/Laos, October, 1966. (Rectographed)

All merchants appear to be taxed monthly and yearly by the government, although specific statistics on the amounts and income were not available.

Transportation between Savannakhet and Kengkok, for both commercial goods and passengers, is primarily provided by a series of small bus lines. Goods are occasionally brought in by chartered truck, but small amounts, escorted by a member of the merchant's family, appear to account for most of the items put up for sale. During the seasonal export of such products as rice and watermelons, many trucks make the trip to Savannakhet, and these may return with large amounts of commercial goods. The close proximity of Kengkok to Savannakhet does not require the merchant to keep large inventories of goods since he can readily obtain more. Stock on hand is adequate for periods of several weeks in most cases. During a recent cholera scare in Savannakhet, when movement of people and vehicles was severely curtailed, the main items which quickly disappeared from stocks or were in short supply were ice, noodles, and soft drinks, which are perishable and/or fast moving items. Some other items (i.e. candy bars made in Savannakhet) disappeared within a short time, but were not missed as much.

Bus cargo rates are three kip per kilo (roughly $.01 per 8 pounds) for heavy items such as bagged rice, and four or five kip for lighter but bulky cargo such as eggs, cloth, clothing, handbags, etc. Rates may vary according to vehicle, cargo being shipped, and personal relationships established between bus drivers and shippers.

Bus passenger fare to Savannakhet is posted as 170 kip, but normally 200 kip is paid. The extra 30 kip charge is explained as a surcharge for being picked up or dropped off elsewhere than at the Savannakhet or Kengkok terminal points, however, it was stated that government officials or police might upon request be given the 170 kip posted rate, which indicates that the price might be set by the government. There are less than twenty private or government passenger vehicles in Kengkok, and villagers do not hesitate to ask for free rides with anyone traveling to Savannakhet.

The "Kengkok Association"

One of the most unusual aspects of Kengkok is the existance of a large and well-organized public service organization, somewhat akin to a 'Lion's Club' or 'Junior Chamber of Commerce.' This is the "Samakom Sumphon Vathanattham" (สมาคมสุมพอนวัทนะธัม) which can be translated as the "Association of Bringing Together Culture/Progress of Muong Champhone."

This homegrown association, strongly fostered by Minister Leuam Insexiengmai, has come about partially because, as one member noted, "Kengkok has a lot of people who've been educated abroad." The constitution and bylaws have been laid out along western lines and meetings are conducted in approved parliamentary fashion.

Basic purposes of the association are to support and aid members in time of need and to develop Kengkok. "Aid" comes through direct help and financial assistance of members as needed. This has included quick assistance to a member after his home burned down. Occasional financial grants are made to further the education of members' children. And development includes some community planning and securing of funds for public projects such as utilities, educational and health institutions.

A typical meeting, in March, 1969, had such items on the agenda as plans for Lao New Year festivities, a festival being held at a local wat, progress in constructing a community basketball court, the need of a city slaughterhouse and the need for a morgue at the OB hospital. (On the last item, representatives of the association visit and help when there is a death in a member's family. In cases where someone dies at the hospital, it is impossible to leave the body in the ward, yet Lao custom - and transportation problems - do not permit returning the body home for the wake and cremation preparations. Hasty burials have been arranged in several cases.)

The June meeting noted a contribution of kip and a request for rice donation for refugees in Xieng Khouang, a report from the head of sports activities sponsored by the association, and a request from USAID that the association take over sponsorship of the 'cluster' library.

Members include nearly all government officials, school teachers, police, some military men, and area naibans, probans, and samien. A number of women are members: a "Kengkok Women's Association" is being formed as an auxiliary organization. (President and vice-president are wives of the Chao Muong and a representative.) Membership appears to be almost wholly Lao: a Chinese-Lao member is considered 'Lao' since his mother and wife are Lao. It has been reported that the association has branches in each of the major cities of Laos: Vientiane (more than 300 members), Luang Prabang, Savannakhet, Pakse, Saravane, and Attopeu.

Financial support for the association comes first through dues of 50 kip per month, although many members appear to be somewhat in arrears. The greater part, however, comes through contributions from members - 20,000 kip from Minister Leuam for the general treasury, a sizeable gift from a Savannakhet official for the purchase of athletic shoes for the soccer team, and 300,000 kip from General Vangpao for the college construction program. The treasurer keeps records and makes a periodic financial report to the members.

The"Kengkok Association" is a most remarkable development in Laos. It represents a considerable step forward in community organization and betterment efforts. The organization is growing, solving problems, and taking on new responsibilities. The focus of projects within Muong Champhone itself, coupled with the widespread membership, may represent family and regional ties requiring attention to an ancestral home, and implies the building of a strong regional political bond.

Education

The primary education system based in Kengkok constitutes a small empire for the Primary School Inspector, Siphong Chommanivong, with some 11,830 pupils in 182 villages scattered throughout five muongs. A number of the 290 teachers are provisional "CREC" teachers, who have just a few years of schooling, who are located by villagers and put on the government payroll at a token 1,500 kip (US $3) per month. These CREC schools are open from 7-12 A.M.: the teacher usually spends the afternoon as a farmer. Regular teachers teach four hours in the morning and three in the afternoon.

There has been a remarkable increase in the number of schools available, due to RLG support and USAID assistance. There were only six Groupe Scolaires - schools with six grades - in the area when the present PSI took the job in 1965. There are now 15. USAID Activity Plans from 1964 to 1969 included the construction of more than 70 classrooms, sometimes as new schools but generally to replace dilapidated old structures. In many cases, due to the rapidly-expanding student population, the old structures were patched up and used alongside the new ones to take care of the overflow of students. With an increase in graduates from the teacher training institutions in Vientiane, Luang Prabang, Pakse, and Savannakhet, the number of teachers increased to 290 in 1969.

370 sixth-grade students passed the final examinations in 1969 and received certificates. Perhaps 70 of these will continue their education in higher institutions - the rest will become farmers, merchants, soldiers, or housewives.

An educational-assistance program at the local level was started in January, 1969, with the founding of the "Samakom Paw-Meh Vaklien" (สมาคมบิดามารดา) or "Association of Pupils' Parents" - the equivalent of the American PTA without the teacher involvement. This has a membership of

290 in urban Kengkok. Dues are 100 kip per couple per year, and most, if not all parents of schoolchildren are automatically included. The president is ex-Representative Chiem Paysaysavong. Meetings are held to discuss building needs and to solicit funds for school repairs. Currently, with 29,000 kip in the association treasury, 14,000 kip is being sought for repair of a 3-room building in the Kengkok Groupe Scolaire.

A series of village associations for school maintenance and repair exist on a more informal basis throughout the district, "one everywhere there is a school." Assistance on school repair projects or construction of new classrooms is frequently requested by the naibans or tassengs through the Chao Muong and/or the PSI, who forward such requests to USAID. Most projects of this sort require merely 30-50 bags of cement for a school floor, some hinges, locks, and nails, plus supervision, which is increasingly being furnished by employees of the Commission for Rural Affairs assigned to the Chao Muong.

In secondary education, Kengkok has the College du Kengkok, constructed in 1965-66. Two French and four Lao teachers provide a three-year course to about 150 students. Tentative expansion plans are to provide a four-year diploma by adding four more rooms to the present four-room structure, and complete it as a college. The Royal Government has allotted several million kip for construction, and the "Kengkok Association" is seeking additional funds.

The "Kengkok Association" is also contemplating an official request to USAID and the Ministry of Education for a comphrehensive high school to be based in Kengkok. The Fa Ngum school, the first such comphrehensive Lao-language high school, was established by USAID in Vientiane and teaches both an academic curriculum and practical arts such as agriculture, Home Economics, and crafts. Success of this school has led to proposals for five additional schools, the first at Phone Hong. The establishment of such a school in Kengkok, in the event that it is within the realm of possibility, would be a definite step upward in area education.

Health

Curative health facilities in Muong Champhone are better than usual for most rural areas, but preventive programs are still inadequate.

A Lao state dispensary was established in Kengkok several decades ago. It now consists of three old buildings near the center of town, under the supervision of a Lao Infirmiere Chef and a single nurse. The small ward, under an arrangement with Operation Brotherhood hospital, contains tubercular patients, since there is no isolation or contagious ward in the hospital. Drugs for these patients are supplied by OB. Several midwives are reported as being stationed at the villages of Ban Kong Ko, Ban Talao, Ban Lao Nat, and Ban Dong Mone. Another state dispensary is located at Ban Sakhun Neua.

Operation Brotherhood International is a medical aid organization sponsored by the Junior Chambers of Commerce of Laos and the Phillipines. In January, 1964, an OB medical team was sent to Kengkok to establish a hospital, under a contract with USAID and working closely with the RLG Ministry of Health. The first small building has grown to a compound of five concrete and wooden structures on the eastern outskirts of town. Facilities include a 25-bed ward, with well-equipped operating and delivery rooms, X-ray department, clinical laboratory, dental, outpatient and dietary services. In addition, public health services of the OB hospital involve regular weekly visits to two nearby villages.

The eight-man OB Filipino team includes two physicians, two nurses, a dentist, medical technologist, and fiscal/supply man. A Lao doctor, paid by the RLG, works in close conjunction with the head Filipino doctor. The Lao staff includes practical and auxiliary nurses and technicians trained by Operation Brotherhood.

Five outlying dispensaries were established by USAID Public Health Division at the height of the cluster program, in Ban Si Thong, Ban Na Theui, Ban Bak, Ban Houei Sai, and Ban Poumachady. Medics at these dispensaries received USAID medical training and are on the USAID payroll. They give basic medical care and send patients, if necessary, on in to Kengkok to OB for more extensive treatment. USAID furnishes all equipment and medicines. The village-built wooden dispensaries at Ban Na Theui and Ban Bak are slated for USAID-assisted self-help replacement in late 1969; a new activity plan is underway for another building at Ban Si Thong. A dispensary built by villagers at Ban Lamchan in 1965, since it was never planned, has never been staffed or stocked.

Preventive health programs have included a malaria eradication program by the RLG and the World Health Organization. Special teams sprayed homes in Kengkok and surrounding villages with DDT in 1956, 1958, and 1962. The program has been discontinued. Yearly cholera immunization is taken by the RLG dispensary. After a cholera outbreak in northern Thailand in mid-1969, cases were confirmed in Savannakhet. A joint community effort was made with the participation of the OB hospital, RLG and USAID dispensary personnel, and local police and officials, to contain possible spread of the disease and to vaccinate as many people as possible. Roadblocks and strict regulations on persons traveling to and from Savannakhet kept travel to a minimum until most persons in Savannakhet and the Kengkok area had been vaccinated.

