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OFFICE MEMORANDUM

UNITED STATES GOVERNMENT

TO: Mr. Charles A. Mann, Director DATE: Jan. 2, 1971
FROM: John W. MacQueen, AD/RA *JW MacQueen*
SUBJECT: Weekly Refugee Status Report - January 1, 1971

Approximately 602 Ban Done (LS-28) area refugees will move to Paksane by FAR helicopters as soon as they walk from their present location - Ban Ngieu (VF1572) - to the landing zone located at Sop Tho (VF0765). A group of Muong Nham (LS-63) refugees arrived at Pak Mang.

Elsewhere in the country there has been little refugee activity. Your attention is invited to the Luang Prabang column. Approximately 50% of the Luang Prabang refugees who became self-sufficient in October will begin receiving food support again this month. This trend will continue in all areas during the coming months as the rice reserves of refugees who became self-sufficient following this year's harvest becomes depleted.

TOTAL REFUGEES: 284,777

		Percentage of Total
Total refugees receiving food support	225,513	79
Total refugees receiving rehabilitation support	58,861	21
Total refugees in designated relocation project areas	42,502	15

DIST: OD, DD, AD/FO, AD/M, AD/PE, AD/RA, EDU, PHD, PRO, ARMA
USIS, EMB/CON, EMB/POL, Lao Desk Officer, AID/W (3), C&R-3
AC/BHS, AC/L.P., AC/Pakse, AC/SVKT., AC/SYBY, AC/VTE., AC/XK

ORA:FCBenson:mem:1/2/71

Clearance: ORA:JLWilliamson FB

REFUGEE RELIEF AND RESETTLEMENT
STATUS REPORT AS OF JANUARY 1, 1971

**These refugees are no longer receiving rice;
however, they are receiving other rehabilitation
support.

MR I	Ref. Receiving Rice previous Week	Ref. Receiving Rice current Week	Total Mean Change	Ethnic Percent	**Ref Receiving Ref/Hab Assistance from Oct. 15th	REMARKS
B. H. S.	18,229	18,229	-	LT-40;LU-30, Gooey-10 E-Kaw-20	7,956	2786 Refs who were self-sufficient from Oct. - Dec. now require additional food support. 958 Syly. refs. have become self-suf.
L.P.	18,587	21,373	+2786	LT-33; Lao-25;LU-22 Meo-22	5,967	
SYBY	6,476	5,518	-958	Meo-43;Phai-37 Lu-10;Other-9	958	
MR II						
N. Rim PDJ	22,833	22,875	+42		1,997	42 refugees from the Ban Ban area to Bouam Long (LS-32).
SE Rim PDJ	9,950	9,950	-	Meo-70;LT-30	4,211	
Central 272	102,928	102,928	-		26,272	
MR III						
THAKHEK	50	50	-	Lao	2,519	No changes reported
*SVKT	2,931	2,931	-	Lao-75;Phu Thai-15 LT-10	-	
MR IV						
*Pakse	6,667	5,813	-854	Souei-27;Ta-OY-22; Lao-29;LT-17; Misc-9	7,566	Eligibility review has established more accurate population totals. No new refugees reported.
Sithandone	642	621	-21			
MR V						
*VTE Plain	26,085	26,192	+107	Lao	-	107 Meo refs. from M. Cha (LS-113) to Km 52, located south of Phone Hong on RLG 13. Approx. 602 B. Done area refugees are ex- pected to move to Faksane. 222 Meo and Lao have arrived Pak Marg, presumably from M. Nham (LS-63). An est. 45 Meo arrived M. Cao.
Paksane	8,766	9,033	+267	Lao-80;LT-15 Meo-5	-	
V. V. M. Kassy	-	-	-	Lao-85;Meo-8 LT-6;Yao-1	4,201	
TOTAL:	224,144	225,513	+1369		58,861	*Relocation Project Areas

Total Oct. 15 275,994
Total Aug. 31 258,045

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OFFICE MEMORANDUM

UNITED STATES GOVERNMENT

To: Mr. Charles A. Mann, Director Date: January 8, 1971

From: John W. MacQueen, AD/RA

Subject: Weekly Refugee Status Report - January 8, 1971

The latest group of refugees from the Ban Done (LS-28) area, numbering 557 persons, arrived in Paksane during the reporting period. To date, approximately 2,000 refugees from the Ban Done area have arrived in Paksane. Personnel from Public Health Division examined this group and all are reported to be in good condition physically. They are temporarily located in army barracks in the Paksane area. Relocation plans are in process.

The rice quota for Xieng Khouang has increased as formerly self-sufficient refugees begin to require rice once again. Accurate population statistics will become available as Meo new year festivities conclude.

Elsewhere in the country there has been little refugee activity.

TOTAL REFUGEES: 285,651

		Percentage of Total
Total refugees receiving food support	223,962	78.5
Total refugees receiving rehabilitation support	61,228	21.4
Total refugees in designated relocation project areas	42,621	14.9

DIST:

OD, DD, AD/FO, AD/M, AD/PE, AD/RA, EDU, PHD, PRO, ARMA, USIS
EMB/CON, EMB/POL, Lao Desk Officer, AID/W-3, C&R-3, AC/BHS, AC/LP,
AC/Pakse, AC/SVKT, AC/SYBY, AC/VTE, AC/XK

ECB
ORA:FCBenson:bms:l-8-71

REFUGEE RELIEF AND RESETTLEMENT
STATUS REPORT AS OF JANUARY 8, 1971

MR I	Refs Receiving Rice Previous Week	Refs Receiving Rice Current Week	Total Mean Change	Ethnic Percent	**Refs Receiving Re/Hab Assistance From Octo 15th	REMARKS
B. H. S.	18,229	15,982	-2,247	Lt-40; Lu-30; Gooley-10 E-Kaw-20	10,323	2367 BHS refugees have become self-sufficient 127 new Refs reported at Pak Tha and Ban Dane. Balance mean change due to eligibility review.
L. P.	21,373	21,373	-	Lt-33; Lao-25; Lu-22 Meo-22	5,957	
SYBY	5,518	5,518	-	Meo-32; Phai-37 Lu-10; Other-9	958	
MR II						
N Rim PDJ	22,875	22,875	-		1,997	Previously self-sufficient Refs are beginning to receive rice again. No figures are available at this time.
SE Rim PDJ	9,950	9,950	-	Meo-70; LT-30	4,211	
Central 272	102,928	102,928	-		26,272	
MR III						
THAKHEK	50	53	+ 3	Lao Lao	2,519	Approx. 500 villagers were provided with various Ref. commodities after thei village - located north of Thakhek - burned down.
SVKT	2,931	2,931	-	Lao-75; Phu Thai-15 LT-10	-	
MR IV						
*PAKSE	5,813	5,932	+ 119	Souei-27; TA-Cy-22 Lao-29; Lt-17; Misc-9	7,566	119 refugees ARR Pakse from the Saravane area. 158 refugees ARR Khong Island.
Sithandone	621	779	+ 158		-	
MR V						
*VTE Plain	26,192	26,192	-	Lao	-	577 refugees from Kora Tao (VF 0962) ARR Paksane by FAR chopper between Dec 31 and Jan. 4th, 1971.
Paksane	9,033	9,610	+ 577	Lao-80; LT-15 Meo-5	-	
Vang Vieng M. Kassy	-	-	-		4,201	
TOTALS:	225,513	224,123	-1,390		61,228	
Total Oct 15	275,995					
Total Aug 31	258,045					

*Relocation Project Areas.

** These refugees are no longer receiving rice;
however, they are receiving other rehabili-
tation support.

OFFICE MEMORANDUM

UNITED STATES GOVERNMENT

To: Mr. John W. MacQueen, AD/RA Date: January 11, 1971

From: Roger G. Sprowls, Food for Peace Officer, CRA

Subject: December Monthly Report

I. General

During this reporting period 958 metric tons (MT) of wheat flour and 589 MT of cornmeal were received at Bangkok port. With the arrival of these major food items 30% of the total tonnage provided by Transfer Authorization (TA) 0606 has arrived at Bangkok. Based upon information in shipping documents and communications from AID/W we can expect an additional 800 MT of flour to arrive in January or early February. AID/Washington has been advised to withhold further flour shipments until called for by ORA/FFP. This was done to prevent an over stock of wheat flour and to provide the opportunity for noodle production to catch up with flour stocks on hand or enroute. Pending the expansion of the noodle making capability and determination of actual rates of flour use, additional flour shipments will be scheduled for arrival during the final quarter of this fiscal year.

II Fumigation of PL 480 wheat flour

Palletizing and stacking of approximately 150 MT of flour was begun December 28 and completed December 30. Fumigant was introduced December 31 and ricks were opened for inspection January 2, 1971. A full report will be made of this activity in the next monthly report.

III Noodle Fabrication

Progress continues towards attaining a substantial capacity for producing dry noodles from PL 480 flour and WSB. The local contractor with whom ORA/FFP and the RLG Ministry of Social Welfare has been working has completed a four room noodle drying facility. He is obtaining additional noodle machines which will permit a daily capacity of 5 MT. When adequate program funding is obtained it will be possible to proceed with negotiations to increase production to 10-15 MT of dry noodles per day.

Mr. John W. MacQueen, AD/RA

During this reporting period a limited quantity (14 MT) of noodles was produced for testing. It was not possible to produce a large quantity of noodles containing WSB due to technical difficulties but several hundred kilos were made and distributed by Catholic Relief Services to Vientiane area institutions for testing. The response in all cases was that the noodles were a highly acceptable food item.

Given the impracticality of using large quantities of bread for refugee feeding and the problems of control during processing, it has been decided not to encourage bread production. The existing Ministry of Social Welfare/Catholic Relief Services bread program will likely continue in some form, however, no additional contracted bread baking programs sponsored by Ministry of Social Welfare and ORA are contemplated at this time.

IV. PL 480 Feed Grains for Livestock Feeding Projects

AID/Washington has issued the following FY 1972 guideline: "The USAID's and Posts are requested to advise those government offices . . . that proposals for new or increased (livestock feeding) programs not be developed or submitted for consideration at this time." This policy is the result of a feed grain shortage in the United States brought about by last season's corn blight, and to certain recently adopted budgetary stringencies. This means that plans for PL 480 feed grain support to refugee livestock feeding projects must be delayed until further notice.

cc: ORA
C&R-3

DLB. *DLA*
ORA:FFP:RGSprowis;TLKerri:bms
1-11-71

AC/BHS

① Eric
② Wayne

OFFICE MEMORANDUM

UNITED STATES GOVERNMENT

To: Mr. Charles A. Mann, Director Date: January 15, 1971

From: John W. MacQueen, AD/RA

Subject: Refugee Affairs Monthly Report - December 1970

I. GENERAL

As security remains stable throughout the country, emergency refugee operations have been minimal. This afforded an opportunity to concentrate on relocation activities to a greater degree. Schools in refugee areas have been opened and are being operated by the RLG. As USAID/Education notes, the P. S. I's have in general done an excellent job of getting schools organized. Shortages of school supplies continue to occur but the problem is not serious. Apparently the general lack of school books and supplies for the general populace tends to reduce proportionately the supply in refugee villages.

Public Health's general evaluation of health in refugee areas remained good, with no serious outbreaks of disease. Public Health Division also noted that one site, LS-281 was having a higher than usual sick call. This was checked out and proved to result from overcrowding and limited water supply. People are now being dispersed from this site.

Public Health Division's environmental sanitation teams are on deck and are beginning their ground work in designated relocation sites.

Problems concerning refugee assistance in the Vang Vieng/Muong Kassy area still exist because no Ministry of Social Welfare representative has been assigned to date (see our October 1970 report). The Office of Refugee Affairs has pointed up the problems with the Ministry several times during recent months but unfortunately a qualified officer has not been selected. Hopefully there will be an assignment effected during January 1971.

The number of new refugees given emergency assistance during the month of December 1970 was 2,203 mainly as the result of movements in Paksane and Pakse areas. During the same period 10,845 people became self-sufficient, at least temporarily, following their rice harvest, while 2,786 people were returned to food support roles. The latter group had depleted their meager stocks of rice from the current harvest.

The recap for December 1970 is attached. The total number of refugees who have received food support during 1970 is now 284,777. Of this number 225,513 are still receiving full subsistence support while 58,861 have become self-sufficient for rice but continue to receive other assistance.

Total Refugees: 284,771

		<u>Percentage of Total</u>
Total Refugees Receiving Food Support -	225,513	79
Total Refugees Receiving Rehabilitation support	58,861	21
Total Refugees in Relocation Project Areas	42,503	15

II. REFUGEE RELOCATION

On December 11th Mr. Keo Viphakone, Secretary of State for Social Welfare, called a meeting of the RLG officials concerned with relocation plans for refugees. The main subject of the meeting was a discussion of the Prime Minister's instructions to all RLG Ministries to proceed with the settlement of refugees on land as quickly as possible. This directive has speeded up RLG's approval of reserve areas, and helped to expedite relocation operations in general.

Vientiane Plain: With the completion of the land classification at Veun Kham, all of the designated relocation areas in the South Nam Ngum region have been completed. Mr. Stanley E. Snyder, the Soils Specialist will now go to the Paksane area in Borikhane Province to classify designated refugee relocation areas. Upon completion of the work at Paksane, Mr. Snyder will begin land classification at Ban Hat Deua, (Reserve Area 1) in the North Nam Ngum area.

In general, progress of permanent village relocation sites on the Vientiane Plain is proceeding satisfactorily. One new village site near Nong Sa (Area 7) was cleared with the French-donated equipment. The site was surveyed, home plots and streets laid out with Travaux Publics providing a Grader to complete the village streets. A formal ceremony was held to award the home plots to the refugees. The Chao Khoueng of Vientiane and the Director General of Social Welfare awarded the home lots and cut the ribbon dedicating the new village.

Activity Plans have been approved and construction underway on two roads and flood control projects which will provide access to permanent village sites and perform important flood control functions allowing the utilization of several hundred hectares of level clear land for rice paddy that formally was unusable because of flooding. These areas are:

Road from Ban Phone Sai to Ban Thoun Loua. Four new permanent refugee villages will be located along the road.

The road from Tha Ngon to Na Khoun Noi will provide direct access to seven new permanent village sites and provide flood control to put over 900 hectares of good rice paddy land into production.

A Meadows Sawmill has been set up at Ban Phone Sai and is sawing timber salvaged from the right-of-way clearing for use in various construction projects in the area and to provide some lumber to assist refugees in building permanent housing. It would be desirable if another sawmill was available near the Nong Sa area to provide similar assistance to refugees constructing permanent housing.

Four small pump irrigation projects are being established for dry season vegetable production using 4" Japanese diesel pumps that the RLG Ministry of Social Welfare obtained from ADO. These projects are:

Nam Pot	3.5 hectares
Veun Khene	3.0 "
Ban Thin	6.0 "
Vleng Khom	6.5 "

A TCN engineer from USAID/Irrigation Section is supervising the installation of the pumps.

Pakse - Houei Nam Phak : A new PMIS Activity Plan was submitted for approval. This Activity Plan covers housing for village site #2 and land clearing. Dry season vegetable gardens in village #1 have shown a good degree of success.

Savannakhet - Seno: All of the construction under the original Activity Plan and Amendment No. 1 has been completed with exception of the two dispensaries. New PMIS Activity Plans have been submitted and are being processed to cover sawmill operation, the construction of six additional classrooms (making a total of 10) and the dispensaries.

The cadastral survey of farm lots is almost complete and the Chao Khoueng made an initial distribution of farm lots to villagers. A program of buffalo loans to villagers will begin as soon as the Ministry of Social Welfare works out the administrative details. Director Mann approved Mission support of the buffalo loan project in a meeting with the Ministry of Social Welfare on December 11, 1970.

Other Donors: An Activity Plan was approved for construction of a parking area and training center for the French-donated equipment and operators on Ministry of Social Welfare land at Ban Amone. Construction will begin in January 1971.

III. FOOD FOR PEACE PROGRAM

Please refer to report by Mr. Roger G. Sprowls, Food for Peace Officer.

PL 480 commodities continued to arrive in the port of Bangkok. Transportation of newly arrived commodities to Vientiane will be effected in January 1971. The fumigation of approximately 150 tons of wheat flour during the last days of December was very successful. We now feel certain that all commodities can be safely fumigated as required in the future. It is hoped that production of noodles on a contract basis can begin by the end of January 1971. The inability to develop a livestock feed program for refugees because of the feed grain shortage in the U.S. is a disappointment. Locally produced grains and possible purchases in Thailand must be considered as soon as possible in order that the approved livestock program in Xieng Khouang area can succeed.

IV. LOGISTICS AND SUPPLIES

Food and other commodities were moved to the following locations:

LS-272	712.2 Metric Tons
Luang Prabang	549.7 "
Sayaboury	96.0 "
Paksane	103.2 "
Vientiane Area	231.6 "
ATOG	1,993.9 "
Pakse	4.4 "
	<u>3,691.0</u>

Note: The above tonnage was moved by surface transportation.

Air and surface deliveries were made from:

Ban Houei Sai

Rice	Air-dropped	88.1 Metric Tons
Rice	Air-landed	210.6 "
Rice	Truck	35.5 "
Rice	River	24.8 "
Salt	Air & Surface	8.1 "
Protein	" "	11.4 "
		<u>378.5 Metric Tons</u>

Vientiane

Rice	Air-dropped	1,367.4 Metric Tons
Protein & Rice	Air-dropped	376.6 "
Rice	Air-landed	309.1 "
Protein	Air-landed	14.2 "
Salt	Air-landed	8.2 "
		<u>2,075.5 Metric Tons</u>

All December quotas for air-dropped were completed.

Attachments:

1. Report by Food for Peace Officer for December, 1970
2. Monthly Recap of Refugee Status Report for December, 1970

cc: ORA (3)
C&R-3

ORA:JWMacQueen/bms:l-15-71

RECAPITULATION
REFUGEE RELIEF AND RESETTLEMENT
STATUS REPORT FOR DECEMBER, 1970

MR I	Refs Receiving Rice Previous Month	Refs Receiving Rice Current Month	Total Mean Change	Ethnic Percent	**Ref Receiving Re/Hab Assistance From Oct. 15th	REMARKS
B. H. S.	18,081	18,229	+ 148	Lt-40; Lu-30; Gooley-10 E-Kaw-20	7,956	148 new Refs in Houa Khong Province 2,786 Luang Prabang Refs who were self- sufficient between Oct and Dec require additional food support. 958 Syby. refs self- sufficient.
L. P.	18,587	21,373	+2,786	Lt-33; Lao-25; Lu-22 Meo-22	3,181	
SYBY	6,476	5,518	- 958	Meo-32; Phai-37; Lu-10 Other-9	958	
MR II						
N. Rim PDJ	22,833	22,875	+ 42		1,997	New Refs from Ban Ban area. No new Refs created following the loss of M. Moc (LS-46) on December 15th.
SE Rim PDJ	9,950	9,950	-	Meo-70; Lt-30	4,211	
Central 272	102,928	102,928	-		26,272	
MR III						
Thakhek	36	50	+ 14	Lao	2,519	New Refs in Thakhek from Kham Keut area.
*SVKT	2,931	2,931	-	Lao-75; Phu Thai-15 Lt-10	-	
MR IV						
*Pakse	8,986	5,813	-3,173	Souei-27; Ta-Cy-22; Lao-29; Lt-17; Misc-9	7,566	1,219 new Refs in MR IV from Saravane Province. 5,686 Pakse refugees became self-sufficient.
Sithandone	642	621	- 21		-	
MR V						
*Vte Plain	25,943	26,192	+ 249	Lao	-	New Refs on Vte Plain from V. V. and M. Cha (LS-113).
Paksane	8,502	9,033	+ 531	Lao-80; Lt-15 Meo-5	-	
Vang Vieng						New Refs in Paksane from Ban Done (LS-28) area. Vang Vieng-M. Kassy refs. self- sufficient.
Muong Kassy	4,201	-	-4,201		4,201	
TOTALS:	230,096	225,513	-4,583		58,861	*Relocation Project Areas ** These refugees are no longer receiving rice; however, they are receiving other rehabilitation support.
Total Sept '69	208,515	High CY 1969				
Total Jan. 1, '70	178,335					
Total Oct 15, '70	275,994	High CY 1970				
Total Jan. 1, '71	225,513					

Mr Kuhn

OFFICE MEMORANDUM

UNITED STATES GOVERNMENT

To: Mr. Charles A. Mann, Director DATE: January 15, 1971

From: *for* John W. MacQueen, AD/RA

Subject: Weekly Refugee Status Report - January 15, 1971

There have been no significant refugee movements during the week of January 11-15, 1971.

It has been reported that 87 Vang Vieng refugees have moved to a relocation area north of Hin Heub. More are expected to follow as soon as the menfolk finish clearing highland rice fields and building temporary shelters.

A review of the Vientiane Plain refugee harvest indicates that full support will continue for all refugees. Health and relocation support continues to be provided Ban Done (LS-28) refugees in Paksane.

TOTAL REFUGEES: 282,524

		<u>Percentage of Total</u>
Total Refugees Receiving food support	224,032	79.4
Total Refugees Receiving rehabilitation support only	58,192	20.6
Total Refugees in designated relocation project areas	42,679	15.1

DIST:OD, DD, AD/FO, AD/M, AD/PE, AD/RA, EDU, PHD, PRO, ARMA, USIS
EMB/CON, EMB/POL, Lao Desk Officer, AID/W-3; AC/BHS, AC/LP, AC/Pakse,
AC/SVKT, AC/SYBY, AC/VTE, AC/XK

ORA:FCBenson:bms
1-15-71

**REFUGEE RELIEF AND RESETTLEMENT
STATUS REPORT AS OF JANUARY 15, 1971**

MR I	Refs Receiving Rice Previous Week	Refs Receiving Rice Current Week	Total Mean Change	Ethnic Percent	**Refs Receiving Re/Hab Assistance From Oct. 15th	REMARKS
B. H. S.	15,982	15,982	-	Lt-40; Lu-30; Gassy-10 E-Kaw-20	10,323	Decrease in L. P. figures due to eligibility review. 363 SYBY refugees self-sufficient. Balance mean SYBY change due to eligibility review.
L. P.	21,373	17,822	-3,551	Lt-33; Lao-25; Lu-22 Meo-22	3,121	
SYBY	5,518	5,521	+ 3	Meo-32; Phai-37 Lu-10; Other-9	1,321	
MR II						
N. Rim PDJ	22,875	22,875	-		1,997	No changes.
SE Rim PDJ	9,950	9,950	-	Meo-70; Lt-30	4,211	
Central 272	102,928	102,928	-		26,272	
MR III						
Thakhek	53	53	-	Lao	2,519	No changes.
*SVKT	2,931	2,931	-	Lao-75; Phu Thai-15 Lt-10		
MR IV						
*Pakse	5,932	5,990	+ 58	Souei-27; TA-CY-22 Lao-29; Lt-17; Misc-9	7,566	58 refugees from Saravane Province to Pakse.
Sithandone	779	779	-		-	
MR V						
*VTE Plain	26,192	26,192	-	Lao	-	3,399 Vang Vieng and Muong Kassy refugees require additional food support.
Paksane	9,610	9,610	-	Lao-80; Lt-15 Meo-5		
Vang Vieng				Lao-85; Meo-8		
Muong Kassy	-	3,399	+3,399	Lt-6; Yao-1	802	
TOTALS:	224,123	224,032	- 91		58,192	

*Relocation Project Areas
**These refugees are no longer receiving rice; however, they are receiving other rehabilitation support

Total Oct 15 275,995
Total Aug 31 258,045

OFFICE MEMORANDUM

UNITED STATES GOVERNMENT

To: Mr. Charles A. Mann, Director

Date: January 22, 1971

From: *John W. MacQueen* D/RA

Subject: Weekly Refugee Status Report - January 22, 1971

Refugee movements during the reporting period were limited to the Pakse area. Eighty new refugees came into Pakse from Saravane, and 551 of the 983 refugees displaced from the Thateng area (reference our December 26th report) have moved from Paksong to the Pakse area.

The current country-wide lull in refugee activity has permitted maximum effort to be devoted to providing rehabilitation assistance to refugees in all areas. Particularly noteworthy is the progress being made in the Vientiane Plain, Paksane, Vang Vieng and Muong Kassy areas in locating and staking out plots of land suitable for relocation areas for refugees presently without an adequate amount of farm land.

Refugee school construction projects are making headway in all areas, as is well drilling and various types of agricultural work. Further, the health of all refugees has perhaps never been better, as more and more refugees have access to medical facilities.

TOTAL REFUGEES: 282,851

		<u>Percentage of Total</u>
Total Refugees Receiving Food Support	224,359	79.4
Total Refugees Receiving Rehabilitation Support Only	58,192	20.6
Total Refugees in Designated Relocation Project Areas	42,759	15.1

DIST: OD, DD, AD/FO, AD/M, AD/PE, AD/RA, EDU, PHD, PRO, ARMA, USIS, EMB/CON, EMB/POL, Lao Desk. Officer, AID/W-3; AC/BHS, AC/LP, AC/Pakse, AC/SVKT, AC/SYBY, AC/VTE, AC/XK, C&R-3

ORA:FCBenson:bms:

1-22-71

REFUGEE RELIEF AND RESETTLEMENT
STATUS REPORT AS OF JANUARY 22, 1971

REGION I	Refs Receiving Rice Previous Week	Refs Receiving Rice Current Week	Total Mean Change	Ethnic Percent	**Refs Receiving Re/Hab Assistance From Oct 15th	REMARKS
B. H. S.	15,982	16,229	+ 247	Lt-40; Lu-30; Gooey-10 E-Kaw-20	10,323	Ban Houei Sai increase result of eligibility review.
L. P.	17,822	17,822	-	Lt-33; Lao-25; Lu-22 Meo-22	3,181	
SYBY	5,521	5,521	-	Meo-32; Phai-37 Lu-10; Other-9	1,321	
REGION II						
N. Rim PDJ	22,875	22,875	-		1,997	No changes.
SE Rim PDJ	9,950	9,950	-	Meo-70; Lt-30	4,211	
Central 272	102,928	102,928	-		26,272	
REGION III						
THAKHEK	53	62	+ 9	Lao	2,519	Nine (9) refugees from Ban Khokphathone (VE 9048) Tasseng Nong Hang, Muong Khammouane to Thakhek as result of enemy harassment.
*SVKT	2,931	2,931	-	Lao-75; Phu Thai-15 Lt-10	-	
REGION IV						
*PAKSE	5,990	6,070	+ 80	Souei-27; TA-CY-22 Lao-29; Lt-17; Misc-9	7,566	Eighty (80) refugees from Saravane Province to Pakse.
Sithandone	779	779	-		-	
REGION V						
*VTE Plain	26,192	26,192	-	Lao	-	No. changes.
Paksane	9,610	9,610	-	Lao-80; Lt-15 Meo-5	-	
Vang Vieng				Lao-85; Meo-8		
Muong Kassy	3,399	3,399	-	Lt-6; Yao-1	802	
TOTALS:	224,032	224,368	+ 366		58,192	
Total Oct 15	275,995					
Total Aug 31	258,045					

*Relocation Project Areas

**These refugees are no longer receiving
rice, however, they are receiving other
rehabilitation support

OFFICE MEMORANDUM

UNITED STATES GOVERNMENT

To: Mr. Charles A. Mann, Director DATE: February 5, 1971

From: John W. MacQueen, AD/RA *JW MacQueen*

Subject: Weekly Refugee Status Report February 5, 1971

Increased enemy pressure in the Luang Prabang and Xieng Khouang areas at the end of the reporting period might result in further movements of refugees currently being supported.

Elsewhere, refugees entered Pakse from the Saravane area, and the fall of Muong Phalane generated the movement of approximately 1,200 people, most of whom have moved to the Dong Hene area.

The few remaining civilians north of Muong Cao in Borikhane Province have moved closer to the district center.

Ban Houei Sai reports refugee movement in the Nam Tha River area.

TOTAL REFUGEES: 284,661

		<u>Percentage of Total</u>
Total Refugees Receiving Food Support	226,204	79.5
Total Refugees Receiving Rehabilitation Support Only	54,006	19.0
Total Refugees in Designated Relocation Project Areas	45,057	15.8

DIST: OD, DD, AD/FO, AD/M, AD/PE, AD/RA, EDU, PHD, PRO, ARMA, USIS, EMB/CON, EMB/POL, Lao Desk, AID/W-3, AC/BHS, AC/LR, AC/Pakse, AC/SVKT, AC/SYBY, AC/VTE, AC/XK, C&R-3

FCB
ORA:FCBenson:bms:
2-5-71

**REFUGEE RELIEF AND RESETTLEMENT
STATUS REPORT AS OF FEBRUARY 5, 1971**

MR I	Refs Receiving Rice Previous Week	Refs Receiving Rice Current Week	Total Mean Change	Ethnic Percent	**Refs Receiving Re/Hab Assistance From Oct. 15th	REMARKS
B. H. S.	16,229	16,231	+ 2	LT-40; Lu-30; Goey-10 E-Kaw-20	10,323	11 Yao FM Houei Hin Khao (PC6509) to B. Dane (PC5829). 8 Meo FM Nong Nong (QB8650) to LS-42. 23 Lamet FM B. Gra (QC1837 to QC2141 84 Thai Neua FM B. Pith area (QC2140) to QC 2141. Balance mean change due to eligibility review. Refs movement rep. in L. P. area. Figures as yet unavailable.
L. P.	17,822	17,822	-	Lt-33; Lao-25; Lu-22 Meo-22	3,181	
SYBY	5,521	5,521	-	Meo-32; Phai-37 Lu-10; Other-9	1,321	
REGION II						
N. Rim PDJ	22,875	23,502	+ 627		1,031	Most recent figures indicate overall mean increase of about 300 persons. This reflects new refs, old refs who have come back on distribution lists, and overall eligibility review.
SE Rim PDJ	9,950	8,673	-1,277	Meo-70; Lt-30	3,307	
Central 272	102,928	103,862	+ 934		23,956	
REGION III						
THAKHEK	62	65	+ 3	Lao	2,519	3 refs FM B. Phakhong, tasseng Phakhong, M. Mahaxai to Thakhek. 1,293 refs displaced by fighting around M. Phalane now located in Done Hene & B. Phon Bok.
*SVKT	2,931	4,224	+1,293	Lao-75; Phu Thai-15 Lt-10	-	
REGION IV						
*PAKSE	6,070	6,161	+ 91	Souei-27; Ta-Oy-22 Lao-29; Lt-17; Misc-9	7,566	91 refs FM Saravane Province to Pakse.
Sithandone	779	779	-		-	
REGION V						
*Vte. Plain	26,192	26,192	-	Lao	-	163 refs FM Ban Dong/M. Huang (UF6373) to Ban Na Long (UF 6759).
*Paksane	9,610	9,773	+ 163	Lao-80; Lt-15 Meo-5	-	
Vang Vieng Muong Kassy	3,399	3,399	-	Lao-85; Meo-8 Lt-6; Yao-1	802	
TOTALS	224,368	226,204	+1,836		54,006	*Relocation Project Areas. **These refugees are no longer receiving rice, however, they are receiving other rehabilitation support.
Total Oct 15	275,995					
Total Aug 31	258,045					

THE REFUGEE SITUATION IN LAOS AS OF 19 FEBRUARY 1971

INTRODUCTION AND CHRONOLOGY OF EVENTS

SINCE JANUARY 1970

The present refugee situation is the result of enemy offensives in 1969, 1970 and now in 1971. The following is a summary of the events since January 1970 to date:

Enemy pressures of the 1969/70 dry season offensive began in late December 1969. Early January 1970 saw the evacuation of people in northeastern Luang Prabang Province (LS-184). Over 8,000 people were provided air transport assistance to remove them from impending enemy attacks. Those who attempted to escape overland were ambushed by the Lao/Viet forces and turned back. The people were settled southeast of Sam Thong. By late January 1970 discussions were held with the Royal Lao Government concerning the security of the people on the Plain of Jars. Due to a rapidly deteriorating situation the people were provided assistance to flee the area via a humanitarian airlift operation. The U.S. Air Force was the prime mover in this operation. A total of 15,500 people were airlifted to Vientiane by mid-February 1970. An additional 10,000 people walked to Military Region V from Military Region II during the following three months. Prior to the fall of Sam Thong in March 1970 enemy pressures continued along a broad front stretching from northern Xieng Khouang Province to the southeastern part of the province resulting in the displacement of large numbers of people. By mid-March 1970 Long Thieng itself was being threatened causing a great deal of anxiety and further displacement of a major portion of the population of the southern half of the province. By June 1970 the Royal Lao Government had some 250,000 refugees to support. The pressures continued into the early summer; Attapeu and Saravane fell to the enemy and a mass movement of people, principally from the Saravane area, resulted in some 15,000 refugees arriving in Pakse during July 1970.

The enemy's offensive slackened during resupply and large scale Lao/Viet attacks and large refugee movements ceased. Work on the part of the Royal Lao Government, however, was just beginning. It was necessary to stabilize the displaced population, bring families and villages back together and relieve the massive suffering of people driven from their home areas. From July to November 1970 the increase in the number of refugees on the assistance rolls was also due to the victims of the 1969 dry season offensive requiring food support because of inadequate rice harvest during the 1969 crop year. Inadequate harvest is due to late planting, poor land, poor seed, insect infestation, enemy activity and occasional floods. Technical divisions of USAID are assisting in efforts to overcome some of the problems related to rice cropping by refugees. At the present time some 46,000 refugees have become self-sufficient, however, some of these people will return to food support rolls because of a short rice harvest. This is still an impressive number considering the disruptions that occurred in the winter and spring months of 1970. The peak

USAF assistance
W. Sakon
H. Phan

Refugee Situation in Laos as of 19 Feb. 1971

to date in refugee assistance was reached in October 1970 with some 276,000 people receiving direct food support.

During the period of mid-November 1970 through January 1971 the refugee situation stabilized and the number of people receiving food support dropped to approximately 225,000 as the result of the 1970 rice harvest. Mention has already been made of the fact that several thousand who are temporarily self-sufficient in rice will have to be returned to the food support rolls because of a short harvest.

In late January and early February the enemy dry season offensive of 1971 began in earnest with heavy attacks on government outposts around Luang Prabang and against strategic strongholds and sites in Xieng Khouang Province. The fall of Muong Soule on 3 February precipitated mass movements of refugees south and southeastward from that area. Continuous heavy attacks on Ban Na (LS-15) and enemy probes against Pha Khao (LS-14) and Long Thieng have resulted in movements to the southeast from those areas. As of February 19, 1971 approximately 55,000 people are moving around hoping to find areas of safe-haven or waiting to see if Ban Na (LS-15) and Long Thieng will hold against enemy attacks. Approximately 10,000 of the estimated 40,000 - 50,000 are indigenous villagers from the area of Muong Soule, east of Long Thieng and from Long Thieng itself. The refugees on the move are being supplied by airdrops called for by USAID Refugee Operations Officers who are in contact with the leaders of the various groups. Medical treatment is rendered by USAID and RLG medics who are accompanying the refugee groups and by USAID dispensaries located in the "holding areas." As of this date the refugee population receiving full support has increased to the present level of 252,000 because of the current dry season offensive.

In all areas of Laos those refugees who have reached the point of self-sufficiency in rice will continue to receive other assistance in the form of schools, school supplies, dispensaries, medical attention, water supply, vegetable and rice seed in order that their living standards will reach nothing less than the level of neighboring non-refugee villages. There are now 45,000 refugees located in organized relocation areas. Please refer to the following table and to the area program resumes.

ORA - 2/22/71

Keep for your own
Sitrep file

Benson/Alles ORA

PRIORITY

Mr. Charles A. Mann, Director

February 23, 1971

John W. MacQueen, AD/RA

Afternoon Sitrep - As of 1330 Hours

ORA officer reports that village at LS-50A is
burning. Will check out this afternoon and advise.

AD/RA:JWMacQueen:mem:2/23/71

VIENTIANE

PHONE HONG

CDAA

231706 FEB'71

707

O D

AD/M, AD/PO, AC/VTE, CRAP R I O R I T YSUBJECT: DAILY-SITREP.

A- 95 NEW REFUGEES ARRIVED FROM MUONG KASSY ON 22 FEBRUARY TOTAL NOW 302

PEOPLES THESE PEOPLE ARE IN GOOD HEALTH AND ARE BEING WELL CARED FOR
BY SWR/USAID.

B-CDAA, CDA, AND MR. DEAN VISITED MUONG KASSY REFUGEES MEO AT KM-52 TODAY.

C-9 PL KENCKK SIGHTED AT TF-284533, 22 FEB. 2100 HOURS. COLLECTING RICE
FROM VILLAGER.

95-Rep

FOOD FOR PEACE (PL 480)

In FY 71 the PL-480 program was expanded to help meet the food requirements of an increased number of refugees, and wherever possible to reduce the need for offshore refugee food purchases. A Food for Peace Branch with a Food for Peace Officer has been established in the Office of Refugee Affairs. PL-480 total food tonnage programmed for FY 71 has been substantially increased over previous years' programs. Range of foodstuffs has been widened to give the program greater flexibility in meeting refugee feeding requirements. In addition to corn meal, nonfat dried milk, and vegetable oil the FY 72 program includes wheat flour, bulgur, wheat soya blend (WSB) and corn soya milk (CSM). The latter two commodities contain 20% protein. PL 480 cotton cloth for refugee clothing is again available in greater quantity.

All-purpose flour and WSB are being processed into dry noodles by a local noodle manufacturer who is cooperating with the Ministry of Social Welfare and the Office of Refugee Affairs to develop a dry high protein noodle suitable for refugee feeding. Currently noodles being manufactured are surface delivered to refugee villages, but as capacity for noodle production increases, bagged noodles will be included in the air-drop program.

Home economists from RLG Ministry of Agriculture, USAID/AGR and IVS volunteers continue to cooperate closely with the Food for Peace program.

Food for Peace

Using P1 480 foods they have developed recipes acceptable to Lao diets, and have trained home economics teams in the preparation and use of these foods. Recently they have begun to train local leaders in Lao refugee villages on the Vientiane plain in the preparation and use of these foods. It is planned that this training program in refugee areas will be country wide.

A PROP is in preparation which proposes the use of PL 480 feedgrains for refugee livestock production. This project would use PL 480 feedgrains to stimulate re-establishment of pig production in refugee villages. Large numbers of refugees have abandoned all livestock when fleeing unfriendly areas, and in many of the resettlement zones there is no livestock of any kind.

PL 480 cotton cloth totaling 518,000 meters will soon be available for distribution to refugees. This will be provided to refugees in the form of both finished clothing and piece cloth. ORA is providing funds to convert a substantial portion of the cloth into clothing. Yard cloth will be distributed to refugees who possess the facilities and capability to make their own clothing. Clothing manufacture has begun in Thakhek with programs planned for Pakse and Ban Houei Sai.

Catholic Relief Services program has been extended in cooperation with the Ministry of Social Welfare using the latter's commodities to help meet the food needs of the increased refugee population in the Vientiane Plain. UNICEF continues a limited milk feeding program providing nonfat dry milk to Maternal Childcare Centers in Vientiane and in the provinces.

Food for PeacePL-480 FOOD DONATION SUMMARY

(Thousands of MT)

	<u>FY 68</u>	<u>FY 69</u>	<u>FY 70</u>	<u>FY 71</u>
Vol. Agencies	0.7	0.75	0.8	1.3
Refugee Relief	<u>3.0</u>	<u>3.0</u>	<u>3.0</u>	<u>8.5</u>
Total	3.7	3.75	3.8	9.8

ORA:2/23/71

Mr. Charles A. Mann, Director

February 23, 1971

John W. MacQueen, AD/RA

Refugee SITREP - February 22, 1971

Region I

No changes.

Region II

3000 Refs from LS-102 & LS-16 to LS-170 via LS-213 on 2/23/71
additional 2000 Refs from LS-213 to LS-170 exp'd. Refs. continue arrival
3,000 refugees from the LS-102 and LS-16 area who moved several days ago to LS-213, have moved on to LS-170. An additional estimated 2,000 refugees will soon be leaving LS-213 for LS-170. Refugees are continuing to arrive at LS-213 from the LS-102 and LS-16 area.

150 Lao Refs from Moung You at LS-170 request move to Xieng Nguen (h.A.) on 2/23/71
600 Lao Refs from Moung You area to LS-213
Also in the group of Meo moving to LS-170 (TG 7393) are 150 Lao refugees from Moung You and another 600 Lao are on their way to LS-213. These Lao have requested to move to Xieng Nguen in Luang Prabang. The Meo at LS-170, LS-213 and on the way to LS-213 are requesting transportation to LS-272 area.

No changes. Meo Refs and transport to LS-170 & LS-213 request transportation to LS-272

Region IV

No changes.

Region V

127 Refs from Ban Na Muong (TG-5446) arrived Vang Vieng 2/23/71

Vang Vieng: 127 refugees arrived Vang Vieng from Ban Na Muong (TG 541461)

Vientiane Plain: 12 Meo arrived Km 52 from Xieng Khouang. 153 refugees arrived Ban Ilay from Pha Khao (LS-14).

12 Meo Refs from Xieng Khouang arrived Km. 52 on 2/23/71
153 Refs from LS-14 (Pha Khao) arrived Ban Ilay 2/23/71

Jack

Orig to Boss 2/23/71 @ 08:30 hours

John

Benson/Wes ORA

Mr. Charles A. Mann, Director

February 23, 1971

John W. MacQueen, AD/RA

Sitrep - 1700 hours

As of 1000 this morning, February 23, the village at LS-50A was burned and also half of the village at LS-50 was burned. The population, some 5,000 - 6,000 people, are moving to DZ-0216 Phu Sa, TH 9607 "E" signal.

We have also received the following report this afternoon from Vang Vieng:

Eighteen families, 94 refugees, have moved from Ban Phou Nguen, TG 306529 to Ban Moune Mann, TG 142301 in the Vang Vieng area. (MENAM)

Sixteen families, 114 refugees, from Long Pot (TG 3537) ^{Khong} have moved to Phou ~~Khao~~ Khao (TG 1312) in the Vang Vieng area. The above are Lao Thueng and Meo. Details to follow.

ORA:RDakan:mem:2/23/71

5000-6000 Refs. flee from h.s. 50 & LS-50A, destination unknown Nov 2/23/71

12/94 Refs from Ban Phou Nguen TG 3052 to Ban ^{the name} ~~Moune Mann~~
TG-1430 (M. Kasi)

16/114 from Long Pot (h.s. 132) TG 3537 to Phou Khong Khao - TG 1312

A. "Postwar" Planning

Planning for the Refugee Project in Laos will be based on several probabilities which appear likely to occur based on historical and current trends. Following is presented for the purpose of discussion.

The struggle for political domination of the terrain, which in part makes up present day Laos, has gone through distinctive phases; and if history is any guide, will continue. Without going into the details which everyone is familiar with, a very brief outline of this struggle can serve to identify the trends which will provide an insight and basis for future planning.

B. 1945 - 1950 (Postwar Period)

Political awakening by individual Lao, establishing the roots of the political factions that exist today. Major political figures emerged but their political goals were still hazy. Generally this was a period of trying out their new political wings.

C. 1950 - 1960

During this period the emerging leaders began to develop their followers. There was a general shaking out of the various factions. Lines of loyalty among the main lieutenants of each faction solidified which established the core of leaders prominent in the ~~various~~ various factions today. Proselytizing of the general populace was not carried on in any organized fashion. Contacts with key leaders was the primary activity of these political activists during this phase.

D. 1960 - 1970

This period found the break between factions complete. The political power struggle was brought down to the level of the village with control and loyalty enforced by military means, starting at a low level in the early sixties and escalating to large military engagements by the end of the decade.

Few villages and very few household were not touched by the struggle for power during this period. Most of the Lao population had to make a painful decision, the majority without clearly understanding the choices.

During this decade some three-quarter million people, roughly one-third of the total population left their homes and moved to Royal Lao Government (RLG) controlled areas.

D. The 1970's (PRESENT AND FUTURE)

Two and a half decades of political struggle has left Laos today divided both politically and geographically. In the formally contested areas of Laos the non-communist political factions have met with a clear-cut military defeat. While many of the boundaries remain hazy, the people within these boundaries are presently committed (as compared to the early and mid-sixties) to the dominant power of the area. Whether this commitment is ideological or not OR how deeply the commitment runs ARE major questions, and certainly will be a factor in the future of Laos.

~~ET AL~~

For program planning purposes, certain probabilities can be planned for which would require modification of the modus operandi of the refugee project. We can assume the trend of a struggle for political domination of the country will continue.

E. Probability #1

The military struggle will continue. This includes the possibility of a ceasefire, talks of a short duration which breakdown and fighting ensues.

Under this probability a stronger anti-communist military faction will carry on the present level of fighting. The refugee project goals will remain basically the same, i. e., a humanitarian effort designed to aid the victims of a military conflict.

F. Probability #2

A settlement is reached somewhat along the lines of the 1962 Geneva Accords.

Under this probability the communist faction will attempt to turn their military conquest into a political conquest. Even though the communist have achieved military control over three-fifths of Laos they have yet to fully control the people in these areas, one, because most have left; two, they have not had time to "organize" the remainder. In order to achieve this political goal three programs would have to be carried out by the communist:

1. As many people as possible must be returned one way or another.
2. Once in the area all people must be integrated into the communist system.
3. Communist must extend control into "RLG" areas or areas where they have no direct control.

Once these three programs are completed, national elections will have to be won by the communist to achieve final political victory.

In this scheme the communist run several risks which could be taken advantage of by their political opponents.

Presumably North Vietnamese units would have to return to North Vietnam, leaving largely Pathet Lao and small Viet guerrilla units in control. This would decrease the military control of the populace in present ^{Pathet} Lao/Viet controlled areas and leave them open to defection. With less police state control the people who moved back to their home areas would also be less controlled and could be a political thorn in the side of any P. L. political programs if present RLG people continue to influence these groups who previously sought refuge with the RLG. If NLHS is to carry out its political program, which is essential to their "political victory" the NLHS must have access to all the Lao countryside without benefit of NVA battalions. To gain this they will have to allow equal access to the Roygal Government factions to all areas.

Assuming the NLHS is willing to run these risks they will no doubt engage in a program of enticing people back to their homes. Indications that this is their intent were seen when large amounts of refugee supplies were stockpiled on the PDJ during 1968-1969 for "return" of refugees. Also recent reports from refugee groups who had been taken back to their home areas by P. L. soldiers and told that new P. L. policy was to return people to their former villages. It appears that the NHLS will conduct a strong "return to the village" campaign. If this campaign does materialize, the opposing faction could take two approaches:

1. Increase the scope of the resettlement program to reduce the need for people to return to their former lands.
2. In the case where people do return to their former lands, depending on how the settlement is arranged, there might be the possibility of presence of non-communist government faction working in these "resettlement" areas.

If the Ministry of Social Welfare continued to be responsible for operations, even with a communist holding the Ministry's portfolio, the resettlement section could conceivably work on the plan to rebuild the former villages throughout Laos. Whatever contributions communist or non-communist countries made, it would have to be coordinated by Ministry of Plan. Quite possibly Ministry of Social Welfare people would have access to P. L. controlled areas, and refugees from both sides. In either or both cases the Refugee Resettlement Branch would have to be expanded to resettle people, whether in RLG, P. L., areas or both. The goals of the project would not change but emphasis on resettlement would be primary.

G. Probability #3

Partition of the country either defacto or by international agreement .

Under this probability the areas controlled by the communist NLHS remain in their control and there is a ceasefire with military disengagement along the ceasefire line. No formal agreement is reached for a political reintegration of the country. Rather, the opposing factions will remain in their respective

areas, governing these areas as separate entities. Some type of "borderization" would develop with both sides drawing back from a defacto (but mutually agreed to) line. A neutral zone could develop between these areas which would in effect be a neutral buffer zone within a buffer zone, i. e., a buffer to separate the factions in Laos, allowing Laos to remain itself as a greater neutral buffer zone between North Vietnam and other southeast Asian states.

This probability may not be as acceptable to the NLHS as a return to the tripartite government because it would preclude a "political victory" in country-wide popular elections. If talks breakdown however, this arrangement could be an interim possibility used by the communist to consolidate their military gains and eventually return to open military aggression to conquer the remaining one-fifth of Laos' territory presently in Royal Government hands.

In FY 1972-73 one, two, or three of the above probabilities or combinations thereof might occur. Thus for planning purposes the Refugee Project will have to take all combinations into consideration.

In general under probability #2 and #3 the goal of the Refugee Project would be to return people to self-sufficiency; return them to a role which would contribute to the economy and also be supportive of the political faction which offers a strong democratic neutrality, a stable economy and a government responsive to the people. Depending on the terms of the settlement, or more important, how it works in practice the following contingencies have to be planned for:

1. 50% of the refugee population return to their former villages.

RLG has access with limited USAID participation. Projects can be funded through Ministry of Social Welfare with limited USAID supervision in former P. L. controlled areas.

~~Down~~ Present refugee Population = 300,000 (60,000 families)
 50% Return = 150,000 (30,000 families)
 Balance = 150,000 (30,000 ")
 * COST Per Resettled Family = ~~\$1500~~ \$1500 per family
 TOTAL = 150 x 30,000 = 450,000
 Rice Support = 225,000
 Program for balance: \$ 675,000

Includes cost for schools, Dispensaries, Community Center
 Equipment Seeds and FARM TOOLS/ANIMALS.