American Assistance Programs

After a United States Operations Mission was set up in Laos in the mid-fifties, a number of assistance projects were carried out in Savannakhet province. No records remain and it is not now known which projects were carried out in Muong Champhone: a single 1959 chart prepared in the USOM Rural Development Division listed 67 rural self-help projects in the entire province. These included 32 schools, two dispensaries, seven wells, sixteen trails, and ten community centers. In most cases, straight cash and commodity grants were made to RLG officials who applied them to the projects. USOM personnel occasionally visited the area.

The Kengkok "Cluster" program was initiated in 1963 as one of the first areas under the USAID "Cluster Village" program. Development emphasis under this was placed on selected economic and social "clusters" of from ten to forty villages. American and Lao personnel, based in a central village, could work throughout the entire area to provide substantial development from a concentrated input of personnel and commodities.

IVS Activities

A five-man team from International Voluntary Services, Inc., moved to Kengkok in 1963. This included Richard Carter (Team Leader), John Kurtzig (Agriculture), Phillip Buechler and Bob Lovan (Construction-Generalists), and Carol Falk (Home Economics). Later Doris Murphy (Public Health) joined the team.

The IVS programs in Kengkok formed the nucleus around which expanded USAID cluster activities were based. The team worked under direction of the IVS Chief-of-Party in Vientiane and in close cooperation with the AID Area Coordinator based in Savannakhet. Programs covered agriculture, well and school construction, teaching of home economics and public health.

Kurtzig worked with RLG agriculture men to set up a demonstration farm where crops could be tested. Pig pens were built for Yorkshire breeding stock brought in and distributed to farmers, and corn was planted for feed. A windmill was installed on a drilled well to provide water for livestock and gardens. USAID also constructed a community/multipurpose center which became the RLG/Agr training center and offices.

Carol Falk worked with RLG Home Economics agents in women's programs and her assistant, Luddha, established excellent relationships with village women in improving local weaving and seeking commercial outlets in Vientiane for increased production.

Buechler and Lovan taught villagers the method of digging and lining wells with concrete well rings. USAID and IVS also undertook construction of a number of schools, both wood frame and cement block. The program was at first largely experimental as far as the cement block was concerned,

and got into full swing only after the arrival of IVS'er Frank Bewetz, an experienced construction man, who organized and perfected the building technique later used elsewhere in the country. Six soldiers from a FAR Civic Action worked with him on construction. The buildings had a very favorable impact, were fit for long service, and villagers easily learned the skills necessary. As experience was gained in cement block construction, PWD technicians began to backstop additional schools and plans were modified to allow villagers a greater self-help input. (In 1967, USAID adopted the policy of requiring villagers to furnish all tin roofing.)

The "Team" aspect of IVS was one which had been developed in 1956 to meet the needs of development at that time. As USAID expanded into the provinces and provided equipment and commodities necessary, as the RLG officials gained skill in their areas, and as roads opened up isolated areas, IVS' 'teams' were gradually replaced by groupings of two or three men assigned to areas as necessary. The group in Kengkok became smaller as team members completed their tours, went home, and were not replaced. Wade Chubbuck replaced Kurtzig for work in agriculture, and was in turn replaced by IVS'er Jerry Nell in 1967. Other personnel were phased out. A man and wife team was assigned to Kengkok in 1967 but remained only several weeks before resigning.

The "Cluster Program"

Beginning in 1965, a succession of USAID Community Development Advisors were assigned to Kengkok to direct cluster planning and action. They were:

(1) Paul D. Larson (April - September 1965)
(2) Jim Kraus (1965-1966)
(3) Jack (Jacob) Bilmes (January - November 1967)
(4) Frank Gillespie (November 1967 - October 1968)
(5) Galen Beery (February - July, 1969)

Larson, hired as a contract employee, worked in Kengkok while living in Savannakhet. His main job was to familiarize himself with the area, develop local relationships, and organize scattered self-help projects already underway. He worked directly with the Chao Muong after his assistant was assigned to an administrative post in Savannakhet. By the time his tour ended, he reported improved relations and had arranged for self-help projects to be completed through June, 1966.

The Kengkok "Cluster" program reached its zenith during the terms of CDAA's Jim Kraus and Jack Bilmes. As Cluster Managers, they organized the program, developed plans for projects, secured commodities, and saw to it that projects were carried out. With the completion of a good road from Savannakhet, the cluster became a handy "showcase" for self-help projects - schools, dispensaries, and agricultural programs.

Agriculture work - a swine distribution program, a duck project, a demonstration farm, and several vegetable production efforts - were carried out in the initial stages of the cluster. Later attention was shifted to needs of specific farmers at the local level. Activity Plans as such were not needed.

Construction programs boomed, with schools, a community/multipurpose building, and completion of the Kengkok police station. Health and sanitation improved as USAID set up new dispensaries and stocked them with medicines and trained medics, new wells were dug, and four drilled wells were put in. Villagers produced waterseal toilets.

Training included aid to military civic action teams, a bicycle mechanic training course, and training for five men from the Commission for Rural Affairs, in Vientiane. A cluster newspaper was published to help the villager at the local level aware of the potential and progress of the cluster program, and to bring him news of the kingdom.

Emphasis of the cluster program began to shift in 1965, partially as a result of heavy concentration on physical projects such as schools, wells, roads, and dispensaries. The Inter-Agency Khet Phatanakhane ("Cluster") Coordinating Committee, set up to coordinate activities and programs, recommended a new concentration on (1) training, (2) agricultural development for economic growth, and (3) preparation of the clusters throughout Laos for eventual takeover by the RLG. As an embassy official noted:

> "In evaluation of cluster programs, it would be more meaningful to report changes in villager attitudes and Lao willingness to assume responsibility for projects than the current almost exclusive emphasis on construction of schools, wells, and waterseal privies, and on breeding and vocational success with livestock. More questionable programs - like water-seal privies and the school milk program - should be played down or abandoned. Concentration can then be placed on encouraging local handicrafts (like weaving at Kengkok) and small industries...to increase villager income to where one can buy his own privy and milk, if he wants them."

While Kengkok and other 'clusters' throughout Laos are still known by this designation, it is evident that the "cluster program" has long since peaked and passed. With spreading of clusters into new areas and growth of "forward areas," there has been a gradual diminishment of programs in the old "cluster" perimeters in favor of projects, in general, where they are needed.

USAID programs throughout Savannakhet province were jeopardized and restricted during the 1967-1968 dry season because of Pathet Lao attacks on persons and projects. An IVS'er, Fred Cheydleur, was shot to death north of Dong Hene. The CDAA there, Jack Huxtable, was transferred to Lahanam. In April, 1968, PL troops entered Lahanam just after he and his wife fled, and ransacked his house and government offices before fading back into forests to the east.

Frank Gillespie, a former Education Advisor, became CDAA in November of 1967 and lived in Kengkok with his wife and family. On May 8, 1968, their house on the outskirts of town was attacked by an estimated 30 PL

who riddled the building with bullets while Gillespie and his family huddled on the bathroom floor. No one was hurt: the PL left shortly without encountering local military or police opposition. Gillespie and Jerry Nell, who lived in a house nearby, moved to Savannakhet and thereafter worked in Kengkok only on a visiting basis. With this attack, it was noted, the houses of every American CDAA and IVS'er outside Savannakhet city had been attacked. Gillespie was justifibly irritated that local authorities had not counterattacked, and the situation received wide publicity. Various government elements in Kengkok are still unhappy over what they feel were charges that they actively aided the PL, although it appears clear that this was not so. The Groupe Mobiles continue to engage small PL units north of the town, and security continued poor until the rainy season.

Programs from this time were restricted in scope since the CDAA and remaining IVS'er commuted from Savannakhet. During the same period, the PL menaced Lahanam, and two CDAA's of Lahanam, Jack Huxtable and later Barney Chessin, stayed at Kengkok at night for safety.

Gillespie went on home leave in October, 1968, and elected to return to Viet-Nam. Two RD Field Assistants, Vichien and Somphong, handled daily operations in Kengkok: Vichien later went to Thailand for training and Somphong ran the program.

In February, 1969, CDA Galen Beery was transferred from Saravane/Pakse to Savannakhet, with responsibility for Kengkok. His first action was to move back into Kengkok. Beery's work involved reorganizing and taking a fresh look at the program, which had become somewhat disorganized. Of thirty activity plans which had been approved, only sixteen had been completed. Four more were written to cover certain projects, and an unofficial moratorium declared, while completion of older projects was reemphasized. Nell's contract expired during this time and he left off working in the area. By the time Beery left, several AP's had been completed, work was continuing on several more, and the rest had been postponed due to wet season transportation difficulties or security problems.

In reevaluating the Kengkok "cluster" program to the present, it appears that most emphasis has been placed on "concrete"-type construction to give evidence of American/RLG interest in the villages and to provide an infrastructure around which future programs can be based. Between 1964 and July, 1969, 34 Activity Plans and several small projects were approved. (See Appendix 3) They show a total input of 22 schools totaling 71 classrooms, a community/library center, basketball court, repaired police station, 65 dug wells, 3 dispensaries, 82 waterseal toilets, and training, agriculture, breeding and other programs.*

---

* A number of these programs are not completed, but are in progress or have been postponed pending the next dry season. Schools noted include both schools repaired and schools constructed. See Appendix 3 for details on status of Activity Plans.

RLG Military Civic Action Effort

Indications are that military civic action activities in Savannakhet province have been among the most outstanding of such programs in Laos. The leader in Savannakhet and Muong Champhone has been Colonel Nuphet Dapheung, from Ban Thamouang, who received civic action experience and know-how working with a U.S. Army-supported rural development program from 1959 through 1962. This MAAG program involved "Teams of Six," soldiers trained in such fields as agriculture, livestock, religion, and education, who were assigned in village areas to work alongside villagers on community projects.

The MAAG program dwindled after American military teams, under the Geneva accords, left the country in 1962, and the "teams of six" program soon disappeared when the soldiers were reasorbed into the regular army. USAID initiated similar social service teams in 1964 and 1965 by training soldiers at USAID centers at Muong Phong and Kengkok, employing them on on a per diem basis, and stationing them at Xieng Lom and Dong Hene. Funds were originally secured from Kengkok Activity Plans but these have more recently come under Savannakhet AP's.