2. 50% of population returns no access by RLG.

Cost: NONE

Program for balance:

3. Only small percentage return to their former villages. Majority (80-90%) stay in RLG controlled areas. * Have to be resettled. P Under all three contingencies assumed that NLHS will be agitating among these refugee groups whether the people are returning or not since these refugee groups will be usually less well off than they were before and in some cases, frustrated in their attempt to build a new life.

This cost per family would be higher because of new land development costs.

Whether they vote with their feet by returning home or vote by a communist state, where they are, will depend on the success of U.S. supported neutralist government programs.

It is difficult to assess the intentions of the various refugee groups at this juncture. Estimates by field workers vary from 10% to 90% who will return to presently enemy controlled areas if some type of settlement is arrived at. Many factors play a role in the villagers decision so that the 50% figure was picked arbitrarily. This can be increased or decreased by 25% depending on the amount of optimism/pessimism in one's outlook.

When asking a villager if ~~he~~ he will return to his home when there is "peace", one must go to great lengths to explain just what the terms of the "peace" would be. For example, in one of William Dean's interviews with the villagers at Ban Phon Sai (Reserve Area #4) on the Vientiane Plain that this particular group would never go back to live in their former village area, even when peace occur, as long as Vietnamese were present in the area. Certainly the terms of the settlement and the actual practice of the terms will influence peoples decision. One can expect large doses of P. L. propaganda, ^(TRUMPETING) ~~concerning~~ the initial groups that go back to ^{TO ENCOURAGE ALL THE PEOPLE TO RETURN} ~~the area~~ the new paradise on earth.

Because of the great variety of experiences ^{with communist control} by the various population groups throughout the country, ^{most} the ~~most~~ that can be accomplished in this analysis is to give a general impression of the various areas from refugee

Operation Officers who have worked with the refugees over the years. Included in this analysis will be the question of ~~clearing~~ resettling dependents of paramilitary units, ^{assuming a partial} demobilization or at least garrison duty for most of these units. Since ~~most~~ of the dependents are refugees, ~~per~~ current or former,

BRIEFING INFORMATION - For March 8, 1971

Total Refugees as of March 8, 1971: 247,434

15 247,855

up 421

Ban Houei Sai Area: 16,205

No increase during week. 15 refugees reported kidnapped by enemy from Hong Sa in northern Sayaboury.

Sayaboury Area: 5,521

No reported change during week.

Luang Prabang : 20,961

22,529

(18,929)

up 1,568

Estimated 2,500 people arrived in vicinity of Xieng Ngeun from LS-170 (Phon Pha Lang Mou) and LS-213 (Pha Hung). VP has ordered people from Xieng Khouang Area to move to LS-4 (Kio Khe Cham) and then to LS-25 (Phon Chia) to join other estimated 6,000 people from Xieng Khouang Area (LS-57); LS-102: LS-312: LS-16) (Zone I). It is estimated that another 2,500 people will move to LS-4 and then on to LS-25 making a possible total of 8,500 at LS-25.

Region III

Thakhek: 65. No change.

5346

2931

2415

Savannakhet: 5,346 (including 2931 in Seno Project).

Displaced people from Muong Phalane and Dong Hene are located between Dong Hene and Pakannia and to south of Dong Hene. A few hundred are in villages north of Savannakhet.

300 from Houei Mun are located at Se Bang Hieng and Se Bang Heuane. Included in the 300 are 84 near Wapi Province.

Above displaced people still planning to return to their villages.

To date there has been no threat to Seno Project but reports of rockets being set up to hit Seno Military Camp.

REGION IV

Pakse: 6,442.

22 refugees from Saravane Province arrived during the week.

No change in Sithandone.

864

(800 people at
Hanoi Nam Pak)

Region V: 43,534; up 2,272 from previous week

Vientiane Plaine: 27,495; up 447 from previous week. - Phone Hong Area

Paksane: 9,989; up 26. (From Lang Theng Area)

Vang Vieng/ Moung Kassy: 6,050; up 1,599 as result of movement from

Xieng Det and Moung Souie areas to Vang Vieng via Ban Thin On.

Being resettled at Ban Hin Taid ~~Area~~ South of F4WA Road
Camp ~~along~~ Rte 13. (North of Hin Neup)

AD/RA:JWMacQueen:bms

3-8-71

Wes. Burlingame

Mr. Charles A. Mann, Director

March 8, 1971

John W. MacQueen, AD/RA *John W. MacQueen*

Daily SITREP for March 7, 1971

REGION II

Zone I

LS-25: (Baranyi). Refugees now total 6,000; 2,500 more expected from Xieng Ngeun and Kio Nja.

Zone II

LS-272: Enemy forces still reported to be in LS-272 vicinity; no confirmation yet.

(KIDD)

Vang Vieng: Two Vang Vieng vehicles dispatched to 272 on March 6th were returned to V. V. Convoy to LS-272 on March 7th did not depart because escort vehicles did not arrive as scheduled; convoy rescheduled to depart March 8th.

Zone III

LS-255 (Chessin): 2,417 refugees from LS-281 holding at LS-255; 20 people from Keo Mak Feuang to LS-255 by chopper.

Keo Mak Feuang (Berger): 300 refugees in place here. (Zone II: TG-6005)

LS-316 (Chessin): 600 people from LS-65 arrive at LS-316; 800 - 1,000 more expected.

REGION IV

Pakse: Enemy action at Houei Nam Phak settlement project south of Pakse; limited destruction of facilities and plundering reported. Further information soon available.

DIST: PHD, XK, ORA

OFFICE MEMORANDUM

UNITED STATES GOVERNMENT

To: Mr. John W. MacQueen, AD/RA DATE: March 8, 1971

From: Roger C. Sprowls, Food for Peace Officer, ORA

Subject: Food for Peace Branch - February Monthly Report

I. Commodity Inventory and Movement - TA 0606KM 14 WAREHOUSE (Metric Tons - MT)

	<u>Received</u>	<u>Issued</u>	<u>Balance</u>
Wheat Flour	602	NIL	1223
Bulgur	15	"	15
Corn Soya Milk	NIL	"	140
Wheat Soya Blend	8	1	196
NFD Milk	42	15	78
Corn Meal	765	NIL	765
Soy Bean Oil	<u>NIL</u>	<u>1</u>	<u>139</u>
Total	<u>1432</u>	<u>17*</u>	<u>2556</u>

*Plus 20 MT corn meal diverted to Ban Houei Sai from Bangkok

The most recent Bangkok Port Report indicates approximately one thousand MT of PL 480 foods awaiting clearance and onward shipment to Vientiane or directly to field stations. We have received advance notice of several small shipments (50 to 100 MT) due to arrive the next several weeks. As of this reporting date approximately 3,500 MT (40%) of TA 0606 have arrived at Bangkok. In excess of 700 MT has been distributed from Vientiane or diverted to field stations from Bangkok. Corn meal has begun to arrive in quantity in Vientiane and is scheduled into the air drop program beginning with March deliveries.

II. Noodle Production

A Purchase Request for the required services to process PL 480 flour, WSB and NFD milk into noodles has been submitted to the Contract Services Office. Negotiations are now in progress with the local sole source processor on the basis of a 10-15 MT per day production capacity. Hopefully, negotiations will proceed rapidly. Current production is two MT per day and the capacity for greatly increased noodle production is badly needed in the food program and to draw down large flour stocks on hand.

III. RLG Home Economics Teams

Teams of two girls each are now working in refugee villages on the Vientiane Plain to instruct refugee food recipients in a few simple ways of PL 480 food preparation and use. Initial reports of these activities are that teams are warmly welcomed by refugee women who are eager to participate.

Using recipes incorporating easily obtainable local foods with PL 480 foods the teams are preparing dishes readily acceptable to Lao food tastes, especially the children.

IV. Refugee Clothing Project

AID/Washington has advised us that 480 thousand meters of cotton cloth (TA 1607) will be shipped during February/March. Clothing manufacture has been resumed in Thakhek and it is expected that Ban Houei Sai will resume production within ten days. Samples of PL 480 cloth have been sent to Pakse, Southern Weavers Association to assist them in determining the feasibility of their participation in the project.

V. UNICEF Title II Program for FY 1972

Mr. Nguyen Trinh Sung, UNICEF Representative Laos, has submitted for USAID approval the Annual Estimate of Requirements (AER) for the UNICEF Maternal Child Health milk feeding program. The AER was not accompanied by a Program Plan (PP) as required by M. C. 1571.1 (Guidelines for PL 480, Title II Programs for FY 1972). Mr. Sung was informed of AID program submission requirements and provided with copies of pertinent M. O. s which give step by step instructions in the preparation of the UNICEF Program Plan.

UNICEF is sponsoring provision of approximately 20 MT of Title II NFD milk for distribution in an Maternal Child Health (MCH) program. The 54 MCH centers, 6 of which are located within the Vientiane area, are operated by the

RLG Ministry of Public Health. At the invitation of Mr. Sung visits were made to two of the centers located at Sikhay and Mohosot Hospital compound. Among other activities observed was the distribution of milk, vitamins and minerals to pregnant and nursing mothers. The recipients of milk are taught at the centers how to reconstitute and use the dry milk powder. The impression of these initial visits is that the MCH milk feeding program is a small well run operation.

DIST

ORA (6)

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FFP/~~ORA~~ *MS* *TSN* *RES* *prowls* / TLX *erri* *bms*
3-8-71

AC/B45

OFFICE MEMORANDUM

UNITED STATES GOVERNMENT

TO : Mr. Charles A. Mann, Director

March 13, 1971

FROM : John W. MacQueen, AD/RA

John W. MacQueen

SUBJECT: Refugee Affairs Monthly Report - February 1971

I. General

Briefings on the refugee program were prepared for Mr. Robert Johnson, EA/TECH, AID/W on February 1, 1971 and for Mr. R. Samuel Dillon, Jr., Congressional Liaison Officer, AID/W during his visit to Laos February 24/26, 1971.

On February 25, 1971, H. E. Keo Viphakone, Secretary of State for Social Welfare, accompanied by the AD/RA, conducted a helicopter trip on the Vientiane Plain for the British Ambassadors to Laos, Cambodia and South Viet Nam. The party visited refugee relocation villages in the upper region of the Vientiane Plain and overflowed several others. The Nam Ngum Dam was also visited. The trip was very successful despite inclement weather.

A two man team from the International Red Cross organization, accompanied by Ministry of Social Welfare and other Lao Government officials made an inspection of refugee villages in the Ban Xon (LS-272) Area. The IRC officials apparently were very impressed by the medical program, education facilities and general condition of the refugee villagers. The purpose of the trip was to disprove Communist propaganda to the effect that refugees were being held in concentration camps and were being subjected to general mistreatment and torture.

On February 8, 1971 a contract for the purchase of swine from the Vientiane Swine Producers Association was signed by the Association and USAID/Laos. The purpose of the contract is to acquire 1,000 pigs for the Xieng Khouang refugee villagers who lost their livestock when they were forced to flee their homes because of enemy action during the past year. To date 25 boars and 55 bred gilts have been delivered to Ban Xon and distributed to refugee villages in the area.

Work was begun on the Fiscal Year 72-74 Programs during the month but progress on this important task has been slow due to preparation of briefings, many long interviews and meetings with journalists and reporting on refugee movements.

With regard to refugee movements the relative calm, reported for the month of January, was shattered following the capture of Muong Souie (LS-108) by the enemy on February 3, 1971 and as the result of the fall of Muong Phalane in Savannakhet Province.

In the Xieng Khouang Area an exodus began from the sector generally northwest of the Plain of Jars and north of Route 7 west towards Route 13 and heading towards Xieng Ngeun. This sector fell to the enemy, partly from attacks and partly by default since refugees fled their homes through fear of the enemy and lack of strong leadership. An estimated 8,000 Meo and Lao Theung are involved in this immigration. Another 2,000 people from the neutralist area west and southwest of Muong Souie began to move south towards Vang Vieng. Another 30 to 40,000 people are moving south and southeast from the Sam Thong-Long Chieng sector. In all an estimated 40 to 50,000 people are on the move in the Xieng Khouang Area as of the end of February because of heavy enemy pressure and acquisition of territory. Accurate reporting on these mass movements is very difficult because people are on the trails, are taking cover in the forest areas and are frequently out of contact with their leaders. Many of these displaced people are already on rolls and have been receiving full support. Some are indigenous villagers who have joined the mass movement to escape the North Vietnamese Army.

In the Luang Prabang Area 1,107 refugees moved from their villages between Pak Souang and Pak Ou south along the Mekong River towards Luang Prabang. The majority of these people were already receiving rice support.

Enemy attacks along Route 9 and on Muong Phalane resulted in the movement of 2,243 people to the vicinity of Dong Hene. During mid-February Ban Houei Mun in the southwestern sector of Savannakhet Province was captured by the enemy and 265 people moved to the Lahanam area.

In Military Region IV 350 people filtered out from the Saravane area to Pakse during the month. In Sithandone Province (Khong Island) 85 new refugees were added to the rolls.

In Vientiane Province a small but steady influx of refugees from Military Region II and Muong Kassy to the Vientiane Plain occurred. A temporary camp was established four kilometers north of Phone Hong for the estimated 510 people from Muong Kassy until they decide to return to their homes or to relocate on the Vientiane Plain.

The recap Refugee Status Report for February 1971 is attached.

Total Refugees Receiving Food Support	253,178
Total Refugees Receiving Rehabilitation Support	45,474
Total Refugees in Designated Relocation Project Areas	46,496

II. Refugee Relocation

Airgram TOAID-A 84 was submitted on February 17, 1971 as a concise status report on twelve months of activity and effort devoted to the relocation of 27,000 refugees on the Vientiane Plain.

Land classification of the Ministry of Social Welfare land reserves is now almost complete. The Ministry is taking action to acquire an additional reserve area (Number 8) approximately 6,000 hectares. This area is located east of Ban Keun on both sides of Route 15 and will include a relocation area for the Meo people who are obliged to leave Phou Khao Kwai. Another area of land north of Ban Tha Deua and Thanaleng is being considered as a Ministry land reserve for any additional refugees arriving in the Vientiane Plain for relocation.

Work on the Dong Kalume Plain Development Project (Area No. 5) is making satisfactory progress. This project consists of three major drains with flood gates to prevent Mekong River water from backing into the natural drainage areas and 18 kilometers of access roads and road dikes to provide flood protection and surface communication for 380 refugee families and 810 indigenous villager families.

Other activities on the Vientiane Plain such as the road/dike between Ban Tha Ngone and Ban Na Khoun Noi, plowing of paddy areas, clearing for permanent village sites and road construction progressed satisfactorily during the month. The USAID Public Works Division completed the road from Phone Sai to Thoun Loua in February and moved to road projects in the Mak Hleo and Thin Thieng Areas.

Mr. Hugh Brady, Chief of Relocation Branch, accompanied Mr. Manh Traymany, Director General of Resettlement for Ministry of Social Welfare on a field trip to the Seno Project in Savannakhet and the Houei Nam Phak Project, Pakse. While in Savannakhet the party conducted discussions regarding the procedures to be followed for the Ministry of Social Welfare buffalo loan program on the Seno Project. During the meeting Mr. Manh briefed the Provincial officials on the plan of the Ministry to provide loan funds for the acquisition of buffalo

by the refugees and outlined the responsibilities of the Provincial Officials. The Provincial Committee will be furnished with a copy of the final plan which was proposed and which incorporates some of the recommendations presented in the meeting.

In Pakse the party visited the Houei Nam Phak Project and held field discussions with various refugee groups. A series of meetings were also held between Messrs. Manh and Pheng of the Ministry and Messrs. Nelson and Brady of USAID. These meetings were useful in clarifying the layout and organization of Village Number Two and the role of the Provincial Committee in Project Planning. Mr. Manh was highly pleased with progress noted at Seno and Houei Nam Phak.

III. Food for Peace Program

Please refer to the report of Mr. Roger G. Sprowls, Food for Peace Officer.

The Office of Refugee Affairs is awaiting the final negotiations for a contract with a local firm for the processing of noodles utilizing the large stock of wheat flour on hand. The high protein noodles will be an important source of food for the refugees and will substitute up to one fourth of the current rice ration. It is imperative that noodle manufacture begin immediately.

The USAID Agriculture Division and the RLG Agriculture Service have positioned teams of RLG Home Economics workers on the Vientiane Plain to instruct refugee women in the preparation of PL-480 food using simple recipes and methods.

IV. Logistics and Supplies

Food and other commodities were moved by surface transportation to the following locations/

<u>Location</u>	<u>Rice (MT)</u>	<u>Other Commodities (MT)</u>
LS-272	170.0	104.3
Sayaboury	75.0	7.8
Paksane	83.4	11.7
Vientiane	460.4	19.5
ATOG (for drops, rice, salt, canned meat)	1,800.0	

<u>Location</u>	<u>Rice (MT)</u>	<u>Other Commodities (MT)</u>
Pakse		0.2
Savannakhet	45.0	2.5
Ban Houei Sai		0.6
Luang Prabang	520.0	10.6

Air and surface deliveries were made from:

<u>Ban Houei Sai</u>		
Air dropped	Rice	102.5 MT
Air dropped	Salt	7.4 "
Air landed	Rice	242.8 "
Air landed	Salt	13.4 "
Air landed	Protein	20.5 "
Surface (Boat & Truck)	Rice	60.0 "

446.6 MT

<u>Vientiane</u>		
Air dropped	Rice	1,418.7 MT
Air dropped	Protein & Rice	133.8 "
Air landed	Rice	131.5 "
Air landed	Protein	43.6 "
Air landed	Salt	2.8 "

Total 1,730.4 MT

Attachments:

1. Report by Food for Peace Officer for February 1971
2. Monthly Recap of Refugee Status Report for February 1971

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ORA:JWMacQueen:viv

RECAPITULATION
REFUGEE RELIEF AND RESETTLEMENT
STATUS REPORT FOR FEBRUARY, 1971

MR. I	Refs Receiving Rice During January	Refs Receiving Rice During February	Total Mean Change	Ethnic Percent	** Refs Receiving Re/Hab Assistance From Oct. 15th	Remarks
B. H. S.	16,229	16,231	+ 2	Lt-40; Lu-30; Gooey-10; E-Kaw-20	10,323	2 B. H. S. refs due to eligibility review. Overall refugee movements negligible during February. 1107 refs from 12 villages in Nam Suang area (TH-1716) to several villages south of Paksuang (TH-1210) along the Mekong.
L. P.	17,822	18,929	+1,107	Lt-33; Lao-25; Meo-22; Lu-20	3,181	
SYBY	5,521	5,521	-	Meo-32; Phai-37; Lu-20; Other-11	1,321	
MR II						
N. Rim PDJ	22,875	24,802	+1,927	-	1,031	The dry season offensive caused large scale dis- placement of people in areas north of RLG Route 7 and Long Cheng vicinity; estimated at some 40,000 refugees. Most were previously receiving support. More accurate figures on the actual numbers of new refugees will be determined as the situation stabilizes.
SE Rim PDJ	9,950	8,673	-1,277	Meo-70; Lt-30	3,307	
Central 272	102,928	124,731	+21,803	-	16,076	
MR III						
THAKHEK	62	65	+ 3	Lao	2,519	3 refugees from Mahasai to Thakhek City. 2415 refugees from Muong Phalane (WD-5945) and Ban Houei Mun (WC-8867) to Savannakhet area.
*SVKT	2,931	5,346	+2,415	Lao-75; Phuthai-15; Lt-10	-	
MR IV						
*PAKSE	6,204	6,554	+ 350	Lao-29; Souei-27; Lt-17; Ta-Oy-22; Other-5	7,566	350 refs from Saravane Province to Pakse. 85 refs from B. Veunekham (WA-9854) to Khong Island.
Sithandone	779	864	+ 85	-	-	
MR V						
*VTE Plain	26,192	27,048	+ 856	Lao	-	856 refs from Xieng Khouang area to Vte Plain. 353 refs total to Pasane-163 fm M. Huang (UF- 6373); 128 M. Bo refs return to rice support, 41 refs fm LS-20A & 21 refs due to recount. 1052 refs fm Kiong Det area to Vang Vieng & Muong Kassy areas.
Paksane	9,610	9,963	+ 353	Lao-80; Lt-15; Meo-5	-	
Vang Vieng				Lao-85; Meo-8; Lt-6;		
Muong Kassy	3,399	4,451	+1,052	Yao-1	150	
TOTALS	224,502	253,178	+28,676		45,474	
Total Sep. '69	208,515					
Total Jan. '70	178,335					
Total Oct. '70	275,994 (High for CY 70)					
Total Feb. '71	224,502					

BRIEFING INFORMATION - FOR MARCH 15, 1971

TOTAL REFUGEES AS OF MARCH 15, 1971: 247,855

Region I

Ban Houei Sai Area: 16,205

No increase reported during week.

Luang Prabang Area: 22,529 (up 1,568)

Refugees from the Nam Suang area continue to arrive in the Pak Suang area due to enemy action; estimated total 1500 plus refugees. It is expected that these people will return to their former sites when hostilities cease in the Nam Suang area. (For info on Xieng Ngeun/Kiou Cacham/Phu Chia refugee movements see: Region II summary).

Sayaboury Area: 5,521

No change reported during week.

Region II

See back page.

Region III

Thakhek: 65

No change reported.

Savannakhet: 5426 (up 80)

Military action in Muong Phalane/Dong Hene areas along RLG - Route 7 continues to displace people; 80 people moved from Ban Houei Mun (WC-8867) to Savannakhet City for an estimated total of 1500 plus refugees.

Region IV

Pakse: 6442

No change reported.

Sithandone: 864

No change reported.

Region V

Vientiane Plain: 27,344 (down 151) - Decrease due to recount.

Refugees escaping from hostilities in Xieng Khouang continue to filter in to several Vientiane Plain refugee sites. Recounts are currently underway to determine more precise figures.

Paksane: 9989

15 refugees (support undetermined) from Ban Chieng Sanew arrived at Paksane and will be resettled at Ban Na Kham (UF-1733); 164 additional refugees awaiting move.

Vang Vieng/Muong Kassy: 6448 (up 398)

398 additional refugees from Xieng Det area resettled at Ban Hin Tid II (TF-2069) north of Hin Heup on RLG Route 13; total refugees at Hin Tid II (From Xieng Det area) now at 2119 people.

STAFF MEMO

March 18, 1971

NOTES ON BUDGET PRESENTATION

Following is for staff information on progress of Budget process. As ORA budget submission is going into final for distribution to PRO and to the field, any comments should be made ASAP.

In our presentation, columns "A" through "C" will be used for expansion of resettlement projects. This expansion will be based both on number of refugees in the project as well as greater inputs into specific resettlement areas. In other words, a project may be expanded by more refugees, or the input may be greater in forms of schools, roads, etc.

Manpower

Under "A" manpower level will remain the same. Under "B" an additional American slot for General Maintenance Supervisor. Also 3 maintenance TCNs and 2 Agriculture TCNs.

Kip Budget

Counterpart Funds

_____ Kip will be budgeted for RLG support for Buffalo loans for 1,000 families and miscellaneous administrative costs. Also in this category is kip for noodle production and support of clothing program.

Kip Costs - Personnel

ORA has several categories of hired help. It is somewhat confusing at times and is our recommendation that payrolls, etc. be examined and total personnel be kept track of closer for review and evaluation purposes.

People are hired under approved activity plans; under hourly hire; contract and direct hire. We also have labor services contracts. Budget will include last year's levels plus slots for resettlement staff and supervisors for Long Tieng warehouse and coolie crews. Kip costs also include TCN per diem.

Kip - Commodities

Last year's levels will be maintained for grass roofing, tool manufacturing, small animals. Any large supply of grass roofing for resettlement should be taken care of in activity plans. Pigs for Pop and Ducks for Doc will be funded under dollar commodities and converted if local purchase is necessary.

Kip-Construction

Approved activity plans/projects are funded through completion of project. Commodity costs are not. Required balance for APs will be refunded.

Note: We are still waiting for "Bills" on Public Works Suspense Account projects which will be charged against our project. Since

we have very little loose kip this will require added funds from PRO office.

Kip-Resettlement Construction

Mr. Brady will work up a breakout for each project and a justification for the presentation. We will also need a breakout of equipment requirements for other divisions, so they can plan for our needs. Note that Sayaboury has no resettlement project scheduled. This should be discussed.

Kip-Warehouse Construction

20 million kip includes projected erection costs and interior finishing of prefab buildings for That Khao (will be included in overhead costs).

Dollar Commodities

Commodities on approved activity plans must be reprogrammed.

1. P. O. L. -- Will include P. O. L. costs for French Donated Equipment and Japanese FAC Aid as well as project vehicles.
2. Spare Parts -- Same as above.

Note: While we do not budget for MTB vehicles we should be prepared to state our requirements that we may call on motor pools to assist. This has to be coordinated with ACs.

3. Animals (small) -- \$100,000 includes level of present program plus expansion in other resettlement areas.

(Lack of livestock noted in GAO report.)

4. Cement, roofing sheets and culverts for road access will remain at last year's levels.
5. Refunding of approved APs (A core) commodities -- \$100,000.
6. General Commodities (A core) -- \$40,000. -- It will be necessary to contact other divisions to determine their commodity requirements if the Mission approves ORA's projects. This should be done ahead of time so we have some idea what various schemes will cost.
7. Construction -- Add \$16,000 for additional PIO/C to this year's PIO/C of \$15,000 for That Khao warehouse. What is status of acquiring Saigon warehouses. Who pays?

ORA:JLWilliamson:viv:3/19/71

EXPLANATION OF \$ COMMODITIES AND OTHER COSTS

Rope

Estimated FY -71 ~~ys~~ usage is \$76,000. Allowance for increase of refugees which require drops in MR-II will bring FY-72 figure to \$100,000. 40% of \$100,000 is \$40,000.

Other

Common-use supplies. \$90,000 for continuation of existing approved resettlement (1063-D3) and construction (1063-C1) activity plans and \$50,000 for relief supplies. *PLASTIC SHEETING
HAND TOOLS*

Column B adds \$130,000 of common-use supplies for new ~~xx~~ resettlement proposals, including schools.

Fuels

\$20,000 of the "core", column A, is for our vehicle fleet as listed in the VEM system, \$11,000 is for support of the French donated equipment, as listed in AP No. VT-1-028. Column B adds additional POL for the French equipment and includes the expected Japanese contributed equipment.

Cement

Same core as FY-71 with an additional \$6,000 under

"B" for expanded resettlement program, ~~including~~

~~resettlement program,~~ including schools.

Vehicle and Equipment Supplies

Core includes \$10,000 for resettlement use and \$18,000

for equipment listed in VEM system. Column B expands

resettlement supplies by \$7,000.

Vehicles

None programmed under core. Under "B" we are

requesting 4 each 4 x 4 Scouts.

Rice

Core based on 160,000 refugees, rice at \$75 per MT,

and 20% PL-480 substitution.

Salt

Core based on 160,000 refugees, 5 kg salt per refugee

per year.

Rice Pallets

Core based on dropping 36,000 MT of rice, total, and

taking 40% of total pallet cost.

Vegetable Seed

Expanded program in core to allow \$2 per family per year; \$1 for wet season and \$1 for dry season. Many refugees who were previously on the rice rolls but were self-sufficient in ~~xxx~~ vegetables have been displaced from their villages. They will require vegetable seed support for the full year. Column B includes additional seeds for resettlement areas.

Small Animals

Anticipates continuation of duck and pig programs, funded by dollar PIO/Cs rather than kip, in MR-II and expansion to other areas in resettlement programs.

Protein Supplement

Assumes 30% substitution of PL-480 commodities. Core funding will provide 12,000 cs of canned meat per month for 280,000 people. The meat is distributed on a

selective basis, upon recommendation from USAID/PHD,

90% ~~is~~ MR-II.

Prefab Building

Column C provides for purchase of Pascoe/Butler type building for That Khao expansion if Mission efforts to obtain a prefab from AID/VN at no charge are unsuccessful.

Forklifts

Two forklifts, one for ~~LS-2~~ LS-30 warehouse and one for expanded That Khao complex, if approved.

Household Utensils, Hand Tools and Steel Bars, Clothing

Funded under FY-70 PIO/C 00373RR.

Copying Machine

For Vientiane headquarters. Increased reporting and commodity load requires constant use of a 3M type copier.

Survey Equipment

For use in resettlement village surveys by expanded

survey teams.

Tools and Shop Equipment

For Ban Amone Maintenance Facility. Required ~~to~~ for repairs of French and Japanese donated equipment.

Agricultural Accessories

For purchase of additional ~~and~~ accessories for the French and Japanese equipment. Some necessary accessories were not included in the third-country donations and must be acquired to utilize the equipment to the fullest extent.

Pipe and Fittings

For pump projects in resettlement areas.

Education Materials

Paper and pencils for refugee schools.

Bagging Services

Based on bagging approximately 36,000 MT ~~XXXX~~

~~xxxx~~
-6-

of rice for air drop. Also assumes that the contractor
provides all materials. AID portion, 40%, is \$340,000.

4/7/71

DRAFT

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The data which appears on the attached chart is based on predictable enemy action and the projected incidence of population displacement for the balance of 1971 and the first half of 1972.

Historically speaking, the annual enemy dry-season offensive slackens off at the outset of the rainy season, at which time RLG forces usually initiate limited offensive actions. If the military situation holds true to pattern -- assuming that the enemy's current dry-season offensive has stalled -- Probability A is likely to go into effect. However, if the enemy carries its offensive through to the end of the dry season and into the rainy season capturing, in the process, additional territory, Probability B may be the consequence.

Unknowns, such as surprise offensives by South Viet Nam, loss of Provincial capitols, or other actions are discounted and will have to be dealt with on an emergency basis.

The attached charts outline projectable probabilities. Budget calculations are based on these projections.

DRAFT

PROBABILITY "A"

MR I - LP	Enemy withdraw to base areas.
BHS	Continued small scale harassment by enemy.
Syby	Enemy will focus attention on maintenance of supply routes which traverse relatively unpopu- lated areas.
MR II - XK	Enemy withdrawal to base areas in most sectors.
MR III - Svkt	Enemy withdrawal from Dong Hene-Phalane areas.
Tkk	Minimum of enemy activity.
MR IV - Pakse	Enemy will halt their push toward river.
MR V - Vang Vieng Vte Paksane	No enemy military activity expected.

DRAFT

PROBABILITY "B"

MR I - LP	Enemy squads will harass villagers returning to their homes in Pakxang/Pak Ou area, villagers in Xieng Ngeun and M. Khay area.
BHS	Unfriendlyes will attempt mop-up of portions in LS-194, LS-135 and LS-93 areas, as well as outposts along Nam Tha River s .
Syby	Loss of Xieng Lom, Mg. Ngeun and Hong Sa, and other areas adjacent to enemy supply routes.
MR II - XK	Harassment and possible loss of xxxx area north of PDJ (resulting in loss of up to 16,000 people), and areas south of Muong Nyam (LS-63).
MR III - Svkt	Enemy movement in Phakkangna, Pak Hin Boun, Bung Xang and Sibounhenang areas.
Tkk	Enemy activity in areas south of Thakhek both sides road along Nam Hinboun, and north on east side road.
MR IV - Pakse	Small scale activity in Sa Khone Pheng area, east of Sedone Rover, areas south of Champassak.
MR V - Vte	Influx of small groups of refs from areas west of Rte. 13 north, and from eastern portion Mg. Phanthaboun.
Pksne	Harassment of areas outside of Paksane - Rte. 13 west, M. Cao, Nong Boua, x Pakading axis.

...2

Vg Vieng Harassment of areas west and east of Vg. Vieng
Valley north ~~of~~ to Kassy.

DRAFT

PROBABILITY "C"

MR I - LP	Enemy initiates major push against LP city.
BHS	Enemy attacks towns and villages in Mekong Valley.
Syby	Efforts to sieze Mg. Phieng, Syby, Paklay, Khentao.
MR II - XK	Move to take Long Cheng and thrusts into areas of population concentration.
MR III- Svkt	Loss of Seno, Kengkok and Lahanam, and threaten Svkt city.
Tkk	Loss of areas on Rte. 13 north and thrusts toward Tkk.
MR IV- Pakse	Loss of Oudomsouk, Phiafay, Champassak, Kong Sedone, Souvannakhily and maybe Pakse.
MR V - Vte	Loss of Phone Hong - B. Keun area and move towards Vte.
Vg. Vieng	Loss of M. Kassy and Vg. Vieng.
Paksane	Loss of Paksane.

: Area	: Present Base	: Returnees from: Insufficient 1970 Harvest	: New Ref to Dec. '71 PROB A	: Post Harvest 1971 Total SS	: New Ref Jan. - June 1972 PROB B	
MR-I	53,684	2,000	-6,700	30,000	9,000	30,000
						A. Refs displaced during current offensive against LP return home. Continuation of normal wet-season flow of Refs in LP, SBY, Houa K
						B. Enemy expands scope of offensive include north, SBY, N & W Houa Khong, and effects complete encirclement of LP.
MR-II	153,156	12,000	- , - -	- - -	40,000	- - - -
						A. Situation stabilizes & new Refs relocated.
						B. Renewed enemy action in Ref areas would disperse population which consists almost exclusively of Refs.
MR-III	6,166	- - - -	-2,500	7,000	3,000	7,000
						A. Refs displaced in SVKT during current enemy offensive return home. Normal flow of Refs into TKK & SVKT continues.
						B. Enemy moves west from present area of concentration.
MR-IV	8,224	- - - -	2,000	15,000	6,000	15,000
						A. Enemy withdraws. Normal wet-season flow of Refs.
						B. Enemy moves theater of operations
MR-V	44,306	- - - -	500	10,000	38,000	10,000
						A. Situation stabilizes.
						B. Enemy actively moves into areas in MR-V.
Total	256,536 265,536	14,000	-6,700	62,000	-96,000	62,000
		279,536	272,836	341,536	Prob A-176,836	Prob A - 238,836
					Prob B-245,536	Prob B - 307,536

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ATTACHMENT B

FOOD REQUIREMENTS

1971

PROBABILITY A	-	272,836	
		<u>120,000</u>	DOD Funded (Military dependents only)
		152,836	AID Funded

PROBABILITY B	-	341,536	
		<u>120,000</u>	DOD Funded (Military dependents only)
		221,536	AID Funded

1972

PROBABILITY B	-	307,536	
		<u>120,000</u>	DOD Funded
		187,536	AID Funded

DRAFT

ATTACHMENT C

COMMODITY REQUIREMENTS

(Based on requirements of 124,000 new refugees - April '71 - June '72)

Mosquito Net	50,000
Blanket	50,000
Mat	50,000
Rice Pot	25,000
Steaming Pot	25,000
Water Filter	25,000
Bowl	100,000
Plate	100,000
Spoon	100,000
Basin	25,000
Pail	25,000
Machete	25,000
Axe on steel bar	25,000
Hoe	25,000
Shovel	25,000
Spade	25,000
Rake ;	25,000

projections

4/7/71

DRAFT

DRAFT

The data which appears on the attached chart is based on predictable enemy action and the projected incidence of population displacement for the balance of 1971 and the first half of 1972.

Historically speaking, the annual enemy dry-season offensive slackens off at the outset of the rainy season, at which time RLG forces usually initiate limited offensive actions. If the military situation holds true to pattern -- assuming that the enemy's current dry-season offensive has stalled -- Probability A is likely to go into effect. However, if the enemy carries its offensive through to the end of the dry season and into the rainy season capturing, in the process, additional territory, Probability B may be the consequence.

just the building.
Unknowns, such as surprise offensives by South Viet Nam, loss of Provincial capitals, or other actions are discounted and will have to be dealt with on an emergency basis.

The attached charts outline projectable probabilities. Budget calculations are based on these projections.

Area	Present Base	Returnees from: Insufficient 1970: Harvest	New Ref to Dec. '71 PROB A	Dec. '71 PROB B	Post Harvest 1971 Total SS	New Ref Jan. - June 1972 PROB B	
MR-I	53,684	2,000	-6,700	30,000	9,000	30,000	A. Refs displaced during current offensive against LP return home. Continuation of normal wet-season flow of Refs in LP, SBY, Houa Khong. B. Enemy expands scope of offensive to include north, SBY, N & W Houa Khong, and effects complete encirclement of LP.
MR-II	153,156	12,000	- , - -	- - -	40,000	- - - -	A. Situation stabilizes & new Refs relocated. B. Renewed enemy action in Ref areas would disperse population which consists almost exclusively of Refs.
MR-III	6,166	- - - -	-2,500	7,000	3,000	7,000	A. Refs displaced in SVKT during current enemy offensive return home. Normal flow of Refs into TKK & SVKT continues. B. Enemy moves west from present areas of concentration.
MR-IV	8,224	- - - -	2,000	15,000	6,000	15,000	A. Enemy withdraws. Normal wet-season flow of Refs. B. Enemy moves theater of operations west.
MR-V	44,306	- - - -	500	10,000	38,000	10,000	A. Situation stabilizes. B. Enemy actively moves into areas in MR-V.
Total	256,536 265,536	14,000	-6,700	62,000	-96,000	62,000	
		279,536	272,836	341,536	Prob A-176,836 Prob B-245,536	Prob A - 238,836 Prob B - 307,536	

DRAFT

ATTACHMENT B

FOOD REQUIREMENTS

1971

PROBABILITY A -	272,836	
	<u>120,000</u>	DOD Funded (Military dependents only)
	152,836	AID Funded

PROBABILITY B -	341,536	
	<u>120,000</u>	DOD Funded (Military dependents only)
	221,536	AID Funded

1972

PROBABILITY B -	307,536	
	<u>120,000</u>	DOD Funded
	187,536	AID Funded

DRAFT

ATTACHMENT C

COMMODITY REQUIREMENTS

(Based on requirements of 124,000 new refugees - April '71 - June '72)

Mosquito Net	50,000
Blanket	50,000
Mat	50,000
Rice Pot	25,000
Steaming Pot	25,000
Filter	25,000
Bowl	100,000
Plate	25,000
Spoon	100,000
Basin	25,000
Pail	25,000
Machete	25,000
Axe on steel bar	25,000
Hoe	25,000
Shovel	25,000
Spade	25,000
Rake ;	25,000

POPULATION DISPLACED BY MILITARY ACTION SINCE 1962

MR-I	AREA	TOTAL POPULATION	TOTAL REFUGEES	TOTAL POPULATION % OF
	LUANG PRABANG	275,000	92,000	34 %
	PHONG SALLY	58,000	3,000	5 %
	HOUA KHONG	90,000	49,000	54 %
	SAYABOURY	124,000	5,000	4 %
MR-II	XIENG KHOUANG	246,000	200,000	81 %
	SAM NEUA	124,000	29,000	24 %
MR-III	SAVANNAKHET	306,000	29,000	10 %
	KHAMMOUANE	143,000	36,000	25 %
MR-IV	SEDONE	93,000	9,000	10 %
	CHAMPASSAK	67,000		
	SITHANDONE	43,000		
	WAPIKHAMTHONG	60,000	8,000	14 %
	SARAVANE	112,000	33,000	32 %
	ATTOPEU	88,000	7,000	8 %
MR-V	VIENTIANE	163,000	9,000	5 %
	BORIKHAN	29,000	2,000	7 %
	TOTAL :	2,023,000	501,000	25 %
	TOTAL POPULATION IN RLG CONTROLLED AREAS		512,000	
	TOTAL POPULATION IN PL CONTROLLED AREAS		584,000	
	ESTIMATES PERCENTAGE 29 % OF TOTAL POPULATION			
	BASED ON 1962 CENSUS FIGURES			

April 9, 1971

REFUGEE SUPPORT STATUS - MR-II *

Total population MR-II . . . 370,000
Total Refugees since 1963 . . 229,000
Total Refugees Supported
April 71 153,156

Percentage Breakdown of Total Population *

41.3%	(153,156)	Currently receiving emergency assistance in LS-272 (Ban Xon) project area.
10.8%	(40,000)	Currently receiving relocation assistance in Vientiane, Paksane and Vang Vieng areas.
15.5%	(56,844)	Self-sufficient refugees or stable villagers.
32.4%	(120,000)	Currently living in enemy controlled areas.
<u>100.0%</u>	<u>370,000</u>	

* Figures are estimates only.

ORA:FCBenson:ujl:4/9/71

BREAK DOWN OF REFUGEE POPULATION APRIL 1971

TOTAL: 308,030

Dependents of Para Military = 120,000
 Refugees Receiving Rehab. Sup. = 42,494
 Refugees Receiving Food Sup. = 145,536

Ethnic/Area Break down:

Ban Houei Sai Area:

		<u>Dep.</u>	<u>Ref.</u>	<u>Total</u>
40%	Lao Theung	3897	2604	6501
30%	Lu	2926	1950	4876
10%	Gooley	975	650	1625
20%	Ekaw (AKHAI)	<u>2051</u>	<u>1200</u>	<u>3251</u>
		<u>9849</u>	<u>6404</u>	<u>16253</u>

Luang Prabang Area:

33%	Lao Teung	6603	4402	11005
25%	Lao	5003	3334	8337
22%	Meo	4402	2934	7336
20%	Lu	<u>4002</u>	<u>2668</u>	<u>6670</u>
		<u>20010</u>	<u>13338</u>	<u>33348</u>

Sayaboury Area:

32%	Yao	1089	726	1815
37%	Phai	1259	839	2098
20%	Lu	681	453	1134
11%	Other	<u>375</u>	<u>749</u>	<u>624</u>
		<u>3404</u>	<u>2267</u>	<u>5671</u>

Xieng Khouang Area:

70%	Meo	64326	42883	107209
25%	Lao Theung	22974	15316	38290
5%	Lao	<u>4595</u>	<u>3062</u>	<u>7657</u>
		<u>91895</u>	<u>61261</u>	<u>153156</u>

Savannakhet Area:

75%	Lao		4625	
15%	Phu Thai		925	
10%	Lao Theung		<u>616</u>	

CONT.

Pakse Area:

	<u>Refs.</u>
29% Lao	2235
27% Souei	2081
22% Ta-Oy	1676
17% Lao Theung	1310
5% Other	385

Vientiane Area:

80% Lao	35415
5% Meo	2215✓
15% Lao Theung	<u>6646</u>
	44276

<u>PROVINCE</u>	<u>TOTAL POPULATION</u>	<u>TOTAL POP. IN ENEMY CONTROLLED AREAS</u>	<u>TOTAL POP. IN RLG CONTROLLED AREAS</u>
Vientiane	311,460	-	311,460
Borikhané	44,868	-	44,868
Houa Phan	187,069	160,000	27,069
Xrèng Khouang	193,435	20,000	173,435
Luang Prabang	399,595	168,900	230,695
Sayaboury	188,344	15,000	173,344
Houa Khong	127,260	30,000	97,260
Phongsaly	111,973	100,000	111,973
Khammouane	229,066	114,480	114,586
Savannakhet	404,683	50,000	354,683
Wapikhamthong	107,207	-	107,207
Saravane	147,000	90,000	57,000
Sedone	130,554	5,000	125,554
Champassak	93,352	5,000	88,352
Attapue	89,080	80,000	9,080
Sithakdone	<u>59,883</u>	<u>5,000</u>	<u>54,883</u>
Total	2,824,829	843,380	1,981,449

APRIL 1971

DRAFT

PROJECTED POPULATION DISPLACEMENT

BY F. BENSON

B. Jensen 258

Irishman

The data which appears on the attached chart is based on ^{predictable} ~~portable~~ enemy action and the ~~portable~~ ^{projected} incidence of population displacement ~~for the balance of 1971 and the first half of 1972.~~ for the balance of 1971 and the first half of 1972.

Historically speaking, the ^{annual} enemy dry-season offensive slackens off at the outset of the rainy season, ~~if~~ at which time ^{RLG} ~~government~~ forces usually initiate limited offensive actions. If the military

situation ~~remains~~ holds true to pattern, assuming that the enemy's ^{current} dry-season offensive has stalled - Probability # A ^{is likely to go into effect.} ~~is likely to go into effect.~~ ~~more than likely may go into effect.~~ However, if the enemy carries its offensive through ^{to} the ^{end of} ~~summer~~ The dry season into the rainy season ^{and} ~~capturing~~ ^{capturing} territory, in the process, additional ~~territory~~ ^{territory} territory,

probability ^B ~~will~~ ^{quite likely, would be probable} ~~be~~ ^{may} be the consequence.

Unknowns, such as surprise
offensives by South Viet-Nam, ^{loss of Provincial} ~~or other~~
^{Capital or other} actions, are discounted ~~of~~ ^{and will have}
to be dealt with on an emergency
basis.

The attached charts outline
projectable probabilities. Budget
calculations are based on these
~~and~~ projections.

20-2300

1400
1300
1200
1100
1000
900
800
700
600
500
400
300
200
100
0

In any event, alternate relocation areas for L.P. & X.K. up in L.P. province will have to be sought. Possibilities are the M. Nane area, the greater CS-25 area, Syly, B. Dore, area S. of M. Met. = up to 20,000 people would require relocation.

L.P.

Probability #1

total up
5000 ±
total SS
3000 ±

8000 rep recently displaced from CS-256 and area bet L.P. & H. Y. will be able to return home by mid-April & finish work on fields.

Probability #2

from April & early May

Enemy objective

total rep
20,000
total SS

← Continued pressure in areas currently under attack, precluding return of up to their homes & resulting in ~~the~~ continued support to them ~~for~~ until 1972 harvest - another 5000-10,000 rep could be expected to be added to rolls from areas E, SE & N of L.P.

Probability #3

total up in L.P.

45,000 ±

total SS - none

{ Loss of Xreng Ngeun, M. Khay resulting in a minimum of
- 15,000 rep from X. N (total pop of muong, 38,000+)
- 10,000 rep from M. Khay (total pop of muong 12,000+)

Results = 1) effective isolation of L.P.
2) effective sphere of control extended to areas controlled in 1962

BHS

Probability # 1

Barring any further enemy mil initiative
Refugees will continue to drift out
of ~~enemy~~ M. Sing area, etc at
rate of about ~~50-100~~ ⁵⁰ / month.
50 - 100 / mo.

total up
6000
total SS
3000 I

Probability # 2

Continued pressure on areas in
Nathun, N. Central and ~~upper~~
Nam Tha River area could
result in ~~5000-10000~~ new
up. up to 5000

total up
10,000 - 15,000
total SS
same

Probability # 3

Loss of LS-135, ^{LS-196 +} ~~12~~ (pop - 12,000),
Tha Fa (pop 5000)
= ⁵⁰⁰⁰⁻¹⁰⁰⁰⁰ ~~10,000~~ rep could be expected

total rep
15,000 - 20,000

results

consolidation of alternate supply
route down Nam Tha.

consolidation of the LP/H. Kheny
border area, which was
under P.C. control in 1962.

Syby
total ref
5000
SS
3000

Probability #1

Rep enters at rate of 500 persons
Rep from LP / HK area can be expected to relocate

Probability #2

total rep
10,000-15,000
~~5000~~
~~1000~~

~~increased~~ pressure on Hong Sa,
My Ngeum, X. Jom areas.
= up to ~~1000~~ 1000 up

SS
same

Probability #3

total up
15000-20000
1

Capture of Hong Sa, My Ngeum,
X. Jom, ~~15/46~~, ~~15/328~~

Results = consolidation of supply
route along Syby / Thai border

Region II

Probability #1

Stabilization

total Rep
150,000

total SS

40,000 ±

Probability #2

Increased pressure in LS-50,
LS-6, ~~and~~ LS-63 and
20 A areas leading to
displacement of:

LS-50/6 - 10,000

LS-63 area - ~~2,000~~ ^{3,000 ±} up to 7000

LS-20A area - up to 5000 to
Pha Kho

Probability #3

Loss of LS-32 = 15,000-20,000

up captured, if
air exit not forthcoming.

LS-20A = 30,000 up in
Pha Kho & 20A area
to LS-113

Loss of LS-15,
LS-20, LS-72

LS-63 area = up to 7000
4000 rep to
Paksane etc

"X" no. will stay
in area.

LS-272/211 ~~to~~ 90/37 =
up to 10,000 rep to Vte on
Vang Vieng; but of 5000 ±
to LS-66 area

130,000 rep

Region II

- Result — effective bottling
up of 8k pop in area
bounded by LS-46, LS-255,
LS-227, LS-113, LS-218
- breakdown of civilian
and military structure
 - untenable position
for pop in terms of
development of land
and villages
 - force band of RLG &
USA.

Probability # 3 is
inevitable at some point

Region III

Prob #1

total Rep

- Stabilization
- Reps from M. Phalane & H. Mun able to return home
- 3000 rep at Sero SS by harvest
- 500 rep/yr into Thakhek.

total SS
3000

Prob #2

- Reps from M. Phalane & H. Mun can't return = enemy consolidate ~~the~~ areas
- Enemy infiltration in area north of Thakhek & important west; few rep expected.

Prob #3

- Enemy capture of arc from Nong Bok → Dong Hene - Kengkoh - Juhnam
- Consolidation of ~~area~~ ^{western Khammouane} up to 30,000 rep could be created

Results - securing of supply routes =

Sebanghuang River

Sebangfai "

RLG-11

RLG-13 south of Kengkoh

RLG-9 E of Sero

RLG-94, 95

Region IV

Prot # 1

1500 - 2000 up from areas under enemy control

6000 ~~same~~ up currently, supports SS.

Prot ~~#1~~ #2

- Loss of Bolovens Plateau
 - Harassment of H. Nam Phak, Oudomsouk, Kongsedone, Souvannakuliy & Sakone Pheng areas.
 - Est. of infrastructure in Champasak ~~area~~
- Overall 15,000 ~~up~~ people uprated
= Result: force RLG hands politically

Prot #3

- Loss of Oudomsouk, Khong Sedone, Souvannakuliy, Mounlapansak, ~~etc~~ La Khone Pheng etc

up to 30,000 re-supplied

= securing of supply routes

- Sedone River
- RLG-13 south of Iahnam etc

= force RLG hands politically

MR IV

Probability # 1

Stabilization in all areas =
Emphasis on relocation
projects

SS - 28,000 Ute Plain
6,000 Pakane
4,000 V.V./MK.

Prob # 2

Increased pressure on V.V. &
Pakane periphery =

could create up to 5000 new refs
Up to 7000 up from LS-63 area

Prob # 3

Capture M. Kassy, V.V.,
Hind Tit, Henthur
capture of M. Cao, Pakading,
Tha Si area
Up to 20,000 refs

result = political (force hands
of events)

ATTACHMENT A

Area	Present Base	Returns from Insufficient 1970 Harvest	New Rep to Dec 71		Post Harvest 1971 Total SS	New Reps to Jan - June 1972 Prob B	
			Prob A	Prob B			
MR-I	53,684	2,000 (6,000)	-6,700	30,000	9,000	30,000	A. REFS DISPLACED DURING CURRENT OFFENSIVE AGAINST LP ON RETURN HOME CONTINUATION OF NORMAL REF WET-SEASON FLOW OF REFS IN LP, SYBY, HOA KHONG B. ENEMY EXPANDS SCOPE OF OFFENSIVE TO INCLUDE NORTH SYBY, N & W HOA KHONG, AND EFFECTS COMPLETE ENCIRCLEMENT OF L.P.
MR-II	153,156	12,000 (25,000)	—	—	40,000	—	A. SITUATION STABILIZES & NEW REFS RELOCATED B. REVIEWED ENEMY ACTION IN REF AREAS WOULD DISPERSE POPULATION WHICH CONSISTS ALMOST EXCLUSIVELY OF REFS
MR-III	6,166	—	-2,500	7,000	3,000	7,000	A. REFS DISPLACED IN SAVANNAKHET DURING CURRENT ENEMY OFFENSIVE RETURN HOME NORMAL FLOW OF REFS INTO THAKHEK AND SAVANNAKHET CONTINUES B. ENEMY MOVES WEST FROM PRESENT AREAS OF CONCENTRATION
MR-IV	8,224	—	2000	15,000	6,000	15,000	A. ENEMY WITHDRAWS NORMAL REF WET-SEASON FLOW OF REFS CONTINUES B. ENEMY MOVES THEATER OF OPERATIONS WEST
MR-V	44,306	(3000)	500	10,000	38,000	10,000	A. SITUATION STABILIZES B. ENEMY ACTIVELY MOVES INTO AREAS IN MR-II
Total	⁶⁵ 286 ,536	14,000 ↓ 279,536	-6,700 ↓ 272,836	62,000 ↓ 341,536	-96,000 Prob A - 176,836 Prob B - 245,536	62,000 Prob A - 238,836 Prob B - 307,536	

INDEX OF CLASSIFIED GAO CABLES

Subject: Kennedy Sub-Committee Hearings

VTE 2102 - 31 Mar 71 - LOU

Re: PL 480 Program

Contribution of Voluntary Agencies

Subject: Refugee Commodities

VTE 2101 - 31 Mar 71 - LOU

Re: Claims on Cornmeal, Canned Beef

Further noted mission arranged for inspections, that SMB had been assigned responsibility for the receipt, inspection, storage and issue of ORA sponsored relief commodities.

Subject: Refugees

VTE 1973 - 31 Mar 71 - LOU

Re: Density of population in refugee areas
malnutrition.

Patient load.

Village health program.

Subject: Refugees

VTE 1872 - 23 Mar 71 - CONF

Re: Reporting of civilian casualties

Subject: Refugees

VTE 1871 - 23 Mar 71 - SECRET

Re: General rationale of Mission on
contingency planning

Re-organizational planning

Subject: Refugees

VTE 1870 - 23 Mar 71 - CONF

Re: Refugee displacement and totals
Funding

Subject: GAO Review of Laos Refugee Program
VTE 5888 - 28 Aug 70 - CONF
Re: DOD Subsistence and related air costs.

Subject: GAO Request
VTE 5668 - 20 Aug 70 - CONF
Re: Commodity support to paramilitary dependents, refugees
(protein supplements, medical supplies and equipment,
miscellaneous refugee relief items.

Subject: GAO Audit of Refugee Relief and Health Projects
VTE 5351 - 7 Aug 70 - CONF

- Re: 1) Mission under-manned.
- 2) Controls on commodities inadequate.
- 3) Improvements needed in internal operating procedures.
- 4) Refugee program is one of reaction to emergency; no long-range plans made.
- 5) Information furnished to Washington too general and insufficiently detailed.
- 6) While agreements for support by DOD of paramilitary and dependents seem to be working, support continues to be given by AID in form of PL 480 and other commodities such as blankets, pots and pans, etc.
- 7) General observations on villages visited included overcrowding, insufficient farm land available and few cases of dirty water.
- 8) Village Health Program, program effective but serious shortcomings were observed.
- 9) Team stated one area in Vientiane Plain had suffered high mortality. Would not identify area.
- 10) Team said that 46% of VHP expenditures were in direct or indirect support of military and paramilitary activities.
- 11) Team complained that in spite of real evidence of high priority given to health and refugee programs, they could find no statement of defined system of priorities.

12) Team found that mission had only recently developed system for reporting civilian war casualties.

13) Inspection of hospitals showed some well run, reaction at 272 slow.

14) Operation Brotherhood phase-out plan unrealistic, payment of 7409 to dollars unrealistic, salaries, inequitable.

15) Public Health Division had inadequate system of record keeping and poor internal organization for management of its ~~xxx~~ resources.

Subject: Dehaan/Tinker visit
VTE 5241 - 3 Aug 70 - CONF
Re: Details of visit.

Office Memo

From Vaughn to Files - 3 Aug 70

Subject: GAO "Review of Refugee and Civilian Casualty Programs in Laos"

Areas of interest:

1. Funding levels and procedures.
2. Status of refugee centers.
3. Criteria for supporting refugees.
4. Whether goods for refugees diverted enroute to Laos.
5. Transportation rates (ETO - EPC)
6. Air Support - portions allocated to refugee purposes.
7. Assistance provided to paramilitary and dependents -- including legality of same.
8. Contingency planning to deal with sudden increases in refugee numbers.
9. Complaints re closing Dooley hospital in Ban Houei Sai.

- 10) Bombing claims -- basis and procedures for administering program and complete statistics.

OFFICE OF REFUGEE AFFAIRS - MANPOWER
(U. S. Personnel)

In April 1970 there existed 12 direct hire positions and 1 contract position for the refugee assistance program of the USAID/Laos Mission. Of this number 5 positions made up the Vientiane staff and 7 positions were in the field.

As of April 1971 the organization of the refugee assistance program of USAID/Laos, now known as the Office of Refugee Affairs, has 18 direct hire and 2 contract positions.

The positions of the Office of Refugee Affairs are as follows:

Assistant Director for Refugee Affairs

Refugee Affairs Officer (Deputy AD/RA)

Administrative Officer

Refugee Reports Officer (contract)

Refugee Relief Officer -

Refugee Logistics Officer

Assistant Refugee Logistics Officer

Refugee Relocation Officer

Land Clearing Operations Advisor (contract)

Operations Officers- Xieng Khouang Area	4
Operations Officer - Luang Prabang	1
Operations Officers - Ban Houei Sai	2
Operations Officer - Vientiane Area	1
Operations Officer - Pakse Area	1
Operations Officer - Savannakhet	1
Food for Peace Officer	

In addition to the above a Community Education Officer/Refugees was established in the Education Division of USAID/Laos.

The above organization was established in accordance with Mission Action Memo No. 71-05 of September 1, 1970.

In order to fulfill the urgent need for adequate American supervision of activities in the field of refugee relief and to cover new approved positions until direct hire personnel were recruited and trained, authorization to employ five qualified contract personnel was granted by the Mission Director on August 18, 1970. These contract positions were authorized for six months or more but not to extend beyond June 30, 1971.

Three additional American personnel will be required during FY 1972 to meet the workload generated by the current number of refugees being assisted. The new positions can be filled by personal services contracts and are as follows:

- a. Equipment Maintenance Supervisor -- Proper maintenance of the French donated equipment and the ~~xxx~~ equipment received from Japan under the FAC program requires a qualified equipment maintenance supervisor to train and direct equipment operators and mechanics.
- b. Assistant to Food for Peace Officer -- The scope of the Food for Peace (PL-480 Program) requires a qualified U.S. employee to assist the Food for Peace Officer full time.
- c. Refugee Operations Reporting Officer -- The increase in workload of the reports officer requires that another qualified U.S. employee be assigned to the Refugee Affairs Administration Branch to assist in countrywide refugee statistics reporting, preparation of maps, briefing material and evaluation of refugee groups assisted.

NOT DATED

U.S. STAFFING - REFUGEE RELIEF

TOTAL: 59 (46 full time; 13 part time)

<u>Office of Refugee Affairs</u>	<u>25</u> (full time)
Vientiane	12
Field	13
<u>Public Health Division</u>	<u>12</u> (full time)
<u>Education Division</u>	<u>4</u>
Education Advisor (full time)	1
Education Advisor (part time)	3
<u>Public Works</u>	<u>4</u>
Engineer (full time)	2
Engineer (part time)	2
<u>Agriculture</u>	<u>2</u> (full time)
Soils Technician	1
Irrigation Engineer	1
<u>Rural Development</u>	<u>6</u>
Community Development	2
Community Development (part time)	4
<u>Field Operations</u>	<u>6</u>
Area Coordinator (full time)	2
Area Coordinator (part time)	4

RLG { 65 = VIENTIANE
48 = FIELD

CHINA

N O R T H

V I E T N A M

LUANG PRABANG
26,299

BURMA

PHONG SALY
Phong Saly

HOUA KHONG

LUANG PRABANG

Luang Prabang

Samneua

HOUA PHAN

Xieng Khouang

XIENG KHOUANG
153,156

BAN HOUEI SAI
AREA 16,312

Sayaboury

SAYABOURY
5,726

SAYABOURY

Ban Xon

Vang Vieng

VIENTIANE

Vientiane

PAKSANE
7,729

BORIKHANE

Paksane

KHAMMOUANE

VANG VIENG AREA
7,010

VIENTIANE PLAIN
27,344

T H A I L A N D

THAKHEK 72

Thakhek

SAVANNAKHET
6,337

Savannakhet

SAVANNAKHET

SARAVANE

Saravane

WAPIKAMTHONG

Khong Sedone

SEDONE &
WAPIKAMTHONG 6,671

Pakse

Champassak

CHAMPASSAK

SITHANDONE

Moulapamok

SITHANDONE 1,143

Attopeu

ATTOPEU

C A M B O D I A

DATE : APRIL 23, 1971

257,799

TOTAL REFUGEES

RECEIVING FULL SUPPORT

AIRGRAM

DEPARTMENT OF STATE

SOC 6-2

UNCLASSIFIED
CLASSIFICATION

For each address check one ACTION INFO

DATE REC'D.

TO - AID/W TOAID A 246

X

FROM - VIENTIANE

DATE SENT

5/12/71

SUBJECT - Refugee Reporting

REFERENCE - VIENTIANE 2945

1. As indicated in reftel, the Mission is undertaking to refine its weekly refugee assistance reporting system so as to reflect more accurately the precise status of refugees assisted. The format of the new reporting system is attached. Since it will take some time to instruct field personnel in the new method of reporting, we shall continue the present system of reporting through May and report in the new format beginning week of May 31 - June 6.

2. It is useful, we believe, to outline more precisely the meaning of statistics furnished. The report deals with refugees assisted by the U.S. Four principal factors produce variations in the weekly totals given:

A. Movement of refugees: This factor,

- (1) can increase totals of refugees assisted (in the case of new refugees),
- (2) decrease totals, in the case of refugees who are captured, kidnapped or cut off from RIG controlled areas by enemy action,
- (3) decrease totals in one area and increase them in another in the case of movement of refugees from one area to another.

B. Self-sufficiency in Foodstuffs: When refugees receiving partial or full food support become self-sufficient in food through a successful

Attachment: Format of new refugee reporting system.

PAGE 1 OF 4

DRAFTED BY JBChandler	OFFICE DD	PHONE NO. 6101	DATE 5/11/71	APPROVED BY OD:CAMann
ATTN AND OTHER CLEARANCES AD/RM: JMacQueen				
UNCLASSIFIED CLASSIFICATION				

OD, DD, AD/M, ORA-3, C&R-3
AD/EE, AD/FIN, AD/FO, FHD

harvest, they are moved from the "food-support" columns to the "rehabilitation only" column, or, where no further assistance is given, are dropped from the report altogether. However, in the event of insufficiency of food to carry refugees through to the next harvest period (frequently the case) they re-enter the rolls as either partially or fully supported in their food requirements.

C. Verification and Adjustment: USAID Refugee Relief Officers regularly re-examine eligibility of refugees for food and other support, and establish as accurately as possible, the numbers of persons requiring such assistance. Given the large number of refugees (300,152 by most recent count) and the small numbers of American personnel to make verification (12), review of eligibility and census can be made only about once a month; hence figures are held constant until re-verified, except where known movements produce significant statistical changes.

D. "Total" Self-Sufficiency: In line with refugee assistance policy by both the RLG and USAID, fully resettled refugees at a given point reach a level of living fully comparable with that of non-refugees in the community in which they reside and are adequately integrated into the society and economy of that community. This generally means that they are agriculturally self-sufficient, are permanently settled in villages of normal size, are served by a permanent elementary school to provide for level of enrollment standard to their area, have access to water for all necessary purposes, have adequate medical services, (in some cases assisted by general Village Health program to the entire community) and (usually) some access by road to the nearest major marketing center.

3. USAID believes it is equally important at this point in time to provide some sharpened definition of categories of refugee assistance, since changes in program composition and progress are more clearly indicated. We are therefore substituting for the two present categories of "Refugees Receiving Rice" and "Refugees Receiving Rehabilitation Assistance", these three categories:

1. Refugees fully dependent on Food and Rehabilitation Assistance.
2. Refugees partially dependent on Food and Rehabilitation Assistance.
3. Refugees receiving Rehabilitation Assistance only.

4. Some further definition is needed:

By Refugee, we indicate persons who have been displaced from their homes (or subsequently redisplaced from places of refuge) by reason of military activity, principally enemy action. For purposes of future reporting we shall eliminate from the report indigent persons receiving PL 480 food assistance and persons receiving such assistance by reason of fire, flood, crop failure or other natural disaster. Present verifications are determining whether any such persons are currently being counted as refugees (on the basis that they may at one time have been refugees).

By Food Assistance, we mean provision of any form of food, whether rice, mix of rice and PL 480 foods; e.g., bulgur wheat, corn meal, wheat noodles, etc., or PL 480 commodities only. In MR-I and II this may include protein supplement.

By Fully Dependent, we mean almost completely dependant for caloric intake needed to sustain life and health, with minimal self-help supplement from foraging or from vegetables raised, or in a few cases, small amounts of livestock.

By Partially Dependent, we mean those refugees who have succeeded in growing or procuring enough food to meet a substantial part of their caloric requirements but who must be given PL 480 food to satisfy full minimal requirements.

By Rehabilitation Only, we mean refugees receiving no food, but receiving other assistance: this varies from one region to another depending on security conditions obtaining in the area, and on feasibility of different kinds of assistance. Rehabilitation Assistance includes as a minimum:

- (1) Shelter (frequently plastic sheeting or other roofing),
- (2) Medical assistance (medicines and access to local medical technician with, where possible, provision for evacuation of serious cases to a field medical facility or to a fully equipped and staffed hospital),
- (3) Assurance of adequate water supply, and
- (4) Educational assistance---re-establishment as rapidly as possible of schooling for children.

UNCLASSIFIED

It may, of course, include further assistance: commodities where needed (pots, pans, mosquito bar, etc.); seeds, tools, fertilizers, insecticides, agricultural technical assistance; breeding stock to replace animals and ducks lost by refugees on moves; roads; land clearing for village sites and rice culture; wells, dams and water, storage basins; fish ponds, and the like. Depending on the particular case, this assistance may also include technical assistance in agriculture (where, for example, hill-rice farmers move to a paddy-rice area), or skills training (carpentry, blacksmithing, weaving) where agricultural income is likely to be insufficient to meet local standard of living.

5. We do not believe that totals will be substantially changed by this system of reporting. There may be some increase in "Food Support" column by inclusion of persons fully dependent on PL 480 foodstuffs; there will be some decrease in the "Rehabilitation Only" column since:

- (1) In the past persons receiving no rice but receiving PL 480 food have been listed in this category, and
- (2) Some persons presently listed as refugees who are indigent or victims of natural disaster (such as fire or crop failure) are not refugees in our stricter definition.

Until we begin the new system of reporting in June we shall, of course, continue to adjust totals as usual in the two categories.

6. On Ethnic percentages: We plan to drop this column, which now changes rarely, and insert in "remarks" column any substantial change in ethnic composition of Lao in any given area.

7. For internal accounting and programming purposes we shall, of course, continue to keep separate records on refugees receiving rice, and PL 480 food; we shall likewise continue reports and recording of "non-refugee" assistance under the PL 480 program. For reasons of clarity in weekly reporting, however, this breakdown is not useful.

8. New format for reporting is attached.

for GODLEY *Lawrence*

UNCLASSIFIED

REFUGEE RELIEF, RELOCATION AND RESETTLEMENT ASSISTANCE

Status Report as of _____ 1971

Number Receiving Food and
Rehabilitation Assistance

Rehabilitation
Only

Full Support

Partial Support

Last
Week

This
Week

Last
Week

This
Week

Last
Week

This
Week

Total
This Week

Net
Change

Remarks

REGION I
Ban Houei Sai
Luang Prabang
Sayaboury

REGION II
N. Rim PDJ
LS-25 Area
SE Rim PDJ
Central 272

REGION III
Thakhek
Savannakhet

REGION IV
Pakse
Sithandone

REGION V
Vte. Plain
Paksane
Vang Vieng/
Muong Kassy

TOTALS

(ATTACHMENT)

UNCLASSIFIED

TOAD A 246

VIENTIANE

CLASSIFIED

AC/BHS

FIELD TRIP REPORT

Jack L. Williamson, ORA

May 21, 1971

28 MAY 1971

0900 HRS, Tuesday, 18 May, Long Tieng:

Discussed support problems with officials at Long Tieng. Went over USAID warehouse operation with Mr. Chessin.

1100 HRS - Departed for LP.

Tuesday Afternoon, 18 May, Luang Prabang:

Discussed plans for inspection of refugee areas; and war-damaged villages by Sec. State for SW Keo Viphakone and Director for SW, Hounpheng Pratomvan, and LP delegation scheduled for Thursday, May 20. Received general briefing on refugee situation from Cauterucci, AC/LP, and Dan Ruffino, AOO/LP.

Wednesday, 19 May:

Departed for BHS. Received briefing on refugee situation from AC Kuhn and ORA Staff Green and Johnson. Current problem was movement of Lao villages across Thai border in northwestern Sayaboury Province, west of Kieng Lom (LS-69) district.

I stated that I would recheck RLG policy, but felt it would continue to be the same as in past cases wherein problems could be solved locally by Thai and Lao officials.

We discussed new reporting requirements and future projects for dry season FY'72.

Dr. McCreedy and myself inspected medical training school at Nam You (LS-118) and overflew LS-93, Muong Mouang, to observe increase in new refugee population. The small but steady flow of refugees from northern areas continues to put pressure on the land in this area.

...../

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CLASSIFIED

Field Trip Report

(2)

05/21/71Thursday, 20 May:

Returned to LP for inspection trip. Group of RLG officials and USAID toured villages to north of LP which were destroyed by recent fighting. (Evidence indicates NVA burned most villages. No evidence of cratering by artillery or air strikes in villages. Obvious outside of villages. Cauterucci and RLG will document.)

SW/VTE wanted to set Government policy regarding assistance, return of villagers to their homes and rebuilding policy. This would be discussed on Friday meeting. Sec. State for Social Welfare, Keo, sang traditional North Laos songs with refugees at Muong Kai resettlement area. He provided his usual morale lift to these people. He discussed RLG policy in relation to refugees' problems.

An interesting side note was a comment by Oudong Souvannvong, Pres. of Lao National Bank, to the assembled group, who commented that people must help themselves since American AID might not last forever, in fact might end in very near future! He excused himself to the Americans present for this frank comment.

Last visit was to recent arrivals at Houei Phai relocation site. AC Cauterucci explained problems of local land claimants and Keo told Chao Khoueng explicitly of RLG's policy of providing land for refugees and to rapidly solve this question.

Friday, 21 May:

Attended meeting on refugee affairs with AC/LP Cauterucci and ORA rep Ruffino at 0900 Hrs. Relevant RLG officials attended. Agenda included:

- (1) RLG policy was stated in reference to refugees who left their homes during recent fighting north of Luang Prabang. Where security was determined to be adequate by the Military, people would be notified to return. A written notice has been sent to village chiefs already. Mr. Ruffino will acquire a copy of this order for the record. Assembly Representative Khampheng pointed out that besides written orders that Gov.

...../

LIMITED OFFICIAL USE

Field Trip Report

(3)

03/21/71

officials ought to explain the situation to the people "clearly". Keo Viphakhone stated that general policy of the government is that people are free to move where they want, but government aid would be provided only to those who work with the government and support government goals.

Assistance to War-Damaged Villages:

Tenor of discussion was that RLG would compensate people for damage caused during fighting. Current law calls for 6,000 Kip for roofing material per family and 9,000 Kip for general use. (Construction or household goods as each family desires.) Other than rice support for those people who had lost their stored rice, no other USAID support was formally requested, though once reconstruction begins, no doubt some informal requests for transport will be made. Also some requests to rebuild and repair schools can be expected. This work can probably be included in area projects. If at a later date the RLG requests more assistance then a general activity plan may be necessary. Buffalo that were slaughtered by NVA forces will be considered for replacement by Min. of Social Welfare.

Land Pressure:

During course of all discussions it was evident that lack of land for farming was becoming more acute in LP area. Discussion of resettling people along Kieng Ngeun-Muong Nane route was discussed. Col. Sichanh said that for over two months now, his troops have had no contact while patrolling the area.

Province officials would like to move dependents of military personnel, retired and disabled veterans, and refugees out to this location. The area can easily handle 20,000 people, with land, water, wood for fuel and building and jungle for foraging being available in abundance. Lists are being drawn up by Province officials of people who can be relocated.

After the meeting, Keo expressed his satisfaction of the way Province officials were working and was generally pleased with handling of refugee problems.

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Field Trip Report

(4)

05/24/71Saturday, 22 May

Departed for LS-25 at 0800 hours with Dan Ruffino, ACO/LP to introduce him to the area. Along the way we made a visual recon of Xieng Ngeun - Moung Nam Valley area. Noted were new refugee villages in area and fresh FAR outposts giving general impression of more government presence in the area. At LS-25 I introduced Dan to the Area Commander. He stated that the condition of the refugees was okay and no one had left for other areas.

After returning Ruffino to L-54 I proceeded to Sayaboury and met with AC/Hammer, Social Welfare Officials and Governor of the Province. Main problems discussed were:

1. Movement of refugees (nearly 1,000) from west of Xieng Lom district to Thai border.
2. Question of the 800+ Phou Dam refugees who moved from L. P. to Nam Pouie.

Item one was taken care of adequately by Chao Khoueng during his meeting of 20 May with the refugees and Thai government officials. People will stay in place until security improves. Thai will try to assist, pending higher decisions. RLG assistance will continue.

Recommend: That Thai government speed up action on compensation to villagers hit by T-28s.

Item two: The Meo who moved to Nam Pouie from L. P. without permission from RLG were apparently complaining of lack of support. Due to questions of their eligibility for government assistance and others in the same area, RLG and USAID officials will review all refugee/dependent lists and confirm these lists with responsible officials before further support is provided.

With Chao Khoueng and AC/Hammer we overflowed refugee areas south of Nam Pouie River. Refugees have spread out along Nam Pouie River and Route 1 south for about 20 miles.

Returned to Vientiane.

DECON: 5/24/72

ORA:JLWilliamson:ujl:05/21/71
viv:05/24/71

DIST: OD, DD, AD/RA, AD/PE, AD/FIN, AD/M, AD/FO, PHD,
AC/LP, AC/BHS, CRA(5), C&R(2)

LIMITED OFFICIAL USE

Jack W.

May 28, 1971

MEMORANDUM

TO : See Distribution

FROM : James R. ~~Roberts~~, Program Officer

SUBJECT: Program Review - Refugee Program

The review of the refugee program will be held on Tuesday, June 8, at 1445 hours in the Main Conference Room. Attached are the budget submissions of the Refugee Relief, Public Health, and Air Technical Support (under separate classified cover) projects--three of the principal Mission elements concerned with the refugee program.

Discussion

The framework of the refugee program review will be comprehensive. The review will cover the entire spectrum of related requirements for the refugee program in addition to basic food, medical assistance and air transportation requirements involved in the relief aspects of the program. It will cover relocation plans and progress, schools, roads, drilled wells, land clearance, rice self-sufficiency and crop diversification, technical support assistance implications, etc. Therefore, all project managers whose projects are in any way involved with refugees should attend and be prepared to participate in the review of the refugee program.

It would facilitate the conduct of the review if the Divisions present are fully prepared to discuss the following questions:

1. Size of the Refugee Population.

In planning and programming for the requirements of the refugee program in FY 1972 and FY 1973 the basic questions to be answered concern (1) the estimated size of the refugee population during the next two fiscal years under varying assumptions; (2) determination of which

FRITZ
assumptions should be used as the basis for budget plans, and (3) Identification of relocation objectives and the resources needed to achieve these objectives during each fiscal year.

To provide a framework for the discussion of these questions, ORA should be prepared to discuss various probabilities over the next two years together with the net effect of these probabilities on relocation plans and on the total number of refugees in need of relief assistance.

For further guidance refer to Mr. Mann's memorandum of February 1, 1971, entitled, "Program Reviews" (classified).

2. Emergency and Other Food Assistance

Funding for emergency and other food assistance requirements for the refugee population estimated under No. 1 above will be programmed using established per capita costs, based upon assumptions on refugee numbers and the data below:

a. Rice Protein Supplement and other Food Commodity Levels

Maa
Office of Refugee Affairs (ORA) should present updated data on current stock and pipeline levels of all food consumables so that this information can be taken into account in programming for FY 72 and FY 73 food assistance requirements.

b. Protein Supplement Requirements ✓

PHD
Public Health Division (PHD) and ORA should coordinate on developing estimates of the number of refugees who will require protein supplement under the various assumptions made under No. 1 above regarding the total size and composition of the refugee population, and based upon the probable general health condition of the refugees. In its budget presentation ORA indicated that the only differences between its A, B, and C columns is in the extent of relocation activities, yet three different levels of protein funding are given. What do these different levels imply in terms of refugees being fed? Also, presumably these levels include amounts to be funded through the MTS project. Funding sources must be broken out, i.e., DOD/AID. ✓

1020

PHD

c. Substitution of PL 480 Foodstuffs for Rice and Protein Supplement.

The substitution rate of PL 480 foodstuffs for rice and protein supplement is currently estimated at 20% and 30%, respectively. In PHD's professional judgment should the substitution rates be increased, remain at their present levels, or be reduced?

NIS

d. Refugee Kits

ORA should update data on current stock and pipeline levels of refugee kits, including household utensils, so that the Director is aware of the current situation.

PHD

3. Medical Commodities

Requirements for medical supplies and commodities for the Operation Brotherhood (OB) and Village Health (VH) medical facilities will be based upon established usage factors for these commodities vis-a-vis probable refugee movements and the probabilities and assumptions discussed under No.1 above. As a guide to FY 1972 budget levels, PHD should present updated data on the current stock level of medical supplies and commodities, and the amount on order or funded.

4. Relocation Sites, Roads, Schools, Dispensaries, Wells, Other Refugee Requirements.

Drawing upon Area Coordinator projections contained in the area program submissions and other data available from technical divisions and offices, ORA should coordinate with the technical offices concerned to develop estimates of the total personnel, equipment, dollar and kip resources that will be required for social, health and economic infrastructure development required for the relocation plans.

Specific details and plans (including time phasing) for relocating the Vientiane Plain refugees and bringing them to self-sufficiency should be presented by ORA and AGR. These plans should include whatever inputs are necessary in the way of land clearing, seeds, roads, etc. Also, some contingency for possible requirements in the Pakse area may be required.

5. Air Transportation Requirements

Based upon ORA assumptions regarding the estimated refugee population and probable refugee movements, the Air Support Branch (ASB) estimates of the air transportation costs required by type of aircraft will perhaps be altered from present estimates which are based on historical usage.

Issues

In addition to the broad questions discussed above, there are a number of specific issues listed below which require discussion and decision at the program review:

1. Refugee Relief Project

A. Personnel. In its dollar budget, ORA proposes changes in American and TCN personnel; at the program review ORA should relate these personnel changes to the total requirements of the refugee program as developed under the general discussion above.

(1) American Personnel. In FY 1972 it is proposed that two American positions be abolished (Logistics and Rehabilitation Advisor) and one Maintenance Advisor position be added.

(2) TCN Personnel. In each fiscal year under review 4 additional TCN positions are proposed.

Msc
B. Construction. In FY 1972 under funding level C, \$60,000 is budgeted for unspecified construction. How is this proposed construction related to total refugee requirements as discussed above? As a contingency?

Msc
C. Bagging Contract. The bagging contract cost is projected for an amount of about \$100,000 above FY 1971 bagging costs. What is reason for this increase?

2. Operation Brotherhood

A. Fee Collections: The OB ProAg and contract both stipulate that the OB team administer a fee system at the Vientiane hospital, collecting fees from patients for medical services, and depositing these funds to the

USAID Trust Fund Account, to partially offset the management and operational costs of the OB medical and health facilities.

In previous years the fee system has operated smoothly without any major problems; fee collections have increased from K 17 million in FY 1968 to K 38 million in FY 1970. However, so far in FY 1971 only two months collection of fees (July and August) have been turned over by OB to the Trust Fund Account; the remaining 9 months collections (approximately K 27 million) have reportedly been used by OB to pay the salaries of Lao medical personnel at Vang Vieng and Khong Sedone hospitals-- salaries which the RLG agreed to pick up in FY 1968. These salaries were equal to only K 9 million per year. How has the remainder of the collections been used?

The principal issue to be resolved is whether the fees that are collected by OB should be administered through the USAID Trust Fund Account as specified in the ProAg and contract or be collected and administered unilaterally by OB as is currently being done--i.e. should the ProAg and contract be revised or ^{should} OB be informed that they must abide by their contract provisions?

B. Maternal Child Health Related Activities. In FY 1971 the cost of the OB medical team's activities directly attributable to the MCH program, e.g., pre-natal and post-partum care, was funded under the MCH project. In the OB budget submission it is proposed that this funding be discontinued under the MCH project in FY 1972 and subsequent years, and instead be funded under the OB project.

Unless there are compelling reasons to the contrary, from a programming and budgeting point of view it is desirable that OB activities directly attributable to the achievement of maternal child health program goals continue to be funded under the MCH project as was done in FY 1971.

3. Vehicle Procurement

Vehicle procurement proposed by the Refugee Relief, Operation Brotherhood and Village Health projects will be discussed at the Vehicle Review.

PRO:5/28/71

Dist: OD/DD, AD/M, AD/PE, AD/FIN-2, AD/FO-3, ORA-3, PHD-3, ASB-3, AGR, PWD, PSD, EDU, ESD, EAD, PERS, SMB, OPE(Maynard), FHWA, PRO-3, C&R-2. All ACs.

Clearance: GBRamsey, AD/PE 

MEMORANDUM

TO : See Distribution June 4, 1971

FROM : John W. MacQueen, AD/RA

SUBJECT : Weekly Refugee Status Report

REFERENCES: Airgram TOAID A-246, dtd May 12, 1971
Action Memo 71-64, dtd March 19, 1971
Action Memo 71-05, dtd September 1, 1970

A. Purpose

The purpose of this memorandum is to establish a new Weekly Refugee Status Report format which will be effective immediately upon receipt. ORA will prepare the weekly report in the new format; the report will be based on the information submitted by single sideband messages from field stations each Thursday, 1730 hours. This memorandum also rescinds in its entirety ORA office memorandum, subject: "Refugee Reporting", dtd April 9, 1971.

B. Reporting Format

Each Weekly Refugee Report prepared by ORA will list refugees broken down into the following categories:

1. Total of Full Food Support:

a. Last Week _____

b. This Week _____

2. Total on Partial Food Support:

a. Last Week _____

b. This Week _____

3. Receiving Rehabilitation Assistance Only:

a. Last Week _____

b. This Week _____

4. Total This Week (1. b. + 2. b. + 3. b.).

5. Net Change (from last week).

6. Remarks:

Field stations should include a short narrative account of the week's developments vis-a-vis refugees. In a few short sentences explain: 1) reasons for the refugee moves reported or anything else which causes totals to change from the previous week (for example, a recount); 2) broad changes in security, new RLG initiatives or policy changes in dealing with the refugees in the area; 3) any substantial changes in the ethnic percentages of the refugees - usually stable; 4) anything else of importance which concerns the region's refugees. If there have been no major developments during the week, merely state, "no major developments during week".

C. Definitions

Under the new system, the following definitions are applicable:

By REFUGEE, we indicate persons who have been displaced from their homes (or subsequently redisplaced from places of refuge) by reason of military activity, principally enemy action. For purposes of future reporting we shall eliminate from the report indigent persons receiving PL 480 food assistance and persons receiving such assistance by reason of fire, flood, crop failure or other natural disaster.

By FOOD ASSISTANCE, we mean provision of any form of food, whether rice, mix of rice and PL 480 foods, e. g. , bulgur wheat, cornmeal, wheat noodles, etc. , of PL 480 commodities only. In MR I and II this may include protein supplement.

By FULLY DEPENDENT, we mean almost completely dependent for caloric intake needed to sustain life and health with minimal self-help supplement from foraging or from vegetables raised, or in a few cases, small amounts of livestock; in other words, Full Food Support.

By PARTIALLY DEPENDENT, we mean those refugees who have succeeded in growing or procuring enough food to meet a substantial part of their caloric requirements but who must be given PL 480 food to satisfy full minimal requirements; in other words, Partial Food Support.

By RECEIVING REHABILITATION ASSISTANCE ONLY, we mean refugees receiving no food but receiving other assistance. This varies from one region to another depending on security conditions prevailing in the area, and on feasibility of different kinds of assistance. Rehabilitation Assistance includes as minimum:

1. Shelter (frequently plastic sheeting or other roofing).
2. Medical assistance (medicines and access to local medical technician with, where possible, provision for evacuation of serious cases to a field medical facility or to a fully equipped and staffed hospital).
3. Assurance of adequate water supply.
4. Educational assistance -- reestablishment as rapidly as possible of schooling for children.

It may, of course, include further assistance: commodities where needed -- (pots, pans, mosquito nets, etc.), seeds, tools, fertilizers, insecticides; agricultural technical assistance -- breeding stock to replace animals and ducks lost by refugees on moves; roads, land clearing for village sites and rice cultivation; wells, dams and water storage basins, fish ponds and the like. Depending on the particular case, this assistance may also include technical assistance in agriculture (where, for example, hill rice farmers move to a paddy rice area), or skills training (carpentry,

blacksmithing, weaving) where agricultural income is likely to be insufficient to meet local standard of living.

D. Daily SSB Reports

Please do not neglect to send in daily SSBs noting individual refugee moves as they occur throughout the week. Please remember to include map coordinates. If it is not possible to give map numbers then at least give an area designation such as "villages along the Nam Se River", or "in the Phou Sung area", or "in the vicinity of LS-50 (UH-0301)".

Care must be taken to insure that your weekly refugee report totals agree with the sum of all moves you have reported throughout the week by individual sideband messages, and be consistent from week to week. It is advisable to check addition at least twice. Always be careful to differentiate between changes due to new moves and those due to recounts, correction of previous mistakes and eligibility reclassification.

E. Victims of Natural Disasters

Occasionally a group of villagers will lose their homes because of fire or their rice crop due to flood, drought, insects, etc. and require assistance. It is the policy of the RLG Ministry of Social Welfare to assist fire victims by issuing relief commodities such as blankets, mosquito nets, etc. and with rice for a period of up to 90 days. Victims

of crop failures are usually issued PL 480 commodities until the next rice crop is harvested. These will not be reported on the Weekly Refugee Status Report described in paragraph B. above. Field stations will, however, keep a record of the number of persons in this category and the type and quantity of support furnished.

F. Exceptional and Special Cases

Exceptional cases not clearly falling into any of the categories described herein are to be reported to ORA/Vientiane for review with the RLG Social Welfare Ministry.

ORA:WCH :viv

Dist: OD, DD, AD/M, AD/PE, AD/FO, PRO, PHD, EDU, All ACs,

All Refugee Operations Officers, All CDAAs, ORA(5), C&R(3)

Budget
Change

TO : Mr. Gordon B. Ramsey, AD/PE

FROM : John W. MacQueen, AD/RA

SUBJECT: Proposed Budget Adjustments

Though internal budget adjustments are necessary throughout the year on extent of refugee movements, we wish to bring the following adjustments to your attention:

1. Rice

Because of projected rise in rice prices for FY 72 ~~and~~ higher

CHANGE OF PL. 480 SUBSTITUTION

projected refugee population/readjust to Col. A: 2,678 ;

Col. B: _____; Col. C: _____.

2. Salt

Price is going up. Higher refugee count. Adjust to \$51,150.00.

(Col. A) (Col. B) (Col. C)

3. Vegetable Seeds

For 60,000 people. Higher cost for better quality, better packaging,

U.S. Origin, etc.

~~etc.~~ Adjust to \$120,000.00. (Col. A) (Col. B) (Col. C)

4. Protein

Due to DOD agreement on share funding this will have to be

adjusted.

THUS 25,000 FUNDED BY AID
A - \$931,600 - 25,000 ref 50,000
B - \$1,863,200 - 50,000
C - \$2,794,800 - 75,000

5. Pallets

New technique of retrieving pallets should eliminate need for

procurement of pallets. Adjustment: Subtract \$80,000.00.

(Retain FY 71 funding, which is 6 months pipeline to cover

in case system does not become operational.)

MEMORANDUM

TO : Mr. Charles A. Mann, Director June 22, 1971

FROM : John W. MacQueen, AD/RA *J W MacQueen*

SUBJECT: Review of PL 480, Title II Programs. "Terms of Reference for the AG/OAS."

A. Analysis of Current PL 480, Title II Programs in Laos

1. Program Description

a. Title II, Government to Government Food Program

Background:

The government to government Title II food program has evolved during the past several years in response to the unique conditions existing in Laos. As the magnitude of military activity has increased in geographical area and levels of intensity an increasing number of Lao villagers have become refugees. This continuing burden has resulted in the Royal Lao Government's (RLG) request for assistance from friendly nations to help meet refugee needs.

The USG is committed to the support of the RLG, and a major aspect of the overall assistance program is the contribution to RLG refugee relief and relocation efforts. As in the case of most emergency refugee relief programs the provision of basic foodstuffs is a substantial item which the USG and other donors have helped supply. In the past the bulk of the food used in refugee feeding has consisted of glutinous rice and a protein supplement. This choice of foods was for

good reason since rice is the mainstay of the Lao diet, acceptable to all the people regardless of ethnic origin.

Description:

In CY 69 there was a Mission policy decision to increase the use of PL 480 foods for refugee feeding at a 20% replacement level for calories and a 30% level for protein supplement. The purpose of this substitution of foods is to reduce to the extent possible the off shore purchase requirement of rice and protein supplement with the resulting reduction in the U.S. foreign exchange drain.

The initial PROP estimated that food would be continuously provided for approximately 100,000 recipients in FY 71 but that about 300,000 different refugees or other eligible recipients would receive some food over the 3 year life span of the project.

The PROP for the FY 71 Title II, Extraordinary Food Relief for Refugees, was submitted to AID/W in December 1969. The program was approved and Transfer Authorization (TA) number 0606 was issued in June, providing for a total of 8,456 MT of commodities of a CCC value of 1.238 million dollars. Food commodities began arriving in quantity at Bangkok in late December 1970, with shipments being received in Laos in January and February.

b. Title II, Government to Government Cotton Cloth Program

Background:

PL 480 cotton cloth is made available to the RLG for the

use of refugee families as part of the overall refugee assistance effort. It is not unusual for refugees to arrive at refugee receiving centers with little more than the clothes on their backs and what possessions they can carry with them. Under these circumstances clothing is included among the first relief items issued.

Cotton cloth is currently distributed in two forms: by yardage with which the refugees make their own clothing and as finished ready to wear clothing. Circumstances dictate which type of issue is made. For example, those refugees having the time, skill and facilities to do so are expected to make their own clothing.

Two refugee clothing manufacturing projects funded by an ORA Activity Plan are operating. One project is located at Ban Houei Sai and the other at Thakhek. These projects have two objectives: the prime objective is the employment of refugees such as widows and others lacking family unit support; and, the use of finished clothing to supplement necessary purchases by the Mission of clothing from out of country sources.

Description:

Clothing Projects

Ban Houei Sai

The refugee clothing manufacturing project at Ban Houei Sai is a cooperative effort of the local offices of the Ministry of Social Welfare and USAID/ORA.

The MSW provides the work area and daily supervision of the project. The local refugee operations officer monitors the project and provides such assistance as logistic support, replacement parts for sewing machines, etc. The cloth is stored in the USAID/SMB warehouse at Ban Houei Sai and SMB maintains receipt and withdrawal records on all cloth movement. MSW maintains appropriate records of the clothing produced and the funds expended from the ORA clothing project account.

All work is performed in the MSW building provided for the project, and currently three cutters and fifteen sewers are employed. Depending upon future requirements for finished clothing the project is flexible and can be expanded or reduced. Finished clothing produced by this project is being utilized in the northwestern region of Laos.

Thakhek

A second clothing project is being established at Thakhek. Funds have been allocated and cloth has been shipped to Thakhek with a production target of ten thousand pieces of finished clothing per month. The local Ministry of Social Welfare office and USAID will jointly operate the project and maintain stock and quality control records much the same as is done at Ban Houei Sai.

It is estimated that an average of 186,000 refugees will receive full support during FY 72. If each of these persons were provided new clothing in the form of piece cloth or finished clothing with an average

usage of 3 meters the total cloth requirement would be approximately 558,000 meters. We have on hand or enroute, 675,000 meters of cloth which is sufficient to meet estimated needs plus a reserve of approximately 117,000 meters for possible emergency use.

c. Volagency - Catholic Relief Services (CRS) Program

Background:

CRS began its first PL 480 food distributions in Laos in 1957, and until 1966 it was the only sponsor of PL 480 foods for refugee feeding programs. In 1966 refugee feeding became a government to government feeding program. This was because most refugees could only be supported by air-dropped or air landed food supplies.

CRS participation in refugee feeding was resumed in FY 71 following an "in house" agreement between MSW, CRS and USAID. CRS is now distributing food to the approximately 27,000 refugees relocated on the Vientiane Plain.

Description:

The following chart shows a comparison of the CRS programs for fiscal years 1971-1972. It should be noted that the refugee category is formally included in the FY-72 Annual Estimate of Requirements (AER) and Program Plan (PP) to more accurately meet normal programming requirements.

COMPARISON OF CRS PL 480 PROGRAM FOR YEARS FY 71 AND FY 72

<u>Category</u>	<u>Number of Recipients</u>		<u>Monthly Rate of Use</u> (Total lbs.)		<u>Total Annual Requirements</u> (lbs.)	
	<u>FY 72</u>	<u>FY 71</u>	<u>FY 72</u>	<u>FY 71</u>	<u>FY 72</u>	<u>FY 71</u>
Maternal-Child Health	4,100	15,000	8	7	392,000	1,260,000
Schools	4,500	2,500	15	15	675,000	375,000
Other Child Feeding	1,700	1,800	17	17	347,000	367,000
Institutions	500	1,300	12	12	72,000	187,000
Health (Lepers)	2,000	1,600	7	7	168,000	124,000
Refugees	27,000	30,000	8	8	2,268,000	2,880,000
Relief	6,200	3,000	6	6	519,000	216,000
 TOTALS	 46,000	 55,200			 4,441,000	 5,409,000

During its 14 years of operation in Laos, CRS has distributed PL 480 foods to recipients in all categories. Title II food input is a significant element of CRS programs, however, in addition they furnish guidance and supervision to a variety of humanitarian activities. From their own resources they provide medicines, clothing and other supplies to the people of Laos.

The CRS basic program documents the AER and PP provide additional detailed description of the program and its goals.

2. Program Relationships to Other Aid and Country Development Programs

a. Government to Government Program

Title II foods utilized in the refugee feeding program are an integral part of the total USG contribution to the RLG effort of currently caring for approximately 270,000 refugees. These foods are variously used as supplements to or substitutions for the basic issue of rice and protein supplements.

Other relationships include that with the Public Health Department (PHD) refugee feeding, hospital patient feeding, Mother Child Health programs and Operation Brotherhood pilot school lunch and child health project. For use in FY 72 PHD has requested 400 MT of NFD milk to meet its feeding requirements for this Title II food item.

The food demonstration programs provide an opportunity for home demonstration agents to include the teaching of nutrition, sanitation

and hygiene during their visits to refugee sites.

b. Volagency (Volag) CRS Program

This is basically a humanitarian program in scope and intent. CRS has sponsored a small PL 480 program in Laos for many years in cooperation with the Ministry of Social Welfare. It has historically distributed food to day schools, boarding schools, MCH centers, orphanages, leprosariums, hospitals and to indigents and victims of natural disasters. This program has made a substantial contribution to RLG efforts to meet its welfare food requirements.

During the latter half of this fiscal year CRS in cooperation with the MSW and USAID has distributed food to refugees relocated on the Vientiane Plain which is part of the overall refugee relief and relocation program.

3. Coordination Among Sponsoring Agencies

There is at present two sponsoring agencies, Ministry of Social Welfare and CRS, engaged in Title II feeding programs. Until recently UNICEF conducted a small Mother Child Health (MCH) Program in cooperation with the Ministry of Health. At the end of FY 71 they will have withdrawn from this program under an agreement whereby CRS will take over the remaining milk stocks of UNICEF and include the MCH feeding in the CRS program.

Coordination among sponsoring agencies has never been a problem. Each agency has had its program within definite operating

boundaries as to types of recipients or areas of distribution. Overlap or duplication of programs has been negligible or non-existent. The Ministry of Social Welfare program feeds refugees and natural disaster victims only. The refugee feeding segment of the CRS program is limited to the Vientiane Plain which has been allotted to CRS by the MSW. It is anticipated that this coordination among sponsors will continue.

4. Program Management and Operations

a. Government to Government Program

Being a landlocked country the ocean port of entry for Laos is Bangkok. We are fortunate to have a USAID office in Bangkok to handle all Mission cargo including PL 480 ^{commodities} destined for Laos. When Title II shipments arrive in Bangkok they are received at the port and stored in the transit customs shed designated for Laos cargo. After customs clearance the commodities are trucked to various entry points in Laos, with the vast majority being shipped to Vientiane. All truck shipment is arranged by and under the supervision of USAID. Upon arrival in Vientiane TA 0606 commodities are warehoused in the USAID Km-14 warehouse where they are controlled by the USAID/SMB management system.

Copies of the receiving documents issued by SMB on receipt of PL 480 commodities are furnished in duplicate to ORA/FFP. One copy is retained and one copy is forwarded to Ministry of Social Welfare's (MSW) Material Section. Standard USAID procedures with

supporting documentation are required to make withdrawals from Km-14 warehouse. In addition the MSW Director General and the FFP Officer jointly sign the MSW documentation which is also required for commodity withdrawals. This procedure assures that none of the PL 480 commodities sponsored by the Ministry are distributed without its knowledge and approval.

The joint management of TA 0606 commodities by USAID and RLG representatives continues at the provincial level where storage and distribution records are maintained locally.

PL 480 commodities used in the air drop for refugee feeding are under USAID control until dropped from the aircraft or air landed. At that point local area officials supervise the distribution to refugees. USAID Refugee Operation Officers (ROO) make periodic visits to drop areas to verify refugee numbers and food requirements. ROO reports provide the basis for determining future food quantities required in the air operation.

With the arrival of Title II commodities in Laos there began a gradual inclusion of these foods in the overall refugee feeding program. Distributions thus far have totaled about 2,000 MT. A substantial increase in distributions began in March due to the inclusion of cornmeal in the air drop feeding operation.

The following table gives the TA 0606 commodity summary in Metric Tons as of June 1, 1971, the latest date for which

complete figures are available.