The "Teams of Six" concept reappeared in 1966 when Colonel Nuphet, as head of FAR Groupe Mobile 18, set up Civic Action teams. These worked primarily in the fields of construction and engineering, and produced specific but unplanned benefits to projects in the area. When villagers needed schools, they cut logs in public forests, which were trucked to a sawmill set up at Ban K-35, and the lumber was used for school construction. Excellent wooden school buildings were erected at Ban Kong Ngak, Ban Tuad, and other villages. Nuphet's teams, with USAID cement, constructed a complete fish-breeding station at Nong Hong, a natural lake west of Kengkok, where the G.M. was stationed. Road equipment was used to repair roads. Six men or more helped IVS'er Frank Bewetz to build cement block schools.

The Civic Action teams had a very good record in these programs, and the populace, with goodwill fostered by this grass-roots assistance, reciprocated through active support of the RLG, in providing information and countering enemy efforts. However, under a reorganization of the FAR, the Groupe Mobiles were dissolved and soldiers assigned to other units.

Presently, a number of Civic Action soldiers are working at USAID projects on a per diem basis, with funds provided by a Savannakhet AP. The sawmill, lying idle at K-35, is still attended by ten men, and can be reactivated for future projects with a little USAID assistance in engine parts and truck tires and gasoline.

CRA Development

A long-time goal of the USAID Rural Development Division has been the establishment of a corps of Lao government cadres who can work with villagers on rural development projects. The RLG Commission for Rural Affairs has employed an increasing number of young Lao men as "CRA Village Workers." Remanents of an earlier and generally unsuccessful program, Fundamental Educators (employed under the Ministry of Education), were integrated under the CRA in 1967. Training both in Thailand and at Ban Amone training center in Vientiane has supported by USAID.

Five CRA workers, assigned to Kengkok in 1967, have proven adept at working in the villages on the type of projects formerly carried out by IVS'ers and their assistants. They have been able to establish a satisfactory working relationship under the Chao Muong, and organized and assisted villagers on Activity Plans on dug wells, waterseal toilets, and school-dispensary construction. By 1969, the dug well program was being left completely up to the CRA men in Kengkok. They received advice and assistance from the CDAA and vehicle transportation and commodities thru the USAID Field Assistant. In June, 1969, as work shut down due to the rainy season, they went to Vientiane for a two-month training course.

The CRA men in Kengkok provide a ready and adaptable corps of workers able to work in local situations at the village level. As such, they must remain an integral part of all future programs in the area. It appears, however, as if their usefullness will be seriously curtailed unless the local government, the Commission for Rural Affairs, and USAID can continue support and assistance for them, primarily in furnishing transportation and vehicles, and commodity input for self-help projects. USAID help in furnishing bicycles and motorcycles, and repair for these vehicles, has been cut off even though the CRA has not yet taken up the program. The CRA men in Kengkok will be reduced to travel merely within a limited radius unless there is a change in plans. Return of a rebuilt jeep to the Chao Muong will help somewhat, but USAID RD also has decided not to support repair of this, and the RLG has not yet provided funds for repair and maintenance in the budget.

Agriculture

The history, progress and potential of agricultural development in the Kengkok area deserves special attention. The presentation in this paper is limited since the author was involved primarily in rural self-help construction projects and planning.

Agriculture in Muong Champhone, as with most of Laos, is dominated by lowland rice farming, which is expanding due to recent commercial inputs and availability of improved tools, better seed, insecticides, and fertilizer. And to USAID Agriculture and the RLG Ministry of Agriculture go credit for promulgamating new ways of thinking to replace traditional agricultural methods.

The most dramatic development has been the introduction of small water pumps and consequent programs in 'double-cropping,' growing a second rice crop during Laos' yearly dry season. In the past five years, there have been over 200 hectares put into paddy rice through the use of water pumps brought in commercially and on a credit basis through the Agricultural Development Organization.

A recent setback to agriculture was the flood of the Xe Champhone and Xe Xang Xoy rivers in September, 1968, which submerged many rice producing areas at the height of the growing season. In a way this may have stimulated dry-season rice growing, since farmers felt they had nothing to lose and everything to gain by trying irrigation for a second crop during the dry season following. But losses were such that in May and June, 1969, tons of rice were distributed by AID to villagers from the areas hardest hit near Pung Xang, Xengkok, and Ban Houei Sai.

Suprisingly, many agriculture/irrigation projects have taken the form of large-scale community cooperation, with the organizational ability which seems to flourish in the area. In 1965, a group of four or five hundred villagers turned out for pick-and-shovel construction of a long storage dam on the Houei Bak river, about two kilometers north of Xengkok. The stream, backed up for the past four years, has increased Nong Hang pond to over 3,000 hectares and provided great opportunities for dry-season irrigation opportunities. The Chao Muong estimated in 1965 that 46 villages, with a total population of 18,605 persons, and an area of 28,500 hectares was affected by this lake, with benefits of rice production, livestock production, fish production, fruit and vegetable production.

While this prediction may have been a little optimistic, there is no disagreeing that the new lake has changed life in the area. A number of local officials have taken the development initiative - clearing and opening up new paddy areas in the brushy areas around the shore, or renting existing paddies and hiring the farmers owning them to grow second crops during the dry season. The main part of the dam is still in pretty good condition, but the six-foot culvert built for drainage is not large enough to contain the flow when the river is in flood stage. Flood waters have cut around the dam and washed out much of the road fill. While heavy moving equipment might be used for repairs, it looks as if the farmers and officials will again resort to hand labor and a "field day" or two to repair this project.

Since January, 1969, a five-man USAID Agriculture/Irrigation team has surveyed areas for future development. (1) A 50-hectare area just across the Xe Champhone is suited for two British "Runtin" pumps if a farmers' cooperative is formed. (2) A 21-hectare area at Ban Phalong, nine kilometers west of Xengkok, is suited for one "Runtin" pump. (3) As early as 1964, villagers at Ban Phai, Ban Bak, and Ban Naoan dammed up small creeks running northward through their villages and used the water for

irrigation of vegetable gardens. Completion of a road running through and joining these villages provided culverts which were blocked so that the roads acted as dams. The survey has indicated that a sizeable area might be used for water storage if these culvert/dams are rebuilt and improved (they have washed out every year): farmers to the north are already enjoying dry-season rice and expanding their paddies. A potential of 200 hectares appears evident. (4) A single pump site on the Houei Bak north of Kengkok could irrigate 20 hectares. (5) A single pump site at Ban Kadan could probably provide water for another 40 hectares.

While large pumps are planned for, it is through the use of small pumps that farmers have pumped water up for small dry-season crops. Over 200 hectares was irrigated in 1968-69 dry season, and pumps are still being brought in and set up primarily on an individual farmer basis or that of several farmers. These could be termed "small cooperatives" since they involve several farmers (relatives or close friends) who develop the idea together, go together to purchase the pump, and farm jointly. Thus, as in areas such as Khongsedone, one farmer with capital might pay for 75% of the pump cost and take the responsibility of operation, while his co-partners, with less of a financial stake, provide most of the labor. The crop in such a case may be divided on a 60-40 or a 70-30 basis, according to the decision of members of the "small cooperative." While USAID has in the past emphasized development of large cooperatives, these have taken a great deal of time and effort, large commitments of machinery to develop canals, and ironing out of community discord and traditional political jockeying for position. It seems logical to assume that the natural growth of the small cooperatives may lead to mergers of two or three nearby cooperatives, and, with the wearing out of the small pumps (giving them a 5-6 year lifespan), the cooperative purchase of one large pump to do the work of several smaller ones.

The rice-growing potential of the Kengkok area is great. A map study indicates that the area within Muong Champhone noted as being paddy is around 200 square kilometers. The northern extension into Muong Souriyakham is an additional 70 square kilometers, and the lesser area of paddy land in Muong Outanporn, geographically a part of the same valley area, is around 20 square kilometers. The Muong Phong valley paddy area can be estimated at 52 square kilometers. These figures are just rough estimates and undoubtedly a great deal of non-productive land, forested areas, etc., is included, but they do indicate the size of this inland valley's potential. The total area may be the second largest in Laos, next to the Vientiane plain paddy area.

Vegetables

Vegetable crops, although overshadowed by rice production, deserve some consideration. Primary production comes from small vegetable gardens planted at the end of the rainy season, generally along the sides of the river banks. These are usually small plots and provide enough only for family needs plus a small amount for market sales.

The traditional vegetable crops have included chili peppers, cucumbers, watermelon, tobacco, yams, onions, garlic, lettuce and other greens, some corn, sugar cane, papaya, and native root crops. Recently, however, there has been notable expansion of two particular crops for seasonal production for export.

Since 1965, watermelons have been grown in substantial qualities. This is due to one man, Thao Nong, a villager of Ban Lao Nat, who visited Muktahan, Thailand, to learn how to raise them. He planted a large area near Ban Lao Nat and sold his crop in Kenghok and Savannakhet, and made an eventual profit of some 500,000 kip, with which he purchased a small bus. His neighbors in the tassengs of Ban Lao Nat and Ban Houai Sai have duplicated his feat en masse. Watermelon patches are now a standard feature of the area in the dry season.

Enterpreneurs buy up watermelons by the patch, paying 100 to 150 kip for each melon, and transport them to Savannakhet to sell at 300-400 kip each. Early in 1969, only two-thirds through the season, the tasseng of Kenghok estimated that over 4,500,000 kip worth of watermelon had been sold in Savannakhet and Thakhek. He pointed out that this figure did not include those sold in Pakse or shipped on to Thailand. Watermelon raising has, in short, become a lucrative dry-season crop.

A small earthen dam has long been planned on the Houei Chiao river, near Ban Lao Nat, where Prince Boun Oum planned a sizeable vegetable garden. Farmers of the area banded together in May, 1969, and using old burlap bags secured by Representative Nuan, erected an earthen dam which, while not perfect from an engineering standpoint, should prove acceptable enough to dam up enough water for a large increase in watermelon patches and vegetable gardens.

Sweet corn is another dry-season crop which may prove to be another valuable export. Several hectares were planted near Nong Kun pond in 1969, on land rented by the Primary School Inspector, who irrigated it with a pump secured on credit from ADO. With the advice and assistance of IVS'er Jerry Nell, bushels of sweet ears were sold in Savannakhet, both in the market and to Americans. The grower reaped a modest profit. Some corn has been grown elsewhere. The Lao custom has been to pick the corn only when it is hard, and it was necessary to train farm laborers to pick the green corn.