Commodity Summary ^{1/}

	TA	Shipped	Bkk. In- Transit	Km-14	Diversions to Field		Vientiane		TA Bal. to Receive
	0606 Auth.		Storage	Storage	Stations May	Cum.	Issues May	Cum.	
Flour	4000	1984	117	1446	-	-	121	446	2016
C. Meal	2500	1500	271	453	64	88	360	785	1000
CSM	328	224	58	23	-	1	18	123	104
WSB	328	229	8	134	-	-	29	87	99
Bulgur	400	250	12	24	-	82	15	209	150
NFD Milk	360	340	22	123	-	7	45	186	20
Veg. Oil	540	520	9	315	-	13	32	191	20
	8456	5047	497	2518	64	191	620	2027	3409

^{1/} There is always some discrepancy between Bangkok and Vientiane storage due to commodities enroute.

b. Volagency CRS Program

Catholic Relief Services (CRS) sponsored Title II foods are managed jointly with the MSW. Upon entering Laos these commodities are received and stored at the MSW's That Khae warehouse. CRS commodities are placed in separate storage and all withdrawals and distribution documents are jointly approved by the CRS program director and the Director General MSW. In the past MSW has arranged for and provided some of the inland transportation of CRS sponsored foods. However, they are now unable to provide transport due to lack of operable vehicles and USAID is currently providing transport to Vientiane Plain refugee areas. CRS and MSW

personnel supervise all refugee food distributions and frequently a USAID representative is present as an observer. Monthly recipient statistics and records of distribution of the CRS refugee program are maintained by CRS and copies are furnished to the ORA/FFP Office.

5. Trends

As of this date the expanded PL 480 Refugee Feeding Program has been operational for about 6 months. Thus it is as yet premature to attempt long range predictions as to future trends of the program. There are however some observations that would appear to be valid:

a. The proposed replacement of PL 480 foods up to 25% of the rice ration and up to 30% of the protein supplement being fed to refugees has been initiated. The initial acceptance at this level has been satisfactory, however, there currently is no reason to believe that these replacement levels can be substantially increased without appreciable refugee resistance.

b. Future size of the PL 480 Refugee Feeding Program will of course depend on the number of the refugees receiving food assistance. At the present time refugee numbers are increasing.

c. At the request of FFP/ORR the Home Economics section of USAID/AGR Division in cooperation with the RLG home economists have completed a pilot project of PL 480 food demonstrations in all refugee villages on the Vientiane Plain. A new PL 480 food demonstration project is being planned which will include all refugee sites in Laos with provision

for follow up visits. If these projects result in increased acceptance of PL 480 foods in the Lao diet over a larger segment of the refugee population the PL 480 food input to that extent may be increased.

d. In any event FFP/ORA will continue its conservative approach to the development of PL 480 feeding programs, and any increase or decrease in the size of programs will be made following a careful review of requirements. Close monitoring of the program will continue wherever possible.

e. In any discussion of trends it should be noted that the RLG and USAID is acutely aware of the disadvantages and dangers of extended dole type programs, and a continued expanding effort is being made to return refugees and other indigent persons to a self supporting level as rapidly as possible.

6. Results

a. It is estimated that approximately 175,000 different individuals have received some form of food assistance since the inception of the current Title II program in January 1971.

b. During the month of May, the most recent month for which figures are available, 124,000 recipients received a total of 680 MT of food. Of this total about 500 MT were distributed to 115,000 recipients on a replacement basis. That is to say, they received Title II foods as some percentage of their diet in lieu of other foods including rice.

c. The program is providing the main diet to about 13,000 natural disaster victims (flood, crop failure).

d. A food demonstration pilot project has been completed on the Vientiane Plain. This was a cooperative project between AGR/ORR which demonstrated the preparation and use of PL 480 foods in all of the 27 refugee sites with a total population of 27,000 refugees. A new project is being prepared which will be countrywide, subject to security levels, and will reach an additional 8,000 refugee families. This represents complete coverage of all existing refugee sites receiving PL 480 foods.

e. A noodle factory has been established and a contract negotiated and signed in April for production of enriched noodles utilizing PL 480 commodities. The contract calls for production of up to 15 MT of dry noodles per day. Current production is between 4-5 MT daily, however, factory expansion is nearing completion that will more than double this capacity.

f. Noodles have been included in the refugee feeding program since January, and in March reached the rate of approximately 100 MT per month. We have thus gone from a zero wheat flour utilization rate to 100 MT per month in less than 6 months.

B. Future Title II Programs

1. It is expected that the current Title II programs will be continued as a part of the refugee assistance program as long as refugee

feeding is required.

2. At the present time in Laos there are approximately 20,000 school age refugee children receiving some form of food support. This situation lends itself to the possible future establishment of a beneficial school lunch project with a Title II food input.

3. Food for work programs have been discussed and it is generally agreed that there are areas where these projects might be developed. Limiting factors are the large Mission administrative and supervisory requirements necessary to operate this type of project. However, the possibilities of establishing food for work projects will continue to be explored.

4. Livestock feeding projects, pigs, chickens, ducks, are a good possibility depending on the future availability of Title II feed grains. A pig feeding project was prepared and submitted to AID/W for approval but was caught in the crunch when the freeze was put on Title II feed grains.


ORA/FFP:RGSprovis:viv

Dist: OD, A/DD, AAD/M, AD/PE, AD/RA, SMB, AGR, OFIN, FFP,
C&R(3)

OFFICE MEMORANDUM

TO : Mr. Charles A. Mann, Director

DATE: 22 June 1971

FROM : John W. MacQueen, AD/RA *John W. MacQueen*

SUBJECT: Staffing of Ban Amone Equipment Center.

The Ban Amone Equipment Center will be ready for operation within a few weeks. The Center will serve as a parking area, maintenance center, training headquarters and coordination center for all land development operation of the MSW.

The MSW through various donor countries now have on hand seventy major pieces of equipment which include:

- 6 bulldozers
- 20 Someca 670 farm tractors
- 12 Massey-Ferguson 165 farm tractors
- 20 Iseki TS #400 (24 HP) farm tractors -
(with complete line of accessories)
- 2 Unic Diesel 5 Ton Trucks
- 10 Rice Mills.

70 -

In addition to the major items there are 206 smaller pieces of equipment, these are:

- 90 Iseki KS 600 (6 HP) tillers with Rotovator, Plows & Trailers
- 30 Chain Saws
- 45 Sprayers Motorized
- 18 3" Pumps Ebara (Diesel)
- 8 4" Pumps Ebara (Diesel)
- 15 Thresher, Iseki (motorized).

206

(more)

Prior to the acquisition of the FAC Aid equipment donated by the GOJ ORA had, in conjunction with FHWA administration, trained 45 equipment (Bulldozer and Farm Tractor) operators and 10 mechanics. These personnel are mostly young and their only experience on farm and land clearing equipment is what they have gained in the past nine months working with the French donated equipment (30 Farm Tractors & 4 small Bulldozers). The personnel presently employed are on a hourly hire basis and receive a maximum salary of 15,000 kip per month.

With the completion and activation of the Equipment Center and the acquisition of Japanese equipment it will be necessary to increase the ORA staff to provide additional equipment's operators, mechanics and technical personnel to operate the Equipment Center and related equipment. As of 20 June ORA employed the following personnel in Land Development operation:

- 1 U. S. Contract (McClymonds)
- 1 USAID Local Clerk
- 1 USAID Local Chief Mechanic (Nonh)
- 11 Mechanics & Mechanic Helpers
- 29 Equipment Operators.

43

It is requested that ORA recruit the following additional personnel in order to fill the proposed staffing pattern (Appendix A) for Land Development operations and operation of the Equipment Center:

- 1 U. S. Contract Equipment Center Supervisor
- 1 TCN Shop Foreman
- 39 Local Hire for additional operators, clerks, mechanics, etc.

This will provide a total staffing pattern for the Land Development operation of:

- 2 U. S. Contract
- 1 TCN Shop Foreman
- 1 Local Field Supervisor
- 58 Operator-Driver
- 18 Maintenance Personnel

1 Administrative Assistant
1 Clerk
2 Spare Parts Clerks

Total 84

Since all of the above personnel will be working directly in support of the RLG MSW Operation it would be desirable to arrange for the entire Land Development staff to be employed under the RLG MSW paid out of counterpart or other Funds so as not to reflect against the U. S. Mission overall personnel ceiling if this is possible.

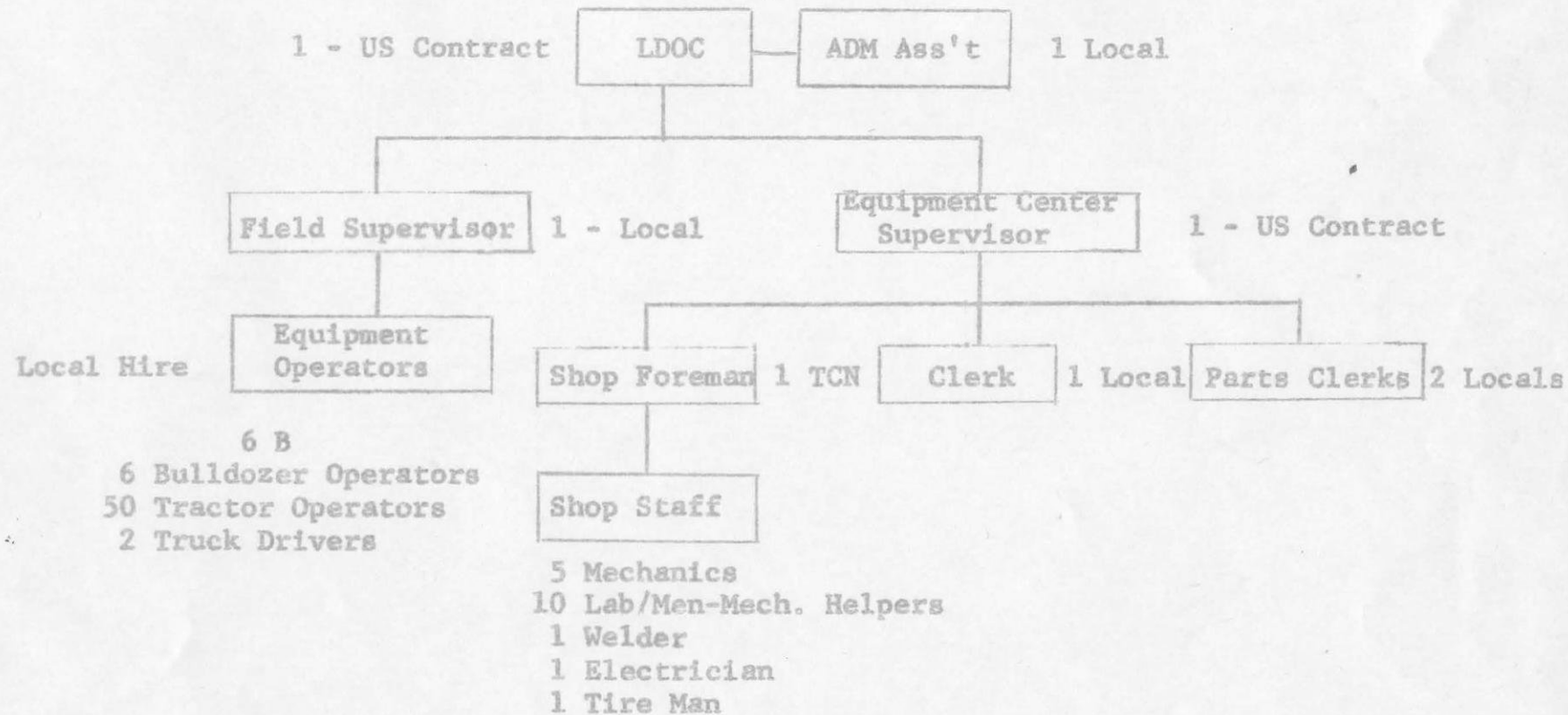
I would like to discuss this requirement for staffing the Ban Amone Equipment Center with you and Mr. Carr at your convenience and determine the most desirable method of meeting the problem.

ORA/RRB:HWBrady:nn
6/22/71

cc: A/DD
AAD/M
AD/PE
FWD
AD/FIN
AD/FO
ORA
C&R

APPENDIX A
Staffing Pattern

Land Development Operations Chief



MEMORANDUM

TO : Mr. Charles A. Mann, Director July 2, 1971

FROM : John W. MacQueen, AD/RA *John MacQueen*

SUBJECT: Weekly Refugee Status Report - July 2, 1971

Region I:

A. Ban Houei Sal: Another 109 Meusser of the same group mentioned in last week's report have moved into LS-135 (Vieng Phu Kha, QC-1889) from areas northeast of there.

B. Luang Prabang: RLG/Social Welfare recorded 17 new Lao Teung refugees moved from Ban Pha Tao (TH-0823) to Kong Khien (TH-0817). It was also reported that 2,495 Pak Ou (TH-0919) refugees began returning home from Luang Prabang due to a general improvement in the security situation. This brings the total number of people who have returned to their villages north of Luang Prabang city to 5,449.

Region II - Xieng Khouang: No changes or other important developments were reported for the week.

Region III:

A. Savannakhet: During the week, 77 new refugees from the Saravane area arrived in Savannakhet. The Dong Hene refugees are continuing on the rolls due to the uncertainty of the Dong Hene area. A review is underway to determine how much longer these people will require support.

B. Thakhek: Since the last reporting period, 130 people moved into Thakhek from Ban Napeng (WE-1673), Tasseng Tauluang, Muong Mahaxai. Their reason for leaving was that they did not like living under PL administration.

Region IV: Pakse: The eligibility review conducted last week reduced the number of refugees receiving full support by 496 people and the number receiving rehabilitation assistance by 1,375. According to RLG/Social Welfare, the latest count of refugees from the Paksong area totals 11,012 persons.

Region V: No new moves or other important developments have occurred during the week.

Total Refugees Receiving Full Support	265,146
Total Refugees Receiving Partial Support	19,614
Total Refugees Receiving Rehab Assistance	31,123
TOTAL	315,883

ORA:JWIL⁸²ms:viv

DIST: OD, DD, AD/FO, AD/M, AD/PE, AD/RA, EDU, PHD, PRO,
RMB, ARMA, AIRA, EMB/CON, EMB/POL, Laos Desk-AID/W(3)
AC/BHS, AC/LP, AC/Pakse, AC/Sekt., AC/Syby., AC/Vte., AC/XK,
713th AF/Udorn, C&R(3), ORA(3)

REFUGEE RELIEF, RELOCATION AND RESETTLEMENT ASSISTANCE
STATUS REPORT AS OF JULY 2, 1971

REGION I	Number Receiving Food and Rehabilitation Assistance				Rehabilitation Only		Total This Week	Net Change	Remarks
	Full Support		Partial Support						
	Last Week	This Week	Last Week	This Week	Last Week	This Week			
Ban Houei Sai	17,067	17,176	3,164	NC	6,014	NC	26,354	+ 109	Ban Houei Sai: 109 Black Meusser from northeast of LS-135.
Luang Prabang	30,099	30,116	-	-	1,756	NC	31,872	+ 17	Luang Prabang: 17 new refugees from Pha Tao (TH-0823) to Kong Khien (TH-0817). Estimated 2,495 left L. P. area to return to old sites in Pak Ou area (TH-0919).
Sayaboury	5,277	NC	1,327	NC	-	-	6,604	-	Sayaboury: No change.
REGION II									
N. Rim PDJ	17,024	NC	-	-	-	-	17,024	-	Xiang Khouang: No change reported.
LS-25 Area	8,259	NC	-	-	-	-	8,259	-	
SE Rim PDJ	9,120	NC	-	-	3,184	NC	12,304	-	
Central 272	119,369	NC	-	-	12,104	NC	131,473	-	
REGION III									
Thakhek	610	692	435	483	**	**	1,175	+ 130	Thakhek: 130 people moved into Thakhek from Ban Napeng (WE-1673). Reason for leaving was dislike of PL administration.
*Savannakhet	10,894	10,971	-	-	-	-	10,971	+ 77	Savannakhet: 77 new refugees from Saravane to Savannakhet.
REGION IV									
*Pakse	3,125	2,629	13,470	13,670	9,290	7,915	24,214	-1,671	Pakse: Eligibility review resulted in reduction of 496 people receiving full support and 1,375 receiving rehab. Social Welfare gives total number of Paksong Rd. area refugees to date as 11,012.
Sithandone	1,228	NC	-	-	-	-	1,228	-	Sithandone: No change.
REGION V									
*Vte. Plain	26,374	NC	970	NC	-	-	27,344	-	Vientiane Plain: No change reported.
*Paksane	9,454	NC	-	-	-	-	9,454	-	Paksane: No change.
Vang Vieng/ Muong Kassy	7,457	NC	-	-	150	NC	7,607	-	Vang Vieng-Kassy: No change.
Totals	266,357	265,146	19,366	19,614	32,498	31,123	315,883	-1,338	Symbols: *Relocation Project Area. **No figures available. NC No Change.

FY 1972 KIP BUDGET
(In thousands of Kip)

Project: Refugee Relief and Resettlement (439-11-820-063)

<u>COUNTERPART RELEASES</u>	<u>Amount</u>	<u>Account Symbol to be charged</u>
Noodle Manufacture	80,000	
Clothing and Tool Manufacture	50,000	
TOTAL COUNTERPART	<u>130,000</u>	

TRUST FUND/U.S. OWNED

A. <u>USAID Personnel Costs</u>	<u>39,615</u>	
1. Direct Hire	1,377	2063-A1
2. Contract	16,458	2063-A2
3. Hourly Hire (Survey Trainees; Instructors)	19,780	2063-A3
4. TCN Per Diem	2,000	2063-A4
 B. <u>Commodities</u>	 <u>19,455</u>	
1. Roofing Materials *	5,000	2063-B1
2. Education Materials *	4,455	2063-B2
3. Small Animals *	10,000	2063-B3
 C. <u>Construction - None</u>	 <u> </u>	
 D. <u>Other Costs</u>	 <u>162,882</u>	
1. Transportation	10,000	2063-D1
2. Labor Services		
a. Vte. Social Welfare Warehouse	2,000	2063-D2a
b. BHS Airport/Warehouse	5,000	2063-D2b
c. LP Airport/Warehouse	2,000	2063-D2c
d. LS 272 Airport/Warehouse	5,000	2063-D2d
e. LS 30 Airport/Warehouse	4,000	2063-D2e
3. Resettlement Plans *	118,882	2063-D3
4. Warehouse Rental	8,000	2063-D4
5. Fumigation, PL 480	4,000	2063-D5
6. MRO & Misc. Expenditures	4,000	2063-D6
 TOTAL TRUST FUND/U.S. OWNED	 <u>221,952</u>	

TOTAL KIP BUDGET

351,952

PRC:7/7/71

OFFICE MEMORANDUM

TO : See Distribution Date: July 28, 1971

FROM : John W. MacQueen, AD/RA *John W. MacQueen*

SUBJECT : Alternate Logistics Operation and Delivery of Refugee Food Supplies

The annual flood threat is around the corner and it is time to make plans to meet it. Because of the absolute necessity of delivering refugee food supplies on a timely basis, the following check list will be a guide for an alternate food commodity operation in case of interruption of flooding. This check list is based upon experience over the past years.

Each office responsible for a particular phase of the refugee supply mission should take appropriate steps to have all plans, paperwork, clearances, approvals, etc., arranged for before the water comes over the dikes!

- A. From experience air operations can continue from Wattay Airport up to the time when the water starts over the dike, then traffic has approximately 4 hours to shift the operation to Udorn Airbase. ACTION: ASB
- B. Custom papers for foodstuff from Thailand via Udorn (already requested) should be processed NTL August 20 or sooner if flooding becomes imminent. ACTION: SMB/BOO
- C. Nongkhai Customs Officials need permission to travel from Nongkhai to Udorn. This comes from Central Headquarters in Bangkok. ACTION: SMB/BOO
- D. All actions, such as temporary movement of air contractor equipment and personnel to Udorn; customs clearances, etc. require cooperation of Thai Officials. This can be expedited by U.S. Embassy, Vientiane contacting U.S. Embassy, Bangkok and requesting this consideration. ACTION: OD and U.S. Embassy
- E. One sideband radio for use by ORA to contact all up-country posts needs to be temporarily installed at Udorn. ACTION: ADM/TEL
- F. Inspection and receiving personnel must be assigned to Udorn. (Visas, travel, etc.) ACTION: SMB
- G. Rice deliveries on the Vientiane Plain have been accelerated this month in order to avoid necessity of air delivery in case of flooding.

Alternate Logistics Operation and Delivery of
Refugee Food Supplies

2

H. Luang Prabang is well stockpiled. LS-272 is well stocked on all foodstuffs except rice, because of limited warehouse space. Air transportation will become necessary if the roads become flooded.

Cleared: Harry L. Carr, Act. Deputy Director (in draft)

ORA:JWMacQueen/JLWilliamson:mem:7/28/71

Distribution:

OD/DD

AD/FO

AD/M - 2

AD/PE

AD/FIN

ASB

SMB -2

PHD

TRP

All ACs

All Refugee Operations Officers

ORA-3

C&R-3

OFFICE MEMORANDUM

M. MacQueen

TO : All AC's, Refugee Field Operations Officers, CDAA's
 FROM : John W. MacQueen, AD/RA *John W. MacQueen*
 SUBJECT: ORA FY 1972 Kip Accounts

AUG 3 1971

Attached is a listing of the Office of Refugee Affairs Kip Accounts and the applicable Account Symbol which is to be used during FY 72. Please make every effort to see that the proper account number appears on all vouchers. If the charge is to be made to an approved Activity Plan, also include the Activity Plan approval number. Comments relative to the various accounts are as follows:

A. USAID Personnel Costs: Personnel of all categories presently on duty will be considered to be your authorized ceiling. If additional personnel are required, prior authorization must be obtained from this office.

B. Commodities: Please note that before expenditures can be made for commodities, Activity Plans must be prepared. Emergency situations may arise and these can be handled by the procedures outlined in USAID/Laos Action Memo No. 71-76, dated July 1, 1971, Subject: Facilitating Special Director - Requested and Approved Activities. Special attention should be given to account 2063-B1 which now requires the preparation of Activity Plans. Some area officers have already expended FY 72 funds to purchase roofing materials based on approval given by ORA. These expenditures, and those proposed for the future for the same project, must be covered by an approved Activity Plan. These should be prepared as quickly as possible.

C. Construction: No funds authorized except under Activity Plans.

D. Other Costs:

1. Transportation: To be utilized as required for movement of refugee commodities and supplies.

2. Labor Services: To be utilized as required for movement of refugee commodities and supplies. See also Para A USAID Personnel costs noted above.

3. Resettlement Plans: No funds authorized except under Activity Plans.

4. Warehouse Rental: Requires prior approval of ORA before expenditures can be made.

5. Fumigation: Requires prior approval of ORA before expenditures can be made.

6. MRO & Miscellaneous Expenditures: Each area may make expenditures to be charged to this account if the individual expenditure does not exceed Kip 10,000. A single expenditure is not to be broken down into two or more expenditures in order to circumvent the intent of this instruction. Requirements for funds in excess of Kip 10,000 should be communicated to ORA for approval.

All officers are urged to cooperate in following the guidelines presented in this memorandum. The proper management of funds is a responsibility shared by all personnel and field officers are asked to maintain current records of expenditures so that if reports are required by this office, data is readily available. If additional clerical assistance is required, please communicate this to Office of Refugee Affairs giving justification. Although assurance cannot be given that personnel will always be approved, this office views the management of funds as a very serious matter and will take all steps necessary to try to provide what help is needed.

Attachment: A/S

cc: OD/DD; AD/PE; AD/FIN; AD/FO (2); PRO; C&R-2; ORA-5

OFFICE OF REFUGEE AFFAIRS
FY 72 - KIP ACCOUNTS

Project: Refugee Relief and Resettlement - 439-II-820-063

Account Title	Account Symbol to be Charged
A. USAID Personnel Costs	
1. Direct Hire	2063-A1
2. Contract	2063-A2
3. Hourly Hire	2063-A3
4. TCN Per Diem	2063-A4
B. Commodities	
1. Roofing Materials*	2063-B1
2. Education Materials*	2063-B2
3. Small Animals*	2063-B3
C. Construction - None	
D. Other Costs	
1. Transportation	2063-D1
2. Labor Services	
a. Vte. Social Welfare Warehouse	2063-D2a
b. BHS Airport/Warehouse	2063-D2b
c. LP Airport/Warehouse	2063-D2c
d. LS 272 Airport/Warehouse	2063-D2d
e. LS 30 Airport/Warehouse	2063-D2e
3. Resettlement Plans*	2063-D3
4. Warehouse Rental	2063-D4
5. Fumigation, PL 480	2063-D5
6. MRO & Misc. Expenditures	2063-D6

* Requires Activity Plan

BUDGET BREAKOUT - FY 71

Total Dollars - 4.2 million

Personnel - U. S.	483,000
Includes TCN	20,000
Participant Training	6,000
General Supplies	3,537,000

General Supplies, Relief:

Pots, Pans, Blankets, etc	158,000
Cement	6,000
POL	45,000
Repair Parts	15,000
Vehicles	29,400
Rice	1,586,000
Salt	20,000
Rice Pallets	80,000
Rope	22,000
Roofing Sheets	12,000
Vegetable Seeds	37,000
Small Animals	9,000
Protein Supplement	1,496,500
Inspection Services	5,000
Butler Pre-Fab. Building	15,600

Other Costs

Transportation (surface)	16,000
MRO and Misc.	3,000
Operational Travel	8,000
Bagging Contract	150,000
Contractual Services	10,000

Kip: 173,200,000

Plus 23,003,000

FY 1971 Budget Status (KIP)BUDGET

A.	<u>USAID Personnel Costs</u>	<u>19,850,000</u>	
1.	Direct Hire	850,000	
2.	Contract	9,000,000	
3.	Hourly Hire	8,000,000	
4.	TCN Per Diem	2,000,000	
B.	<u>Commodities</u>	<u>87,072,000</u>	
1.	Roofing Materials	3,610,000	
2.	Clothing Manufacture	15,000,000	
3.	Tool Manufacture	3,000,000	
4.	Small Animals	35,612,000	
5.	Misc. Local Commodities	3,000,000	
6.	Emergency Procurement	600,000	
7.	ADO Rice Contr. AID-439-71-RR-0264-001	26,250,000	
C.	<u>Construction</u>	<u>21,000,000</u>	
1.	Gen. Repair and Reconstruction	21,000,000	
a.	Warehouse Construction		1,736,000
b.	Social Welfare Conference room		549,000
c.	Construction - Warehouse LS-272		60,000
d.	Office Building at LS-272		630,400
D.	<u>Other Costs</u>	<u>45,278,000</u>	
1.	Transportation	8,000,000	
2.	Labor Services		
a.	VTE Social Welfare Warehouse	4,000,000	
b.	BHS Airport/Warehouse	4,000,000	
c.	LP Airport/Warehouse	1,500,000	
d.	LS-272 Airport/Warehouse	1,500,000	
3.	Resettlement Plans	22,278,000	
4.	Warehouse Rental	4,000,000	
		<u>173,200,000</u>	

*Note: An additional 23,003,000 Kip has been added to the
KIP Budget making a grand total of 196,203,000

FY 1971 Budget Status (KIP)

- 2 -

Status of All Prior Years Active Accounts

Drilling of 21 wells in R&R Areas	189,000
The Seno Relocation Project	5,000,000
Houei Nam Phak Resettlement	19,650,000
Plain of Jars R&R Program	21,932,960
Labor services VTE Social Welfare Warehouse	3,000,000

CHINA

N O R T H

V I E T N A M

BURMA

PHONG SALLY

Phong Saly

Namtha

LUANG PRABANG

32,978

HOUA KHONG

LUANG PRABANG

Luang Prabang

Samneua

HOUA PHAN

BAN HOUEI SAI
AREA 19,415

Sayaboury

SAYABOURY

5,288

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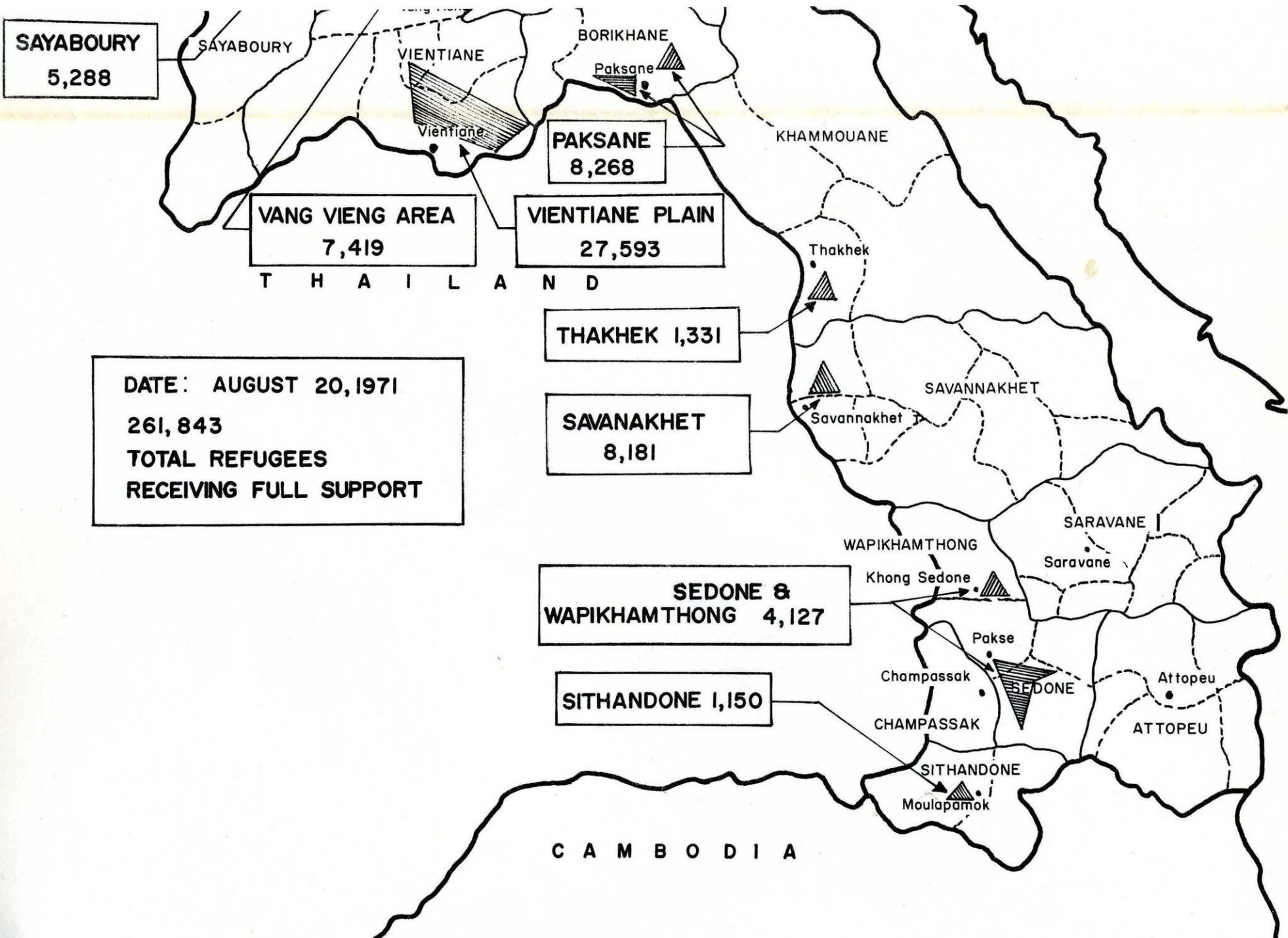
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8,268

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BREAKDOWN OF CURRENT AND PROPOSED REFUGEE RELOCATION PROJECTS

NAME OF PROJECT	LOCATION	DATE BEGAN	ESTIMATED POTENTIAL POPULATION		CURRENT POPULATION		NUMBER OF VILLAGES			NUMBER OF HOUSES			APPROX TOTAL HA. IN PROJECT AREA	LAND CLEARING (HECTARES)			Nº. OF CLASSROOMS			NUMBER OF TEACHERS	NUMBER OF STUDENTS	NUMBER OF WELLS			NUMBER OF DISPENSARIES(D)/Hospital Beds (HB)			NUMBER OF MEDICAL PERSONNEL	KILOMETERS OF ROAD			SPECIAL PROJECTS	TARGET FOR SELF-SUFFICIENCY
			FAMILIES	PEOPLE	FAMILIES	PEOPLE	PLND	COMP	EDC	PLND	COMP	EDC		PLND	COMP	EDC	PLND	COMP	EDC			PLND	COMP	EDC	PLND	COMP	EDC		PLND	COMP	EDC		
1	HOUËI NAM PHAK	PAKSE	2/69	1,500	7,500	165	942	3	2	June 72	300	140	June 72	900	349	180	June 72	53	53	June 71	491	3,124	3	3	June 71	NR	NR		1	10	10	June 71	100m - 200m - 300m - 400m - 500m - 600m - 700m - 800m - 900m - 1000m - 1100m - 1200m - 1300m - 1400m - 1500m - 1600m - 1700m - 1800m - 1900m - 2000m - 2100m - 2200m - 2300m - 2400m - 2500m - 2600m - 2700m - 2800m - 2900m - 3000m - 3100m - 3200m - 3300m - 3400m - 3500m - 3600m - 3700m - 3800m - 3900m - 4000m - 4100m - 4200m - 4300m - 4400m - 4500m - 4600m - 4700m - 4800m - 4900m - 5000m - 5100m - 5200m - 5300m - 5400m - 5500m - 5600m - 5700m - 5800m - 5900m - 6000m - 6100m - 6200m - 6300m - 6400m - 6500m - 6600m - 6700m - 6800m - 6900m - 7000m - 7100m - 7200m - 7300m - 7400m - 7500m - 7600m - 7700m - 7800m - 7900m - 8000m - 8100m - 8200m - 8300m - 8400m - 8500m - 8600m - 8700m - 8800m - 8900m - 9000m - 9100m - 9200m - 9300m - 9400m - 9500m - 9600m - 9700m - 9800m - 9900m - 10000m - 10100m - 10200m - 10300m - 10400m - 10500m - 10600m - 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CHINA

N O R T H

V I E T N A M

BURMA

PHONG SALLY

LUANG PRABANG
35,669

HOUA KHONG

LUANG PRABANG

Samneua

HOUA PHAN

BAN HOUET SAI
AREA 19,793

Sayaboury

XIENG KHOUANG
149,351

SAYABOURY
288

SAYABOURY

VIENTIANE

BORIKHANE

PAKSANE
8,268

VANG VIENG AREA
7,533

VIENTIANE PLAIN
27,593

T H A I L A N D

DATE: SEPTEMBER 3, 1971

TOTAL REFUGEES 268,368
RECEIVING FULL SUPPORT

THAKHEK 1,366

SAVANNAKHET
8,469

SAVANNAKHET

SAVANNAKHET

KENGKONG

SARAVANE

SARAVANE

WAPIKHAMTHONG

Khong Sedone

SEDONE &
WAPIKHAMTHONG 4,779

Champassak

CHAMPASSAK

SITHANDONE 259

SITHANDONE

Mallapamok

Attopeu

ATTOPEU

C A M B O D I A

- OB HOSPITAL
- PHD FIELD HOSPITAL

PL-NVA CONTROLLED AREA

J. Williams

UNCLASSIFIED

MEMORANDUM OF CONVERSATION

Date of Meeting:

September 8, 1971

Subject: GAO

Participants: James DeAguiar, GAO; ORA Staff; Jack L. Williamson, AAD/RA; Roger Sprowls, FFPO; Wade Chubbuck, Asst. FFPO; William Luken, Admin.; Fritz Benson, Reports and Statistics; John Williams, Reports and Statistics

Copies to: ORA Staff, OFIN (Mr. Vaughn), C&R(2)

Mr. James DeAguiar of the GAO was introduced to staff of ORA at 0900 hours. He explained that he would update the previous GAO report and would like information pertaining to the observations made by the GAO. I replied that all information requested would be made available. Mr. DeAguiar stated he would like to work in the ORA office going over the material requested. I replied that he was welcome to use space in our office to work. Attached are preliminary questions submitted on September 8, 1971.

Attachment: a/s

AAD/RA:Jack L. Williamson

September 9, 1971

UNCLASSIFIED

GAO/Preliminary Questions

A. General (Reorganization)

1. Organization of the Office of Refugee Affairs.
(at time of last review was under Rural Development Division)
2. Mission and functional statements
3. Written operating procedures/functional guidelines - headquarters and field.
4. Reports sent to AID/W (weekly, monthly, quarterly, annually?).
(evaluate type of reports for general information on substance data)
5. Contingency plans: have they been developed or are operations still on exigencies of the situation.

B. Staffing

1. Office of Refugee affairs Organizational chart -- to include personnel ceilings by U.S., TCN and LCN.
2. Personnel assigned to ORA by Americans, LCN and TCN -- if possible by location.
3. Follow up on request for personnel involved in refugee relief who are not regular refugee relief personnel -- to include area coordinators.
4. Any additional requests for increasing staff ceiling.
5. Obtain Employment Status Report.
6. Available data on RLG personnel and organization chart.

ORA:September 9, 1971

DIST: ORA Staff, OFIN (Mr. Vaughn), ORA File, C&R

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1971 - Communist Offensives/Refugee Moves
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Luang Prabang, March, 1971
Terrorism and Sabotage

D
D/1
D/2
D/3

Plain of Jars

E

Dong Hene

F

September 8, 1971

MAP: REFUGEE LOCATIONS AND NUMBERS

CHINA

N O R T H

V I E T N A M

BURMA

PHONG SALLY

Phong Saly

Namtha

LUANG PRABANG

32,978

HOUA KHONG

LUANG PRABANG

Luang Prabang

Samneua

HOUA PHAN

BAN HOUEI SAI
AREA 19,415

Sayaboury

SAYABOURY
5,288

SAYABOURY

Xieng Khouang

XIENG KHOUANG

146,093

XIENG KHOUANG

Vang Vieng

VIENTIANE

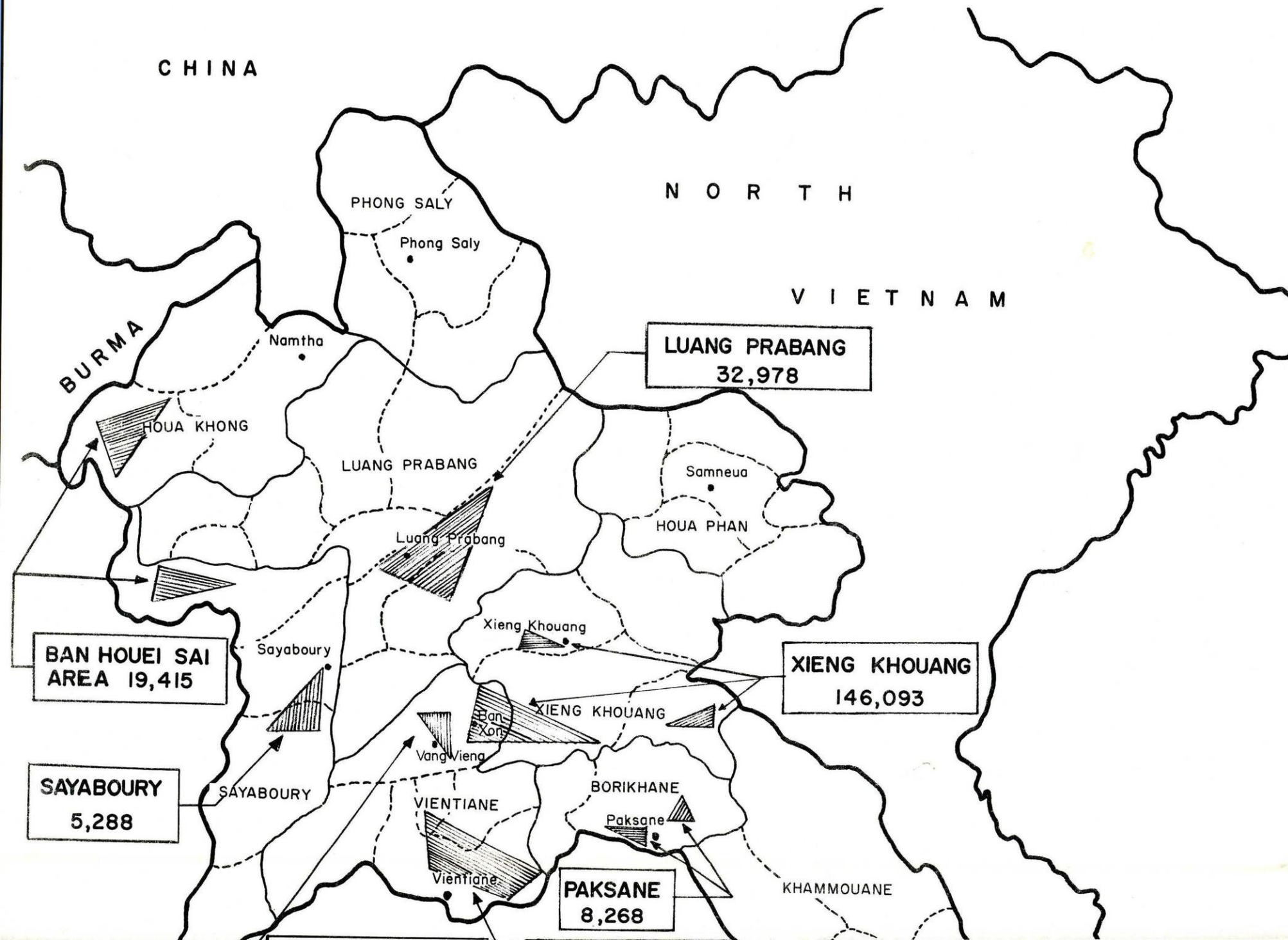
Vientiane

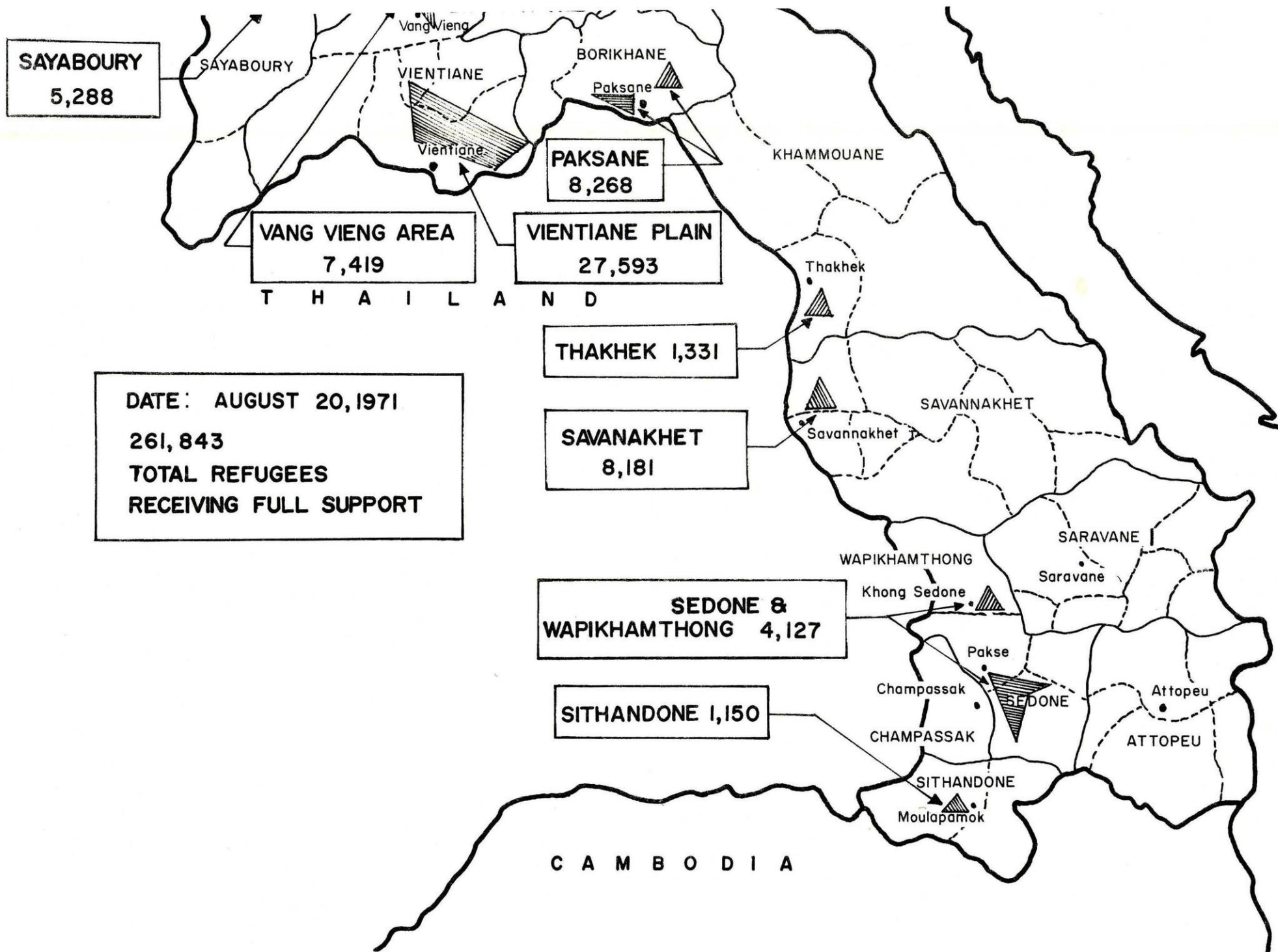
BORIKHANE

Paksane

PAKSANE
8,268

KHAMMOUANE





REFUGEE PROGRAM IN LAOS

REFUGEE PROGRAM IN LAOS

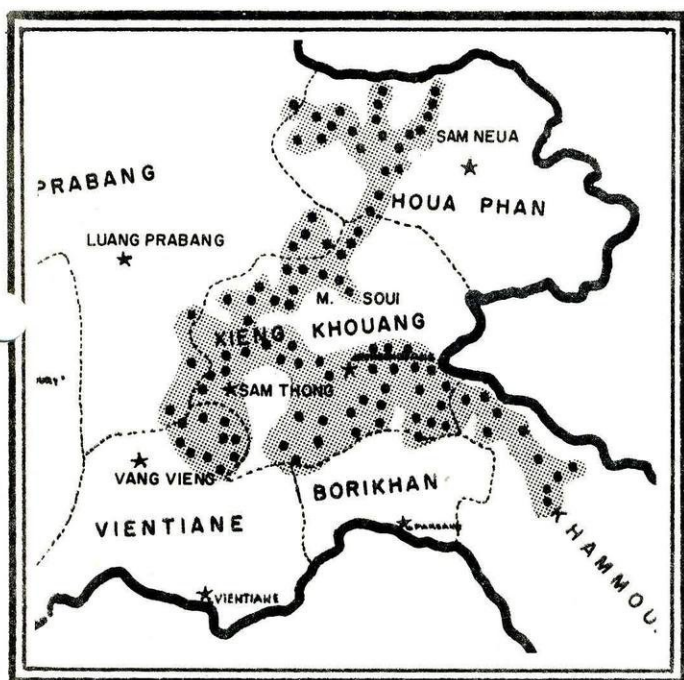
As early as 1954, after the signing of the Geneva Agreements, refugees began moving southward from the northern provinces of Laos: Phone Saly, Houa Khong, Houa Phan. Most of the refugees were Meo, inhabitants of the mountains of northern Laos, who practice a slash-and-burn agriculture and who find it difficult to live at altitudes lower than 3,000 feet. For the most part, they moved southward into the mountainous regions of Luang Prabang and Xieng Khouang provinces. During these early years of independence in Laos, the refugees had little help other than what they received from the villages. A small amount of U. S. Government-sponsored relief was provided through humanitarian organizations.

By the end of 1958, approximately 27,000 Meo and other mountain tribes had been helped in this way. By late 1959, the refugees numbered approximately 40,000; in 1960, after the Kong Le coup d'etat and his subsequent retreat to the Plain of Jars, their number increased to 90,000. It was at this point that USAID began to help the Royal Lao Government in refugee relief and relocation.

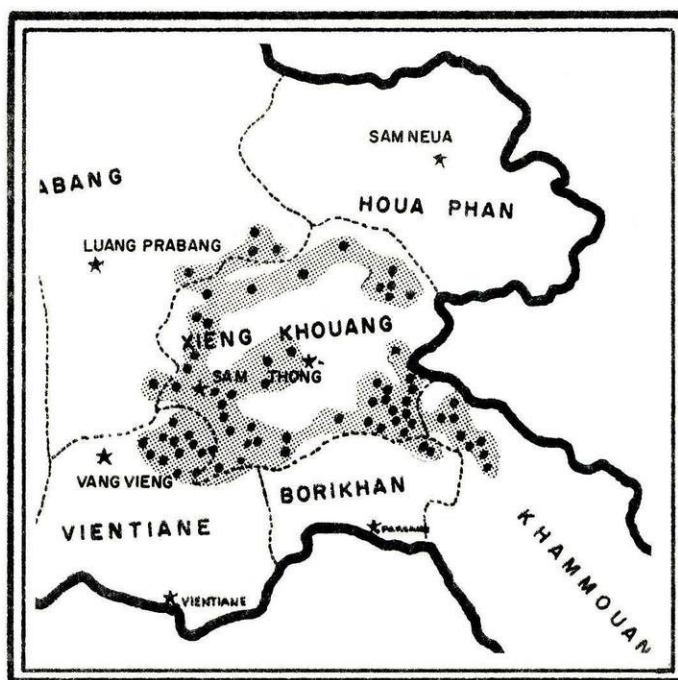
With the cease-fire of the 1962 Geneva agreements, the Royal Lao Government found itself host to approximately 125,000 people who had moved from the northern and eastern provinces to that part of Laos under control of the Royal Lao Government. By this time, an organization and procedures had been developed to carry out refugee relief. This relief, then and now, consists of commodities: rice, salt, blankets, mosquito nets, cooking utensils, hand tools, vegetable seeds, and medicines. Many of these commodities, then and now, are air-dropped at sites marked by the refugees in the remote and isolated parts of Laos that cannot be reached by road.