Forest Products

Timber in the forests near Kengkok has been exploited by the villagers for generations. In many areas it is becoming difficult to find trees of a size which can be used for house posts. Villagers must go farther into the forests to find such desired woods as teak, or must make do with softer woods.

Several private sawmills in the Savannakhet area appear to be exploiting larger stands of timber along the Savannakhet-Kengkok road. A sawmill owned by Prince Boun Oum at Kilometer-35 was turned over to Colonel Nuphet of FAR several years ago. Nuphet installed some better equipment and for a period cut forest logs for self-help public school projects in the area, as far east as Ban Kong Nyak in Khong Phong. His equipment broke down in 1968 and has not been used since.

A portable USAID sawmill was taken into Ban Houei Sai and Ban Thonat in the first half of 1969. Undergoing repair in Vientiane, it is scheduled to return to the area to continue lumbering operations for schools and dispensaries at Ban Bak, Ban Natheui, K-35, Ban Thonat and Ban Thatneung.

There are still large stands of timber north of Kengkok which have not been exploited commercially since they lie on the other side of the Ka Champhone River. A new road from Ban Thalee to Ban Lanchan, under consideration by USAID, would open up this area.

One merchant in Kengkok owns a logging truck, but this is used primarily for transporting sawed beams and lumber from Savannakhet sawmills to outlying villages for use in construction, rather than in logging. It was used by USAID for a short period in 1969 to move logs to Ban Natheui and Ban Kak.

The major problem in forest exploitation lies in determining how much private firms should benefit and how much the public should benefit. It appears that in Savannakhet the private commercial companies have secured exploitation agreements from the Bureau des Forets at Emux, permitting logging in the public forests.

Rosin of the my chik (teak) and my heng trees is collected by cutting a hole in the trunk of a tree, burning out a hollow, and allowing the sap to drip into this and harden. The dried material is sold at 50 kip per kilo for use in caulking boats and making waterproof baskets. The product has practically no potential for further commercialization since petroleum substitutes are available and trees large enough for tapping are being cut for timber.

A fruit, the "custard apple", has become a small export since introduction into the area thirty years ago by a Swiss missionary. The largest trees in Kengkok are those first planted next to his home, on

land which is now the site of the Kengkok library. The trees still belong to the planters, as is the Lao custom. Selected members of the Kengkok Christian community pick the fruit and export it for sale in Savannakhet. Three go for twenty kip (four cents) in Kengkok. It is noteworthy that villagers have adopted the species for its fruit and propagated it throughout the town. There are now said to be 87 trees.

Wild mushrooms, another forest product, are a small export, sold both in the Kengkok market and in Savannakhet. There is no attempt at organized production. A slab and drainage pit for mushroom culture was once built at the Kengkok demonstration farm, but has never been put into operation.

Livestock

Livestock raising is still part of the economy of Muong Champhone although exports are no longer as great as thirty to fifty years ago. Cattle, buffalo, and oxen are bred to be used only as draft animals or for the market, and sold only when the price is good and there are too many of them under care. Herds grazing west of Ban Kilometer - 35 sometimes number 75-80 head. Cattle and buffalo are driven overland to Savannakhet markets. It is not know what percentage, if any, might be exported on to Thailand.

The black, razor-backed variety of pig is raised by most farm families. To improve this variety, USAID in 1965 provided 19 Yorkshire pigs from Taiwan for breeding stock. The Chao Muong correctly forecast then that:

> "Good results will not be reached because the weather here is not suitable for their physical dispositics. ...if pig breeding is to be encouraged, it is deemed more advisable to have brown-colored pigs for breeding, because the pigs of this breed can endure the climatic conditions of Laos."

While most if not all of the original Yorkshire stock have died, bearing out his prediction, a number of black, white, or spotted crossbred pigs are regarded with special favor by farmers and pig raisers.

Rice mill owners generally raise pigs as a sideline, feeding them rice bran from the mill. The Chinese owner of the large mill in Kengkok raises about forty to fifty any given month, at his mill and his general store in town, keeping them in pens raised off the ground. He buys three-month-old pigs at about 3,000 kip each, feeds and treats them for disease for three or more months until they gain weight, and sells them when they reach 50 kilos. This man notes that the half-Yorkshire sows he has gain weight faster and have much more lean meat than the local breed. Such pigs bring about half again as much - 15,000 kip - when sold. The Tasseng at Thaleo, a man at K-35, and other ricemill owners have similar stock, but good breeding boars are at a premium.

The poorer farmer may market swine by himself, driving them by foot to Savannakhet. Merchants from this city often visit Kengkok to buy pigs, and recently a buyer from Vientiane, coming to Kengkok by truck, has appeared. It appears permission for such export must be secured from the Chao Khoueng's office.

Despite the presence of large-scale entrepreneurs such as described, the typical farmer remains uninclined to attempt any better or large scale raising of swine, if this involves keeping them penned and providing food for them. But the superior quality of crossbred animals has definitely been noticed.

Poultry raising continues on a widespread, low scale. In 1965, 800 ducks of improved varieties were also sent to Kengkok and distributed to villagers. Followup has not been made to determine success of this project. Comments range from a morbid "They all died" to those who optimistically claim that all ducks are descendants of the USAID-provided breeds. The answer lies somewhere in between. As in pig-raising, the average farmer or housewife isn't inclined to spend much time raising or caring for poultry.

Raising fish as a substantial protein supplement to the diet is a new idea, although small local varieties are carefully netted in ponds and streams. A number of new fishponds have been dug. Colonel Nuphet's fish station at Nong Hong, a USAID-supported project, has been producing and distributing an increasing number of fingerlings at low prices.

Industry

This is a poor title but serves to identify several development possibilities which are not usually considered "industry" but which do not fall into other categories given in this report.

Commercial salt production has been proposed and actually exists on a minimal basis in several areas. Soil both north and south of Kengkok often has a salty residue left when pools of water dry up. Villagers heap the earth in bamboo baskets woven in the shape of funnels, or into hollow logs split lengthwise, pour water through, and boil the precipitate to get salt. Experience with the few drilled wells has shown that there is a layer of salt water some 15 meters underground. A Ban Keun-type commercial production might be possible, but salinity of the water (unchecked) appears relatively low, and securing firewood might be a problem.

Silk production was once widespread throughout the region, but has declined with the import of cheap machine-made textiles. Much silk-weaving still goes on, but with store-bought silk. Cotton cloth is also produced. The IVS assistant in Kengkok in 1964 instigated local women to improve their product and produce some for sale in Savannakhet and Vientiane, but the art is gradually dying out. The potential still remains.

The Future Direction of Kengkok Development Programs

From the history and growth of the development programs in the Kengkok area, it appears that future programs would best be concentrated in three main areas.

1. Road Construction

Leuam Insixiengmai, Deputy Prime Minister, stated to USAID Director Mendenhall in January, 1969, that it would be useful to study further development of roads around the perimeter of Kengkok. His observation was correct: construction of all-weather roads into the cluster has played a largely overlooked part in growth. Where the road goes, the rickety buses soon follow, laden with merchandise, and the export of agricultural products soon begins. Transportation affords a contact with the outside world which makes the villager aware of local, regional, and national news, on a limited but constantly expanding basis. He meets new people, encounters new ideas, and static, traditional patterns began to adapt to meet the changing needs of the twentieth century world.

Construction work should be done on three main routes in order to provide all-weather, year-around access to several more populated parts of Muong Champhone and adjoining districts.

(A) Kengkok - Ban Bung Xang Road - First and most important project in terms of opening up a new area would be to complete an all-weather road from Kengkok to Ban Bung Xang. The old French route has deteriorated badly. Two bridges are needed: one to span the Xe Champhone river near Kengkok, the other to cross the Xe Xang Xoy river at Ban Bung Xang. This project would complete the Kengkok road network to the eastern boundary of the muong, and provide access for another route north. Its greatest importance is that it would open up Muong Phong, a border district of 19,715 people, to rural development efforts and economic growth.

(B) Ban Taleo - Ban Lamchan Road - The second road project would run from Ban Taleo north about 18 kilometers to Ban Lamchan. This would pass through or near 12-14 villages which have a total population of 5,639. In addition to ending rainy season isolation of these villages, the road would provide direct and immediate access by security forces to a forested area where Pathet Lao troops and bandits have long been sheltered.

(C) Ban Nong-Ing - Ban Lahahok Road - A third project would be for a road from Ban Nong-Ing south and east some 12 kilometers through a series of small villages to connect with Ban Lahakhok, which has a road on to Lahanam. Total population of the villages which would be served is around 3,500.

Completion of these three routes is a logical and important step in opening up Muong Champhone and Muong Phong for growth and development. Unfortunately, it appears that USAID road projects are presently being limited to work of a more strictly security-access nature elsewhere in the country. TP work has been programmed for the Kengkok-Ban Bung Xang

road, but the TP budget for 1970 is reportedly being trimmed, and a decline in operations is expected.

2. Agricultural Development

The second main field for development, given the agricultural basis of the economy, is agriculture. Various steps in development are not explored here, but it is obvious that a continued and increasing emphasis on such programs is vital to the economic growth of the area.

3. Rural Self-Help Projects in Muong Phong

As may be noted from the appendix, very few of the activity plans written under the Kengkok cluster program have given any benefit to the villagers of Muong Phong. Several school construction projects have been planned, and dug wells have been discussed, but work has not begun due to emphasis on completing unfinished projects in Kengkok. An important factor is that the Kengkok-Ban Bung Xang road is extremely poor and must be repaired and rebuilt before good access is possible. Some school construction, however, might be started while road construction is underway.

While the areas above are those where the greatest development is needed, actual programs must depend on a host of other factors. The first of these is the future direction of the "cluster" program. "Life," runs a Lao Buddhist proverb, "is like a cart wheel: it rotates - it goes and comes." And following this axiom, it appears that the Kengkok cluster program, after reaching a peak of activity, has been long in a waning stage. There is a need for reorientation, new decisions, and new directions.

"Clusters", an astute observer pointed out in 1967, "are not immortal; an unending U.S. sponsorship and presence create excessive dependency." With this in mind, several proposals have been made to gradually transfer authority for several clusters to the Commission for Rural Affairs of the RLG, and to withdraw USAID input and personnel. The cluster development zones mentioned have been Ban Keun, Kengkok, and Xieng Ngeun.

The clusters were originally developed to

(a) provide minimum transportation, communication, health, education and welfare facilities and services, which are consistent with villager needs and which would provide a solid base for social and economic development,

(b) strengthen democratic decision-making processes at the local level, and to strengthen the ability of local governments to identify problems and work effectively towards their resolution, and

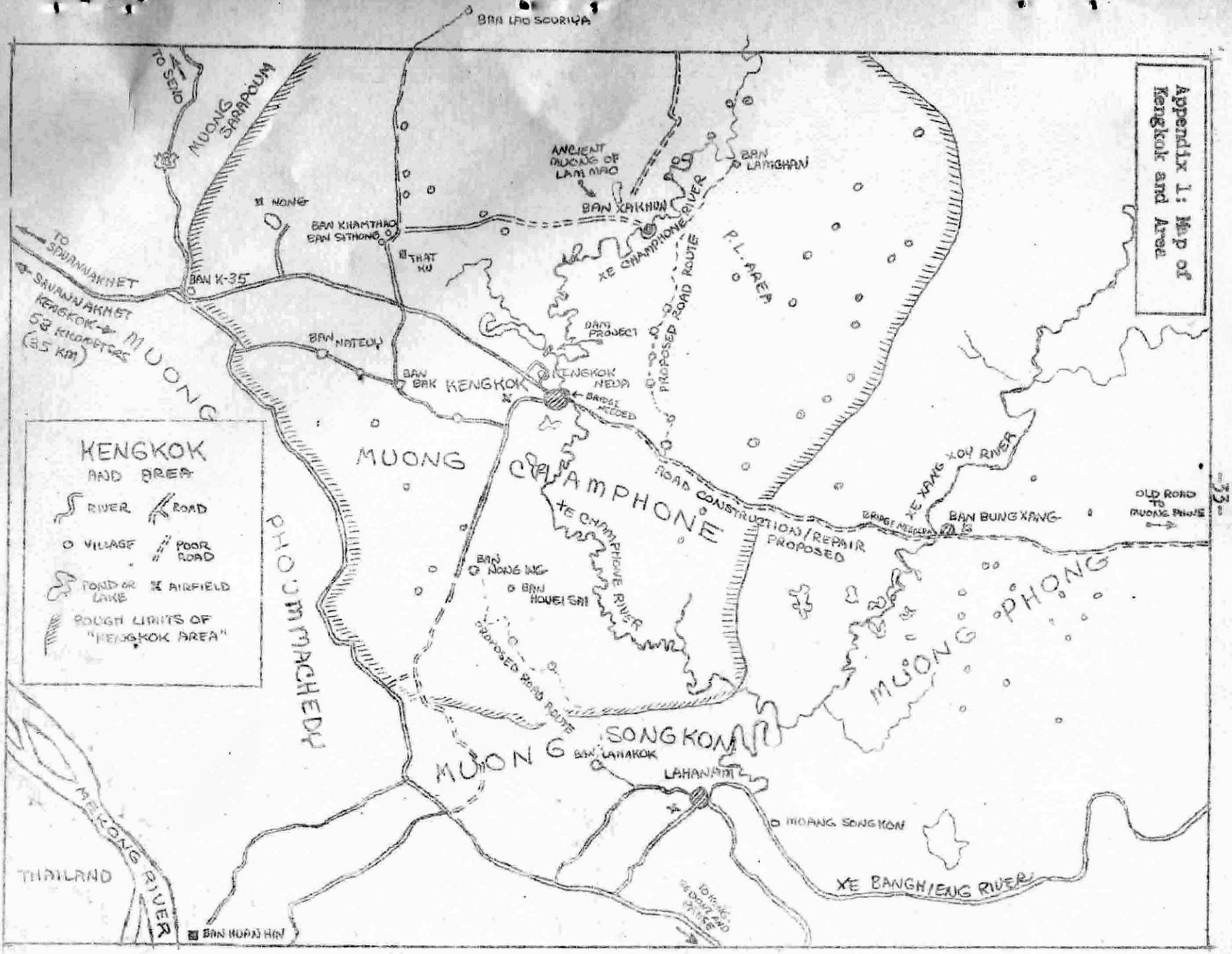
(c) train villagers in skills necessary to increase their personal incomes and satisfy their desire for social and material betterment.

The Kengkok cluster has been most effective along the lines of points one and three. There have been many material improvements - roads, wells, schools, hospitals and dispensaries. Economic benefits are beginning to reach farmers who double-crop and grow vegetables for export.

Unfortunately, the local leadership, programs, and financial support capability of the RLG are not what they could be. The Lao government, with limited funds, and fledgling employees largely untrained in modern administration and development, cannot possibly carry on the program to the extent which it has been maintained by USAID. This makes USAID's concentration on "concrete" projects appear something of a mistake: they cannot be duplicated by village peoples and lower echelon officials. But there is no doubt that villagers were provided with basic requirements in roads, education, and health. The program has showed them that the government was interested in their welfare, they received basic construction training, and were introduced to patterns of community organization for programs in the public interest.

Responsibility for the remaining aspects of the cluster program in Kengkok will probably be gradually transferred to the RLG. The CRA village workers, the local-level counterparts of the CDAA's and the IVS'ers, must take over and play an important part in development. It will be necessary to increase emphasis on a self-help program requiring a large amount of village and muong organization and less input from outside sources.

As for participation of American personnel, it is quite evident that this is changing. IVS participation may cease completely, due to an unexpected continuation of enemy attacks far into the 1969 rainy season. No such moves have occurred in Kengkok, but it appears widespread on a countrywide basis. Two IVS'ers were ambushed and killed near Paksane, Vientiane province, early in August. This has caused IVS/Laos to reevaluate its role in the country program, and men are being withdrawn from less secure areas. The 1968 attack on Gillespie's house in Kengkok has largely eliminated the town as an IVS post. And CDAA assignment to Kengkok, except on a visiting basis, appears dubious. Present plans call for several CDAA's living in Savannakhet and roaming throughout the province to continue programs as necessary. Provincial representation on a day-by-day basis will probably be confined to well-trained Lao USAID field assistants, who will work closely as coordinators with the officials, CRA workers, and USAID personnel operating out of Savannakhet.


Appendix 1: Map of Kengkok and Area
BAN LAO SCORIVA
TO SENO
MUONG SARAPOUM
ANCIENT MUONG OF LAM NAO
BAN LAMGHAN
BAN XAKHUN
NONG
BAN KHAMTHAO
BAN SITHONG
THAT KU
XE CHAMPHONE RIVER
P.L. AREA
TO SAVANNAKHET
SAVANNAKHET
KENGKOK
53 KILOMETERS
(85 KM)
BAN K-35
BAN NATEUY
DAM PROJECT
PROPOSED ROAD ROUTE
BAN BAK KENGKOK
KENGKOK HEDA
BARGE NEEDED
MUONG
KENGKOK
ROAD AREA
RIVER
ROAD
VILLAGE
POOR ROAD
POND OR LAKE
AIRFIELD
ROUGH LIMITS OF "KENGKOK AREA"
MUONG CHAMPHONE
ROAD CONSTRUCTION/REPAIR PROPOSED
XE XANG XOY RIVER
BRIDGE NEEDED
BAN BUNG XANG
OLD ROAD TO MUONG PHINE
BAN NONG WG
BAN HOUEI SAI
XE CHAMPHONE RIVER
PROPOSED ROAD ROUTE
MUONG PHONG
PHOUMACHEDY
MUONG SONGKON
BAN LAHAKOK
LAHANAM
MOANG SONGKON
XE BANGHIENG RIVER
MEKONG RIVER
THAILAND
BAN HOUAI HIN
TO KHONG, SI PHAN DON AND PAKSE

Appendix 2: Activity Plans - Kengkok "Cluster"

AP#	Approval Date	Number	Type and Location	Status (July 1969)
1	Mar 64		Wells, dug (22) with training.	Completed
2	Sep 64		Vegetable Production Program	Completed
3	Oct 64		Dispensary Construction (3) Ban Si Thong (WD1425) Ban Bak (WD1418) Ban Nateui (WD1020)	Completed
4	Dec 64		School Construction (20 classrooms) (with two amendments for more funds) Kengkok (4) Ban Khao Kat (3) Ban Dong (3) Ban Si Thong (6) Ban Phai (3) Ban Kham Noi (2) Ban Bak (3)	Completed
5	Feb 65		Wells, drilled (4) OB Hospital Agricultural Center RLG Dispensary Groupe Scolaire	Completed (Only one working)
6	Feb 65		Swine Program	Completed
7	Feb 65		Completion of Police Station, Kengkok	Completed
8	Feb 65		Community/Multipurpose Building	Completed
9	Mar 65		Duck Project	Completed
10	30 Nov 65		Social Action Program (Training of 24 FAR soldiers) (Amended in Nov 66 and Sep 67 to provide additional funds.)	Completed
11	181	Jun 66	Wells, dug(2) - Kengkok FAR Camp	Completed
12	189	Jun 66	Cluster Reading Room in Multipurpose Center	Completed
13	7208	Aug 66	Bicycle Mechanics Training	Completed
14	7309	Jan 67	Vegetable Cultivation and Home Economics Training Program	Completed
15	7333	Mar 67	Completion of two schools (6-classrooms) Ban Thaleo (3) Ban Houei Sai (3)	Completed

AP#	Approval Number	Date	Type and Location	Status (July 1969)
16	8411	Jul 67	School Completion (5 classrooms) Kengkok: Ban Dong (5)	Completed
---	---		Waterseal Toilet Program (82)	Completed
---	---		Village-level Training (CRA - 5) (Ban Amone, Vientiane Province)	Completed
17	7377	May 67	Wells, dug (15) Kengkok Neua (80%) Thaleo Groupe Scolaire (100%) Ban Si Thong School (100%) Ban Lao Nat (100%) Ban Na Makmy (100%) Ban Nong Ing (100%) Ban Mai (100%) Ban Phone (100%) Ban Houei Sai (100%) Ban Posi (100%) Ban Sikhat (100%) Ban Bok (100%) Ban Namsong (100%) Ban Thane Soum (100%) Ban Kam Sidda (0% - Replacement)	Partially Completed
18	7384	May 67	Completion of School (3 classrooms) Ban Lamchan	Completed
19	7385	Jun 67	Construction of schools (6 rooms). Ban Sakhun Neua (WD2527) (4) (Completed) Ban Dong Nong Khune (WD2019)(2) (90%)	Partially Completed
20	8457	Oct 67	Cluster Newspaper	Ongoing
SRDP-67-05			Extension of OB Hospital Facilities	Completed
SRDP-67-06			Fish Culture Demonstration (Fish Ponds and Fingerlings)	
SRDP-67-09			Visiting Teams to Cluster Villages	
21	8472	Nov 67	Construct Community Information Center Kengkok	Completed
22	8556	Apr 68	Complete School (2-classroom) Ban Kengpoun (WD2124)	Completed