Over the years, the movement of refugees back and forth across Laos has continued. In any given year, 25,000 to 30,000 people become refugees in Laos. Also, in any given year, a portion of the refugees become self-sufficient and no longer depend on the government for support. The Royal Lao Government estimates that since 1962 over 600,000 people have been displaced by the war in Laos.

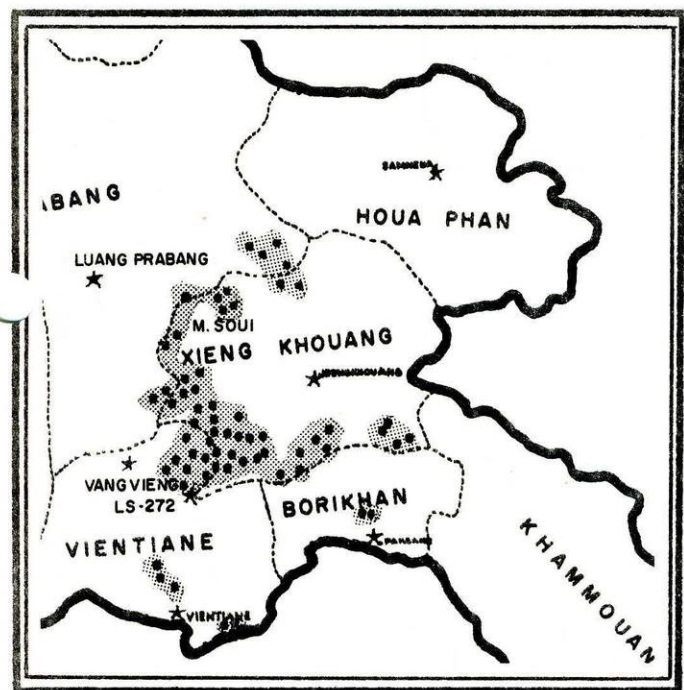
NORTH VIETNAMESE ATTACKS IN NORTHEASTERN LAOS HAVE FORCED
THOUSANDS OF PEOPLE OUT OF THEIR TRADITIONAL HOMELANDS INTO
SAFE HAVEN AREAS.



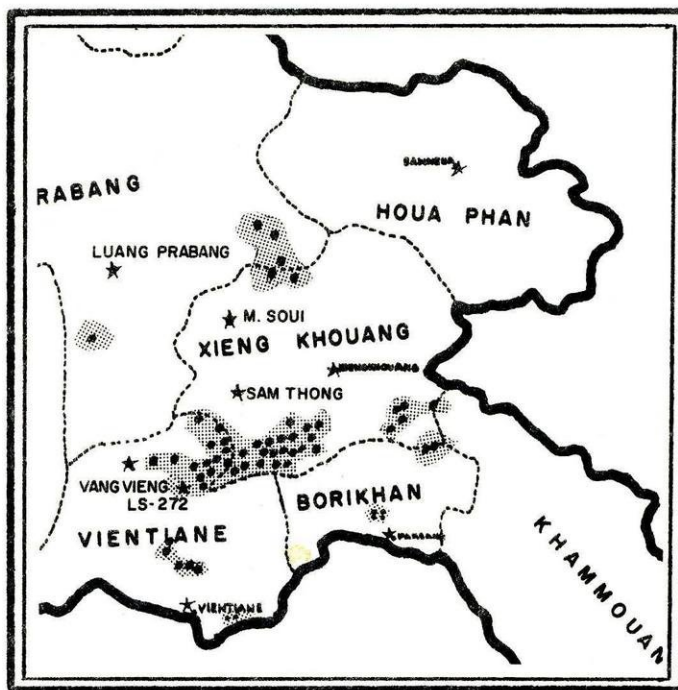
REFUGEE LOCATIONS
FROM 1963 TO 1968



REFUGEE LOCATIONS
FROM 1968 TO 1970



REFUGEE LOCATIONS
FROM 1970 TO 1971



REFUGEE LOCATIONS
FROM 1971 TO PRESENT

USAID Policy, Priorities, and Inputs to Refugee Program

Because of the nondeferrable, life-or-death nature of refugee requirements, refugee relief receives first priority among USAID projects in claims on USAID resources. These resources are, in turn, allocated in the following order of priority:

1. Assistance on an emergency basis to refugee movements created by or in anticipation of military action, providing help in evacuating people if required, and emergency medical care and food supply.
2. Assistance in relocating refugees, providing transportation to relocation sites, food, water supply, shelter materials, medical care.
3. Assistance in providing basic facilities (schools, dispensaries, roads, wells) to bring refugee groups to an economic and social level equal to that of the non-refugees in the area.

The USAID Office of Refugee Affairs (ORA) is responsible for carrying out USAID policy on the three levels of priority. ORA is made up of the following branches:

(1) Refugee Relief Branch (RRB), which provides emergency relief to refugees as they are initially displaced; carries out requirements for refugee censuses; determines commodity requirements, including medical supplies, coordinates logistics requirements, and monitors refugee supplies.

(2) Refugee Affairs Administrative Branch (RAA) organizes, monitors, and serves as a central repository of all information relating to refugee affairs, including evaluation of conditions of refugee groups, problems, progress, and potential for phase-out of assistance.

(3) The Refugee Relocation Branch (RRL) plans, monitors, back-stops, and acts as liaison with other Mission elements to assure implementation of steps designated as second and third priorities.

(4) The Food for Peace Branch (FFP) programs and monitors the use of PL-480 commodities.

USAID assistance to refugees is encompassed in the two broad categories designated Food Support and Rehabilitation Support. These two categories are subdivided in turn to reflect the status of the refugee groups that receive assistance: those refugees who are fully dependent on food and rehabilitation assistance; those who are partially dependent on food and rehabilitation assistance; and those who receive rehabilitation assistance only.

The following terms are defined to delineate the kind and degree of assistance in each category:

Food assistance: provision of any kind of food -- rice or a mix of rice and PL-480 foods such as bulgur wheat, corn meal, wheat noodles, or PL-480 commodities only. (In northwestern and central Laos, a protein supplement may be included.)

Fully dependent: These refugees are almost completely dependent on food assistance to obtain the caloric intake necessary to life and health; they obtain a minimal self-help supplement from foraging, growing vegetables, or, in some cases, obtaining in the area a few livestock.

Partially dependent: These refugees grow or obtain enough food to meet a substantial part of their caloric requirements, but to meet full minimal requirements, they must receive additional food, usually from PL-480 sources.

Rehabilitation only: These refugees receive no food assistance, but are recipients of other forms of assistance, which varies from region to region depending on security conditions and on feasibility. Rehabilitation assistance includes as a minimum:

- Shelter (plastic sheeting or other roofing).
- Medical assistance (medicines and access to local medical technician or, when possible, evacuation of serious cases to a hospital).
- Adequate water supply, and
- Educational assistance in reestablishing schooling for children.

When a successful harvest enables those refugees who are receiving full or partial food assistance to become self-sufficient in food, they move from the food assistance category to the rehabilitation category if they require further assistance. If they have insufficient food to carry them through to the next harvest (this is frequently the case), they reenter the fully or partially dependent category.

Rehabilitation assistance was established as a second category on November 6, 1970 to reflect more precisely the status of each refugee group assisted. In addition to the minimum, rehabilitation assistance may include commodities such as cooking utensils, seeds, tools, fertilizers, insecticides, breeding stock to replace animals lost by refugees on the move, land clearing for village sites and rice fields, wells, dams, storage basins, fish ponds. Under certain conditions, technical assistance in agriculture may be provided (for example, when hill-rice farmers move to a paddy-rice area), or training in skills such as carpentry, blacksmithing, weaving when income from agriculture is likely to be insufficient to meet local standards of living.

The refugee assistance policy of the Royal Lao Government and of USAID specifies that at a given point refugees who have been resettled reach a level of living that is comparable to that of the nonrefugees in the community and at which they are considered adequately integrated into the society and economy of that community. At this point, they are permanently settled in villages and are agriculturally self-sufficient. They have a permanent elementary school, access to water for all necessary purposes, adequate (by Lao standards) medical services, and usually access by road to the nearest major marketing center. At this point, these groups are classified totally self-sufficient and they are no longer considered refugees.

1. Food Assistance

As more and more lands were occupied by Pathet Lao and North Vietnamese forces and less food became available, food assistance to refugees has had to be increased in both quantity and kind. The basic food assistance program consists of regionally purchased rice and PL 480 commodities. These latter, a supplement of high protein reinforced foods are provided all refugee groups to increase caloric and protein intake.

The caloric and protein requirements are based on international standards of nutrition, but also take into consideration local conditions and the experience of the medical staff who work with refugee groups. For example, standard requirements are altered among those refugee groups who suffer from malabsorption, high intestinal parasite load, and endemic malaria. These health problems create a situation in which more calories and protein are required than under normal conditions just to maintain acceptable health. The present annual requirement for this special situation involving approximately 50,000 of the total refugee population is a protein supplement which will provide 125 grams of animal protein or the equivalent. We are presently supplementing the diet of these groups with canned meat.

In an effort to reduce commercial purchases of rice and protein supplement, USAID has set specific targets for the increased use of PL 480 commodities. In FY 1971, we established a 20-percent replacement level for rice and a 30-percent level for the protein supplement. The FY 1972 replacement level for rice has been increased to 25 percent.

PL 480 commodities now include cornmeal, nonfat dried milk, vegetable oil, wheat flour, bulgur, wheat soya blend (WSB), and corn soya milk (CSM). These foods replace rice in caloric intake and also provide more protein than an equivalent amount of rice. An expanded PL 480 program, which consists of 8.5 MT of these commodities in varying amounts, has been operational since January 1971. Distributions as of June 30 have totalled 2,350 MT, and it is estimated that 175,000 people have received some form of PL 480 food assistance during the past six months. About 500 MT of these foods have been distributed among approximately 115,000 refugees on a replacement basis, or as a percentage of their diet in place of other foods which include rice. Cultural acceptance of unfamiliar food is a problem that is being met by fielding food demonstration teams, and acceptance of these foods thus far has been satisfactory. Flour and WSB, processed into dry noodles in Vientiane, provide a source of high-protein food for refugees. Noodles have been included in the refugee food program since January, and have now reached the rate of approximately 100 MT per month, an increase in the use of flour from zero to 100 MT per month in less than six months. CSM is gaining acceptance as a weaning food and in hospitals.

In addition to whole animal protein and enriched vegetable proteins, high protein milk products are also widely used to bolster protein levels,

particularly in the younger age group. Four hundred metric tons of nonfat dried milk, which reconstitute to 2,800 MT of liquid product, is used annually, supplemented by 200 MT of infant formula. These amounts are equivalent to a consumption rate of approximately 1,000,000 gallons of milk a year.

Salt, as another bodily requirement denied hill-tribe groups when their normal trade routes were interdicted, is provided by USAID. This salt is fortified with iodine which helps reduce goiter and prevent cretinism caused by general iodine deficiency. Refugee groups are also furnished vegetable seeds which can be grown quickly to provide a dietary balance.

2. Medical Assistance

Medical care for refugees is given for the most part through dispensaries for which USAID provides medical supplies and equipment and training for medics and practical nurses. At present, there are over 200 of these dispensaries (their number varies with security conditions). They are located predominantly in those parts of Laos where there are large numbers of refugees where they serve both refugee and nonrefugee populations as refugee groups are not isolated from nonrefugee villages. The USAID public health program in refugee areas usually serves approximately double the number of the refugee population in most areas. FY 1971 records indicate that 600,000 people received some form of medical care in refugee and contiguous areas throughout Laos during the year.

Hospital care for the more serious cases is provided by Royal Lao Government facilities staffed and funded in varying combinations according to the situation. There are six Royal Lao Government hospitals which are staffed by medical personnel of the Philippine organization, Operation Brotherhood, under contract with USAID. The more serious cases among the refugees and civilian casualties of the war are treated in these hospitals. The hospital records and those of the USAID-assisted dispensaries provide the most reliable source of information on the number of people who are civilian victims of the war in Laos as Royal Lao Government hospitals and dispensaries do not differentiate between war-connected injuries and deaths and those that are caused by accident or crime. Based on these records and best estimates from all sources, 3,907 people were civilian casualties of the war in 1970; the figure includes both dead and wounded.

In Xieng Khouang Province where large refugee populations are concentrated, USAID has replaced those medical facilities which have been destroyed by military action. USAID supports a 200-bed field hospital in the midst of the largest concentration of refugees at Ban Xon; the capacity of the RLC Operation Brotherhood hospital at Vang Vieng has been increased by 100

beds. With the loss of the Paksong hospital during the 1971 dry-season offensive in southern Laos, hospital capacity in the Pakse area was reduced from 250 to 130 beds. USAID has begun renovation of the Pakse Provincial Hospital, which will include construction of a surgical suite and provide an additional 30 beds. This renovation and construction will increase the total capacity of the Pakse Provincial Hospital to 165 beds and expand its medical facilities. The capacity of the Savannakhet Provincial Hospital is being increased from 250 to 300 beds to meet new requirements in the Savannakhet area created by refugee movements.

Lack of trained Lao staff is the basic problem encountered in providing medical care for refugee groups. USAID has trained, and continues to train, paramedical personnel who can provide simple medical care for refugees. Their efforts are backed by international professional medical staffs made up of the USAID-funded Operation Brotherhood doctors and nurses and the medical teams of voluntary agencies and other countries: Dooley Foundation medical team on the Vientiane Plain, Asian Christian Service team at Paksane and Seno, and the Swiss medical team at Luang Prabang. When large refugee moves occur, the help of these professional medical personnel is invaluable.

Compared with the condition of refugees in the late summer and fall of 1969 when concern about protein malnourishment was more prevalent, all refugee groups currently appear clinically healthier. Medical personnel who work in the area attribute this improved situation to the introduction in the fall of 1969 of the program to provide an animal protein supplement to those refugees who have no access to animal proteins in the areas where they are located. Since January 1970, USAID has distributed monthly an average of 8,000 cases of canned meat or the equivalent in dehydrated U. S. meat products. Approximately 90 percent of this protein supplement has been distributed among tribal groups where the need is greater. In addition, 10,000 ducks, up to 1,000 swine (security conditions permitting) and fish fingerlings are being furnished the refugees in the Ban Xon area to replenish flocks, herds and fish ponds lost or left during refugee movements. All of which constitutes strong USAID/RLG efforts to increase caloric and protein intake from sources in the locality and move the population toward the earliest possible self-sufficiency and less dependence on imported foods.

3. Other Technical Input

a. Agriculture

During the initial stages of refugee relocation, USAID provides survey and land classification teams to determine the agricultural potential of relocation areas designated by the Royal Lao Government. All technical resources are used: aerial photographs, regional survey results such as the Pa Mong study, and local irrigation surveys.

Survey and land classification teams travel by helicopter whenever possible because of terrain and security conditions. In addition to expediting their movement from one place to another, the helicopter provides a platform for observation of vegetation, former agricultural areas, drainage, and general land characteristics. Using this means of transportation, it is possible to make between 30 to 35 soil borings per day over an area of 1,200 hectares. Over 45,000 refugees have been relocated on land surveyed and classified during 1970 and 1971. We are currently assessing from an agricultural standpoint the following areas where soil conditions appear favorable and where population density is low enough to permit an inflow of new families.

- (1) Ban Jone Valley, Vientiane Province (estimated suitable for relocation of 5,000 refugees);
- (2) Area between Xieng Ngeun and Muong Nane, Luang Prabang Province (estimated suitable for relocation of 5,000 refugees);
- (3) Northern Champassak Province (land classification has been completed and 8,000 hectares are available which are suitable for the relocation of approximately 10,000 refugees);
- (4) Southern Sayaboury Province (estimated suitable for relocation of 15,000 refugees).

Three drainage control projects have been constructed in 1971 along the Mekong River on the Vientiane Plain to determine if large areas near the river can be reclaimed for refugee relocation. These areas consist of natural drainage ways that lead away from the river to inland basins. In the past, these basins have been filled with flood water during the high stages of the Mekong. Observations during 1971 will indicate whether these lands can be protected; if so, they will provide large tracts of deep alluvial soil on which refugees can be relocated.

Agriculture technicians work with the refugee program on problems of rice production, insect control, and livestock. They have processed the delivery of 10,000 ducks and 275 pigs to the refugees in Xieng Khouang Province. Fisheries technicians have taught the refugees to construct fish ponds and stocked the ponds with tens of thousands of fingerlings to provide the refugees a natural source of protein. During the dry season of 1971/72, key farmers from among the refugees on the Vientiane Plain will receive instruction in paddy farming and use of insecticides and fertilizers; among the group will be women from the refugee villages who will be taught how to prepare those PL 480 foods with which they are unfamiliar.

b. Public Works and Self-Help

Once the land-development phase of relocation begins, USAID moves in heavy-duty equipment to clear land and to build roads: chain saws to fell trees, tractors to level and plow land, pumps to provide water until the refugees can build an irrigation system. During FY 1971, 308 hectares of land were cleared for the relocation of refugee groups, and 45.4 km of roads constructed to provide access to refugee villages. Within the refugee villages, 546 classrooms have been constructed and 207 are in process of construction.

A division of labor builds a refugee village: on the one hand, USAID and RLG technicians who operate modern construction equipment; on the other, the refugees, who clear the land of roots and stumps, gather construction materials in the forests and, with hand tools, build their houses, construct paddy dikes, and plant their fields. Often, the refugees confront the problem of farming techniques to which they are unaccustomed or soil that will not grow their traditional crops. Short-term training courses can be of vital importance during the transitional period and, in some cases, provide alternate skills with which to make a living. We are now training refugees in blacksmithing, charcoal making, rattan furniture and general carpentry, silk production, textile weaving, sewing and general farming skills such as the use of fertilizers and insecticides.

c. Education

Of the total refugee population, an estimated 50,000 are children of school age. When refugees arrive in a relocation area, their

children attend classes in temporary buildings until permanent schools can be constructed. In addition to the number of classrooms completed in FY 1971, 198,000 elementary reading texts and 250,000 copy books have been prepared for refugee children; now in process are 133,400 mathematics and geography texts and 207,500 notebooks. The Royal Lao Government has transferred teachers to refugee areas and instituted short-term courses to train temporary teachers. At present, 888 teachers staff the refugee schools.

d. Air Transport

In any given month, 65 percent of the refugee population, located in over 100 refugee sites, depend on airdrops for food. Aircraft scheduling becomes exceedingly complex as deliveries can be made to some sites only by airdrop whereas at other sites, there are landing strips where cargo can be handled. A typical month's operation requires the following number of days of aircraft support by type of aircraft:

<u>Aircraft</u>	<u>Days In Use Per Month</u>
C-46	120
C-123	30
Porter	150
Caribou	8
H-34 helicopter	34

Change as the basic characteristic of the refugee program applies to the logistics problems encountered in the delivery of commodities to refugees. The monthly air-delivery schedule is prepared on the basis of information submitted by field officers, who note not only the exact location of refugees but tabulate their requirements based on number, previous rate of delivery, and physical condition. Some refugee groups can maintain minimal nutritional standards with rice plus PL 480 commodities; others receive protein supplements.

Each aircraft has certain load-carrying characteristics which must be considered in scheduling as well as the mode of delivery, i.e., air-landed or airdropped. A 100-kilo bag of rice cannot be airdropped, but must be rebagged in smaller weights and triple-sacked to insure delivery. Deliveries of up to 2,500 MT per month for airdrops are processed at a bagging facility operated under the refugee program. The airdrops are made at sites marked

by cloth panels spread on the ground; each site has an identifying code. If the panels are not displayed, no delivery is made and the pilot diverts to an alternate site. Field officers must then ascertain the reason for rejection of delivery and reschedule flights if necessary. When refugees move, their movements are traced and they are supplied by air en route to their new destinations, if possible.

e. Surface Transport

Although air transport is a vital link in the supply route to refugees, the more conventional means of transport by truck and river are used when road and security conditions permit. Supplies move from Vientiane by truck to warehouses in Ban Xon (Site 272), Sayaboury, Luang Prabang, and Paksane and directly to refugee families on the Vientiane Plain. During May 1971 (a typical month), 1,390 MT were shipped by surface from Vientiane. The limited fleet of USAID vehicles is augmented by commercial contract haulers which, since the completion in the Spring of 1969 of construction of Route 13 to Luang Prabang and the link from Houei Pamone on Route 13 to Ban Xon in 1970, have increased in number. River traffic is almost exclusively by commercial barge. Weather conditions and enemy interdiction of lines of communication often interrupt land and river travel.

f. Commodity Control

The commodities that USAID provides for refugee relief include PL-480 commodities, rice, salt, blankets, mosquito nets, cooking utensils, hand tools, vegetable seeds, and medicines. These commodities are transported to Laos from the port of entry at Bangkok necessarily by Express Transportation Organization (ETO), a Thai government owned monopoly which has sole authority to transport international cargo off-loaded in Thailand for consignment to Laotian border points, and set prices for this service. These services include clearing cargo through Thailand customs at the Port of Bangkok and at the port of exit, Nongkhai, and if any loss is suffered while the cargo is in custody of ETO, that organization is responsible for the value of the cargo and for the import duties.

The large quantities in which these commodities are imported require that USAID establish a series of tight controls to ensure that the commodities reach the destination for which they are intended--the refugees. USAID payment to ETO is based on a signed Shipping and Receiving Report which accompanies each invoice as evidence that the cargo was delivered to Thanaleng, the port of entry for Laos. At Thanaleng, ETO delivers the

cargo to Societe de Gestion and d'Outillage Public de Province de Vientiane, a Lao government-controlled firm that operates the in-transit customs warehouse, where the Lao Transport Association picks up the cargo for delivery to USAID.

The USAID Supply Management Branch (SMB) is responsible for the receipt of all refugee commodities at two designated warehouses and at Wattay Airport, Vientiane. Stock control records are maintained for all non-bulk items and all issues are by a Supply Requisition Issue and Return Document. The bulk commodities are handled differently after USAID receives them as these commodities are never stored for a long period. From 24 to 48 hours is the normal holding period in Vientiane for rice before transshipment to refugee sites. USAID monitors all shipments between the receiving warehouse in Vientiane and the airport warehouse. A daily summary in-and-out record book is maintained and the balances on hand are verified by evening floor counts. Signature cards are obtained from all stations from those personnel who are authorized to receive refugee commodities.

g. Funding

More than any other individual USAID program, refugee relief and relocation depends on all USAID sources to accomplish its goals. The following table shows the extent to which the total USAID-administered program in Laos contributes directly to refugee assistance. During the past year, we have continued to improve methods of collecting and reporting data from the field and of attributing assistance from other USAID projects to the refugee program. These improvements in data collection and reporting (combined with changes in cost-sharing arrangements for support of the total refugee population) make it possible to refine previous estimates and to reflect a more accurate picture of total U.S. assistance to refugees.

TOTAL ASSISTANCE TO REFUGEES ^{a/}
(\$ Thousands)

AID Funded

	<u>FY 1971</u>	<u>FY 1972 ^{b/}</u>
Refugee Relief	3.540	4.963
Air Technical Support	4.020	3.845
Public Health	2.347	1.649
General Technical Support	.672	.690
Development of Rural Economy	3.570	3.256
Agriculture	.390	.492
Education	.051	.047
Subtotal	<u>14.590</u>	<u>14.942</u>
PL 480	1.300	1.400
Total AID	15.890	16.342

Other Agency Funded

Food ^{c/}	2.232	3.630
Medical ^{d/}	-	1.275
Air Delivery	<u>3.514</u>	<u>4.150</u>
Subtotal	5.746	9.055
GRAND TOTAL	21.636	25.397

a/ Includes local currency costs.

b/ Estimated.

c/ Includes bagging costs.

d/ Includes personnel costs.

Refugee Relocation

The Royal Lao Government's refugee relocation program began in 1966 with the formation of the National Resettlement Committee and the organization of the Ministry of Social Welfare Resettlement Directorate. In late 1966 and early 1967, 6,000 families were relocated in eight projects in the following provinces: Sayaboury, Vientiane, Borikhane, Khammouane, and Pakse. Villages in the eight projects became self-sufficient in food production by the harvest of 1968 and USAID commodity support was phased out. Outstanding among these projects is the resettlement of 310 Meo refugee families in Sayaboury Province near the Nam Tan irrigation project. These hill tribes have adapted to paddy farming; they have prospered and become an influential group in Sayaboury Province.

Currently, there are three relocation projects ongoing within Laos and two relatively small relocation projects in the planning phase. Current projects are the Vientiane Plain, Seno, and Houei Nam Phak relocation projects. Projects in the planning phase are Muong Khay (Luang Prabang Province) and Ton Pheung (Houa Khong Province). A shortage of arable land suitable for cultivation has made it imperative that ways be found to diversify the economy to the extent that refugees need not depend solely on rice production. The introduction of silk weaving and pig and rabbit raising is contributing to the required diversification.

I. Vientiane Plain

The seven areas reserved by the Royal Lao Government for refugee relocation on the Vientiane Plain consist of 45,704 hectares, of which 25,488 hectares are suitable for farming. The development of the permanent resettlement villages and farm areas on the Vientiane Plain is being carried out over a three-year period in the following phases:

First Phase: February 1970 - June 1970

Construction of temporary houses; clearing of upland rice land; planting of upland rice; building of necessary temporary facilities; schools, etc.; drilling of wells where needed; construction of high-priority access roads; planting vegetable gardens.

Second Phase: June 1970 - November 1970

Selection and identification of permanent paddy land and permanent village sites; harvesting upland rice.

Third Phase: December 1970 - May 1971

Movement to permanent village sites (where different from original temporary site); clearing of new village sites and assigned farm land using mechanical equipment as available; preparing new paddy fields; constructing required access roads.

Fourth Phase: June 1971 - November 1971

Planting of rice crops; improving public facilities (i.e., permanent schools, housing, market places, etc.).

Fifth Phase: December 1971 - May 1972

Harvesting of rice crops; improvement and expansion of existing paddy land; irrigation as needed in selected areas; crop diversification; improvement and upgrading of schools and public facilities.

It is assumed that self-sufficiency will be achieved during this phase and that the criteria for assistance will be those applicable to all other Lao villagers (i.e., non-refugees).

We believe it advisable to add a final phase: As Phase 5 draws to completion a survey should be made by a joint RLG/USAID team to determine that people have reached an economic level equivalent to that of the surrounding non-refugee villages. This phase will be designated by RLG/USAID as official completion of project.

Village site planning has been a continuing effort by USAID and the Ministry of Social Welfare since the completion of Phase I. Present plans covering the period through the coming wet season -- December 1971 -- include the establishment of 35 new villages of which 10 are now complete. The village sites will be laid out according to a standard plan by a USAID survey crew. Each village site requires approximately 20 hectare of clearing or a total of 650 hectares.

It is estimated that an additional 30 permanent village sites will be established in FY 1972. Detailed plans for these village sites will be made during the next six months.

To provide access to the refugee village sites on the Vientiane Plain, a total of about 98.4 kilometers of all-weather roads has been planned for construction by the end of the dry season 1972. To date 45.4 km have been completed; 7.2 km are presently under construction and 52.6 km remain to be constructed. Some of these roads also serve as dikes for flood control and all new roads contribute significantly to the overall development of the Vientiane Plain. We estimate that all remaining road projects will be completed by the end of the dry season 1972.

Only limited and careful use of mechanical equipment will be made to clear land suitable for upland crops. Most clearing of this land will be done by the refugees using traditional methods of slash and burn.

According to the land classification surveys made in the seven refugee reserve areas, there is a total of 7,356 hectares of paddy land, or land suitable for wet paddy farming. Of this 7,356 hectares, it is estimated that 5,000 hectare require mechanical equipment for clearing in order to expedite the development of rice paddy land.

According to the development plan, the project is now in the Phase 3, which calls for movement to permanent village sites and farm land with mechanical equipment, preparing new paddy fields, and constructing access roads.

The success of the first year of refugee relocation is the end product of contributions by the three chief participants. The Royal Lao Government, USAID, and each of the 26,000 refugees from the Plain of Jars. The USAID and RLG contribution of men, money, and material has been matched by the great determination and spirit of the refugees themselves. The refugees have cleared their initial village sites and built 27 villages, 4,000 new homes, and 3 temporary dispensaries. They have provided labor to assist in construction of 18 km of new roads, the installation of 4 small pump irrigation projects, and 8 drilled wells. They also planted their first rice crop and small kitchen gardens, with USAID providing the seeds.

In the midst of this labor, they found time to construct 117 temporary classrooms for their children and to make the benches and desks with materials provided by USAID. USAID held a special teacher training course for the refugee teachers and provided them with teaching materials and blackboards.

Even over the short span of one year, most of the refugee villages have taken on the appearance of the traditional established rural Lao community. Weaving, blacksmithing and poultry raising are found in every one of the 27 villages. Small markets, dug wells and stacks of bamboo and cut timber line the main roads, the latter waiting transportation to the Vientiane market.

2. Seno

The Seno Refugee Relocation Project is located in Savannakhet Province approximately 30 kilometers east of Savannakhet city and 5 kilometers from the Seno military camp. It comprises an area of some 60 sq km or 6,000 hectares. The project began in September 1969 when 500 refugee families (2,931 refugees) were brought out of Muong Phine following a military offensive by the Royal Lao Army. Most of the families had been under Pathet Lao domination for over five years.

Following their evacuation from Muong Phine, the refugees were placed in temporary facilities at the Seno camp and provided with emergency relief commodities. Shortly after the refugees arrived at Seno, the RLG Ministry of Social Welfare Resettlement Directorate, USAID, and RLG provincial officials selected the relocation area and organized the project.

The Seno Relocation Project is a structured program. The project plan calls for establishment of eight villages with educational, health facilities, and water supply. The RLG has allocated sufficient land to permit each family unit to cultivate approximately seven acres. The project also provides technical assistance to the refugees to help them build a viable village economy through such means as agricultural diversification and handicrafts so that their livelihood will not be dependent upon rice alone.

The project has proceeded on schedule. All of the eight villages called for in the project are completed and occupied.

During the construction of the villages, the refugees lived in the temporary facilities in the Seno Military Camp. This permitted an organized approach to the construction of the villages. The sites were laid out and staked by a survey crew provided by USAID. Each refugee family was allotted a 30 x 30 meter home plot for individual vegetable cultivation. Village streets were surveyed and each site laid out according to a standard plan adopted by the Ministry of Social Welfare. The villagers cleared the sites; streets and access roads were constructed with USAID equipment. The villagers then built their houses, using bamboo and local material with a small amount of sawed lumber provided by a USAID sawmill.

One well per village was drilled initially, now a second well has been completed in each village. It is planned to drill two more wells, one in each school yard. This will make a total of 18 drilled wells for the project.

As the Seno Project area has no natural sources of water, i.e., streams or lakes, three water storage reservoirs have been constructed to catch and

hold water during the rainy season. Two of these dams and reservoirs are relatively large, with dams 200 meters long and 4 meters high. These reservoirs should provide year-round water for cattle raising and dry-season irrigation for gardens.

Two four-room permanent schools have been completed and are in use. A third school is nearing completion which will assure adequate facilities for all school-age children. A Muong (District) Center is being built in the project area. This is a new RLG/USAID concept that is being tried for the first time in the Seno Project. This Muong Center will provide office space and communication facilities for RLG Muong officials and social welfare workers in the Seno Project and provide closer coordination between the various RLG technical services (agriculture, forestry, veterinary service, etc.) in their assistance to the refugees in the Seno Project. Construction of two dispensaries is also nearing completion.

A soils survey by USAID has been conducted and was used as a basis for a cadastral survey to divide the usable land into farm plots. The cadastral survey is complete and the first actual distribution of farmland was begun in January 1971. The refugees are issued a cultivation permit by the RLG Provincial Governor as the first step in obtaining title to the land. Each refugee family will receive approximately seven acres of land. The goal of every village is self-sufficiency at harvest time, November and December 1971.

3. Houei Nam Phak

The Houei Nam Phak project is located 25 km south of Pakse and consists of 900 hectares of former National Forest land. Houei Nam Phak is the pilot project of a proposed 5,000-hectare project which will use a multi-staged irrigation system. The goal is to provide for refugee families the maximum use of land and water resources for agricultural production and the establishment of an economically and politically stable farming community under a supervised settlement and development program. All families participating in the project are volunteers and there is a waiting list of those wishing to join when and if the project is expanded.

The project is operated under a project manager and his staff and is governed by project rules and bylaws, including the organization and operation of a cooperative and marketing association. The construction of the project is planned over a three-year period to accommodate at least 300 families. The project has been established a little over a year and a half.

All the public facilities such as schools, dispensaries, training center,

and offices are complete. Access roads have been built. Permanent housing in village No. 1 is almost complete. Community gardens are established plus an agriculture demonstration area. Charcoal manufacture has begun and two sawmills are providing lumber for housing and other refugee facilities in the Pakse area. Land clearing is continuing based on a soil survey performed by USAID, and a cadastral survey is underway to provide a basis for distribution of farm land for the settlers.

The site for Village No. 2 has been selected, a survey completed and 20 hectares of land on the site have been cleared. Construction of houses will begin soon. Of a 140 new families, approximately half will occupy Village No. 2 and the others will be placed in Village No. 3, the site of which has not yet been selected. Work on the land clearing of an additional 200 hectares has begun.

Refugees in Village No. 1 have begun to use some of their past skills. Pottery making, weaving, and other handicrafts are beginning. Income from this program will assist the villagers and also provide funds for the project cooperative.

A dam on the Houei Nam Phak river has been completed to provide irrigation for the project area. Six km of canal right-of-way have been cleared; the main irrigation canal will be constructed next year.

On March 7, 1971, the enemy attacked Houei Nam Phak, damaging the school, dispensary, office, and cooperative stores with explosive charges and B-40 rockets. Repairs are now complete on all damaged buildings in Village No. 1 with the exception of the cooperative store which will have to be rebuilt when cement blocks become available.

Voluntary Agencies and Third Country Support

Four voluntary agencies contribute to refugee relief: World Vision, Inc., Catholic Relief Services (CRS), Asian Christian Service, and Dooley Foundation. Their programs are carried out in cooperation with the Royal Lao Government and with USAID.

During FY 1971, World Vision, Inc. imported 1,094 MT of commodities such as baby food, vitamins, food kits, and canned foods. These were distributed through the Ministry of Social Welfare with logistic support from USAID. Catholic Relief Services sponsored an import program of 10,202 MT of commodities. Of this amount, approximately 9,500 MT consisted of PL 480 foodstuffs which were distributed to the 27,000 refugees who are relocated on the Vientiane Plain. Clothing and medicine made up the remaining tonnage.

Asian Christian Service staffs and supports a mobile medical team made up of a Lao doctor, an Australian nurse, an Indonesian nurse, and technicians who work among refugees at Paksane and Seno. The Dooley Foundation maintains another medical team which works among the refugees on the Vientiane Plain.

The Swiss Red Cross maintains a surgical team of nine members who are stationed in the provincial hospital in Luang Prabang. This team provides medical services for the entire population of the area which at this moment includes 30,000 refugees. The team visits outlying villages as time and security permit.

The French Committee for the World Campaign Against Hunger, a private humanitarian organization, has donated 5,000 tons of rice, 30,000 roofing sheets, and a large quantity of canned milk and drugs for refugee relief. In 1970, the same organization donated 30 tractors, 4 bulldozers, several trucks and assorted agricultural implements to the Royal Lao Government for use in resettling refugees on the Vientiane Plain.

In 1969, Japan provided \$500,000 worth of rice to Laos for refugee relief, which allowed the United States to divert the same amount from its refugee program as a supplementary contribution to the Foreign Exchange Operations Fund (FEOF). Japan has agreed to provide \$1 million worth of rice in 1971. Humanitarian assistance to refugees in the form of drugs and goods valued at \$40,000 was also provided in 1970 by Japan.

In 1971, Japan agreed to a new "Kennedy Round" program which will make available \$200,000 worth of agricultural implements for refugee relief assistance. Consideration is also being given to providing for refugee relief purposes other items of Japanese equipment already imported into Laos under earlier "Kennedy Round" programs.

REFUGEE PROGRAM ILLUSTRATED

EARLY REFUGEE MOVES



An early airlift which occurred in 1963 set the pattern for subsequent resettlement programs. 544 Meo refugees were flown from Luang Prabang to Sayaboury province and relocated in Ban Nam Hia and Ban Nam Phng, lowland forest areas. The Meo, abandoning their traditional highland rice farming practices, cleared the forest and made paddies with the expertise of neighboring Lao farmers. They are now prosperous paddy farmers and have long since been removed from the refugee lists.



Transformation of a highland people to lowland paddy farmers began with clearing the forest for fields and paddies.





Refugees are placed in categories according to their needs. Full support includes those who have been forced to leave their homes because of enemy attacks, or who left because they were afraid for their personal safety if they remained in PL/NVA dominated areas. They usually abandon their homes in haste and arrive in government controlled areas with little food, inadequate clothing, and few or no implements necessary to acquire shelter and food. These people need full support including food, clothing, and shelter.

Other people may leave their village temporarily during enemy patrol activity and return after a few days. These people require only partial support. Other groups of refugees may have harvested adequate food crops, but need assistance with their schools, water systems, or dispensaries. These receive rehabilitation support.



EVACUATION: PLAIN OF JARS



The refugee evacuation from the Plaine des Jarres, in February, 1970, was the largest and most dramatic exodus in Laos. The people who chose evacuation were assembled by village and district along several airstrips staked out on the grassy plains, and camped out until they boarded the airplanes for Vientiane.



A Puan (Xieng Khouang Lao) family runs to board a C-130, into the blast of wind kicked up by huge propellers. Grandmother, wearing a PL army belt, carries baskets of chickens; mother has cloth wrapped completely around her baby to protect it from the blast.



Loading was noisy but orderly: evacuees were guided by their naibans (mayors), RIG officials, and USAID operations officers.



Villagers lined up along the Lat Kai airstrip carried an incredible array of cooking utensils, bamboo baskets, sleeping mats, clothing, homemade muskets, fishing gear, farm tools, and other possessions with which to start new lives. Family dogs and swine were bundled into sacks for the trip.



The RLG made extensive preparations to receive evacuated PDJ refugees when the planes arrived in Vientiane. Soldiers and police helped them off the aircraft and assisted in locating mixed-up belongings. Turnaround time for the planes was reduced from thirty minutes to eight or ten minutes.



Owners identified belongings, boarded trucks, and went to seventeen new village sites selected in advance.



Refugee groups are often temporarily housed in unused RLG offices, schools, barracks, or warehouses.

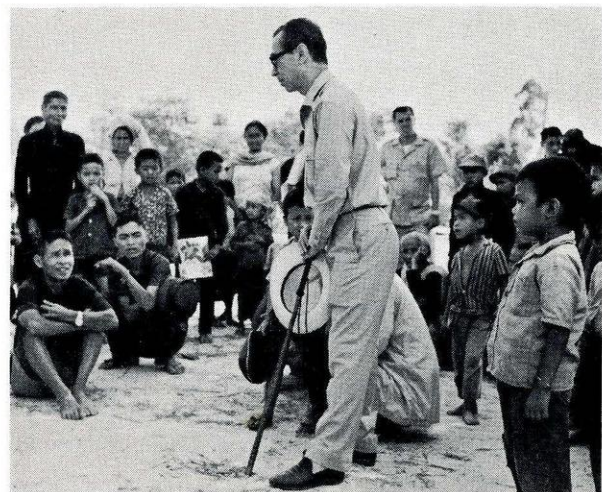
RELOCATION AND RESETTLEMENT



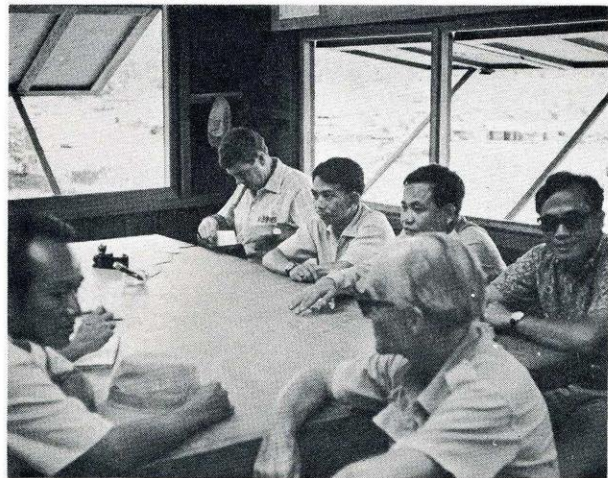
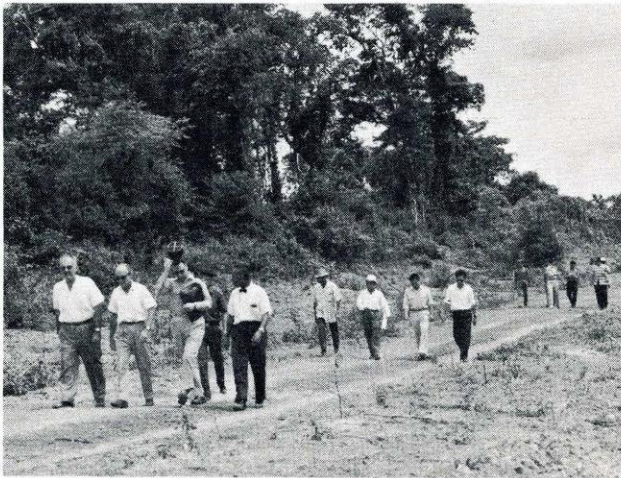
Newly arrived refugees are often lodged in special resettlement camps while the plans are made for their permanent resettlement. The Vientiane, Plain, Seno, and Houei Nam Pak (near Pakse) have been established by the RLG as resettlement areas. Refugees from the 1970 exodus off the Plaine des Jarres were placed in camps such as that shown here, where a French-aid technical school teaches basic skills.



Refugee gardens planted with seeds provided by USAID have enabled refugees to grow and enjoy fresh vegetables.



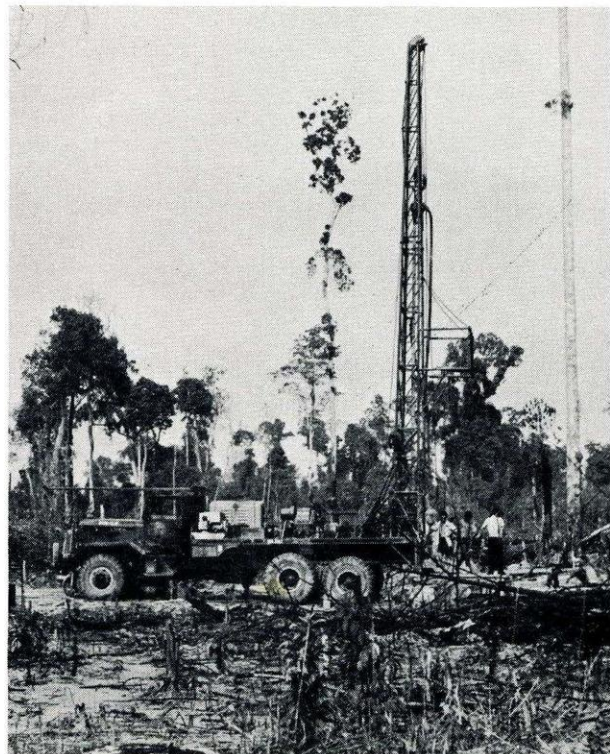
RLG officials frequently visit the refugees and talk with them to discover their needs and aspirations.



The first step in establishing a relocation site for refugees is for government officials to visit and inspect areas of unsettled government land. After a general area is selected, a soil survey is taken to determine if the land will support refugees to the point of self-sufficiency. If acceptable, the provincial chiefs meet to reserve the area, and development plans are begun.



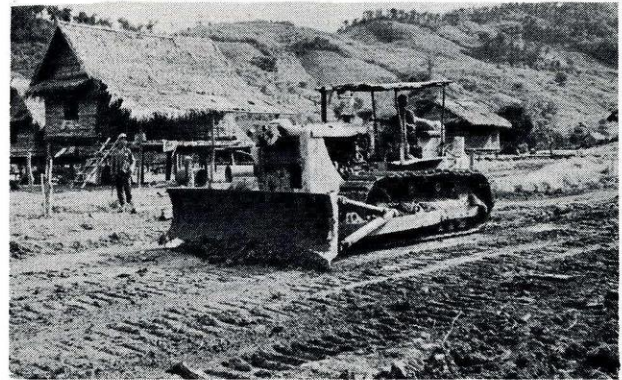
--- USAID and RIG bulldozers are brought in to clear away the natural forest and underbrush so planting and building will be easier.



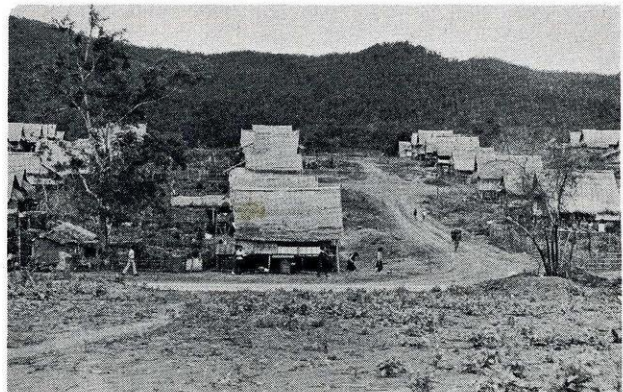
Well drilling equipment may be sent to drill deep sanitary wells if there are few natural surface water sources. Each well is capped and provided with a hand pump, and new villagers are taught maintenance and basic repair.



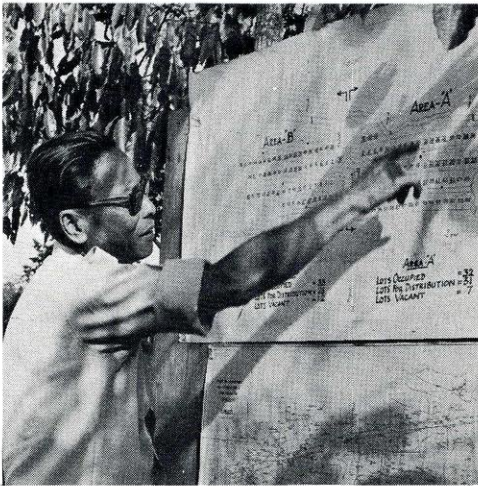
After an emergency ends, reconstruction begins. Refugees get together for community house-raising.



Bulldozers provided by USAID and Lao government public works clear land and develop lateral roads.



Resettlement villages take on a finished look as homes and roads are completed.



Permanent resettlement towns are carefully plotted out on maps drawn up by USAID and the RLG. Streams, hills, fertile land, and roads are taken into account in planning.

Government and USAID bulldozers are brought in to clear the land of brush and scrub trees, and to construct streets. Each refugee family is allotted a standard-sized lot, approximately 20x35 meters, and three to five acres of farmland nearby.

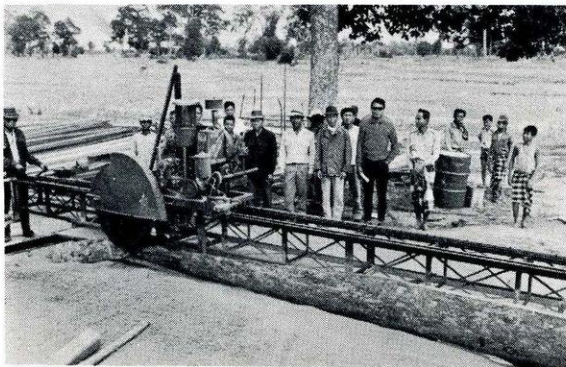
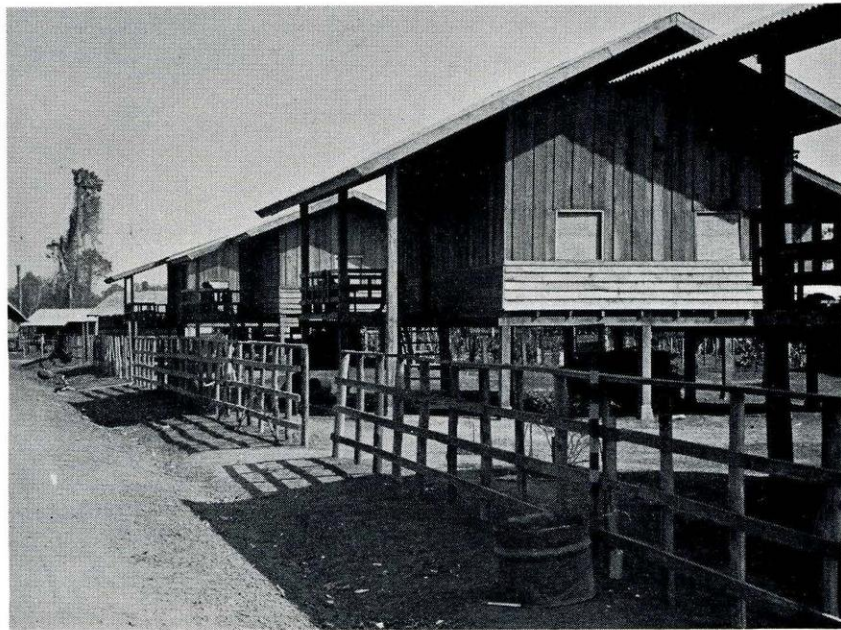
Resettlement villages are normally situated along new roads at a distance from each other so that the country can be fully developed. Small shops spring up shortly after villagers move in, and the commercial transportation available makes it possible to raise and sell crops in the larger cities.