AP#	Approval Number	Date	Type and Location	Status (July 1969)
23		Mar 68	Complete School (1-classroom) Ban Se (WD2929)	Completed
24	9056	Nov 68	Wells, Dug (26)	Partially Completed
			Ban Thaleo Neua (100%)	
			Ban Thaleo Tai (100%)	Postponed
			Ban Nakatang #1 (75%)	due to
			Ban Nakatang #2 (75%)	security.
			Ban Thaleo Noi (75%)	
			Ban Dongkatuk (75%)	
			Ban Tankol (0%)	
			Ban Natai (0%)	
			Ban Phonkho (75%)	
			Ban Lao a Houey(75%)	
			Ban Donedeng (75%)	
			Ban Sli (0%)	
			Ban Kalang (0%)	
			Ban Nokkhok (0%)	
			Ban Xiengsan (0%)	
			Ban Pakhok (0%)	
			Ban Dongtabang (0%)	
			Ban Sakeuntai (75%)	
			Ban Vang Mao (0%)	
			Ban Thoua Tai (75%)	
			Ban Thoua Neua (75%)	
			Ban Khan Hai (75%)	
			Ban Vong Kadok (75%)	
			Ban Phak Kha (75%)	
25	9064	Nov 68	Construct School (3 Classrooms) Ban Houei Sai (WD1807)	Completed
26	9077	Dec 68	Construct Dispensary Ban Nateui (WD1020)	In Progress
27	9078	Dec 68	Construct Dispensary Ban Bak (WD1418)	In Progress
28	9	Feb 69	Construct School (2 Classrooms) Ban Laikatha (WD3135)	Postponed
29	9113	Feb 69	Construct School (6 Classrooms) Ban Thuad (WD2825)	Partially Completed
30	9125	Feb 69	Construct School (2 Classrooms) Ban Laksamsiphah (WD0524)	In Progress

AP#	Approval Number	Date	Type and Location	Status (July 1969)
31	9139	Mar 69	Construct School (3 Classrooms) Ban Thamouang (WD2721)	Postponed
32*	9176	May 69	Complete School (4 Classrooms) Ban Kong Ngak (WD3809)	Postponed
33	9184	May 69	Construct Basketball Court Kengkok	Completed
"34"**		May 69	Complete School (3 Classrooms) Ban Nong Khu (WD3510)	Postponed

Activity Plans being prepared as of July, 1969

__	____	___	69	Complete School (1 Classroom) Ban Houa Nam Sang (WD1708)
__	____	___	69	Complete School (1 Classroom) Ban Ta Muang (WD2729)
__	____	___	69	Construct Dispensary Ban Si Thong (WD1425)
__	____	___	69	Construct School (6 Classrooms) Ban Bung Xang (WD4011)

* This Activity Plan incorrectly titled "39" as result of typist error.

** This Activity Plan incorrectly approved as"#29 - Approval Number 9195" - under Savannakhet.

A. Stillman C-61

: Mr. Jack A. Huxtable, Acting Chief, CD Branch July 7, 1969

Dan Frederick, CD Training Advisor

Standardization of Leadership Training

Below is a summary of the replies received so far to Mr. Gullion's memorandum of May 12, 1969 re. standardization of leadership training programs. Replies have not been received from Messers. Sanders, Brailsford, Whalen, Murdoch, Viles, Virati, Cauterucci, Waggoner, and Sengdao. We have heard from 11 areas, but have not received replies from nine areas or persons responsible for the RDD program in those areas.

Mr. Puchtler agrees that the leadership training programs in Laos should be standardized. He pointed out the need for a corps of training instructors from the CRA who would assist in training those who would actually instruct the village leaders during any given course.

Mr. Chessin suggested that, per the request of the Chao Khoueng of Khammouane, the curriculum of the naiban-tasseng course from Savannakhet Province be used intact for similar training in Khammouane.

Mr. Worley stated that all the leadership training programs with which he has been associated have been very similar, consisting of presentations by various RLG officials, mostly at the provincial level. He concurs with Mr. Puchtler's suggestion that the CRA provide training instructors to brief and coach the RLG officials who will be instructing the village leaders. At this juncture I would raise the question of whether Mr. Vongsavanh has himself discussed his standardization ideas with the RLG Departments and Services most frequently involved in lecturing, as their representatives generally plan the naiban-tasseng training courses with the CDAA.

Mr. Beery feels that Lao history and an explanation of how a democracy works should be taught, as most village leaders have never had a course in Lao history. He adds, "Methods, problems, actions of government at the local level should be included. Personnel in training programs should have a basic course in how to solve local problems at the local level with abilities and materials at hand, and should also learn the agencies of the government and the details of securing assistance through the government."

Mr. Hubig is definitely opposed to the week or two of harangues delivered to villagers by RLG officials under the guise of a "training programs" which have in his words, "very little positive effect." He goes on to suggest that the CRA either form a corps of training instructors based in Vientiane or select one provincial agent from each region (which would probably be the less practical and feasible alternative). He suggests that the CRA training staff be trained to develop a standard course of

instruction and then organize the curriculum for every leadership training course held throughout the country. In order to assure some competency of instruction "the training program for the training section should include orientation courses to make them proficient in extension skills, Lao history, propaganda, CD, etc." Furthermore Mr. Hubig recommends, "A study should be made by CRA on the most effective ways to communicate within the Lao tradition. The CRA should develop for RLG approval a set of principles for naiban-tasseng training. Once these principles have been determined, it should be up to CRA to prepare them for standardized presentation to the population through its Provincial Agents."

Mr. Miller emphasizes that the curriculum must be relevant to the villagers' interests and problems. It should include administrative practices and teach the naibans and tassengs their personal role in national and particularly in local development, the self-help concept, and how to organize local resources. Herb believes that the instructors should be local officials. If the local people are limited "to merely implementing directives from Vientiane, they will rapidly lose any feeling of their own value and self-worth." Each course should be limited to five days and centered around the concept, formation, and operation of village development committees.

Mr. Poling is strongly opposed to any type of standardization of leadership training programs. He believes it is highly desirable that programs differ from one area to another. He elaborates, "It might be added that the personal ideas of USAID and IVS agents who are specially concerned with those seminars are usually the outgrowth of much study and though of situations at the local level..... resulting in programs adapted to that area, reflecting local leaders' ideas." According to Mr. Poling there is no sound, logical reason why naiban-tasseng training programs must reflect the development doctrine of the CRA. After all, the operations of the naibans and tassengs concern the doctrines of the Chao Muongs and Chao Khouengs, and training programs for naibans and tassengs should more logically reflect the doctrines of their immediate superiors to whom they are directly responsible. Mr. Poling concludes by suggesting that "any CRA participation in naiban-tasseng or leadership training could be standardized, with the amount of that participation to be determined at the local level."

Mr. Schreiber pleads to avoid the lectures which have characterized so many naiban and tasseng training programs in Pakse in the past. He recommends adoption of the principles outlined in paragraph B of the Annex to Muong Phieng's A.P. 25 (attached).

The reply prepared jointly by Messers. McIntosh and Ridenour is by far the most thorough and thoughtful response to Mr. Gullion's inquiry. Therefore, it is attached in its entirety. In essence it urges caution and patience. If the Muong Phieng program in its final, adapted form, is to be used throughout Laos, it is absolutely necessary to wait

until the evaluation of the program as it is currently operating is completed and final recommendations are made. Also, no effort should be made to dilute the finally revised Muong Phieng program with other programs of a different nature.

This completes the summaries of the responses on file. A clear distinction should probably be made between the usual type of naiban-tasseng training programs in Laos and the village development committee program currently underway in Muong Phieng. The objectives and methods of carrying out the two types of training differ considerably. On the one hand, the main purpose of the naiban-tasseng training sessions has usually been to acquaint naibans and tassengs with their government and its services. The objective of the Muong Phieng Training Program, on the other hand, is to create and train active, operating village development committees capable of defining local problems and organizing locally available resources to resolve them.

It is apparent, then, that any standardization must take into consideration the objectives of various types of courses. Mr. Vongsavanh states that 70% of all leadership training programs in Laos must be standardized because it is necessary to insert more coherence in the various programs and because the programs must reflect the development doctrine of the CRA and the present concern of the National Government. Do these reasons constitute sufficient justification for standardization? Why should diversity be eliminated from leadership training programs in Laos? In any case CRA doctrine could possibly be conveyed if the CRA field staff people involved themselves more aggressively in the rural development of their country.

Mr. Vongsavanh has approved and signed an activity plan for every leadership training program we have funded in Laos. There should be no need for us to gather copies of the various programs for him, as he has already been sent a copy of the plan for each program. Mr. Vongsavanh has attempted to obtain standarization opinions of chao khouengs involved in past leadership training programs.

RDD:DFrederick:pml:7/7/69

Distribution:
HGuillou
PGullion
MD/LT
PC/Sayaboury
IVS/Muong Phieng
AStillman, IVS/RD
HBeyda, MD
DSFrederick
WHartman, OP

TO: Mr Norman Barnes, A/Chief, USIS

THRU: Loring Waggoner, CDAA/NNN

FROM: Fritz Benson, IVS/Ban Thalat

SUBJECT: Newspaper and radio reporters for Thalat information program

RE: My memo to you dated 25 June 1969

As per my memo dated 25 June we would like to obtain the services of a USIS reporter by 1 August. He would begin to gather material for the first edition of the newspaper which will hopefully be printed during the last week of August. We especially want him to cover the two 5-day naiban-tasseng-village elder training/information sessions which will begin on 3 August, and the activities of the Mobile Information Team which is presently operating in this area.

Comm Media indicated that they will provide us with a camera and films.

As per our conversation on 12 June regarding the Ban Thalat information program you stated that you would approach the Director General of the Ministry of Information, Kham Chan Pradit, regarding the printing of our newspaper as a monthly supplement for his newspaper, Pit Ta Boun. Has anything become of this inquiry? If not, it will be necessary for us to seek out the services of a private printer. Perhaps you have some suggestions concerning this matter.

Regarding the radio transmitter that we are seeking, Mr Ross of Comm Media indicated to Loring Waggoner that perhaps there are Bauer transmitters still available. Mr Waggoner is presently following up on this matter.