First dwellings put up by refugees are simple makeshift shelters, woven grass or USAID-furnished plastic over bamboo frames. Once resettled in semi-permanent locations, they construct more substantial buildings of bamboo.



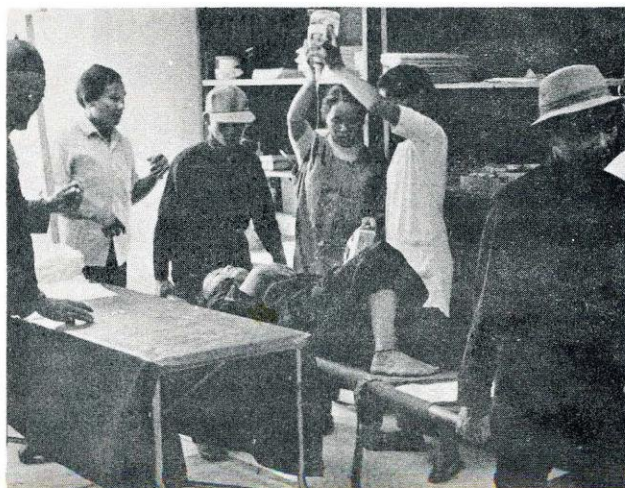
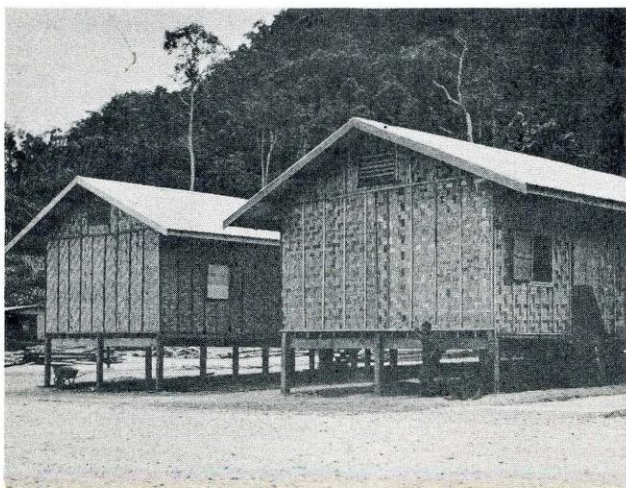
After several harvests, the resettled refugees are usually able to leave the full or partial support status and later can build permanent wood homes with galvanized iron roofing.



Wherever possible, USAID brings in a portable sawmill and a carpenter to assist the villagers in building self-help housing, schools, and dispensaries.



After the evacuation of Sam Thong in March, 1970, enemy troops occupied the area. Homes and market of the evacuated refugees were gutted by fire during fighting. At Ban Xon (Site 272), a USAID road camp was taken over by the Public Health Division. Sick and wounded refugees temporarily used old living quarters of road workers until new hospital wards were built. The hospital is staffed by the Sam Thong medics and nurses. A small town grew up near the hospital, but was partially destroyed by flood, and moved east to a new site.





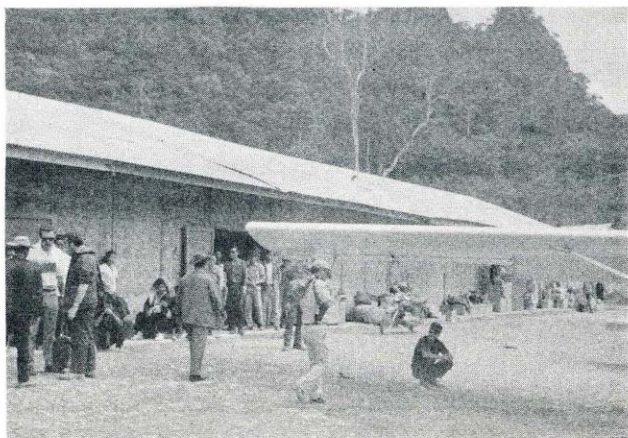
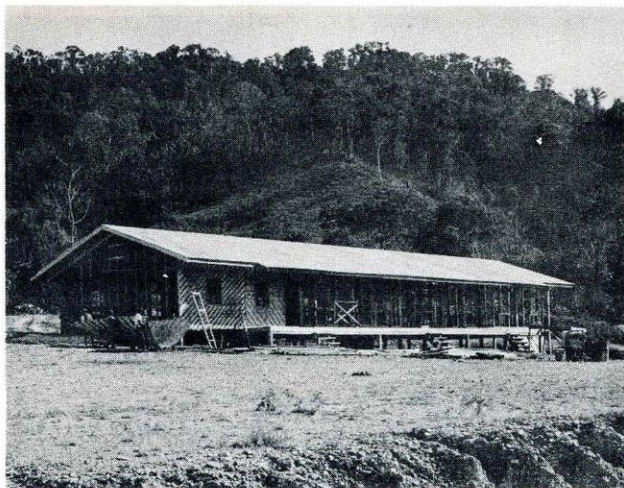
A few kilometers east of Site 272, the refugee city which has sprung up near a bridge on the USAID-constructed road is known as Ban Koua Lek Nam Meuy - the Village of the Iron Bridge over the Meuy River. RLG officials laid out streets now lined by scores of small shops supplied by buses from Vientiane. At times the town has dwindled in size when shopkeepers hear rumors of attacks and head south, but no attacks have occurred to date.

USAID PWD equipment completed the road to a point east of the bridge, and have kept the road in shape.



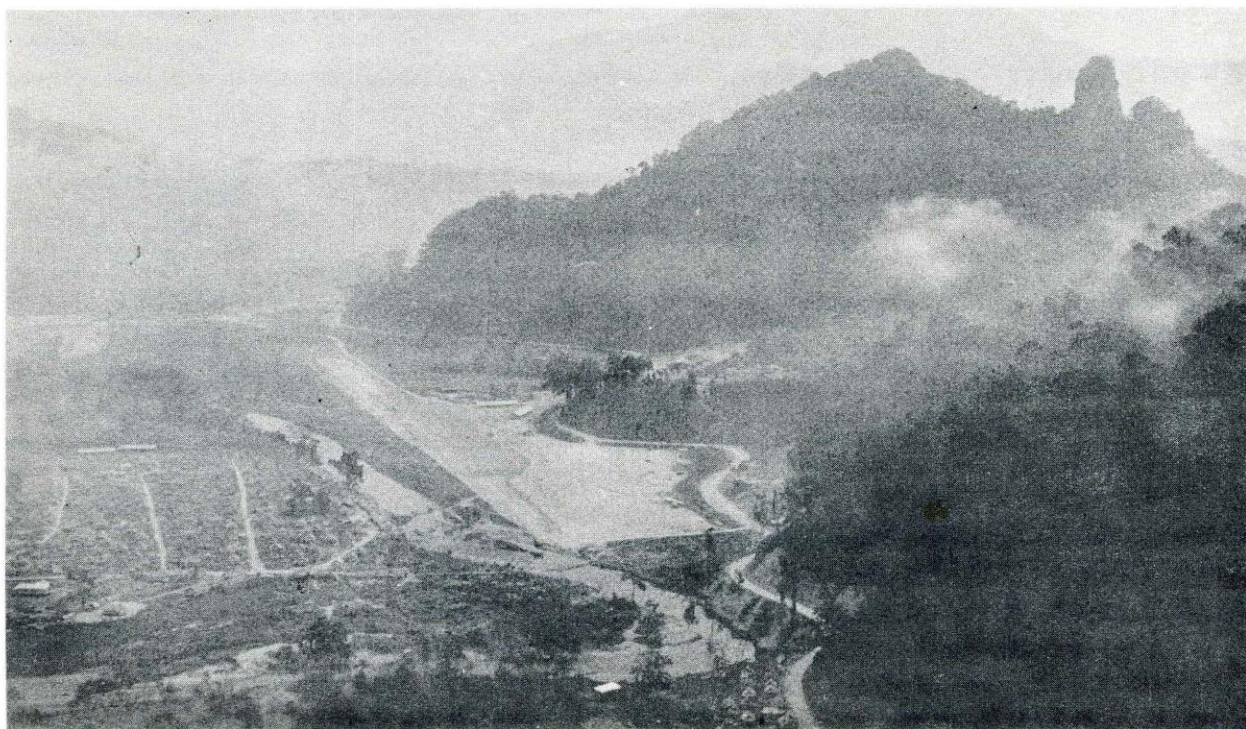
The Ban Na Sou Hospital, with the Sam Thong equipment and staff, occupies the old PWD road camp. Decrepit barracks used to house patients have been replaced by clean new wards. Medevac helicopters can land on a pad near the hospital.

In addition to building a complete new wood and woven bamboo hospital complex, USAID has built two warehouses, an administration building, mechanic's shop, and radio and maintenance facilities near the Site 272 airstrip at Ban Xon.

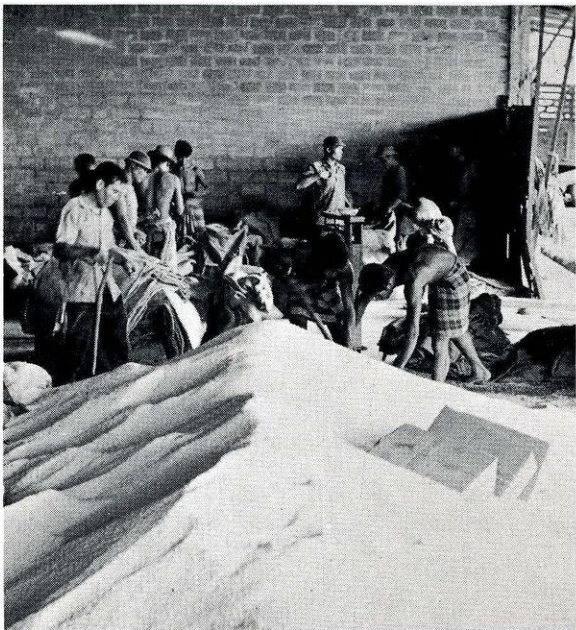


New warehouses provide storage for refugee commodities, rice, canned meat, medicines, and food donated by international organizations. Most supplies are now trucked from Vientiane by road and later flown by helicopters and small aircraft direct to refugee villages. Road use has cut air costs.

The Site 272 airstrip at Ban Xon, widened and lengthened, flanked by a large refugee village and the Na Sou hospital nearby, now closely approximates Sam Thong before its fall.

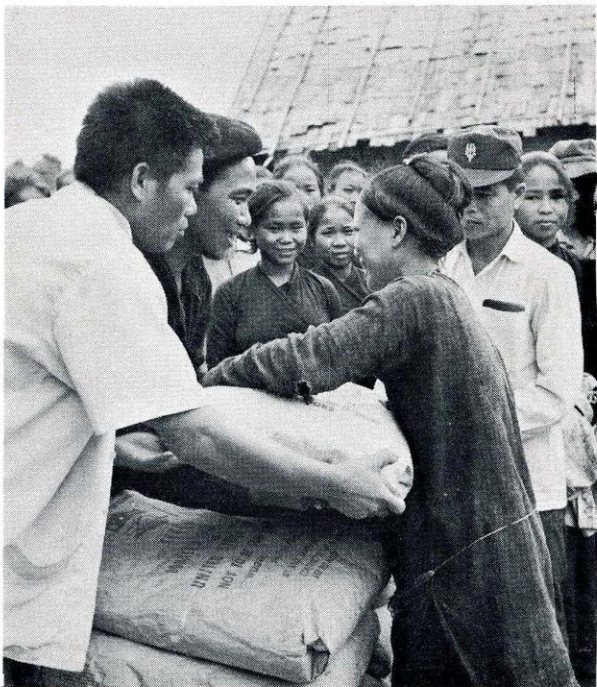


FOOD AND COMMODITY SUPPORT



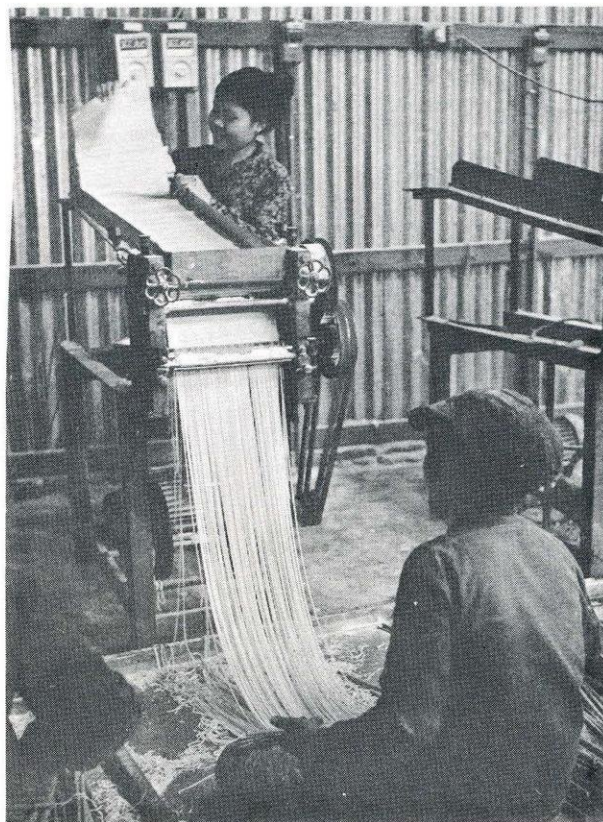
Providing rice for Laos' refugees is a major part of the USAID relief effort. Glutinous (sticky) rice from Thailand is rebagged in Vientiane for airdrops. 40 kilos (88 pounds) is weighed out and packed inside three sacks to withstand the drop. Bags are returned when possible to be reused. Rice is stacked aboard pallets, loaded aboard aircraft for dropping. When refugee location permits, rice is loaded on barges for delivery along the Mekong River.





50-pound sacks of PL-480 cornmeal are distributed in a refugee village.

USAID Food for Peace produces noodles from PL-480 wheat flour, dry milk, and WSB (wheat-soya blend). A Chinese manufacturer in Vientiane was contracted in December, 1970, to turn out noodles as an addition to the relief diet. In July, 1971, 110 metric tons were distributed to Vientiane Plain refugees, and another 50 tons were airdropped to sites upcountry.



PL-480 commodities and refugee supplies are carried out to a helicopter to be transported upcountry.





Rice drops to refugee villages in the mountains keep people alive while they plant new mountain fields. The USAID-chartered aircraft make drops to drop zones (DZ's) staked out near the villages. Drops are made between 300 and 500 foot altitudes for a minimum of breakage.

When possible, rice and other commodities are trucked to central relief points from which they are ferried to small landing strips by helicopters and light airplanes.



Workhorse of refugee operations has been the Swiss-built Pilatus Porter turbo-prop, unexcelled in carrying medical supplies, passengers, rice and equipment to short hilly airstrips. Rice can be dropped through special doors on some models.



When refugee commodities - cloth, mats, blankets, cooking pots, and PL-480 commodities - are received, villagers meet with their leaders and local government officials. Equitable distributions are based on need and size of families.

When rice is airdropped, there is a small amount of breakage, and the spilled rice must be carefully gathered up. Dropped or trucked in, rice is brought to a single distribution point and carefully measured out.





Sewing classes have been instituted to teach village women fundamentals of making clothing. In Ban Houei Sai, refugee women with some experience have been hired to make blouses, skirts, pants and shirts for distribution to other refugees. Cloth is manufactured in the U. S. from PL-480 cotton. In Thakhek, material is farmed out to refugee villages and seamstresses paid on a piecework basis. Around 4,400 pieces of clothing are produced each month under this program.

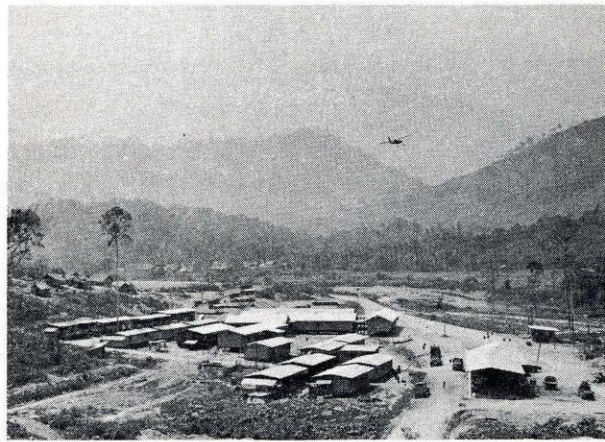
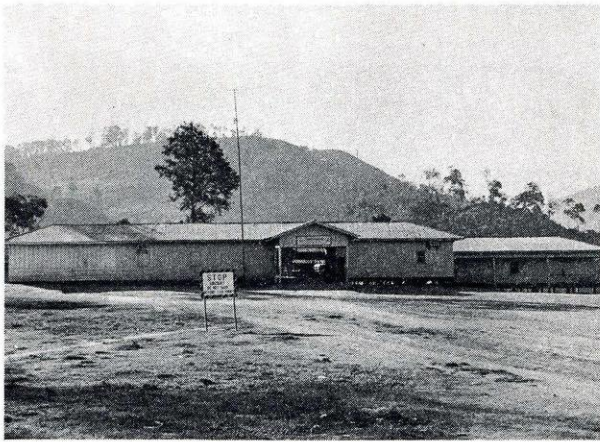
PL-480 commodities such as soybean salad oil form an important part of the "welcoming kit" which is given to new refugees. Cooking implements and farm tools are also included.



MEDICAL CARE



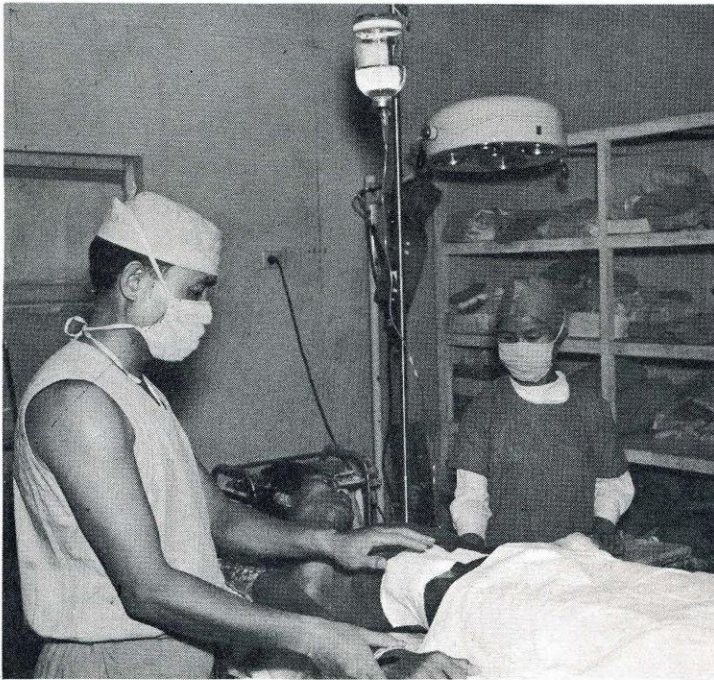
Bringing public health facilities to villages of northern Laos required developing trained medics who could work in isolated areas and speak the language. A cadre of 420 local medics, trained under various village health programs sponsored by USAID Public Health Division, now serve in 261 dispensaries located throughout Laos. Early dispensaries often consisted of parachutes or canvas over simple frames, protecting a rice-pallet table with array of medicines. These were soon replaced by bamboo huts built by villagers. Floors were dirt, and medical knowledge only basic, but the dispensary program represented a great improvement over traditional folk medicine of the mountain tribes.



In addition to dispensaries, USAID and the RLG support hospitals to care for the more serious cases among the refugees. Above, the hospital at Sam Thong before the evacuation in 1970 and the Na Sou hospital complex at Ban Xon.



One of the four wards of the Sam Thong hospital before evacuation. The medical services provided by this 200-bed hospital are now met by the 200-bed hospital at Ban Xon.



USAID-sponsored hospitals provide approximately 700 hospital beds throughout Laos to care for more serious medical cases. The basic problem in caring for refugee groups has been the lack of a qualified local staff. USAID has therefore trained and continues to train paramedical personnel who can provide the simple medical care required. Their efforts are backed by international professional medical staffs made up of the USAID-funded Operation Brotherhood doctors and nurses and the medical teams of voluntary agencies and other countries. When large refugee moves take place, the help of these professional medical teams is invaluable.

SCHOOLS



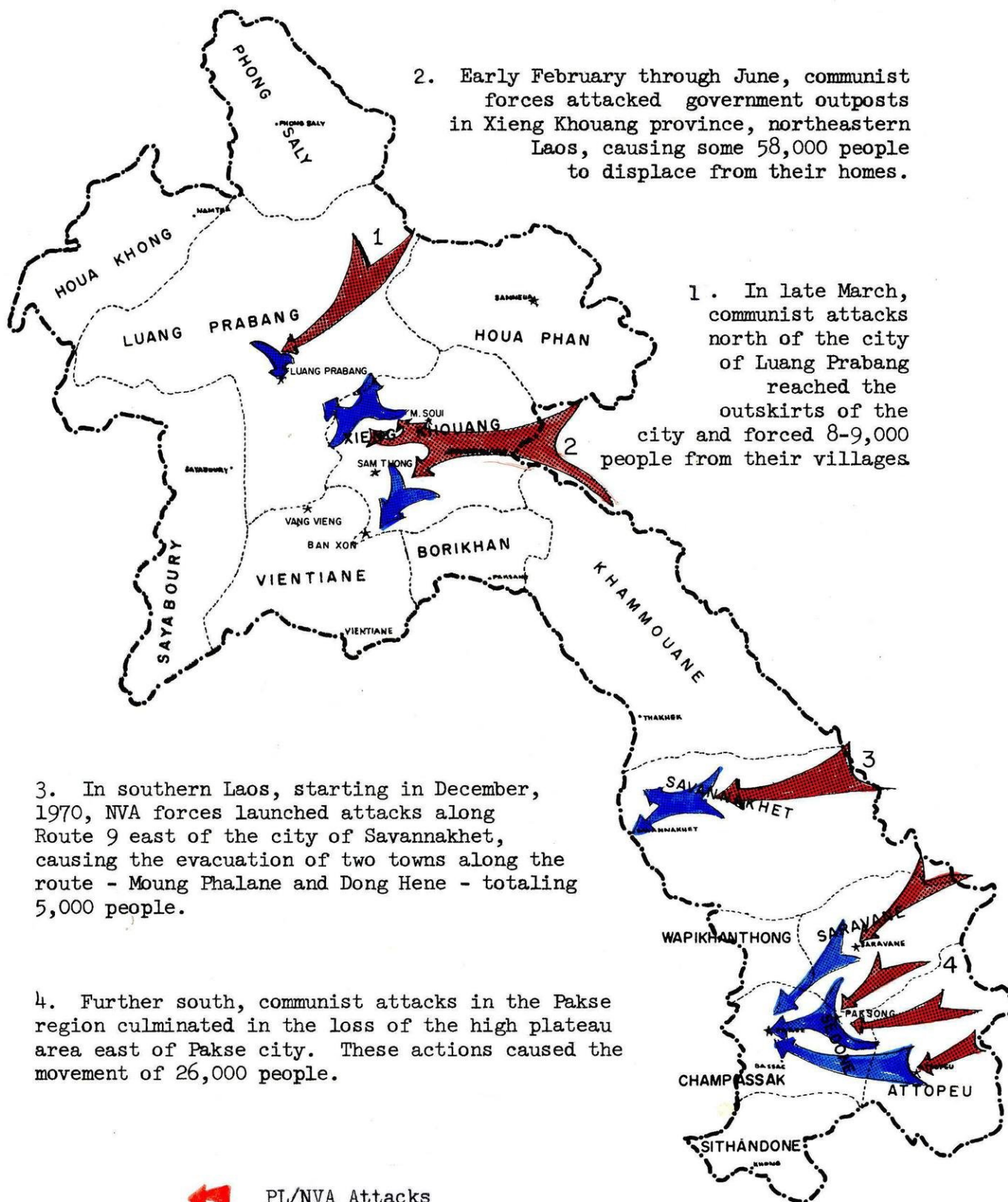
After basic needs are satisfied, better education for their children is high on a list of priorities. Initial schools are of woven bamboo, with thatch roofs, dirt floors, and crude benches. As refugee groups coalesce, the one-room schools expand to include three and four grades. Villagers permanently relocated receive USAID assistance in the form of portable sawmills, nails, and cement - plus carpenter instructors - so they can build their own new schools and good furniture. The RLG Ministry of Education provides books and slates, and, lacking enough qualified teachers, may initially certify local villagers with limited schooling as teachers. These are later replaced by graduates of teacher training institutions.





1971 COMMUNIST OFFENSIVES AND REFUGEE MOVES

ANNOTATED MAP

REFUGEE MOVEMENTS CAUSED BY COMMUNIST MILITARY OFFENSIVES - 1971



 PL/NVA Attacks
 Refugee Moves

ORA:8/30/71

LUANG PRABANG, MARCH 1971

REFUGEE MOVEMENTS INTO THE ROYAL CAPITAL OF LUANG PRABANG

Beginning in mid-March 1971, North Vietnamese units began to move toward high ground areas 10 to 15 miles north of Luang Prabang. During the night and early morning of March 21 and March 22, these units swept over all outposts of positions north of Pak Ou (approximately 10 miles from Luang Prabang) and dispatched forward units to the perimeter of the Luang Prabang airstrip.

On March 24 and 25, refugees from villages taken by the North Vietnamese units began to arrive in Luang Prabang and vicinity. Many families came directly into the city to take up temporary residence with friends or relatives. Others, primarily those from northwest of the city, travelled toward the Xieng Mene area across the Mekong from Luang Prabang. Still others were scattered along the riverbank and in open areas of the city wherever they could set up temporary shelter. Immediate food and medical assistance was provided to these families as they arrived and RLG authorities made the decision to utilize the school building of Luang Prabang to house those without friends or relatives to help them.

By April 1, approximately 7,000 people had moved into the city proper. An estimated 3,000 of these were able to find shelter without governmental assistance. The remaining 4,000 were housed in school buildings. Some 1,000 to 2,000 more refugees arrived during April. In addition, 4,000 people moved to the plain area in Xieng Mene and were assisted in setting up temporary shelters with plastic sheeting donated by USAID.

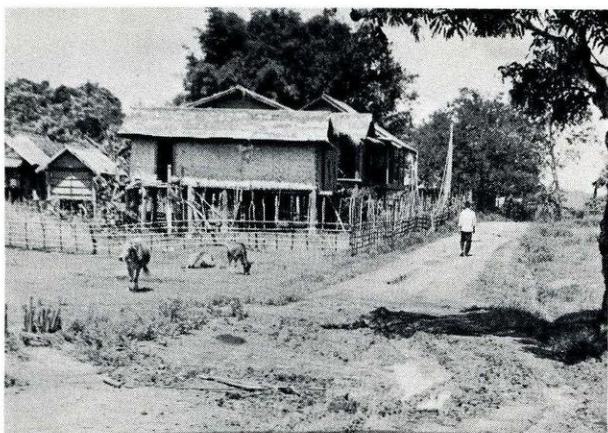
On March 27, with continuing and intensified pressure by North Vietnamese troops on the airport, a decision was made to begin emergency construction of an alternate landing strip three miles southwest of the city. To accomplish this, and assure continuing supply to the city (refugees as well as regular population), the RLG conscripted all heavy equipment in the city -- Lao Public Works, Lao Army, and the equipment of two private contractors. The United States agreed to supply POL, spare parts and U.S. engineering advice. As of April 6, 1,500 feet of usable runway had been constructed, capable of accommodating Caribou and STOL aircraft.

On March 29 to March 31, inoculations and sanitation programs were begun to forestall potential health problems -- among these, people brought together in relatively close quarters. Lao boy scouts and high school students assisted in the construction of latrines and in

general clean-up activities around the schools while public health teams were dispatched with cholera vaccines. As of April 7, all refugees in the Luang Prabang area were inoculated against cholera. DDT was sprayed and chlorate of lime spread around all refugee areas, and latrines had been constructed at all school areas housing refugees.

In summary, the attacks on government forces north of Luang Prabang forced some 8,000-9,000 people into the city itself, which added to the already fully supported 15,000 people in the environs of Luang Prabang.

Royal Lao Government forces have now pushed the enemy back to the original positions that they held before the offensive against Luang Prabang began. By July 2, security had improved to the point that over 5,000 of the 8,000 to 9,000 refugees had returned to their villages north of Luang Prabang. USAID is assisting in rebuilding these villages, mainly by transporting local building materials and providing seeds and tools.



Refugees are created when traditionally peaceful villages are turned into impressed labor camps and military staging areas by invading PL/NVA forces. Many villagers are forced to flee to safe havens as the coolie labor and "taxes" become more than they can bear, or when fighting breaks out as the RLG forces move in to block PL/NVA aggression. In such battles, many villages are destroyed, leaving the populace without homes, schools, livestock, and granaries, and forced to leave as refugees. The following excerpts from USAID/RLG reports detail the need for their moves:

"At Ban Pha 0, Luang Prabang province, on March 28, 1971, 29 houses were burned down due to RLG and enemy crossfire. Pha 0 villagers claimed that after seeing a nearby town, Ban Dan Cho, burning, they were forced to flee their village for fear of being captured by the enemy. They heard rumors that the North Vietnamese had already occupied Ban Dan Cho and were preparing to move into their town."

"On March 20, 1971, in the P.M., an estimated company-size NVA battalion shot B-40 rockets into Ban Kok Vane (TH1708). The villagers were sleeping when the firing commenced. Two homeguards were killed and six wounded. During the



crossfire which later ensued, a small homeguard was able to kill five NVA, wounded unknown. 39 families/250 people remained in the village while the crossfire occurred. The NVA managed to capture the Tasseng (head of the home-guard) and moved him to Ban Bo Hai north of Ban Kok Vane (TH1708). The village population of Ban Bo Hai threatened the NVA saying that if the Tasseng was not released the villagers would move south to Luang Prabang. On or about March 24, 1971, the NVA decided to release the Tasseng, who then returned to Ban Kok Vane (TH1708)."

"On March 29, 1971, T-28's fired on an estimated NVA size company occupying Ban Kok Vane (TH1708). The village population was contained in the village for the same reasons that the Ban Phic Ngay people were contained in their village by the NVA. The Tasseng reported T-28 firing killed one NVA and wounded five. Thirty-nine houses were destroyed. 39 families/250 people requested the NVA to allow them to be moved to Ban Na Tane (TH1606). The Tasseng later promised the NVA that if 39/250 people were moved to Ban Na Tane they would stay in Ban Na Tane and not move south to Luang Prabang. The NVA consented and moved with 39/250 people to Ban Na Tane on March 29, 1971. It was during this time that the NVA reportedly slaughtered 20 village buffalos because the villagers would not cooperate with the enemy."

"The naiban reports that on May 12, 1971, at 1300 hours, he saw three T-28's make air strikes around the village perimeter of Ban Phic Ngay (TH1003) near Luang Prabang, their target being an estimated size NVA company force occupying that area. One person was wounded; sixty-three houses were destroyed by ordnance which entered the village directed at the enemy. Villagers remained in their shelters in the village because:



- 1) They refused to follow NVA demands to move north. The villagers stated that if they had to die they wanted it to be in their own village.
- 2) The NVA prohibited the villagers from moving south to friendly areas.
- 3) The enemy was using this area as a base position to launch their attacks. T-28's had to strike in that location because there was a suspected enemy rocket launch position in the area.

At approximately 1630 hours on May 12, 1971, 63 families/303 people moved from Ban Phic Ngay (TH1003) to Long 0 and on May 13, the same families moved to Ban Pha Nam (TH0301). To date 63/303 people are presently residing in Ban Pha Nom."

"On April 15, 1971, at 1500 hours, T-28's fired on an estimated NVA battalion occupying Ban Na Tane. When the enemy heard the T-28's approaching, the NVA and the villagers ran in different directions - the NVA moving north of the village and the villagers running south. When the T-28's fired on the village, the NVA battalion and village population 39 families/250 people had already moved out of the village. 39/250 people came to Luang Prabang on April 15, 1971."

"On March 21, 1971, in Pak Xuang (TH1210) one store house was reportedly burned by the NVA because villagers would not cooperate with the enemy."

TERRORISM AND SABOTAGE



Road travel throughout Laos remains hazardous because of the frequent attacks upon travelers and vehicles by communist terrorists. A refugee militiaman examines damage to a USAID truck blown up during an attack: truck had been used to carry rice and refugee commodities.



Substantial French-built and American-built bridges, when destroyed by the enemy, can be bypassed by temporary wooden bridges during the dry season. But rivers rise during the wet season and traffic often ceases except for boats and aircraft.



Unprovoked attacks are often made upon civilian travelers. On April 13, 1971, a bus was ambushed on the Houei Pamon-Ban Xon road. The Bangkok World reported that attackers shot to death eight unarmed passengers, including a mother and her infant daughter; four others were wounded.

PLAIN OF JARS

PLAIN OF JARS

The Plain of Jars is strategically located in Northeastern Laos. It can almost be said that it is the hub of Northeastern Laos, and that whoever controls it controls, or is in a position to control, a very significant part of Lao political and economic life. The Plain of Jars has been criss-crossed by invading forces numerous times throughout the history of Laos. The population of the Plain, primarily ethnic Lao, have been victims of the almost continuous struggles which have occurred over the years.

Perhaps one of the most devastating invasions of the Plain of Jars was that led by the Ho tribal groups from the Sino-Vietnamese border region in the nineteenth century. Aside from dealing death and destruction to the inhabitants of the area, it prompted many of them to move southward to the Mekong valley. More recently, the Japanese attempted to conquer the Plain in 1947. Successfully beaten back, they were followed in 1952 by Viet Minh forces, who also were unsuccessful in their bid for control.

Following the Geneva Accords in 1954 after the first Indochina War, attempts were made by the various factions in Laos (primarily pro-Communist Pathet Lao and the Royal Lao Government) to reach a common-ground prerequisite to reconciliation. The deterioration of these efforts culminated in the Kong Le coup in 1960. After Kong Le was driven from Vientiane following the Phoumiste counter-coup, he regrouped his forces on the Plain of Jars in alliance with the Pathet Lao and their North Vietnamese advisors. During the ensuing battle to gain control of the Plain, groups of villagers fled to safe areas in the surrounding hills. In 1963-64, disagreements between the Pathet Lao and Kong Le led to a split and Kong Le was driven from the Plain. At this juncture, the Pathet Lao gained control of the Plain of Jars, and managed to maintain their control until an RLG offensive action drove them from the area in 1969.

The Plain of Jars is now devoid of population. During a period of intensified fighting in the area following takeover by the Pathet Lao and North Vietnamese in 1964, life became increasingly difficult. In 1969, when RLG forces retook the Plain of Jars, the inhabitants of the Plain made a basic decision. As RLG forces retook the Plain, Communist forces apparently made a great effort to forcibly evacuate villagers in most districts from their homes on a trek north-northeast

to zones still under their control. (See attached interviews.) The majority of the people refused to submit to evacuation and rallied to Government forces. Others were unable to avoid evacuation in its initial stages but were successful in escaping as the enemy retreated.

Given the unique character of the Plain of Jars Lao -- their ability to accommodate with invading forces and at the same time retain at least a semblance of independence -- their decision not to submit to forced evacuation from their homes and their land is not surprising. It appeared that Government presence in the area would offer a semblance of stability in a wartime situation. However, renewed North Vietnamese pressure on the area in early 1970 precipitated a second and more difficult decision -- whether or not to leave their homelands entirely. Having refused to follow Communist orders to evacuate at the outset of the offensive, and faced with hostile forces bearing down upon them, they made the only decision left to them -- to leave the Plain of Jars. Ironically, the refugees from the Plain of Jars are now located in areas on the Vientiane Plain settled many years ago by Plain of Jars Lao fleeing invading Ho forces from what is now North Vietnam.

The question arises as to why the majority of the Plain of Jars Lao did not attempt escape from their homes prior to 1969 despite the heavy fighting that raged about them. The fact was that they were unable to even if they had wanted to.

With the advent of the Pathet Lao/North Vietnamese combination, restrictions were placed on the life style of the Plain of Jars Lao.* Most obviously, travel outside of the village was restricted, violators of this regulation were dealt with harshly. In most villages, enemy undercover agents observed the movements of the people and village guard units were established primarily as a deterrent to people leaving the village without permission. Travel regulations grew stricter in those areas where people escaped to Government-controlled areas. Anyone caught moving outside of the village who was suspected of trying to escape was summarily shot. There are several known incidents of mass murder of old people, women and children caught escaping. (See attached interviews.)

In other areas, villages were moved to new locations if the incidence of people attempting to flee over the years was high. Although most of the inhabitants of the Plain of Jars were extremely frightened of the dangers of escaping and of the reprisals which would be meted out against family members who remained behind, there was a steady trickle of small groups of people from the Plain of Jars to friendly areas from the times the Plain was taken by the enemy.

* See McKeithen's attached report "Life Under The P. L. in the Xieng Khouang Ville Area"

As people caught escaping or planning to escape were dealt with harshly, in many cases those individuals who contemplated the risks involved deemed it more expedient to remain on their home soil. In most instances, these were the vast majority of the people who owned their own land, and who possessed livestock, a home, etc. In spite of the high taxation (in the form of rice which was previously marketed) and occasional expropriation of land, they still retained a plot which belonged to them. Therefore, why risk death attempting to escape? The 1969 RLG offensive presented the Plain of Jars Lao with the promise of normalacy in their homeland, and failing that, an opportunity to move to safehaven areas.

Thus, as has been the case numerous times over the years, circumstances have forced villagers to flee the Plain of Jars. During the decade of the 1960s, beginning with the Kong Le coup, the subsequent battle on the Plain of Jars between Kong Le-Pathet Lao-North Vietnamese forces and Phoumist forces, and the political in-fighting which erupted between the neutralist-communist allies, the Plain of Jars has been plagued with almost continuous fighting. Between 1964 and 1968 the fighting remained at a low level giving communist forces an opportunity to consolidate their political and military position in the area. With the advent of the North Vietnamese build-up in the area, whose size can be attested in the form of vast quantities of communist war materiel found on the Plain of Jars by RLG forces during Operation About Face in 1969, and the threat which this build-up posed to the tens of thousands of refugees located in the surrounding areas, the Royal Lao Government's only recourse was to stage a military offensive against the North Vietnamese divisions located on the Plain of Jars. During the course of the operation some 15,000 refugees were displaced from their homes -- a small number of people in comparison to the some 200,000 refugees and villagers who were at the time directly threatened by the massive North Vietnamese build-up on the Plain itself. The only possibility of preventing these NVA forces from over-running large civilian areas with resulting high loss of human life was to preempt the poised NVA Forces. The Lao government chose to force the NVA's hand. Air support was necessary to successfully blunt this threat. Controls were maximized to keep civilian casualties to a minimum.

August 27, 1971

INTERVIEW 7-8-71

PRESENT LOCATION: Village - Ban Nong Naly
Province - Xieng Khouang

RESPONDENT: Name - Kham Deng
Age -
Position - Nai Ban

INTERVIEWER: Her Manh

ORIGINAL LOCATION: Village - Ban Ting
Tasseng -
Muong -
Province -

POPULATION: ORIGINAL VILLAGE

Family -

People -

REFUGEES:

Family - 25

People - 116

ETHNIC GROUP: LAO THEUNG

DATE OF MOVE: MARCH 1970, MARCH 1971.

CIRCUMSTANCES OF MOVE: When Khang Khai fell the villagers moved to Pa Dong where they stayed for 1 year. In March of 1971 when Pa Dong was captured, their houses were burned and they moved to Ban Nong Naly.

INTERVIEW

2-23-71

PRESENT LOCATION:

Village - Phon Hong Area

Province - Vientiane

RESPONDENT:

Name -

Age -

Position -

INTERVIEWER:

-

ORIGINAL LOCATION:

Village - Ban Xieng Nga

Tasseng - Souei

Muong - Pek

Province - Xieng Khouang

POPULATION: ORIGINAL VILLAGE:

Family -

People -

REFUGEES:

Family -

People -

ETHNIC GROUP:

DATE OF MOVE: JULY 24, 1969

CIRCUMSTANCES OF MOVE: 36 men were abducted and imprisoned in Khang Khay. After 2 months they managed to escape and returned to look for their families. Their village was deserted so they proceeded to Muong Chim where some found their families and moved to Phon Hong.

INTERVIEW - 7-8-71

PRESENT LOCATION: Village - Ban Nong Naly
Province - Xieng Khouang

RESPONDENT: Name - Vang Heng Her
Age -
Position - Nai Ban

INTERVIEWER: Her Manh

ORIGINAL LOCATION: Village - Ban Pha Lai
Tassengq -
Muong -
Province - Xieng Khouang

POPULATION: ORIGINAL VILLAGE: Family -
People -

REFUGEES: Family - 16
People - 114

ETHNIC GROUP: MEO

DATE OF MOVE 1958, 1960, 1964, 1970

CIRCUMSTANCES OF MOVE: The men of this village were in the ADC and moved to Pa Dong when their village was overrun by communist troops, they then went to Pha Khao for 2 years, then to Sam Thong until 1964, when UP retook KHang Khay. They were told to return to their former village, there they stayed until 1970. Then Khang Khai fell they moved to Nong Naly.

INTERVIEW

2-17-71

PRESENT LOCATION:

Village - Phon Hong Area

Province - Vientiane

RESPONDENT:

Name - Thit Boun My

Age -

Position -

INTERVIEWER:

-

ORIGINAL LOCATION:

Village - Ban Panh

Tasseng - Panh

Muong - Khun

Province - Xieng Khouang

POPULATION: ORIGINAL VILLAGE:

Family -

People -

REFUGEES:

Family -

People -

ETHNIC GROUP:

DATE OF MOVE:

CIRCUMSTANCES OF MOVE: These villagers left their homes about 7 years ago and moved to Ban Na as they were caught between two forces. Again, 2 years later, due to hostilities, these people moved to Xieng Dat where they stayed off and on for 3 years. They gradually moved down to Veun Kham.

INTERVIEW

2-23-71

PRESENT LOCATION:

Village - Ban Phon Hong

Province - Vientiane

RESPONDENT:

Name - Thit Thong Ti

Age -

Position - Nai Ban

INTERVIEWER:

ORIGINAL LOCATION:

Village - Ban Xieng Nga

Tasseng - Souei

Muong - Pek

Province - Xieng Khoueng

POPULATION: ORIGINAL VILLAGE:

Family -

People -

REFUGEES:

Family -

People -

ETHNIC GROUP:

DATE OF MOVE:

CIRCUMSTANCES OF MOVE: On July 24, 1969 this village was attached this by NVA who rounded up all able-bodied men (36) and imprisoned them at Khang Khai (11 days walk tied in groups of 10) where they made a total of 166 people in one cave. The Nai Bans were made to wear leg irons and put in pits.

A month and 18 days later an air raid on Khang Khay enabled them to escape.

INTERVIEW 1-28-71

PRESENT LOCATION: Village - Ban Veun Khene
Province - Vientiane

RESPONDENT: Name -
Age -
Position -

INTERVIEWER: -

ORIGINAL LOCATION: Village; -
Tasseng - Baen Noi
Muong - Khun
Province - Xieng Khouang

POPULATION: ORIGINAL VILLAGE: Family -
People -

REFUGEES: Family -
People -

ETHNIC GROUP: LAO PUANSET

DATE OF MOVE: MAY 13, 1969

CIRCUMSTANCES OF MOVE: These people moved when RIG forces were attacked by a mixed force of FL/NVA. Only 2/3 of the people were able to escape; the remaining 1/3 were in enemy control, mainly young men and children.

They were evacuated to Sam Thong, then moved to Lat Saen for resettlement and were forced out by poor security on Feb 9, 1970 to Ban Veun Khene.

INTERVIEW - 2-23-71

PRESENT LOCATION: Village - Phon Hong Area
Province - Vientiane

RESPONDENT: Name -
Age -
Position -

INTERVIEWER: -

ORIGINAL LOCATION: Village -
Tasseng - Kassy
Muong - Kassy
Province - Vientiane

POPULATION: ORIGINAL VILLAGE: Family -
People -

REFUGEES: Family -
People -

ETHNIC GROUP:

DATE OF MOVE: FEB 17.

CIRCUMSTANCES OF MOVE: NVA, Kha, Meo, Lao attacked the camp of BU-56 and BU-12 just out side of town using B-40's and mortars, as well as small arms. They destroyed 2 M-8 rubber tired tanks and assassinated the Nai Tasseng of Tasseng Na Hong.

The people moved out to settle Khua Nam Chim.

INTERVIEW - 1-71

PRESENT LOCATION:

Village - Phon Sai

Province - Vientiane

RESPONDENT:

Name - Xieng Chan Si

Age - 47

Position - Villager

INTERVIEWER:

William Dean

ORIGINAL LOCATION:

Village - Ban Fat Sou

Tasseng - Fat

Muong - Pek

Province - Xieng Khouang

POPULATION: ORIGINAL VILLAGE:

Family -

People -

REFUGEES:

Family -

People -

ETHNIC GROUP:

DATE OF MOVE: DEC 17, 1909

CIRCUMSTANCES OF MOVE: On this date PL dressed in FAR uniforms entered the village and asked who wanted to go over to the RLG side. 7 villagers declared their willingness and were arrested and put in jail. They managed to escape and rejoined the other refugees at the Khang Si collection point.

INTERVIEW -- 1-19-71

PRESENT LOCATION:

Village - Ban That
Province - Vientiane

RESPONDENT:

Name - Nai Tasseng & Nai Bans of Tasseng
Hat Nam - Kham Tai
Age -
Position -

INTERVIEWER:

William Dean

ORIGINAL LOCATION:

Village -
Tasseng - Hat Nam Kham Tai
Muong - Kham
Province - Xieng Khouang

POPULATION: ORIGINAL VILLAGE:

Family -
People -

REFUGEES:

Family -
People -

ETHNIC GROUP:

DATE OF MOVE OCT 1962 (or 1963)

CIRCUMSTANCES OF MOVE: Phou Nong Massace. In October of 1962 (3?) in the Muong Kham area heavy fighting broke out between the PL/NVA and the Kongle Vang Pao forces. large numbers of villagers from these two Tasseng fled to Phu Nong (LS-71) where they began evacuation by H-34 17 days later.

On the 20th day, the enemy opened fire on the H-34's and mortared the airstrip. The Muong Kham people fled toward Muong Cha. On their way they were ambushed several times.

The old people's throats were cut and the young men, women and children were captured. These people were returned to their original villages and told to begin cultivating crops.

When Gen. Vang Pao recaptured the area the villagers in the area were returned to their families however, many were not found.

INTERVIEW 7-8-71

PRESENT LOCATION:

Village - Ban Nong Waey

Province - Xieng Khouang

RESPONDENT:

Name - Cher Deng

Age -

Position - Nai Ban

INTERVIEWER:

Her Manh

ORIGINAL LOCATION:

Village - Ban Hong

Tasseng -

Muong -

Province - Xieng Khouang

Population: ORIGINAL VILLAGE:

Family -

People

REFUGEES:

Family - 7

People - 62

ETHNIC GROUP: MEO

DATE OF MOVE: 62, 64, 71

CIRCUMSTANCES OF MOVE: Neutralist troops forced these people to move to Pa Dong. Gen. Vang Pao then ordered them to go to Long Tieng. In 1964 they were able to move back to Ban Hong, where they stayed until the enemy surrounded their village in 1971 and they decided to walk out to Ban Nong Nong Naly.

INTERVIEW 7-8-71

PRESENT LOCATION:

Village - Ban Nong Naly

Province - Xieng Khouang

RESPONDENT:

Name -

Age -

Position -

INTERVIEWER:

Her Manh

ORIGINAL LOCATION:

Village - Ban Ly Ou

Tasseng -

Muong -

Province - Xieng Khouang

POPULATION: ORIGINAL VILLAGE:

Family - 60

People -

REFUGEES:

Family -

People -

ETHNIC GROUP: MEO

DATE OF MOVE: 1969, 71.

CIRCUMSTANCES OF MOVE: Both moves were provoked by enemy action. Their first move was from Ban Ly Ou to Pa Dong. Their second was from Pa Dong to Nong Naly.

INTERVIEW : 7-9-71

PRESENT LOCATION:

Village -- Ban Nong Naly
Province -- Xieng Khouang

RESPONDENT:

Name -- Chong Neung Xong
Age --
Position -- Nai Ban

INTERVIEWER:

Her Manh

ORIGINAL LOCATION:

Village -- Ban Pa Dong
Tasseng --
Muong --
Province -- Xieng Khouang

POPULATION: ORIGIN AL VILLAGE:

Family --
People --

REFUGEES: (at Nong Naly)

Family - 231
People - 1329

ETHNIC GROUP: MEO

DATE OF MOVE:

CIRCUMSTANCES OF MOVE: From the 1950's until 1971 these people were chased out of Pa Dong by the communists at least 5 times. The last time Pa Dong was overrun in 1971 their houses were burned. The people then moved to Ban Nong Naly.

INTERVIEW 7-8-71

PRESENT LOCATION: Village ~ Ban Nong Naly
Province ~ Xieng Khouang

RESPONDENT: Name ~ Hong Sent Ly
Age ~
Postion ~ Nai Ban

INTERVIEWERE Her Manh

ORIGINAL LOCATION: Village ~ Ban Phiang Luang
Tasseng ~
Muong ~
Province ~ Xieng Khouang

POPULATION: ORIGINAL VILLAGE: Family ~ 19
People ~

REFUGEES: Family ~ 12
People ~ 99

ETHNIC GROUP: MEO

DATE OF MOVE: 62, 63, 66, 71

CIRCUMSTANCES OF MOVE: In 1962 neutralist soldiers overran this village and the people moved to Pa Dong. When Pa Dong fell in 63, they moved to Pha Khao where they lived for 4 years. In 1966 they were chased out of Pa Dong and lived in the forest for 2 years. In 68 they moved back into Pa Dong and stayed there until it fell in March of 1971. They then moved to Ban Nong Naly.

INTERVIEW.

4-25-69

PRESENT LOCATION:

Village -

Province -

RESPONDENT:

Name -

Age -

Position - Refugee

INTERVIEWER:

-

ORIGINAL LOCATION:

Village - Phu Khe

Tasseng -

Muong -

Province

POPULATION: ORIGINAL VILLAGE:

Family -

People -

REFUGEES:

Family -

People -

ETHNIC GROUP: THAI-FUAN, MEO, THAI-DAM, CHINESE

DATE OF MOVE:

CIRCUMSTANCES OF MOVE: From Apr 25, 1969 informal conversations with refugees (approx 1500) from the area just west of Xieng Khouang ville.

Airstrikes: Only one man was reported killed last year by T-28's; he ran across the paddies while everyone else dove for cover. Most of the people reported that they had spent the greater part of the past 3 weeks in caves or bunkers, but that only one village had been hit and no one had been hurt. On the other hand, they reported that last summer a strike hit the cave where the PL kept their political prisoners and killed many of the popular leaders who had been replaced by PL cadres.

Travel Documents: Travel documents are required to go almost anywhere, and most important, PL administrative and military centers are strictly off-limits.

PL. Administrative Structure: The Normal PL system of a dual hierarchy exists with a PL counterpart assigned to each leadership position. The Nai Ban has his administration, the Tasseng his front Tasseng, the chao Muong his front Chao Muong. The traditional leader, if he is lucky enough to be left in the village, has no real say in administrative matters.

PRESENT LOCATION: Village -
 Province -

RESPONDENT: Name -
 Age -
 Position - Tasseng

INTERVIEWER: -

ORIGINAL LOCATION: Village -
 Tasseng - Phou San
 Muang - Pek
 Province - Xieng Khouang

POPULATION: ORIGINAL VILLAGE: Family -

People -

REFUGEES: Family -

People -

ETHNIC GROUP:

DATE OF MOVE:

CIRCUMSTANCES OF MOVE: Told by the farmer Tasseng of Phou San, Muong Pek.
Restrictions of Travel: Anyone wishing to travel within his Tasseng had to obtain permission from his village chief. If he wished to go outside his Tasseng the Tasseng's approval. Any traveller wishing to go beyond his Muong obtained permission from the Chao Muong after he obtained a note of recommendation from his Tasseng. The Tasseng often was reluctant to approve a journey outside the Muong because he feared reprisals should the traveller defect. It usually took a traveller about 15 days to obtain permission to go outside his Muong. He then had to contend with constant checking by soldiers and civilian officials along the road to his final destination.

Villagers who voiced opposition or who refused to co-operate were required to undergo political re-education. If the PL believed that a person would not benefit from re-education, he was executed. Between September 1966 and January 1967 five men in the Muong Pek district were considered beyond re-education and executed. In the face of the increasing number of villagers who fled from the Muong Pek area, by March 1967 the PL had announced the forced relocation of about 50 percent of the people or about 900 persons from the vicinity of Ban Sala and Ban Pa Kio to Nong Het and Khang Khay.

INTERVIEW: 4-67

PRESENT LOCATION:

Village -

Province -

RESPONDENT:

Name - Pheng

Age -

Position - Farmer

INTERVIEWER:

-

ORIGINAL LOCATION:

Village - San Noi, Kang Seng, Pha,
Nhouang & Xieng Khouang

Tasseng -

Muong -

Province - Xieng Khouang

POPULATION: ORIGINAL VILLAGE:

Family -

People -

REFUGEES:

Family -

People -

ETHNIC GROUP:

DATE OF MOVE: 1966

CIRCUMSTANCES OF MOVE: Tavieng Road repair on route 4 began at Xieng Khouang town in September 1966. 50 male, female villagers were recruited from 5 different Tassengs in Xieng Khouang Province. Each Tasseng was forced to work 10 days out of every 50. By late March, 1967 work had been completed to a point south of the confluence of the Nam Ngiep and the Nam Siem. These workers were then sent to work on dams at Ban Se Pha and Ban Naou.

INTERVIEW: 11-27-71

PRESENT LOCATION:

Village ~ Ban Dong Kalum

Province ~ Vientiane

RESPONDENT:

Name ~

Age ~

position ~

INTERVIEWER:

ORIGINAL LOCATION:

Village ~

Tasseng ~ Xieng

Muong ~ Khoun

Province ~ Xieng Khouang

POPULATION: ORIGINAL VILLAGE:

Family ~

People ~

REFUGEES: ORIGINAL VILLAGE:

Family ~

People ~

ETHNIC GROUP:

DATE OF MOVE:

CIRCUMSTANCES OF MOVE: Because of bombing and fighting, these people decided to present themselves to the RIG in Khang Khay, 1969. They were then moved to Lat Sene for 7 months' and in Feb, 1970 to UTM.

INTERVIEW 9-23-70

PRESENT LOCATION:

Village - Ban Hat Deua

Province - Vientiane

RESPONDENT:

Name -

Age -

Position -

INTERVIEWER:

-

ORIGINAL LOCATION:

Village - Ban Khang Mone

Tasseng - Khay

Muong - Pek

Province - Xieng Khouang

POPULATION: ORIGINAL VILLAGE:

Family -

People -

REFUGEES:

Family -

People -

ETHNIC GROUP:

DATE OF MOVE:

CIRCUMSTANCES OF MOVE: After 7 years of PL control, these people moved out of their original village. In September, 1969 they moved to Nam Song to escape the fighting. They were followed by PL/NVA troops. Being afraid of what might happen to them, they moved to Vientiane in Feb, 1970.

INTERVIEW 10-19-70

PRESENT LOCATION:

Village - Ban Tat Kang

Province - Vientiane

RESPONDENT:

Name -

Age -

Position -

INTERVIEWER:

-

ORIGINAL LOCATION:

Village - Danly, Ban By, Ban Muang

Tasseng - Kat

Muong - Pek

Province - Xieng Khouang

POPULATION: ORIGINAL VILLAGE:

Family -

People -

REFUGEES:

Family -

People -

ETHNIC GROUP:

DATE OF MOVE:

CIRCUMSTANCES OF MOVE: In 1964 the PL moved into these villages and forced the people to do porterafe. In 1968-69 the people moved into the forest. Only 2 or 3 persons were killed. When the RIG entered the area they moved to their present location.

INTERVIEW 10-1-70

PRESENT LOCATION:

Village " Ban Na Nga

Province " Vientiane

RESPONDENT:

Name "

Age "

Position " Nai Tasseng

INTERVIEWER:

ORIGINAL LOCATION:

Village "

Tasseng " Kat

Muong " pek

Province " Xieng Khouang

POPULATION: ORIGINAL VILLAGE:

Family "

People "

REFUGEES:

Family "

People "

ETHNIC GROUP:

DATE OF MOVE:

CIRCUMSTANCES OF MOVE: In 1969, due to heavy bombing, the PL forces in this Tasseng decided to move to a more secure area. They rounded up all of the villagers and told them to come with them. RLG forces entered the area in time to prevent the PL from evacuating most of the people.

INTERVIEW:

1-20-71

PRESENT LOCATION:

Village - Nam Pot IV.

Province - Vientiane

RESPONDENT:

Name - Xieng Duang Pa

Age - 38

Position - Villager

INTERVIEWER:

ORIGINAL LOCATION:

Village - Ban Hua Na

Tasseng -

Muong - Souei

Province - Xieng Khouang

POPULATION: ORIGINAL VILLAGE:

Family -

People -

REFUGEES:

Family -

People -

ETHNIC GROUP:

DATE OF MOVE JULY 24, 1969

CIRCUMSTANCES OF MOVE: On July 24, 1969 more than 100 NVA surrounded the village and rounded up the villagers. They picked out 73 men, tied them together in groups of 10 with jungle vines and marched them to Khang Khay. Traveling at night the trip took 7 days; when they arrived they were turned over to the PL and the NVA returned toward Muong Sour.

In Khang Khay every 3-4 days the prisoners, who numbered 250 and were divided into 3 groups, were indoctrinated by a Lao-speaking Vietnamese. After spending 40 days in Khang Khay, where 2 of their group were killed by bombing raids, 35 men were chosen to do portage to Nong Het. Xieng Duang Pa was one of them. They arrived at Nong Het after 8 night's walk and were quartered in a Lao-Theung village (Ban Keng Dat). This group eventually formed the third government Porter group. The first being medic trainees the second ordinary villagers from the Tha Tom area. A year and 4 months later he managed to escape his guard and walked 17 days to Ban Kang Sen, went to Vientiane, then Vang Vieng, and finally to Nam Pot IV.

INTERVIEW. 5-27-71

PRESENT LOCATION:

Village - Nam Vep

Province -

RESPONDENT:

Name - Chia Dua Vang

Age -

Position - Nai Ban

INTERVIEWER:

ORIGINAL LOCATION:

Village - Ban Houei Heua

Tasseng -

Muong -

Province -

POPULATION: ORIGINAL VILLAGE:

Family - 21

People -

REFUGEES:

Family - 16

People - 140

ETHNIC GROUP:

DATE OF MOVE: 1969, 1971

CIRCUMSTANCES OF MOVE: These people were in and out of their village several times during the 1960's. In 1969 they lost their village to the PL and moved to Nong On for 2 years. In 1971 they moved to Nam Vep.

INTERVIEW 5-27-71

PRESENT LOCATION:

Village - Nam Vep

Province -

RESPONDENT:

Name - Chu Va Vu

Age -

Position - Nai Ban

INTERVIEWER:

Her Dang

ORIGINAL LOCATION:

Village - Ban Long Kuang

Tasseng -

Muong -

Province -

POPULATION: ORIGINAL VILLAGE:

Family - 18

People -

REFUGEES:

Family -

People -

ETHNIC GROUP:

DATE OF MOVE: 1964 - 1971

CIRCUMSTANCES OF MOVE: In 1964 these people moved from Long Kuang to San Sen Tai as they were afraid of war. When they lost San Sen Tai on 3/15/71. They moved directly to Nam Vep.

INTERVIEW 5-11-71

PRESENT LOCATION:

Village - Ban Phou He

Province -

RESPONDENT:

Name - Song Khua Yang

Age -

Position - Villager

INTERVIEWER:

Her Manh

ORIGINAL LOCATION:

Village - Ban Muong Va

Tasseng - Muong Sao Khok

Muong -

Province - Hanoi-Vietnam

POPULATION: ORIGINAL VILLAGE:

Family - 32

People -

REFUGEES:

Family -

People -

ETHNIC GROUP:

DATE OF MOVE: 1968

CIRCUMSTANCES OF MOVE: Song Khua Yang and his family fled after living with the Viet Cong for 18 years. He was old and didn't want to live under the communists. In 1969 he moved to Phou He.

INTERVIEW 5-27-71

PRESENT LOCATION: Village - Ban Nam Vep (#335)

Province - Xieng Khouang

RESPONDENT: Name - Chong Tou Ku

Age -

Position - Nai Ban

INTERVIEWER: Her Manh

ORIGINAL LOCATION: Village - Ban Phu Pan Pan

Tasseng -

Muong -

Province -

POPULATION: ORIGINAL VILLAGE

Family -

People -

REFUGEES:

Family - 8

People - 41

ETHNIC GROUP:

DATE OF MOVE: 1962, 1966, 1970

CIRCUMSTANCES OF MOVE: Their first move was provoked by neutralist action in the area. They then moved to Phu Nong Phy where they lived for 4 years. In 1966 they moved to Xieng Det because Phu Nong Phy was too clouded. They stayed in Xieng Det until 1970 when the PL forced them to move to Nong Ou for a year. At the end of that year the PL again forced them to move to Nam Vep.

INTERVIEWER: 10-9-1970

PRESENT LOCATION:

Village - Ban ~~Tain~~
Province - Vientiane

RESPONDENT:

Name -
Age -
Position -

INTERVIEWER:

ORIGINAL LOCATION:

Village -
Tasseng - Kheung
Muong - Pek
Province - Xieng Khouang

POPULATION: ORIGINAL VILLAGE:

Family -
People -

REFUGEES:

Family -
People -

ETHNIC GROUP:

DATE OF MOVE:

CIRCUMSTANCES OF MOVE: In 1964 the PL moved into this Tasseng and set their administrative structure. In 1968-69 the PL and people moved into the woods because of heavy bombing, tending their rice at night. As the life was hard under PL control, these people decided to move into RIG controlled areas. Approximately 150 people in their Tasseng were killed by bombing, and about 300 people died from disease at Lat Sene.

DONG HENE INTERVIEWS

The Fall of Phalane and Dong Hene - 1971
(Interview Dates: August 16, 17, 18, 1971)

THE INTERVIEWS: This report is based on three and a half days of interviews with persons directly involved in the events surrounding the 1971 fall of Muong Phalane and Ban Dong Hene to elements of NVA battalion 141 and -- later -- battalion 128. Respondents included the Chao Muongs Phalane and Dong Hene, plus other RLG officials of lesser rank in Social Welfare, the Police, and FAR, but consisted mainly of villagers and village-level officials living in these areas. Dates and intervals of time are sometimes approximate due to the villagers' imprecise recollection of events six months past. The interviews were not exhaustive. Reports of refugees now living in Kengkok who are said to have been badly abused by the NVA and PL still remain to be investigated.

Accurate accounts of the fighting in and capture of the two towns were nearly impossible to obtain because they were deserted several days in advance of their fall. For example, the Chao Muong Phalane was said by his clerk, Nai Bounthong, to have left Phalane on January 20, five days in advance of the attack. (In spite of this the Chao Muong later provided an apparently accurate account of the battle.)

BACKGROUND: Dry season hostilities are an annual occurrence for Dong Hene and Phalane and the people discuss it in the same manner they would use for other forces of nature, such as floods. "It was never as bad as this before. This year is the worst we have ever seen." For the villages around the two towns, previous years' consequences have amounted to little more than loss of some livestock and rice due to expropriation by the NVA or PL. Villagers had dug shelters as long ago as 1960-61.

This year the NVA/PL came in far greater numbers, fought with new weapons, stayed longer, and showed noticeable inattention to the negative propaganda their behavior generated.

In contrasting 1971 with previous years, Bua Keo, Chao Muong Phalane since 1968, said: "The last time Phalane fell was December 25-26, 1967,

but the PL came every year in the dry season and there was always some fighting. They never showed themselves before attacking. All we would ever find were tracks sometimes ... and then some villagers would disappear and we would know they were getting ready to attack the next night. They would catch any villagers who happened to see them so they wouldn't report it -- and then let them go later. The PL would usually start their attack about 11:00 P.M. up to 1:00 A.M. and always break off about sunrise when it began to get light. In the fighting they would use AK-47s, carbines, and B-40s -- just small arms. "

"This year they came in greater numbers. No one had ever seen anything like it. For about 10 days before the fighting started villagers all around Phalane town told us of seeing patrols of them -- 3 to 6 persons -- walking through the forest or along the outskirts of their village. They didn't care who saw them or what they did about it. They behaved like they owned the land there. The attack started at about 1:00 A.M. on Phalane Town and at 7:00 in the morning they also attacked the FAR outpost on the road to Ban Khong Khoua (southwest of town). Fighting continued until about 11:00 in the morning. They used many, many 122 mm. rockets and mortars. These weapons had never been used before, and in previous years we never had much property damage. The townspeople would leave before the attack and then wait a few days, come back and continue as before. This year they shot up or completely destroyed just about every building in Phalane, and more people were killed than ever before. "

OUTLINE OF EVENTS:

1. January 26, 1971 - First attack on Phalane; majority of the area population leaves.
2. May 1-4, 1971 - Second attack on Phalane; remainder of population leaves; NVA/PL immediately continue westward toward Savannakhet.
3. May 16-17, 1971 - Dong Hene attacked and falls at noon, second day. Dong Hene and surrounding area is occupied until late May - early June.

GEOGRAPHY: Dong Hene and Phalane are situated on a major east-west highway, RN-9, built by the French. Driving eastward from Savannakhet one first reaches the old French military complex and airfield at Seno, 35 km away; 35 km further is Dong Hene (WD-3146); 35 km further still is Phalane (WD-6142), then in 70 km more, Muong Phine (XD-0928); and in

35 more kilometers, the object of the ARVN's operation Laem Song 719, Tchepone (or Sepone) at XD-2847.

THE EVACUATION OF THE MUONG PHALANE AREA - VILLAGER ACCOUNTS:

1. Ban Phalane Kang (WD-6142) (Respondent: Naiban Phalane Kang, Nai Pong, since 1970): "From the time of the attack on the FAR command post southeast of town we stayed in our shelters in the village for two days. At about 6:00 A. M. on the third day we left our homes together with the Ban Phalane Neua people and walked to Ban Preu (WD-6244 -- Lao Teung name). We stayed here for about 2 hours and then moved on to Ban Nathone (WD-5749), arriving about 3:00 P. M. The same day we continued to Ban Nong Machok (WD-5260) where we spent the night. The next day we went by way of Ban Na Lai (WD-3852) to Dong Hene where we stayed for one and a half months -- until the attack on Phon Bok (WD-3943) -- and then moved by bus to Seno. After waiting there for one month and 3 days we were resettled at That Inghang."
2. Ban Phalane Tai (WD-6142) (Respondent: Nai Yang, assistant to Naiban's clerk): "The NVA attacked a small FAR outpost 1/2 km south of town about midnight and we hid in our shelters. We have had these shelters for many years -- since around 1960. We left our village about sunrise and walked along RN-9 to Ban Phon Bok -- there were over 70 families in our group -- and most of us stayed there for about 20 days. Then Phon Bok was attacked and we fled to Dong Hene. The town was completely deserted except for some soldiers. We got on busses and went to Seno for 200 kip per person (the regular fare). Some families did not stop in Phon Bok, but went to Seno, Savannakhet and Kengkok directly." [In his February 1971 monthly report, Mr. Robert Wulff, USAID/Svkt, reported a total of 495 families, 2,243 persons from the Phalane area taking refuge in and around Ban Phon Bok before it was attacked at the end of February.]
3. Ban Vang Duan Ha (WD-5748) (Respondent: Naiban Vang Duan Ha from 1941-1970, Xieng Lin): "I cannot recall when the Vietnamese attacked our area but it was sometime after the rice harvest. On the second or third day of fighting we saw the Phalane people (Ban Phalane Neua, Kang and Tai) coming through our village (Vang Duan Ha is several kilometers northwest of Phalane) and we left with them that afternoon. The same morning a force of 20 North Vietnamese and 2 PL had come into the village and told us that each household should pound 5 meun (60 kg.) of rice and keep it for their soldiers."

4. Ban Phon Tan (WD-6341 - immediately southeast of Phalane) (Respondent: Nai Bout, Naiban Phon Tan from 1969 to present): "There were about 24 families in our village. On the second or third day of fighting in Phalane we left our village and went to Ban Kalong (WD-5640). In attacks of previous years we had usually stayed here or at Ban Bung (WD-6137), but we found the Ban Kalong people were leaving too. We went with them to Phon Bok and stayed there for 15-16 days before we were attacked and came to Seno."

5. Ban Pho Sai (WD-6342 - about 1-1/2 - 2 kilometers east of Phalane Town on the edge of RN-9) (Respondent: Nai Di, clerk of the Naiban Pho Sai from 1933 to 1964): "We had 44 families in Ban Pho Sai. Before the first attack on Phalane (Jan. 26) we saw the Vietnamese coming so we left our village immediately -- as we had done in previous years and went to Ban Kengchip (WD-6346). We stayed here for 19 days before we returned to our village. When some of us would run out of rice we sent our girls to get more from the village. They made the trip instead of men because no one would bother them or force them to do portorage for the soldiers. When we returned to Pho Sai our village was untouched and undamaged -- although some livestock was missing.

We continued to live in Pho Sai as before, until the second attack came (May 1-4). We left our homes for the second time on the fourth day of fighting, in the morning, and took the trail through Ban Preu (WD-6244) to Keng Chip as before. When we reached this village it was already deserted, so we knew it was time to leave too. There were also families from Ban Phon Tan and Ban Lam Poi (WD-6344), so it was a very long line of people. We first went directly westward to Ban Sop Cu (WD-6146) where we ran into a large number of Vietnamese soldiers who turned us back. We told them we wanted to get away from the fighting because we were afraid of being killed but they said we couldn't go west. They told us to go back to our villages but we said we were afraid to so they told us to go farther north. We started walking and reached Ban Nathone by day's end. The following day we went through Ban Nong Machok to Ban Nathone (WD-4463) and the following day reached Ban Na Koutcham where we rested for 3-4 days -- then we reached Dong Hene and boarded busses to Seno after staying one night at Ban Dongkum (WD-3554)".

Following the second attack on Phalane, the NVA continued moving westward toward Dong Hene which was attacked May 1-4. Like the Phalane area villagers, those around Dong Hene specifically cited the heavy rocket and mortar barrages employed by the NVA. They had never before witnessed such wholesale and calculated destruction.

THE FALL OF DONG HENE: Nai Waen, the Chao Muong Dong Hene since 1969, said after the NVA took Phalané for the second time they continued immediately toward Dong Hene, 35 kilometers away, "stopping only long enough to bury their dead and treat the wounded." At 2:00 A. M. on May 17, 1971, they attacked Dong Hene with AK-47 and B-40, soon escalating to a withering bombardment of 122 mm. rockets and mortars. (Some villagers also claimed to have seen large, carriage-mounted guns pulled by trucks.) The attack was concentrated mainly on the FAR camp on the western edge of town, but included all parts of Dong Hene to a greater or lesser extent. All public structures and many private homes -- particularly in the central section of town -- were damaged or destroyed. Accurate accounts of the exact cause of the damage is impossible to obtain because as Kham Fong, assistant to the commander of the M. P. s said: "No one knows for sure because we were not here. And during the attack everything was happening at once." There are no bomb craters inside the town, only the small, shallow depressions a rocket makes on impact. One person who observed the fighting said he had never experienced as heavy and prolonged rocket and mortar barrage as that directed at Dong Hene. Most of the damage was, however, said to be caused after Dong Hene had fallen (about 12:00 noon, May 17). "They (the NVA) were good arsonists -- they walked through the main section of town setting houses on fire. They would set one house going and watch how it was spreading and then go to another house. The wind was blowing from the east so the houses along the river near the border were never touched. The wind carried the fire westward across town. It didn't burn out for several days." One explanation offered for this action was that the NVA had not expected to take the town so quickly and consequently the troops who entered the town and subsequently burned parts of it were relatively low echelon advance elements with inexperienced leaders who allowed them to go out of control. In any case, the town was by no means entirely destroyed. Structures around the wat on the north edge of town and to the east near the river were almost completely undamaged. The municipal market escaped with only a few holes in its roof. Although some looting was reported (see below) several stores were left open and untouched.

VILLAGER ACCOUNTS OF THE FALL OF DONG HENE:

1. Ban Dong Khouang (WD-3344): The villagers said that when Ban Chelamong (WD-3643 - about 3 km away to the southeast) was attacked about 7:00 A. M. (see account below) they sent all the women and children to Ban Phong Na and Ban Phong Dong (WD-3343). The men stayed in the

village to protect their houses. They saw many NVA soldiers going back and forth through their village. These troops left them alone except to purchase livestock. They bought only pigs, dogs and chickens -- only taking cattle or water buffalo maimed or killed in the fighting. They first tried to pay in PL kip, but when the villagers refused, they purchased with RLG kip. In the beginning of the attack prices were quite good -- comparable to the going market in Dong Hene. Pigs were going for K 2,500 - 6,000 depending on size, and dogs at K 50. Later, prices were reported to have dropped to K 700-800 for a pig and K 100 for chickens. After about 3 days the villagers told their women and children to come back and they resumed a more or less normal existence.

2. Ban Chelamong (WD-3643) (Respondent: Nai Yang, 39 years, who has "served in the FAR for 18 years."): "At 2:00 in the afternoon on May 7, the NVA arrested me and my 3 sons when we were out tending our chickens in a field southeast of my village. They tied us up with the parachute cord from aerial flares and took us with them to a camp in the forest further to the east near the abandoned village of Ban Hang (WD-4342). Then we were taken to Ban Na Nanok Kien where we spent the night. I saw no other prisoners. At 7:00 the following morning, May 8, I was taken with a large number of Vietnamese soldiers when they entered my village. The FAR had been using our school in Ban Chelamong for a command post. They had retreated in the direction of Dong Hene an hour earlier, about 6:00 A.M. Most of the NVA continued on through our village, caught up with the FAR and engaged them. This is probably the fighting which the Dong Khouang families said they heard. The NVA who stayed in our village collected all the villagers and locked us in the school. In all I think there were about 800 NVA. After about one hour they changed their mind and let us out and told us to dig more shelters. But many people were scared and took the opportunity to run away. I stayed to protect my house. The NVA would go into houses which were deserted and take all the water out of the water jars, then kick them over and break them. They tore up clothing and bedding with their bayonets and took anything they wanted to out of the houses. Also they took untended livestock. They did not burn houses though, and if someone stayed in them they left them alone. We had a USAID deep well in our village which they broke after 2 days. Two battalions were trying to use it. We had taken the USAID emblem off long before because we were afraid of what the PL would do if they saw it. Before this most of us in Chelamong did not have shelters because we had rarely needed them."

"Most of the NVA left our village and moved on to Dong Hene after two days. After that we only saw supply troops going toward Dong Hene with more rockets and coming back with bodies. Casualties were particularly heavy on the 13th and 14th because of air strikes. That day the porters carried back pieces in sacks at each end of a pole over their shoulders."

"At 10:00 A. M. on May 17, I saw a great cloud of smoke rising from the direction of Dong Hene. The noise was deafening - bombs, rockets, mortars, automatic weapons and grenades all going off at once."

"The NVA had two amphibious scouts with gun turrets and two 4-wheeled trucks which pulled howitzers. I saw them push them in at night with their engines off. They were smeared with mud and had branches tied on top. The trucks and howitzers pulled out a week later when it started raining hard. They got stuck in the mud for almost a day at Nanok Kien (WD-4342). This same village was also a launching site for 122 mm. rockets into Dong Hene -- about 8 kilometers away. A battery of howitzers was probably set up outside Ban Phon Bok, because villagers from there said they retrieved about 190 brass shell casings. The NVA had tried to hide them by dropping them into ponds and streams before they left. The villagers brought them in to a Chinese merchant in Dong Hene. Later he bought them for scrap at K 400 each. (The same merchant also did a brisk business in scrap aluminum from 122 mm. rocket casing fragments.) He sold them to the disabled war veterans' association."

"By May 30th most of the Vietnamese had left the area. I saw them going through our village around 4:00 P. M. carrying 82 mm. mortars with them. Everyone had returned to their homes by about June 11, but there were still 5-6 NVA staying in our village as a rear guard. Some of the houses had been shot up a little but most of the losses were in our livestock."

"When they were retreating through our area the NVA discarded 3-4 cases of medicine they had taken from the RLG dispensary in Dong Hene. We saw many of the soldiers with cartons of Lao cigarettes stuffed into their packs, and later we came upon a clearing where they had opened up cans of beer and shrimp paste (kapi) and fixed a meal from things they took from the stores in town."

"There are no bomb craters inside the town, only the small depressions a rocket makes on impact. One person who observed the fighting said he had never experienced as heavy and prolonged rocket and mortar barrage as that directed at Dong Hene. At right note 1. USAID built school 2. police post 3. district chief's office 4. RLG dispensary 5. district chief's house and 6. local houses all of which were destroyed by enemy action.



"They (the NVA) were good arsonists---they walked through the main section of town setting houses on fire. They would set one house going and watch how it was spreading and then go to another house..... It didn't burn out for several days."

Container for 122 mm Russian made rockets found near Dong Hene.



FISCAL YEAR -- 1972 BUDGET REFUGEE RELIEF AND RESETTLEMENT

(\$000)

<u>Personnel</u>	<u>630</u>
U.S.	594
Direct Hire	451
Contract	143
TCN	36
Direct Hire	-
Contract	36
<u>Participants</u>	<u>8</u>
U.S.	-
Third Country	8
<u>Commodities</u>	<u>3,882</u>
General Supplies	310
Cement	15
Pol	15
Repair Parts	20
Rope (Common-Use)	40
Rice	2,260
Salt	62
Vegetable Seed	60
Small Animals	50
Protein Supplement	930
Copying Machine	2
Surveying Equip	2
Tools & Shop Equip	15
AGR. Equip	25
Education Materials	36
Vehicles	40
<u>Other Costs</u>	<u>299</u>
Transp. of Commodities	16
MRO & Miscellaneous	5
Operational travel	8
Bagging Services	270
	<u>4,819</u>
Grand Total	

CRA:W/Lukem:ch:9-15-71

Laos Refugee Sitrep

17 September 1971

By Frederic C. Benson (USAID/Laos)

Xieng Khouang

Approximately 5,000 refugees were displaced in Xieng Khouang Province between April and late June as enemy forces attacked settled areas north and southeast of the Plain of Jars. Many of the refugees were trapped by the enemy and subsequently captured. Further enemy gains in the area have been dulled for the time being as a result of a RLG offensive which recaptured the Plain of Jars.

Muong Kassy

On 5 August RLG forces launched operation Phou Khao Kham from Sala Phou Khoun to destroy enemy elements along Route 7 to Muong Souei.

On 26 August friendly troops moving east along Route 7 liberated some 500 villagers who had been living under enemy control. These refugees were evacuated to Muong Kassy by RLG helicopters.

Savannakhet

NVA offensive activity between the latter part of January and early June led to the fall of Muong Phalane, Dong Hene and Houei Mune. Nearly 5,000 refugees from the three towns and adjacent areas fled to Seno and to areas north and south of Savannakhet.

Although Dong Hene was soon recaptured, fighting continues in the Phalane area as RLG forces attempt recapture.

Pakse Area

Between mid-May and mid-July an intensive NVA military offensive resulted in enemy seizure of the Bolobens Plateau, including the key towns of Paksong and Houei Kong. During the course of the enemy push, some 8,000 villagers were forced to flee from their homes to safe haven areas near Pakse.

On 29 July RLG forces launched a counter-offensive with the objective being to recapture Paksong, Lao Ngam and Saravane. By mid-September all three objectives had been accomplished with little population displacement.

Luang Prabang

Starting in late March and continuing through May, NVA forces launched heavy attacks against all friendly areas north of Luang Prabang. This offensive precipitated the influx of over 12,000 refugees into

Luang Prabang. Enemy pressure began to slacken beginning in May, and friendly forces countered by retaking areas which were temporarily occupied by the enemy.

Paksane

During March and May a combined total of some 500 people were airlifted to Paksane by RLG helicopters from areas of eastern Borikhane and western Khammouane Provinces which had been under enemy occupation until liberated by RLG military elements.

FCB 4/16/12 (copied from handwritten report)

+ John +

MEMORANDUM

TO : See Distribution

December 20, 1971

FROM : John W. MacQueen, AD/RA *John W. MacQueen*
SUBJECT: Resettlement Review, 14 December 1971

The meeting was opened by Mr. Chandler, DD, who announced that three projects were to be implemented: (1) construct a road from Xieng Ngeun to Muong Ngan, (2) construct, for the RLG, the Khao Liao waterworks flood dike, and (3) proceed with the narcotics control program.

Mr. Chandler re-emphasized that refugees still have top priority but that due to uncertain Congressional funding support we should be cautious in our use of resources. Working within these resources we are trying to upgrade the standard of living of the refugees. In conjunction with the financial problems, we can assume FY 72 programs can be carried out but that the Mission should use Kip as judiciously as dollars, since unnecessary use of Kip in turn puts a demand on dollars, thereby cutting into dollar resources.

Mr. Sanford Stone, AC/Savannakhet, gave a briefing on Seno, Dong Hene and the new Thasano Resettlement Area.

SENO

All of the originally planned projects are completed. January will be cut-off date for rice issue, although the rice harvest was not too good and four villages planted late. Request for further support will be on a case-by-case basis. Questions arose as to what had been done in stocking fish in the reservoirs.

Action: Mr. Chandler asked that Mr. Sugitani be contacted about past, present and future introduction of fish into the Seno reservoirs.

DONG HENE

The Chao Moung has returned and after January 1972 rice support will be on a case-by-case basis. Until the internal/external security is assured, planned projects are suspended.

Action: Mr. Chandler suggested that 15 March 1972 be set as a suspense date on whether or not to proceed with construction.

THASANO

This project will resettle about 6,000 people, many of whom are coming out of the Phalane area. The road survey is completed and 16 sites will be available in addition to 5 potential dam sites. The entire road when completed will be an RLG road. Indigenous villagers living in the project area will be given title to land up to three hectares. It is programmed to construct 1,050 houses in the project. Discussion has taken place regarding the purchase of lumber from local mills sans tax and at a reduced rate. House designs have been modified after consultation with Seno refugees.

Action:

Mr. Chandler requested a thorough comparison study of USAID milled lumber versus locally purchased lumber.

These new people will need buffalos. It was pointed out by Gerry Nell that the refugees will plant upland rice the first year while clearing and building houses. Permanent schools, dispensaries, etc. will be built later.

GENERAL

Mr. Chandler stated that any request for new reception centers for emergency refugees moves which should be thoroughly vetted for justification, and unless demonstrably and urgently needed, discouraged.

The MSW representative has been evicted from his office in the municipal building and is requesting a new office and maybe a warehouse. The possibility of putting the MSW in the new SMB warehouse in Savannakhet was discussed.

Action

Mr. Chandler expressed reservations about having MSW personnel in SMB warehouse and suggested MSW keep their old office.

Area Coordinator will make recommendations on office space for the Ministry of Social Welfare in Savannakhet.

Medical facilities are good with temporary dispensaries moving with new refugees. Private voluntary groups also support medical programs.

Mr. Mann reiterated that refugees still have top priority in the Mission and stressed that the availability of money will be difficult.

REFUGEE RESETTLEMENT - PAKSE

I. Number of Refugees:

At the present time we carry on our rolls the names of 1,393 families (8,357 persons) receiving full support and 441 families (2,416 persons) receiving partial support.

II. Land Resettlement Areas:

We have four resettlement areas to work with. The 441 families on partial support will probably not need resettlement. The 1,393 other families will be cared for as follows:

1. Khong Island	Families	48
2. Houei Nam Phak	"	178
3. Phou Ba Chiang	"	1,167
4. Phonethong	Held families in reserve for emergency	

Total 1,393

III. Programs:

1. Khong Island:

Thirty families have been resettled in Muong Sane and now have land. They may be dropped from support this December 31, 1971.

Eighteen families are living in Hat Saikhoune. These 18 families are complaining they as yet do not have adequate farmland to support themselves. Mr. Thongsing (CDA) in Khong Island is now checking the situation and will make recommendations for any further action.

2. Houei Nam Phak

The project was started in February 1969 with joint cooperation of USAID and the RLG. The first phase was to assist the refugees with house construction at Village #1 Ban Phao Samphanh. There were 66 families of refugees from Ban Phalong, Bungkham and Ban Kayo Saravane Province who were selected by the Sub-Committee of Pakse to resettle in the project at that time. About one or two months later, 7 families of Kenglay refugees also were selected for the project site. The total now living at Village #1 is 73 families, 464 people.

The construction of houses, school, dispensary, office, co-op store and staff houses were completed 100% by late 1969. Five PWD carpenters assisted the villagers with construction and one Mighty Might sawmill plus one merchant sawmill were in operation.

In May 1969 construction of a dam was begun. The construction of the dam is now 100% completed. Canal construction has been postponed because of short budget and poor security, although the survey of the canal and laterals was made in 1970. We are now waiting for Vientiane approval to construct the canal. Villagers, of course, expect the canal to bring water to their paddyland so they can cultivate their paddy fields in the dry season also.

Land

Nine hundred hectares of a 5,000 hectare forest reserve were provided by the Ministry of Social Welfare for the resettlement of 213 refugee families and 100 families of disabled war veterans. Two hundred and forty hectares of land have been cleared for the villagers to make their hai fields and paddy fields. Each refugee family has received 2 hectares of paddyland.

In late 1970 an RLG Social Welfare, CRA, and USAID staff were assigned to work in the project full time. The PSI Pakse has provided five teachers to teach the refugee children in Ban Phao Samphanh. A medic also has been assigned to work there full time.

Construction of Village #2: (on-going project AP #PK-1-015

Village #2 is now under construction with 20 hectares of forest land cleared and self-help housing started. Sixteen houses have been built and 124 houses are under construction. These houses should be completed in late 1972. Villagers are now cutting logs for their house construction.

At the present, there are 115 families with 680 people on the project site. These people have been selected by the Sub-Committee headed by Chao Muong Oui Visaysack, Chao Muong Pakse. These people have made up their minds to live in the project site permanently. Twelve families of disabled war veterans from KM-24 also have been selected for the project. Ten more refugee families will be selected to reach the total of 140 families.

3. Phonethong:

This area has been surveyed and has received Khoueng approval as a resettlement area. The soils are only marginal in quality and wells are necessary to provide drinking water. It is across the Mekong

River and quite distant from the main population center of Pakse, and therefore most refugees are reluctant to settle there. The Phonethong area will be held in reserve for any future emergency and no work will be done for the present time.

4. Phou Ba Chiang:

The major resettlement effort will be centered in Phou Ba Chiang.

Land

Social Welfare is requesting an area of approximately 10,000 hectares behind Phou Ba Chiang mountain. As of December 8, 1971, however, there has not been a definite written decision as to the exact border between the resettlement area and the land claimed by Prince Boum Oum.

APs

a. Two APs have been submitted to Vientiane:

#1 - provides costing of road construction

#2 - provides for construction of villages to house 1,000 families

b. Drilled wells will be covered by the area well drilling AP. Plans for the actual drilling have been discussed with Earl Young (PWD).

c. Mr. Richard Costantino (EDU) has been consulted concerning future schools. It is felt that four schools of 8 classrooms each may be required. The APs will be written when definite locations are established.

d. Mr. Donald Dougan (PHD) has been consulted regarding dispensaries and medics. Actual APs will be written when definite locations are decided upon.

e. Mr. Donald Dulitz (AGR) has also been informed of the project. We both agree that we will utilize Roger Trillanes and his nine agriculture field assistants, plus the staff and expertise from KM-4 training farm with little or no extra expense required.

Staff:

a. Survey (3 crews). Renato Paatorizo and 13 assistants. Plus 15 daily hire (K 250) brush cutting workers.

- b. AGR, Roger Trillanes -- 50% of him time
4 field assistants.
- c. CDA Khamtanh Mounivong thatch cutting crew, tree cutters, etc.
paid by day 30 persons.
- d. Social Welfare (RLG):
 - 1. Mr. Bounthom (Officer) time 100%
 - 2. Mr. Khamtanh (Officer) time 50%
 - 3. Mr. Neakham (Driver) time 50%
 - 4. Mr. Chan (Driver) time 50%

Equipment:

- a. Jeep Vehicle for survey crew (full time)
- b. Jeep Vehicle for AGR crew (full time)
- c. 4 x 4 Vehicle for CDA Khamtanh
and assistants (full time)
- d. M-211 or M-35 to transport
refugees (full time)
- e. M-211 or M-35 to transport
refugees, haul thatch and
supplies, etc. (full time)
- f. Chain saws, etc. to be supplied by ORA/Vientiane

Materials:

- a. Covered in APs #1 and #2.
- b. Thatch fields cost K28,000. Thatch cutters paid K300 per day.
Thatch now ready for Village #1, 88 families and Village #2,
75 families.

Progress:

a. Roads:

- 1. Bulldozers have cleared right-of-way thru Village #1 plus
half of village streets. Approximately 5 kilometers from
entry at KM-12.
- 2. 4 temporary bridges have been built by using gas drum culverts.
- 3. The survey crew has laid out the center line approximately 2
kilometers north of Village #1 and is progressing further every day.

Villages:

- a. The land has been surveyed and distributed to the villagers of #1. They are now in process of clearing sites and beginning temporary house construction. Thatch will be delivered to the village site Thursday, December 9, 1971.
- b. The villages will use stream water temporarily but two wells per village will be drilled. Earl Young promises to begin the first well soon after December 15, 1971.
- c. The survey crews are now working to stake out village site #2. They will have it ready next week.

RLG Social Welfare has been slow in handing in the complete refugee groups according to village placement but promise complete listing by December 10, 1971.

Roger Trillanes has staked out an area near the stream at Village #1 and will be starting seed beds for peppers, papaya, and vegetables as soon as possible. He will also develop bananas and pineapples for shoots (suckers) production to provide the villagers with fruit stock in the rainy season.

A program of fruit tree nursery graftings may be developed later.

Schedule:

- a. We hope to be able to survey and distribute village sites at the rate of one village per week. This means we hope to have all villagers in place by the end of March.
- b. This jungle is pretty heavy and land clearing may be slow but we hope each family can clear enough by the rainy season, so they can raise enough for self-support. The amount of bulldozer time to clear land will depend on how fast road construction moves along. Hopefully, we will be able to use the two D-16s for three months apiece on land clearing to ensure that the villagers can plant enough to support themselves.
- c. If everything works out to the fullest extent by December 31, 1972 there will be no refugees in Pakse on full support.

The Chao Khoueng of Khong Sedone is anticipating an influx of approximately 500 refugee families from the Saravane area. Seventy-six families have come in and are settled in Ban Nong Hoi where they will be welcome for at least two years.

The remainder of the 500 families (if and when they come) will be temporarily received at the KM-11 camp. Then they will be resettled across the river from Khong Sedone on the road to Na Tan Dong. The CRA chief will be in charge of the project and USAID has promised to support it. There is adequate free land for the number of families expected.

Phou Ba Chiang

Discussion followed the problem of a small sector of land included in a Forestry Reserve Ordinance of 1950 and sections of land claimed by Prince Boun Cam. RLG officials are confident that the Forestry Reserve Ordinance will be rescinded. Mr. Mann asked why Boun Oum's land was not used as it lay along the existing highway and would not require a long road. Mr. Mann suggested that a statement from Boun Oum saying his land would be available, if needed, should be acquired. Mr. Connick stated that the proposed site had better land than Boun Oum's and that his land was heavily farmed by existing villages - thus being of limited value to the project.

Mr. Mann questioned security on the area. Mr. Connick stated that (1) the area had been insecure due to its inaccessibility and (2) judgment of all concerned that this is the best site.

Houei Nam Pak

During a discussion on whether or not to complete the canal, Mr. Haffner recommended that a thorough review of the project be made based on the fact that without the dam/canal we have a model village with nothing to support it. Mr. Mann said we could not afford to lose more equipment at HNP. The Director stated that he wanted a clear picture on security and then a recommendation based on priorities as to just what course to follow. Mr. Gibson/PWD stated he had no equipment for a canal project unless it was pulled from other projects. Mr. Mann stated HNP must be postponed. Meanwhile AD/FO and AC/Pakse will evaluate security conditions for Phou Ba Chiang and Houei Nam Pak projects and report to Director.

Short discussion was held on ralliers and refugees in Khong Sedone.

Earl J. Young/AC-Vientiane

Mr. Young reviewed the major resettlement areas in Vientiane Province. Hopefully after elections we can get a settlement on the Ban Done question based on no road construction. Mr. Gibson stated there are plans for the Nam Pot-Hat Deua Road. Mr. Haffner suggested that river travel be more thoroughly investigated.

Action: AC has action on this requirement. Mr. Mann stressed that the construction of an earth water storage dam for the Veterans' Village is a project to which USAID is committed this dry season.

Mr. Mann stressed that no USAID employees were to get involved in the projected movement of Meo off Phu Khao Kwai. Mr. Mann stated the problems involved in the move.

Action: Mr. Mann emphasized that only Mr. John MacQueen, Mr. Jack Williamson or Mr. Hugh Brady or other delegated authorities were authorized to discuss resettlement plans with Mr. Keo Viphakone, Secretary of State for Social Welfare.

Discussion ensued on the South Nam Ngum area road/dike in Area #3, as to problem of flooding from the Mekong or Nam Ngum. Mr. Robb pointed out that during the flood the road/dike was breached at a predetermined point to give some control over the water.

Action: Mr. Robb stated he would have all available information in a week as to the recommended course of action, i. e., reconstruction of the road/dike, construction of a bridge at the critical flow point or installation of additional culverts to handle the flood water.

Mr. Mann questioned if any planned refugee villages are being built merely for aesthetic purposes. Mr. Young and Mr. MacQueen pointed out that many refugee villages are too large. By building more manageable sized villages the general conditions of the villagers are improved.

Discussion ensued regarding raising 5 kilometers of Route 2A at Ban Thin in the South Nam Ngum area which Mr. Young thought was included in the Dry Season Review. Mr. Mann stated we must be sure that the road is programmed. The highway must be raised at least 50 centimeters to prevent flooding of paddyland and villages by the Mekong River.

PAKSANE

It is proposed to move 2,000 people from the Nam Ngiep to the old ferry area in the Pak Kha Din region.

Action: Mr. Mann stated he wants, in writing, complete appraisal of our programs -- what, when, how, benchmarks, who is doing what and why. Acting AD/PE was given the task of preparing the appraisal.

Mr. Hugh Brady - Baz Amone

Mr. Brady gave a background on Baz Amone and the equipment received by the RLG from donor countries. Mr. Mann asked how the equipment fits into the overall program can/does USAID make use of equipment on projects? Suggested equipment be put to use clearing village sites.

Mr. Mann stated he would not pay for transportation to move this equipment without knowing what it was doing and where it was being transferred on the Vientiane Plain.

The general problem of the "brand" and multi-national varieties of equipment was stressed by Mr. Brady. He pointed out the reluctance of the RLG in refusing any and all donor countries which has caused a parts shortage. Mr. Brady outlined the maintenance program he has set up -- to include 117 local employees, 2 Americans and one TCN to supervise the maintenance of the equipment.

EDUCATION

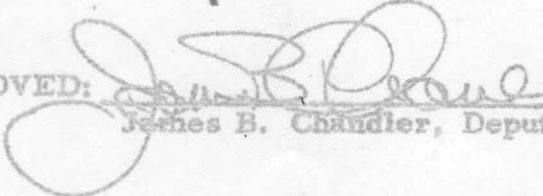
Mr. Norman Green, Chief, Education, stated there is a 7% increase in teachers each year. Based on this he recommends new classrooms should be limited to 7% in each PSI area. Question was raised by Mr. MacQueen regarding the phasing out of resettlement projects and evaluation of projects for future programs.

Construction of schools was discussed in relationship to impractical design and construction. Mr. Gibson stated that PWD is now exercising more control over OICC plans.

In a general discussion garden plots near refugee houses was discussed and the method of land allocation, i. e., everyone assigned a plot or let local leaders assign land plots. Mr. Stone requested a list of long supply items from SMB. Camp construction charges and items not listed on the AP by managing groups against ORA funds was discussed. This subject to be reviewed by Program Office, PWD and ORA.