As per my memo of 25 June I would also like to request that a radio reporter, equipped with a portable tape recorder and blank tapes, accompany the newspaperman to Ban Thalat on 1 August. We would like for him to begin to familiarize himself with the area, and to work in cooperation with the newspaper reporter in covering the information programs we presently have underway.

Thank you.

FBenson:FB
22/7/69

Distribution: AC/Vte
IVS/RD, Malia
IVS/Thalat files
Comm Media, Ross

TO: Walt Johnson, COP/IVS

THRU: Jim Malia, ACOP

FROM: Fritz Benson, IVS/Ban Thalat

SUBJECT: Monthly report for July, 1969

After returning from vacation on 9 July I proceeded to take action on the plans made last month with respect to the Ban Thalat information program.

Firstly, final arrangements were made for the naiban-tasseng-village elder training/information program scheduled to begin on 3 August. Secondly, negotiations with USIS continued concerning the radio transmitter and local newspaper to disseminate information throughout the North Nam Ngum area. The services of a radio reporter and a newspaper reporter were requested from USIS on a TDY basis to assist in laying the groundwork for the radio station and newspaper. Their initial assignment would be to cover the programs presently on the books, the training/information progRAm and the work of the mobile information team. The mobile information team which is operating in the Phone Hong area is composed of Lao summer students, a mohlam team and the RDD/information officer who is permanently stationed in Thalat.

The future of the Ban Thalat information program was seriously jeopardized, however, when, during the early hours of 24 July, enemy forces attacked Ban Thalat. This unfortunate turn of events forced the evacuation of myself, the CDA/Phone Hong and the CDAA/NNN from Ban Thalat, and therefore the suspension of the information program for an indefinite length of time. At the present time we are commuting back and forth between Vientiane and Ban Thalat.

The next couple of weeks will be given to reviewing the state of affairs in Ban Thalat and carefully considering the future of my work there, if there is any.

FCB/fcb
31-7-69

Distribution: IVS-3
AC/Vte-1
CDAA/NNN-1
Chao Khoueng/Vte-1
Director CRA-1
Personal file-1

(Unofficial Translation)

Kingdom of Laos No. 427/—

Royal Decree

We, the King of Laos,

Whereas:

—

—

Upon the proposal of the Ministers of Interior and of Social Welfare,

The Cabinet Council's decision (session of September 17, 1969),

Decrees

Article 1: A Sub-Province is hereby created, as a special case and on a temporary basis, in the Nam Ngum Dam construction area, the boundary of which is established by the Residential Decree No. 284/PC dated May 10, 1969 above mentioned.

Article 2: This Administrative Sub-Area is called the "Thin Keo Sub-Province", with the administrative center at Thalat.

Article 3: The Governor of the Thin Keo Sub-Province shall be directly responsible to the Governor (Chaokhoueng) of Vientiane. The functions of the Governor of Thin Keo Sub-Province should be assigned to a first grade official (Karasakane Xan Ek).

Article 4: The Governor of the Thin Keo Sub-Province shall be responsible for

the general administration of the dam construction area. He shall be charged with the planning to provide security within that area through the use of all means provided for him and to facilitate the international projects and the work of the private companies in charge of the construction work.

The Governor of the Sub-Province shall, therefore, have the following functions :-

- a) Keep law and order within the dam construction area and in the nearby villages to facilitate the construction work,

- b) See that the labor regulations are complied with,

- c) control the health and sanitation of the laborers in coordination with the construction companies and the Public Health Service,

- d) Provide lodging and give assistance to the villagers who should be evacuated from the flooded area which shall be turned into a reservoir,

- e) make every effort to inform the public concerning the Government's dam construction project so that they shall be able to realize the interest

and benefit to be derived for economic purpose.

Article 5 : The status of the Governor of the Thin Keo Sub-Province shall be equivalent to that of the Deputy Governor. He shall, in his official capacity, preside over the sub-province meeting which is composed of representatives of the ministries of National Defense, of Interior and Social Welfare, of Information and Propaganda, of Public Health, of National Economy, of Planning, of Public Works and Transportation, and the representative of the Secretariat of the Mekong Development Committee of Laos. All these members shall form an Administrative Committee. In short, the Governor of the Thin Keo Sub-Province shall act as head of the Coordination Committee.

Article 6 : The Governor of the Thin Keo Sub-Province shall have the right to approach any persons or any Services supervising the dam construction work for any purpose in order to facilitate the local administrative work.

Article 7 : All the representatives of the various Services indicated in Article 5 hereabove shall, within their own jurisdiction, be responsible for the duties assigned

to them by the National Services. The official liaison between these Services and the representatives shall have to be made through the Governor of ~~Hee~~ Thin Keo Sub-Province.

Article 8: In case of dispute between the representatives of the various Services and the Governor of Thin Keo Sub-Province, and based on the written report submitted by the Governor of Thin Keo Sub-Province, the Governor of Vientiane Province shall decide the matter through discussion with the various Services concerned. As an alternative, a complaint may be lodged with the Joint Committee whose duties are to lay down principles of security, which was set up in conformity with the Presidential Decree No. 403/PC here-above mentioned for consideration.

Article 9: The Governor of Thin Keo Sub-Province is classified into Category 7/1 and the other representatives are classified into Category 7/2 of the Civil Service System regarding the payment of allowance.

Article 10: Detailed information regarding the implementation of this Royal Decree shall be subsequently issued in the

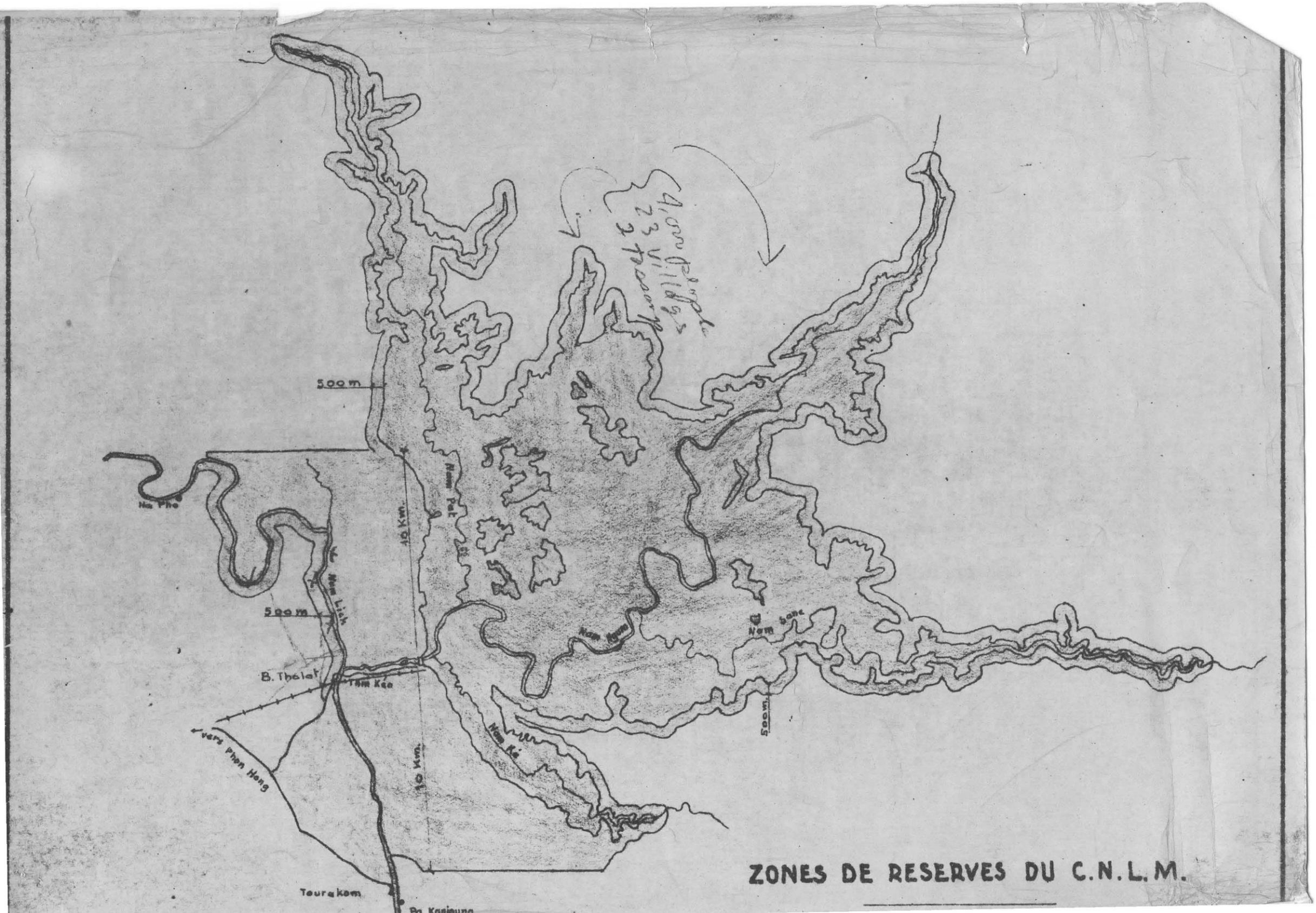
form of Presidential Decrees.

Article 11: The Prime Minister, President of the Council of Ministers, Minister of National Defence, Ministers of Interior and Social Welfare, of Information and Propaganda, of Public Health, of Planning, of Public Works and Transportation, of Finance and of Religious Affairs shall, within their own jurisdiction, be responsible for the implementation of this Royal Decree.

Executed at Our Royal Palace
Luang-Prabang, Nov. 7, 1969
(signed) Sisavang Vatthana.

By Royal Command of His Majesty
The King
(signed) Prince Souvanna Phouma

Outgoing No. 335/Admin. dated 12/3/69



ZONES DE RESERVES DU C.N.L.M.

STATEMENT OF

LORING A. WAGGONER

COMMUNITY DEVELOPMENT AREA ADVISOR

FOR THE U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT

IN THE NORTH NAM NGUM AREA OF THE

PROVINCE OF VIENTIANE, LAOS

BEFORE THE

SUBCOMMITTEE ON UNITED STATES SECURITY

AGREEMENTS AND COMMITMENTS ABROAD

OF THE SENATE FOREIGN RELATIONS COMMITTEE

20 OCTOBER 1969

The United States Agency for International Development program in Laos has always stressed that the aid would be temporary and would last only until villagers and government officials could make decisions and solve problems on their own. Our grass roots development policy has succeeded in making villagers aware of their problems, country and government. Our hope that government officials would absorb some of our suggestions on economic change has also been realized. We find, however, that many Lao Government officials due to the traditional Asian idea of the feudalistic system have continued to resist our feeling that with economic change must come host government social and political change.

The United States Agency for International Development program in the North Nam Ngum area began in 1963. It was originally confined to an area of nine villages; this development zone was termed a cluster. The cluster concept was initiated as a concentration of USAID economic inputs in small areas which had a large population with the hope that the demonstrated impact of such a concentrated program would encourage villagers in surrounding areas to follow the examples of new farming methods, livestock growing and village decision making which were practiced in the cluster zone. USAID advisory support to the cluster program was provided in that several IVS agriculturalists were stationed in the area and a USAID advisor visited quite frequently but did not reside at the cluster site.

Approximately 4,000 villagers resided in the original Phone Hong cluster zone, situated 82 kilometers north of the administrative capital, Vientiane. The area is one of far reaching flat paddy land comprising the northern section of the Vientiane plain. Its two main rivers are the Nam Lik River to the north and the Nam Ngum River to the east. Ninety six percent of the villagers of the Phone Hong cluster area were engaged in subsistence farming at the offset of the USAID program.

The USAID program stresses maximum participation on the part of the villagers both economically and physically in what we term Rural Self-Help Projects. That is to say, villagers are encouraged to contribute to their maximum ability a high percentage of the cost and all of the labor of any project being attempted.

Projects designated for the cluster area included access roads, schools, dispensaries, agriculture demonstration plots, livestock programs and offices at the cluster center for RLG (Royal Lao Government) technical services representatives. A cluster council of villagers was formed to designate priorities of projects and villagers deeded land to themselves for the various facilities recommended by the cluster council. A large emphasis was placed on self-help and villagers agreed to build local facilities if USAID provided the building materials such as cement, tin roofing, wood, nails, hinges and reinforcing rod.

Political loyalties to the Royal Lao Government on the part of the villagers at the outset of the program were dubious. A Pathet Lao political system had been functioning for several years; it was therefore

assumed that the contacts made during the Pathet Lao era were still around and could surface at any moment. Despite this fact, however, the cluster program began and succeeded with maximum participation on the part of the villagers.

Several years after its inception, the cluster program in Phone Hong began to experience difficulties. Villagers not included in USAID projects began to resent the cluster villages. The building of a technical division office seven kilometers from the district office irritated the District Chief; many projects were initiated by RLG (Royal Lao Government) technical services without the consent or knowledge of the District Chief.

In 1966, I was assigned to the area as a full time Community Development Advisor. My role was to counterpart the position of the District Chief, to act as a USAID liaison, to regulate USAID commodities coming into the area for USAID projects and to advise a district governing committee which would be able to interpret and communicate needs of the villagers, determine natural resources and if possible to bring about desirable social changes in direct proportion to the economic changes taking place in the area.

Several studies were undertaken at that time to determine the economic status of villages, political attitudes of villagers, historical backgrounds of villages and the degree to which these factors influenced willingness to adjust to changes or to spark changes on the part of the villagers themselves.

It was found that villagers showed a marked tendency to hoard currency when engaged in purchasing consumer products. Instead they preferred to barter. This was illustrated more clearly at the local marketplace. On any one day approximately 150-200 people were engaged in buying and selling local commodities. The actual currency change taking place during a three-hour period often did not exceed 4,000 Kip or $8. It was estimated, however, that the exchange of commodity-for-commodity value often exceeded 25,000 Kip or $50. This was not due to lack of currency. Studies showed that villagers engaged in the above commercial practices kept in their houses great quantities of currency which they neither invested nor spent. This phenomenon occured throughout the general area (in spite of newly built access roads which linked the village with marketing points) but was most severe in areas which had security problems. It was eventually recognized that currency circulation paralleled the degree of a village's security situation. This was proven when the Pathet Lao would visit a village and confiscate rice. Market trade and the purchase of consumer products would drop off sharply until security was once again established in the area by the Royal Lao Government Army forces. The cluster area which had received concentrated monetary aid had not changed in this respect either.

The studies of the origins and ages of villages showed that there was a marked relationship between these factors and the degree to which villagers would innovate or accept new technological practices. For example: Older villages (100 years old plus) which had had a consistently

good rice harvest with few or no natural disasters had a tendency to be strongly conservative and would manifest this tendency by resisting or refusing any or all suggested new methods for crop improvement, livestock raising, etc. Older villages (100 years old plus) which had had consistent natural disasters or new villages (less than 100 years old) were more willing to participate in rural self-help improvement programs.

The studies of the political attitudes of the villagers revealed that the Lao villager is normally committed to no one but himself, his family and his village. The constant foreign attendance in the Lao nation and the fluctuating security situation for the past 60 years has created an individual who commits himself to no one power structure forever but only temporarily where power is shown. The Lao villager has had a constant flow of temporary powers, and through the years he has learned that any active or obvious commitment on his part could possibly jeopardize the security or lives of his family, friends and village.

In March of 1966 the cluster development zone was expanded to encompass the complete district, comprised of 76 villages. The assignment of a new district chief to the area alleviated much of the hostility in that he was younger, more dynamic and more sympathetic to villagers than his predecessor. Technical services representatives were moved to the district office. The cluster center was converted into a training school for village leadership programs and a Grass Multiplication Center consisting of demonstration plots of new nutritional grasses for livestock

consumption was established in cooperation with the Australian Colombo Plan which donated the original seeds and the technical advice needed. This Grass Multiplication Center was established in hopes that Australian grasses could be effectively integrated with native grasses in order to provide a more balanced nutritional food supply for the improvement of local livestock.

The period of June 1966 to February 1968 brought many changes to the overall area. USAID and the Royal Lao Government's strong emphasis on better rice growing methods, fertilization and the growing of an additional crop of rice during the dry season with the help of irrigation brought many villagers out of subsistent level farming. When it became evident that villagers were able to do more for themselves, USAID commodities for self-help projects were reduced to a bare minimum of the original inputs with villagers taking up the slack. Currency began to be circulated in greater quantities and villagers began to risk their savings on expendable products such as fertilizer and other heretofore untried products. At this time, the rate of currency exchange equalled or exceeded that of barter change. New houses were being built, new crops were being tried and security was excellent throughout the area.

Villagers were becoming aware of their government officials through participating with them on village projects. The villagers began to see that district chiefs were not to be held in awe. In fact, the district chief could be viewed as a servant of the people and not vice versa. Villagers began to question openly the disappearance of village monies collected by RLG officials for village projects. They also began to demand

more efficient district officers and all but discarded the traditional fear of government-appointed officials. Better financial status allowed villagers to purchase radios and listen to the government radio stations. This enabled them to hear speeches of deputies who were running for offices in the 1967 elections. Often when political incumbents arrived in villages to ask for votes they no longer found obedient, ignorant or naive constituents. To their great discomfort they found a people who remembered what they had said on the radio and they often had to embellish promises which they may not have intended to honor.

The District Chief found that his office had outgrown him, that villagers were no longer afraid of him and that many of these villagers had petitioned for his removal because of ineptness and thievery.

Other developments due to the flourishing economic situation in the area bewildered the District Chief and his technical staff. Agriculture agents found that many farmers had tried fertilizers and pesticides on their own and while not being able to explain the results scientifically, did understand the need for them. Farmers began to ask for more technical advice which the Agriculture agent found that he was unable to give due to lack of technical training. The Lao Government, however, was unable and unprepared to handle this sudden need for training of its local officials.

The construction of the World Bank administered Nam Ngum Dam brought with it a Pandora's box of social and political problems such as resettlement of displaced people from the reservoir area, labor problems, shifting of large population masses to the boom town adjacent to the dam site and

its suburbs, excess traffic, poor sanitation practices and land grabbing by high Vientiane officials. These caused a situation which the local officials could not solve, could not hide and could not ignore. The Pathet Lao took advantage of this situation, used it for propoganda purposes and in two instances made armed incursions into the area.

Local official reaction to these problems has been varied. A few Lao government officials have tried to frighten the villager back into a submissive state. The villager often reacts by visiting Vientiane to complain to the official's direct supervisor. There are officials suffering from a cultural or situational neurosis manifested by a "do nothing and hope for a transfer" attitude. Some officials are trying to solve the problems but find that their lack of education severely restricts them or they find that in order to get approval or help from higher-ups, they must wait two to three months for a directive from Vientiane. There are indications, however, (such as Prime Minister Souvanna Phouma's request of the United Nations for help in solving problems caused by the Nam Ngum Dam project) that the Royal Lao Government is realizing that these conflicts must indeed be solved and that Laos alone is not yet able to do so.

Villagers' reaction to the ineptness of their officials is one of unrest. There is increasing awareness on the part of the villager that he has the right to determine his own future and that certain benefits are entitled him under a central government system. This

awareness, the freedom to express his views and an increasingly better financial position have created social and political problems which the traditional central government authorities find difficult to solve without upsetting the balance of large-family power, army strength and the favored few.

The Lao Government officials themselves are painfully struggling to accept the fact that compromises in form of appeasement are no longer valid. They do not, perhaps, realize to what a high degree USAID programs in Laos have created an atmosphere which demands that the Royal Lao Government implement basic social, civil and political changes.

In summary, aid programs in my area are leading to a requirement that the Government make some social and political adjustments. The natural resistance of the Lao elite, who make up the government, to these needed changes is understandable - but change it must. We can only hope that social and political adjustments keep pace with the demand created by our program. If not, and if U.S. influence at the highest levels cannot produce it, social and political forces instigated by the very development programs designed to strengthen the present government structure will very possibly have the opposite effect.

BIOGRAPHICAL DATA FOR LORING A. WAGGONER

AGE:	28 (Date of Birth: February 13, 1941)
MARRIED TO:	Ernestine Ann Frederick
CHILDREN:	Two (ages 8 and 2)
EDUCATION:	New Mexico State University University of New Mexico

EMPLOYMENT HISTORY

1964 - present:	Agency for International Development
1967 - present:	Community Development Area Advisor, North Nam Ngum Area Vientiane Province, Laos. Also Refugee Relief Officer for Vientiane and Borikhane Provinces and adjacent areas during 1969.
1966:	Community Development Advisor, Phone Hong District, Vientiane Province, Laos.
1964 - 1965:	University of California at Berkeley. Training course in Rural Development in Southeast Asia. Foreign Service Institute, Department of State, Washington, D. C. Training course for Vietnam Provincial Representatives.
1963 - 1964:	University of New Mexico. Community Development Advisor to Rio Arriba county.
1961 - 1963:	Peace Corps Volunteer - Brazil