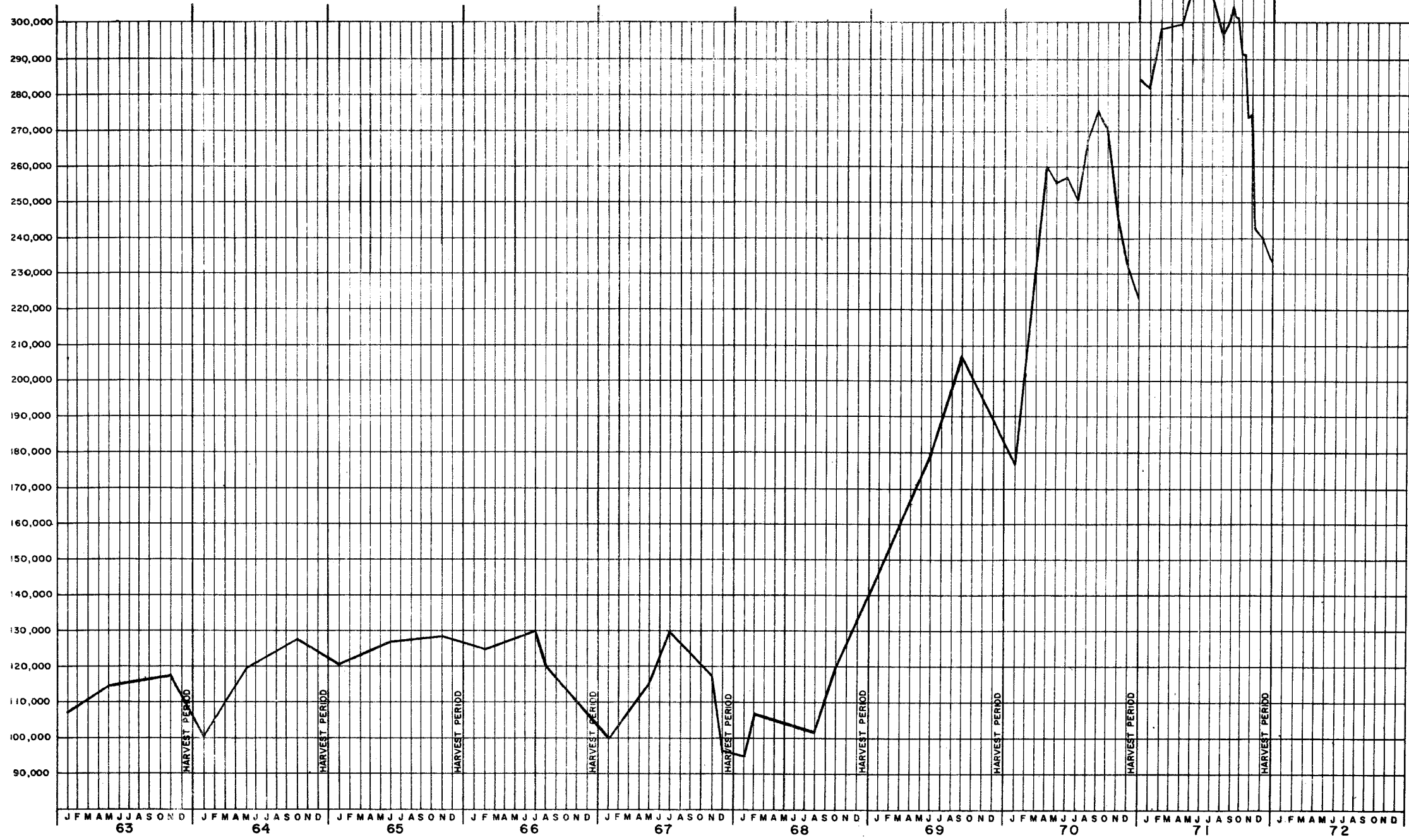
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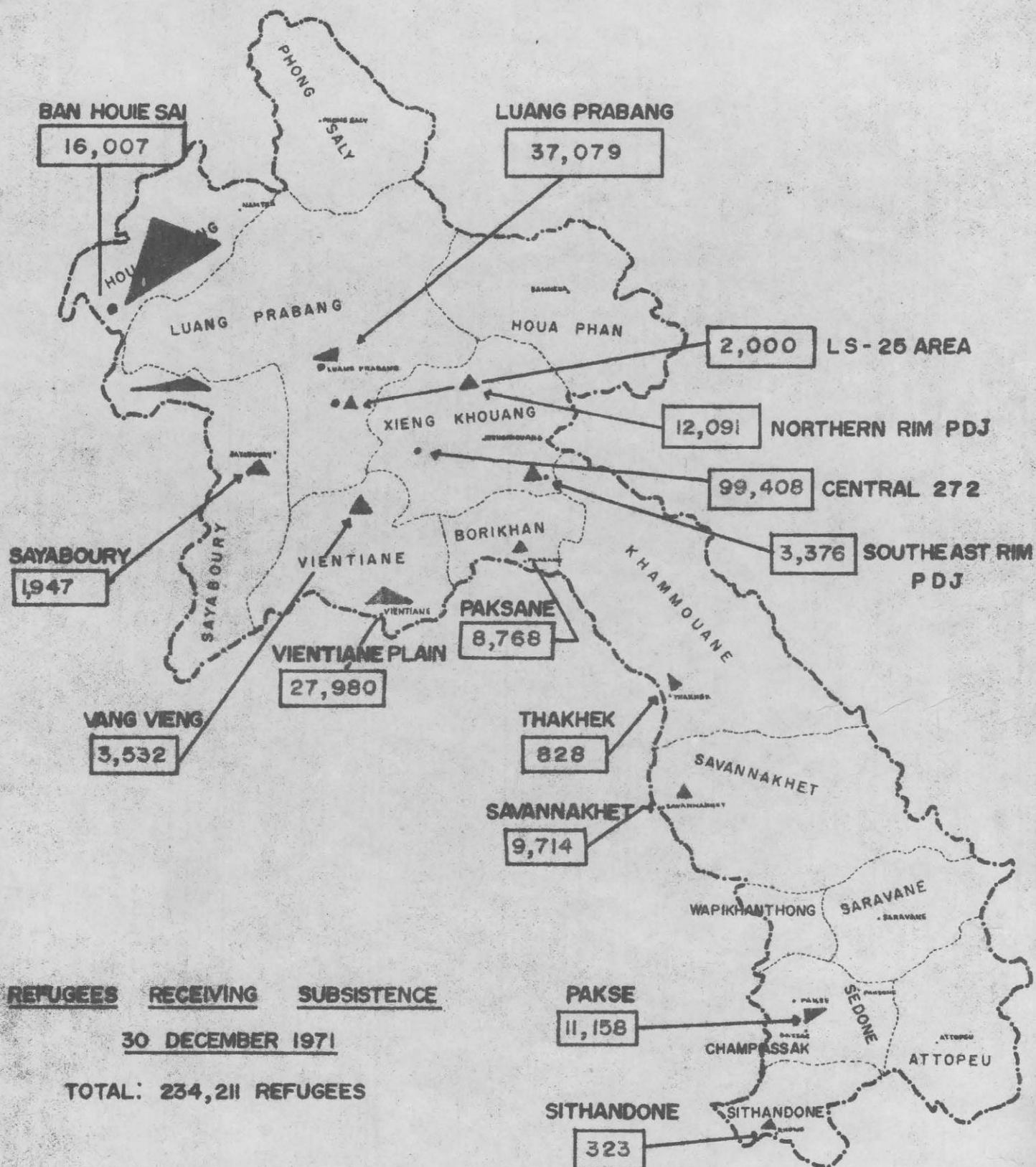
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EDU, PWD, ORA, C&R

APPROVED: 
James B. Chandler, Deputy Director

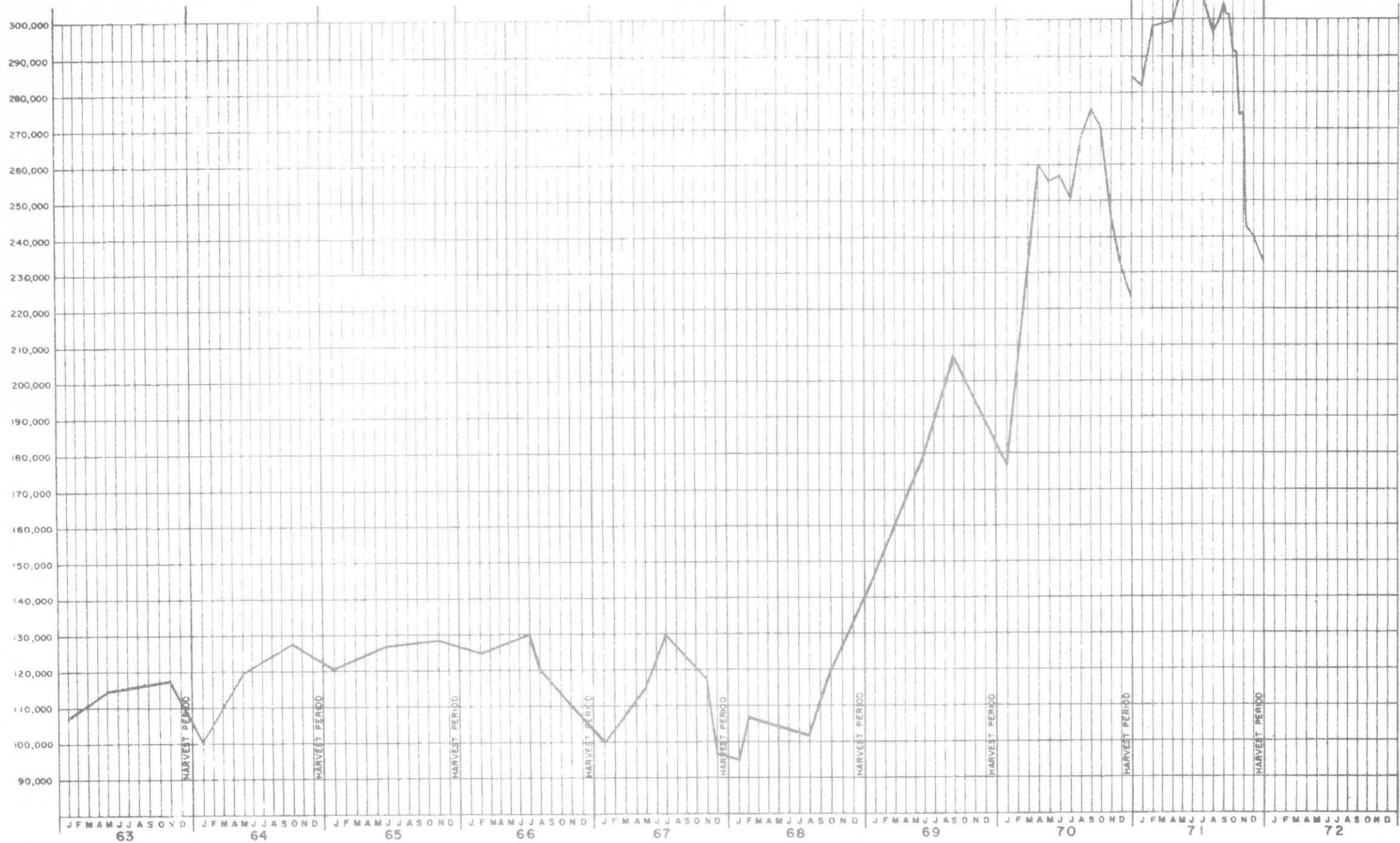
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DISPLACED POPULATION DUE TO MILITARY ACTION 63—71





DISPLACED POPULATION DUE TO MILITARY ACTION 63—71



Any future plans for refugee relief and resettlement for the fiscal years 1972 and 1973 must be based on ^{one of} the following assumptions:

① 1. The present desultory encroachments into RLG areas will continue by the armed forces (ie Pathet Lao) of the Neo Lao Hak Xat (materially backed by the DRVN and the CPR).

② 2. The armed forces of the NLHX will attempt an all out offensive in order to eliminate RLG presence in the interior of ^{Huay} Hua Khong province (backed again by the DRVN and the CPR).

3. An all out offensive by the Pathet Lao in the interior, but including attacks or harassing raids on population centers along the Mekong River.

④ 4. There will be an effective cease fire where-by access to NLHX - controlled areas will be denied to RLG officials and conversely NLHX officials will be barred from RLG-controlled areas. This might be negotiated directly after an attempt (successful or unsuccessful) on either items 2 or 3 above.

⑤ 5. There will be a coalition government including NLHX participation, with the agreement that the US presence be eliminated in Laos.

③ 6. A coalition government will be formed including the NLHX but allowing US economic aid or development to continue on a limited scale.

Suppose
~~Contingency Plan~~ Number One

Assuming that the present level of hostilities will continue in the North-west Region will continue, USAID must be prepared to continue at the present level of basic emergency support for approximately 00000 people ~~excluding~~ in addition to 13,000 dependents. This figure is a general over-all one. However, there are 6 specific areas that could become individual problems. One would be the entire Nam Tha (river)

Plan two

area from to - consisting primarily of various Lao Thung groups - of up to 00000 people if the Pathet Lao should make any major mover in that area. Second would be the Vieng Phu Kha () area where up to 00000 people, again primarily Lao Thung groups, would be displaced. Thirdly, if Team 5 () should be lost, there would be a possible direct threat to the Muong Meung () area, comprising up to 00000 people-Lü, E-Kaw, Gooey, Lahu Lao etc. Fourthly, if the area, () should be directly threatened or lost, up to 00000 E-Kaw, Lü Lahu etc could be expected to move down towards Muong Meung (assuming Team 5 is still friendly). Fifth, there could possibly be up to 0000 Meo/Yao refugees from the narrow slice of land on the west bank of the Mekong along the Thai border (). Refugees from this area are contingent on increased/decreased Communist Terrorists activity along the Lao/Thai border. Last but not least, if enemy activity should increase in the Nam Puk area () up to 0000 refugees from Nam Puk, Thung Pha Hao and Ban Dan areas. These people would no doubt come directly to Ban Houie Sai, with some possibly going to live with relatives in Thailand. Either location would present obvious problems. If heavy incursions occur in the Nam Tha, Vieng Phu Kha, Muong Meung areas we could expect these people to move or drift towards the Mekong River valley. Naturally any influx of new refugees into the Mekong valley would ~~exactly~~ put a strain on available land.

Hypothesis Number three

If large scale Pathet Lao attacks would simultaneously both in the interior and along the Mekong (perhaps from points in Thailand), then any precise relocation or temporary resettlement schemes would go by the boards and relief would have to be done on a reaction ~~basis~~ to

emeny moves.

Hypothesis numbers 4, 5 and 6 will be brought up under Section C.

It should be kept in mind that should the airstrip in Ban Houie Sai be interdicted, it might necessitate a move to Chieng Khong (T 526 or ~~Tx5~~ T 516), Chieng Kham (T 514), Chieng Saen (T 507) or even Chieng Rai (T 16). If the upper Mekong was still secure, operations could also be run from Nam Khrung (LS 150), or Ton Pheung (LS 305). The two Lao sites would necessitate barging rice to those airstrips whereas ~~the~~ rice could be trucked direct to the Thai strips.

Section C Post-War Planning

Hypothesis Number ~~Three~~ Four

If such a cease fire should take place, and assuming large chunks of presently controlled RLG territory ^{are} is not lost, the emergency assistance part of refugee relief could be phased out probably in three to four ^{or} depending on when such an agreement might take place. Then a major attempt should be undertaken to relocate large numbers of refugees from the Mekong area inland. These people would still need temporary food stuff assistance and various hand tools to build villages and clear land. In addition there are the 13,000 para military ~~and for~~ dependents who would have to be supported, possibly up to two years if the para-military forces were abolished or their numbers reduced. Of immediate importance would be a quick road-building program to link up both resettlement and existing villages with either Houie Sai or the Mekong (or both).

Hypothesis Number Five

If the trend in peace negotiations should confirm this hypoth

*Should find
give support
to USAR
gaps*

esis, the only course to take would be to try to transfer as many ^{USAR} USAID officers as can be absorbed into the RLG system and hope that there vast experience can be utilized in a colation government. This would apply to most all USAD activities.

Hypothesis Number Six

While it would be most advantageous to the present RLG to conclude a treaty whereby the coultury was integrated and USID would be free to roam and develope the country to "the full legal border", I feel such thinking might be slightly naive. It seem unlikely that after two decades of ~~per~~ maneuvering between the various factions, that t the Nee Lao Hak Sat, or from pressure on her immediate allies (DRVN and PRC), would permit a large-scale US effort in territories long considered by the NLHX to be theirs. However, if such would be the case, the first priority would be the return of several ^{thousand} tens of refugees ti their former homes, particularly in the Muong Sing-Nam Tha ~~area~~. (Thid of course would probably be contingent on what ever agreement which might have been made in the treaty.) ~~SEVEN~~

Such a program might best be administrated by the United Nations or ^{by input of} ~~perhaps~~ a third country such as Japan or Sweden. ^a ~~Second priority~~ ^{in cooperation with the} ~~main~~

would be the re-opening of the Nam Tha -Ban Houie Sai road with smal spurs into the mountains where possibel and the continuation of the road from Ban Houie Sai to Nam Khrung to Muong Meung and possibl continuing on to Muong Sing. Any large scale irrigation schemes along the Mekong should be phased out ^{under consideration} ~~where possible~~ with attention focose on reOactivating ~~star~~ fallow pady in the interior paddy in the inter ^{thin}ior, long fallow since there abandoment by present refugees. Certainai ly the RLG must be prepared to legally cope with the headaches of giving judgement over disputed land claims both on land which refuge

*in addition
to small
dams to
gates/pound etc
many small
projects for
people and few
large projects
to fund them*

claim as theirs in their original homes, but that land which they may abandon if they return home. Certainly some means of communication systems will have to be developed. In the present lop-sided government, only the para-military have an adequate radio system, which encompasses a wide range of ethnic groups. Advantage might be taken of this large pool of radio operators and technicians to man a civilian network in the interior ^{leading into} with major centers such as Houie Sai and possibly Muang Meung, Muong Sing and Nam Tha. In addition to a ~~civil~~ radio net, both Vientiane and the provincial capitals should have ~~more official~~ a definite bureau to handle ethnic affairs and extend this down to the local level than just ordaining nai bans or tassengs. Prior to the arrival of the French, local "old timers" say that the Yao and three of the Lao Thung groups had families appointed directly by the king in Luang Prabang to handle affairs between the ethnic groups and the government. Add as many of these tribal groups have their origins and relatives in China and still use Chinese as a lingua franca, it will take a massive effort to turn the thinking of these people ^{away from} to Laos and ~~not to China~~. I feel that it is begging the question to simply shrug off Hua Khong by saying that agriculturally it is not worth developing due to the ^{Government} Thai ~~expense~~ plains, or that it is too remote to worry about or that ethnically it is too diverse to have much significance. Trends in Communist buildups in East and South-east Asia have usually occurred in areas where the central government considered ~~either~~ too remote or ethnically divided to have ever made a large impact.

ca 1971

LAND DISTRIBUTION

Steps to reserve lands for social welfare.

1. The Ministry of Social Welfare sends the land reserve request to the Ministry of National Economy (RIG).
2. This request must be cleared through Ministry of Finance, Department of Agriculture, Department of Forest and Waters, and Veterinary Department.
3. The RIG Land Office which is under Ministry of Finance has final clearance after above clear off.
4. Because of the urgent nature of the refugee problem it is reported that the normal Royal Decree signed by the King is waived.
5. Once the Ministry of National Economy approves, a copy of the approval is sent to the Chao Khoueng for implementation.
6. The Chao Khoueng should notify the respective Chao Mouns where the reserve crosses into their areas.
7. To speed up #6 Social Welfare will ask the Chao Khoueng if Social Welfare can bring this notice to the direct attention of Chao Mouns and Tassengs.
8. Social Welfare will then contact Chao Mouns and Tassengs and clear with them to go ahead and register claimants in the reserve area - Land is "posted" advising any claimants to present claims on land immediately.
9. A list of claimants will be completed. This Form will show owners name, location of land, size of land, and present use.
10. Above process will be completed in as short a time as possible (15-30 days) to prevent any "land grabs." No claims will be listed after 30 day period and claim list is closed.

11. Just claims will be adjudicated locally. If land is obviously being lived on and/or farmed, claim will be awarded. Claims on non-utilized land will be presented to Province Committee, composed of Chao Khoueng, police, education, etc. They will vote on these claims.
12. This Committee will meet once or twice per month. This process may be time consuming.
13. The reserved lands that are free of claimants will be administered by Social Welfare.
14. Social Welfare will divide up the lands and provide temporary cultivation permits to farmers during land development. After land development, permanent land titles will be provided. Social Welfare will be go-between to arrange these titles.
15. Refugees will not be allowed to sell land for profit and move out.

Ch, 1971

OPERATIONS AND ACTIVITIES OF THE DEPARTMENT OF

RESETTLEMENT WITH REGARD TO THE PRESENT PROJECT

Since 1946 the kingdom of Laos has been subjected to communist armed aggression. The Lao people living in the areas of military operations and in areas occupied by the enemy thus fled the scene and took refuge in the secured areas under the protection of the RIG. They came incessantly and now number over 600,000 persons.

They came empty-handed and in desperation. They had to abandon their home and their property. Some of them were separated from their parents, their relatives and their families. Each of them was hard hit, discouraged and lacking accommodation. This chaotic situation had a severe repercussion on the economic and social condition in Laos.

The RIG has to find ways and means to immediately remedy the situation by setting up new villages where the refugees could settle down and earn a living and providing them with adequate security so that they will be able to build a new life and to forget their bitter past.

The department of resettlement therefore starts looking for unoccupied land areas which are suitable to agricultural and animal husbandry undertakings and which are secure enough in order to implement a land resettlement project and to allot land to the refugees where they can earn a new living. This work is of priority nature.

Creation of new villages for refugees.

The new villages are classified into categories according to the urgency of the situation and local condition and commensurate with the budget obtained from the state and domestic and foreign organizations. One is a new village of refugee relief type and another is a new village of community development type

1./ Refugee relief village: This is a new village set up within a limited area due to the immediate necessity, and because the refugees have escaped from the enemy in a sudden and sporadic manner and in great number. It is therefore necessary to find them a place enough for them to live in and to earn a living according to their own trade and that can be found nearby where they can live from day to day. It is only to help them solve the problems which confront them pending the future assistance that will be provided them on a permanent basis.

2./ Community development village. After the refugee relief village has been set up and the refugees could earn a living, the RIG does not just stop there. Because of its concern with regard to the future of these refugees and their children, the RIG thus tries to find for them unoccupied and uncultivated land areas which are expansive enough and endowed with water resources enough for the construction of irrigation system. Then the RIG lays down a land reform plan, thereby each refugees will be allotted a parcel of land to earn their living on a permanent basis and thus he will have a land of his own.

Already set up villages and those

That are going to be set up.

A Resettlement project on a trial basis was initiated in 1964 and later became a permanent project. Since 1965, the villages of 2 types were set up almost through out the kingdom. They are the following:-

1./ Ban Nam Hia (a new village). This village covers an area of range of low hills with a plain in the middle, having an area of about 500 ha. That can be converted into paddy field. It is cut across by Nam Phiang, and Nam Hia. It is the first project initiated in Sayaboury province in 1962. A village of the refugee relief type was set up here to accommodate the refugees from Kiang Khouang, who settled down on a high ground near the Nam Hia bank, about 4 km. away from Muong Pieng on the Paklay-Sayaboury road. These refugees belonged to the Meo tribe. There were 60 families of them, numbering 360 persons. Here, they started clearing the land, building their houses and farming as their means of subsistence. Later on, other groups of refugees of the same tribe came from Luang-Prabang, Houa Khong, Muong Luang Nam Tha and other areas in the North, making a total of 200 families and numbering 1,200 persons.

With great concern for their welfare, the RIG, in cooperation with USAID, laid down a plan to build the Nam Phiang dam in 1965 to develop the plains on both banks of the river about 4 km. from Muong Phiang. Now Ban Hia, which once used to be an arid, uncultivated and uncleared land, has become a fertile rice field,

With the eagerness to execute the affairs of the State and with the attention of H.H. Tiao Rattana Pangaj this dam was completed in 1966. Then, the RIG allotted 3 hectares of land to each refugee family, granted a loan for the purchase of buffalo and trained them how to make plow and harrow and how to do rice farming. This is regarded as being the greatest revolutionization ever made to these hill people, changing their age-old mode of life from living on the hills to living in the plain down below.

At present, the new village of Ban Nam Hia has changed its characteristics from being a refugee relief village to a community development village. The houses were built in a systematically orderly manner, the village streets were clean and presentable. There were dispensary, school building, rice-mill, shops and police station to provide security and to maintain law and order for the benefit of the village population. It serves as an example in rural development effort which meets with rapid progress. After only 6 years, this village has become a fertile spot. The villagers are now happy, cheerful and self-sufficient. Motor vehicles are now a common sight in this villages. People from remote areas pass through this village all the year round.

2./ Ban Amone-temporary refugee reception center. The department of resettlement has been successful in setting up new villages of refugee relief type and community development type. But it did not stop there. It also set up a refugee reception center to welcome the refugees who occasionally and sporadically

came in a sudden pour in great number into Vientiane or other big cities in other provinces. But due to the limited availability of the fund, it is able only to set up such center in a certain location, such as Ban Amone in Vientiane.

Ban Amone was set up at the end of 1963. There are now 98 houses built in an area of 180,000 square meters situated on a high ground between Ban Sam Khe and Ban Nong Nieng, Tasseng Nong Nieng, Muong Saythang about 7 Km, from Vientiane.

The reason for the setting up of this village is because of the fact that at the end of 1963, the Communists had launched military operations and had captured the Plain of Jars and Xieng-Khouang ville, thereby a great number of the people were killed and the rest fled to Vientiane. They came in such a great number that there was not enough space to accommodate them. They had to be lodged in a crowded manner in the sala Phan Hong (the thousand-room building) at that Luang, including the elders, the widows and the small children who were incessantly crying and bawling pitifully.

The RIG, with the cooperation of the UN mission, the USAID Mission and the Colombo Plan, had expended both physical and financial effort to survey the land and build the houses. When everything was ready, the refugees staying in Sala Phan Hong were moved to Ban Amone. They were the first batch to have been sent there. In order to boost the morale and to acquire auspiciousness to these refugees who had escaped death, the secretary of state for social welfare thus gave a name to this new village, which until now is called: "Ban Amone". The word "Amone" means immortal or everlasting. This implies that the natives of this village will be happy, victorious, devoid of danger and destruction, and progressive. This is the origin of Ban Amone.

Since 1963, countless groups of refugees came to take refuge in this village. Whenever the RIG was able to provide new land for them to permanently earn a living, or whenever any of them were able to carry on a profession, they were then moved out to other places, and new refugees replaced them in this village.

Ban Amone is not only a temporary refugee reception center. When the flow of refugees had subsided, the social welfare service turned over a part of this village to the Ministry of Rural Affairs for use as Community Development agents Training Center and in the vocational training of villagers and refugees as well in the following courses: agriculture, animal husbandry, carpentry, blacksmith pottery, masonry, vickerwork and charcoal production, so that these people will be able to make good use of their knowledge thus obtained to improve their standard of living and to develop their community.

Any persons desiring to receive training or wanting to send their children to receive training at this center may contact the social welfare service of each Khouang or directly contact the Department of Rural Affairs or this Training Center at any appropriate time.

3) New Village Project (Resettlement) for Khoueng Borikhane.

3-1) Ban Vang Ko-Ma . This is a village of refugee relief type because the land in this area is limited and enough only for purpose of setting up a village of this type.

Location: This village is situated on the bank of Nam Ngieb at the fork road downstream from the Nam Ngieb bridge along the RIG-13, about 4 Km. from Paksane on the road to Vientiane.

Land area: The land is a plain. The soil is of sandy loam type which is neither capable of holding water nor good for rice farming. It is therefore utilized for plantations and vegetable gardening.

The land area on both banks totals 800 ha, of which about 60,000 sq.m. are occupied by the village proper, which is situated on the left bank of Nam Ngieb.

This village accommodates 90 families, numbering 600 persons. It includes several tribes. It is divided into several blocks: the north of the village is occupied by the Meo, then the Thai Deng, the Lao Pouan and the Lao Theung respectively. These people fled from the oppression of the Communists in the Tha Thom and Tha Vieng area in Khoueng Xieng Khouang. At the end of 1962, under the direction of Mr. Bouphet Chanthapanya, the Demonstration Resettlement Committee and the experts attached to the Ministry of Social welfare, a attempt was made to look for a suitable location for the setting up of a new village. It was later agreed that a land area on the bank of Nam Ngieb at Vang Ko-Ma had enough space and security for that purpose. Those refugees were then settled down there.

Occupation : Even though this land is rather unfertile and not suitable to rice farming, still it is good for plantation, animal husbandry and vegetable gardening. Besides, it is not located too far away from the big city. Traffic on land and along the river can be carried on all the year round.

Here, the refugees are not too much worried or trouble. Each of them tries to earn a living according to his own trade. Some catch fish from the river for sale, some cut fire-wood, produce charcoal, breed pigs and poultry, grow yam, taro and vegetables. The townspeople would come to this village to buy the produce from these refugees. Thus, Ban Vang KO-Ma, though being only a village of refugee relief type and having no development project like those villages of Community development type, is a village of abundance and of plenty, and is quite equally so at that in comparison with other type of refugee villages. However, the Development of Resettlement still has a great concern for the condition of this village. It has expended every effort to make this village a progressive and prosperous one, and to persuade the villagers to keep abreast with the times by giving them education that will enable them to see a better way in their struggle for self-sufficiency. Attempts have also been made to study the feasibility of the execution of future projects, such as projects for sugar cane plantation to produce sugar, for the cultivation of yam and taro for flour production.

3-2-) Ban Vang Pa-Soi: This is also a village of refugee relief type in Khoueng Borikhane.

Location : It is situated in a portion of the Nam Sane bank where it is called Vang Pa-Soi in the area of Muong Cao, about 15 Km from Muong Cao Proper.

Land Area. The cultivated land area is about 500 ha. located along both banks of Nam Sane River.

This land accommodates 60 families of refugees, numbering about 400 persons, who had fled from the Communist occupied areas of Tha Thom and Tha Vieng in Khoueng Xieng Khouang.

They arrived here early in 1943 in a condition that showed that they could barely save their own skin in so doing. The Provincial Resettlement Committee under the direction of its chairman (Mr. Bouaphet Chanthapanya) received them and welcome them and provided them with articles of first necessity. The Department of Resettlement sent out a team of its officials to look for a suitable land for them in cooperation with USAID. But it is regrettable that the major part of the land in Khoueng Borikhane which was still uncleared could not hold water and was not suitable to rice farming. It was then suggested that these refugees earn their living by crop cultivation, animal husbandry, vegetable gardening, fishing and acquiring forest products for sale to the local people on a temporary basis, and that whenever a sufficient fund could be obtained from the various organizations, then the Department of Resettlement would carry out a development project for the benefit of these refugees, thereby they would attain prosperity and progress as envisaged by the RIG.

Resettlement Project in Khoueng

Khammouane

At the end of 1963, the Communists threatened and later captured and occupied the areas of Muong Khamkeut, Nhommarath, Mahaxay and a part of Him Boun in Khoueng Khammouane. The people in the occupied areas were unable to tolerate the oppression any longer. So they fled from those areas and took refuge in the land under the control of the RLG. There were about 2,000 families of the refugees who numbered over 12,000 persons. They were able to make good their escape but were empty-handed similar to the refugees coming from other Khouengs. New groups arrived every day. Every reception point in Muong Khammouane was crowded by the widows, the separated, the elders, the orphans and other children. All of them were in a pitiful and desperate state. It was the task of the RLG to give them an immediate relief. This was done by the setting up of a Provincial Refugee Reception Committee under the direction of its energetic Chairman (Chaokhoueng Khamleuane Bounyaseng). An appeal was made to the various humanitarian organizations, both inside and outside the country, to give contribution in aid to these refugees.

The unmission, the Colombo Plan and especially the USAID Mission responded to this appeal and cooperated, financially and physically, in the search for proper plot of land for the setting up of new villages where these refugees would be arranged in groups and where they would be able to earn a living and build a new life.

But it was regrettable that the pieces of land picked out by the authority which were located along the RLG-13 from Khammouane to Pak Cading were not suitable to development purpose. So villages of refugee relief type were set up for them. There were altogether 14 villages of this type, namely:- Ban Hin Boun 1, Ban Hin Boun 2, Ban Hin Boun 3, Ban Song Hong Noi, Ban Song Hong Yai, Ban Houei Souk, Ban Houei Sakia, Ban Lao Meng, Ban Houei Meng, Ban Houei Sai, Ban Pha, Ban Na Lieng, Ban Nam Thone and Ban Houei Deua. The Department of Resettlement of the Ministry of Social Welfare laid down the village plan for each village in a community pattern. Pieces of land were allotted to them in an orderly manner.

ca. mid-1971 ???

Pop IN RLG controlled

<u>PROVINCE</u>	<u>TOTAL POPULATION</u>	<u>TOTAL POP. IN ENEMY CONTROLLED AREAS</u>	<u>TOTAL POP. IN RLG CONTROLLED AREAS</u>
Vientiane	311,460	-	311,460
Borikhane	44,868	-	44,868
Houa Phan	187,069	160,000	27,069
Xreng Khouang	193,435	20,000	173,435
Luang Prabang	399,595	168,900	230,695
Sayaboury	188,344	15,000	173,344
Houa Khong	127,260	30,000	97,260
Phongsaly	111,973	100,000	11,973
Khammouane	229,066	114,480	114,586
Savannakhet	404,683	50,000	354,683
Wapikhamthong	107,207	-	107,207
Saravane	147,000	90,000	57,000
Sedone	130,554	5,000	125,554
Champassak	93,352	5,000	88,352
Attapue	89,080	80,000	9,080
Sithone	<u>59,883</u>	<u>5,000</u>	<u>54,883</u>
Total	2,824,829	843,380	1,981,449

CA MID-1971
FRITZ DENSON

Projections

MRI

(CP) - Northern areas controlled by PL. Small groups will occasionally drift in if opportunity presents itself. No major moves expected

Could be
influence from
area

(Syly) - Refs from border areas, and areas North of Syly. Will continue to come as PL seek to expand spheres of influence along supply routes.

(BHS) - Refs continue to come out of M. Sing Nam Tha. General stability. Have consolidated position along Nam Tha

MRII

90% of pop has been refugees at one time or another. ~~Small~~ No large influx of refs likely, although small groups of people will be generated in proportion to success of operations in enemy held areas.

and, likewise, small groups may be enabled to return to old homes in areas where contact can be consolidated

Given present ~~condition~~ "cornering" of refugees in small area
Possible that NVA/PL offensive could upset present stable situation precipitating:
(A) a move of hilltribesmen to ~~safe~~ mountainous areas to west, and (B) movement of ~~to~~ to valleys as in Vt province, or (B) feeling of "resignation" on part of groups of refugees and willingness to take their chances with bad guys.

60,000
40,000
60,000
40,000
250,000
250,000
250,000

25,000

MR-III

Enemy push west towards M. Phalane etc would cause refugee movement. Has happened in past, but ~~only~~ refs usually returned home.

SUKT

5000-14,000



THAKET

As enemy has strongly established themselves in most of province, little movement (aside from that in '65) is expected, unless refs are given opportunity to exit following friendly military action.

2000 or more depending on SIT in SUKT

MRIV

Enemy push toward Khong Sedone could create refs, as well as push on Bokevan (a few refs) and Champassak (and Khong) adding to congested situation on east bank and forcing retreat to west.

up to 20,000 who would probably cross Mekong

MRV

Ute - move from MR II and (Vang Vieng/Kassay) could create congestion on plain = 50 Refs from all other areas.

~~Vang Vieng~~ Vang Vieng An enemy drive to capture VI (former PL/Nent HQ) and points south to Han Keup could create small groups of refugees (unlikely that large

5000

Some with
B. Done

numbers of ^{established villagers} ~~people~~ would leave). If situation remains stable, probable that MR II refugees would either transit VP, or settle there (if situation in MR II deteriorates).

2000

M. Kassay Refugees from outlying areas of will continue to enter M. Kassay area following friendly and enemy action/harassment. If enemy action in Kassay area, small groups of refugees may be driven South or South-west to V.V. or M. Met.

2000 - 4000 people

Paksane Additional refs may enter Paksane from MR II, MR III and ~~Paksane~~ Boukame province. Problem in relocating these people presents itself.

- 1) Large Movement out of enemy controlled areas unlikely.
- 2) Big factor in other moves - people may be more willing to take chance with P.C. than move because of uncertainty of life following move (unlike years past, when ref. prob was less severe, was always place to move & make living).

This includes
areas of South
etc

- 3) This includes areas of South where threat is most imminent - namely Sotet & Paksane areas. Refs in MR II would move South or west (to Paksane, Vte, Sisy etc). This would create great logistical probs in Paksane & all areas. In addition, 20% of people on march would die. Likely that these factors will be considered by refs. Could expect

DRAFT

Probability "A"

- MR I L.P. — Enemy withdrawal to base areas
BHS — Continued small-scale harassment by enemy
Syly — Enemy will focus attention on maintenance of supply routes which traverse relatively unpopulated areas
- MR II X.K. — Enemy withdrawal to base areas in most sectors.
- MR III Soket — Enemy withdrawal from Dong Hene - Phalane areas
TKK — Minimum of enemy activity
- MR IV Pakse — Enemy will halt their push toward river.
- MR V Vang Veng } no enemy military activity expected
Vte }
Paksane }

Probability "B"

- MR I LP - Enemy squads will harass villagers ~~in~~ returning to their homes in Pakxiang/Pak Ou area, villagers in Xreng Ngoun and M. Khay area
- BHS - Unfriendly's will attempt mop up of portions in LS-194, LS-135 and LS-93 areas, as well as outposts along Nam Tha river.
- Syky - Loss of Xreng Jom, My. Ngoun and Hong Sa, and other areas adjacent to enemy supply routes
- MR II XK - Harassment and possible loss of area north of PDI (resulting in loss of up to 16,000 ^{up} people), and areas south of Muong Nyam (LS-63).
- MR III SOKT - Enemy movement in Phakhangma, Pak Hin Boun, Bung Xang and Seounkheuang areas.
- TKK - Enemy activity in areas south of Thakhek both sides road along ^{Nam} Hinboun, and north on east side road.
- MR IV Pakse - Small-scale activity in Sakhone Pheng area, ^{east} ~~west~~ of Sedone Ruem, areas south of Champasak.
- MR V Vte - Influx of small groups of rep from areas west of Rte 13 north, and from eastern portion My. Phanthaloun.
- PKsne - Harassment of areas outside of Pakxane - Rt 13 west, M. Cao, Nong Boua, Pakading axis.
- Vg Vung - Harassment of areas west & east of Vg Veng Valley north to Kasey.

Probabilities "C"

- MR I LP - Enemy initiates major push against LP city
- BHS - Enemy attacks towns and villages in Mekong valley.
- Syly - Efforts to seize Mdy Pheng, Syly, Paklay, Khen Tao
- MR II XK - move to take Long Cheng and thrusts into areas of population concentration
- MR III Sotet - Loss of Sene, Kengboto and Jahanam, and threaten Sotet city.
- TRK - Loss of areas on Rte 13 north and thrusts toward Tkkk
- MR IV Pakse - Loss of Oudomsouk, Phiafay, Champassak, Khong Sedone, Souvannakuliy and ~~maybe Pakse~~ ~~maybe P~~
- MR V Vte - Loss of Phone Hong - B. Keun area and move towards Vte
- Vg Veng - Loss of M. Kassy and Vg Veng
- Paksane - Loss of Paksane.

8000

800

L.P.

2 June 71

A. Enemy will pull back to base areas on upper Nam Ou and Nam Xiang, having ~~successfully~~ a) failed in maneuvers to force RLG's hand as part of overall objectives in north, or b) attained their objective of disrupting the situation around L.P. precipitating disruption in govt, creating ^{concern} scare amongst civilian population, diverting troops from other areas, primarily the south. Under these conditions, many of the refugees displaced will be able to return to their homes, while the normal trickle of refugees continues to enter L.P. from enemy held areas or from areas occasionally harassed by enemy.

B. While enemy ^{units} have withdrawn, small ~~groups~~ platoon size groups will continue to harass a) refugees who return to their homes, and b) villagers living in Muong Xeng Ngeun and Muong Kray. ~~effectiveness~~ effectiveness general insecurity

amongst the RLG and population
and precipitating small refugee
movements into L.P.

C. The enemy has withdrawn in
order to regroup and resupply
units for a major push to
isolate L.P. Such a maneuver
would have as its objective
cutting off L.P. politically,
economically & socially and thus
forcing it to bend. Up to
 refugees could be
expected under such circumstances.

Enemy activity in Hanoi Kham & Sify provinces is significant only insofar ~~as it is a threat to~~ as it is, for all intents & purposes, ~~in the area of~~ a measure of enemy strategy vis-a-vis Thailand. Politically speaking, BHS these two areas are, for the most part, on the periphery of the two political scene. This area

is significant for two primarily ~~at~~ the Thai reaction to an enemy push in that area would be a preliminary indication of the Thai reaction to enemy push in Mekong cities and areas.

A. Enemy will continue harassing team positions without any ~~of~~ significant effect on population. ~~Still~~ a continuous trickle of refugees from enemy held areas can be expected, however, totally _____ refugees.

B. Enemy forces will ^{make an attempt} mop up ^{bordering} remaining ~~from~~ outposts ~~along~~. The Nam Tha, including Pak Tha, ~~and~~ as well as positions in the ³⁵⁹ LS-144, LS-135 and LS-93 areas, creating protective buffer around enemy controlled areas and assuming control of the Nam Tha valley as supply route south.

C. Enemy will make stabs at locations in the Mekong valley. Such actions would probably be done in coordination with CTs in the Chuenkhang and Chuenksen areas of Thailand, and would represent an attempt by the communists to secure control of

the provinces bordering on the upper
Mekong, which would assure
them easy access to northern
Thailand.

Syby

- A). Enemy will focus ~~at~~ attentions on maintaining its supply routes south into Thailand. Under such circumstance, few refugees can be expected to be generated from within Syby province.
- B). ~~Due to~~ Enemy may seek to expand ~~the~~ its supply network and ~~attempt~~ attempt to seize control of strategically located (vis-a-vis Thailand) valleys and adjacent territories, such as ^{Kheung Toan} Hong Sai, My Nguyen ~~and the~~ and Ban Muong on the north, ~~and the~~ string of outposts south between ~~of~~ Hong Sai and Nam Tan along the Thai border.
- C). Efforts to capture ~~the~~ trading centers such as Khentao, Puklay, ^{Phuong Phung} ~~Syby~~ and ~~Xyng San~~ Syby and Thachena, for purpose of destroying RCG political handle on Syby prov. and
2) Opening new supply route

South from LP through
M. Nane to Madena

Syhy, M. Pheng, Nale,
Piblay, Kenetao etc.

XK.

- A). Enemy will do little to disrupt the status quo which has developed in areas of dense civilian population.
- B). Enemy will harass ~~the~~ ~~remains~~ and possibly take remaining sites North of PDT. In such an event, it is possible that a significant portion of the 16,000 ref in that area will be trapped. Other poss. targets are sites south of M. Ngam (LS-63), and ~~possible~~ harassment of refugees in S. of M. Cho valley (LS-255 area) and west of Nam Ngam (LS-90 area).
- C). Enemy will make move against Song Cheng and ~~continue~~ ^{into heart of} make thrust ~~against~~ ^{concentrations} civilian population ~~in area~~ with objective of breaking back of SCJ as effective fighting force, and either ~~capturing~~ capturing civilian population or forcing them to move ~~to~~ beyond the borders of Xreng Khouang Province.

MR V

- Vte: A) ^{Sig mit activity and no} No appreciable increase in refugees
- B) Possible influx of small groups of refugees from ~~the area~~ etc.
- ~~C)~~ Enemy harassment of areas west of Rte 13 north, bet Vte and Hin Heub ^{& northern & eastern districts of province}
- C) Large scale enemy operations on the plain directed ~~against~~ ^{against} Phou Hong, Thalat, B. Koun areas and possibly towards Vte. city.

V. V.
M. Kassy, M. Met
B. Done

- A) No appreciable activity displacing refs
- B) Harassment of areas outside of Vang Vieng: M. Kassy axis.
- C) Enemy takeover of V. Vieng, M. Kassy, B. Done, M. Met neutralized!

- Paksane A) No appreciable activity
- B) Harassment of areas outside of Paksane town, along Rte 13, M. Cao - Nong Boun-Pakading axis.
- C) Takeover of Paksane

- 1) People in area
- 2) Suppression band
- 3) Pattern

Vte -

A. ~~500~~ -
B. 5,000 ±
C. 30,000 ±

✓ Syby - X. Jom - 8000 A. -
Hong Sa - 2000 B.
Paklay - 5000 C.
Ken Tao - 2000
Syby - ~~5000~~ 10,000

✓ Houa Khong - Namtha -
Sene NamOm -
Tha Fa -
Mg Mung - 4,000
Bokro - 8,000
Seng - X

12,000

✓ Luang Prabang - L.P. - X
X. Ngem - 5,000
Kasay - 1,500
Met - ~~1000~~ 500
Paktha - 2000
Nane - 4,000
Khay - 10,000

✓ Xiang Khouang - A. ~~negative fig.~~ -
B. Negative fig
C. 10,000 new

✓ Vq Vang

A. ~~500~~ 200
B.
C.

✓ Paksum

A. ~~100~~ 100
B. 5,000
C. 10,000

Attopen

total pop 87,524

total ref 3854

Sarawane

total pop 111,908

total ref 33,593

Sedone

Savannakhet

Chuan

2
2 Maps (Ref & terr/pop)
SW monthly
T/D
Budget

Region I — BHS

Immediate BHS = Lau, T.D. etc for Nam Tha / Mng Sing

135 area = Nam Tha L.T. for River, etc.

Rever = various for Nam Tha / Mng Sing

Other = Yao, Ekan, Munsu, Kuu etc for NW ^{Province}

LP

LT at H. Phay etc for Nakh P & S. Phongsaly
" 355 for LS102, ^{Pha Ngam} etc

form

May Salaput 22
repat

10th

745 evening Wed →
515 Thurs.
Sat.

Total land area
to pop

88,092 sq mi
2,824,829

Total area enemy control
Total Pop - enemy

71,370 sq mi
843,380

Total area RL6 control
Total Pop RL6

16,722 sq mi
1,981,449

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DRAFT
FOR CFS

72-73

REFUGEE ANNEX

Current Situation

Inexorable pressures on Laos by the North Vietnamese, increasing in scope and intensity since 1968, have in 1971 brought the war to the homeland of the Lowland Lao. No longer is the war a distant border conflict. During the past year, the North Vietnamese have expanded the war in Laos to bring direct pressure on major Lao towns along the Mekong River for the first time since the 1962 Geneva Agreements.

The NVA's dry season campaign began with attacks on government positions at Muong Souei on February 4, 1971 and continued through to mid-June with the occupation by NVA forces of the Paksong Bolovens Plateau in southern Laos. During this offensive, NVA regular forces drove government troops back to the town limits of the Royal Capital of Luang Prabang, pushed their way into the town of Long Tieng in Xieng Khouang Province, threatened the city of Pakse, occupied villages along Route 9 in Savannakhet, and harassed towns along the Mekong River. These ground attacks for the first time forced thousands of refugees into major Lao towns and brought the realities of war from the countryside to the cities.

There is a growing realization on the part of the Royal Lao Government of the longer-term problems created by this influx of people into the diminishing land area under RLG control. The area lost to Communist forces totals an estimated 60,000 sq mi out of the 90,000 sq mi of land in Laos. A loss of such magnitude has created problems of economic

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stability for the refugee groups of whom 99 percent depend on agriculture to support themselves. The problem is acute in the mountainous areas of northern Laos, particularly in Xieng Khouang Province where 150,000 hill-tribe people are crowded into an area of 900 sq km, much of which is not suitable for agriculture. To meet this problem which exists in kind and degree on a country-wide basis, USAID has created a special task force to develop options to agriculture as a means of livelihood particularly in those areas where there is a land shortfall.

Although the large influx of refugees presents immediate problems, there are aspects of the present situation which ^{may} contribute to economic development in Laos. Laos was formerly a country in which the people were widely spread over remote hill regions--a condition not conducive to economic development. The trend over the past ten to ~~five~~ fifteen years toward RLG-controlled territory, in creating a more compact country, has created conditions that favor economic development. People are closer to markets, commerce is more profitable because of higher volume, much needed diversification of agriculture is developing, monetization is increasing, consumption patterns are changing because of the overall increase in communication and transportation facilities. The infrastructure which the Royal Lao Government has developed over the past ten years with U.S. assistance is being increasingly utilized. Although accompanied by many problems, the conditions that favor a viable economy are in large part the result of war pressures.

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The Future

Whatever the military and political events of the coming two years, the problem of the refugees will remain. In the event of a military stand-down followed by negotiations and the beginnings of a formal settlement during 1973 and 1974, (see C. Assumptions--Possible Political and Military Changes), a major question would center on the various refugee groups: would they remain in place or would they migrate back to their homes which, for the most part, would presumably be in PL controlled zones?

Our guess is that at least 80 percent to 90 percent of the 37,000 ethnic Lao in Vientiane and Borikane Province would remain in their new home sites. They will have invested, by that time, two to three years of time and labor in establishing themselves, and they will have achieved, according to our expectations, a standard of living at least equal to (and probably better than) that which they left at their previous home sites. This, added to the physical difficulty of moving, would strongly tend to keep these people where they are, despite any emotional ties they may feel to their previous home ground. The same would probably hold true for the refugee groups at Seno, Houei Nam Phak and certainly those who have been given land in Sayaboury in the Nam Tan project area.

The larger question has to do with the 150,000 MR-II hill tribe refugees in the Ban Xon Long Tieng area. These people -- or, at least, most of them -- simply must move. The land they are now on will not

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sustain them, and the political settlement described in C. would pose a serious dilemma for these people. Their ancestral lands would be under the control of a force which they had fled and, more importantly, which they actively opposed and resisted. Their leaders would, without doubt, feel extremely reluctant to return to these areas because they would feel their lives in jeopardy.

At the same time there are no other lands. There are limited mountain areas just north of Vientiane in the Phou Kao Kwai area and some limited areas in the mountainous zones of Sayaboury Province, but nothing of the magnitude necessary to support a population of this size. The slash-and-burn culture of these people demands large land areas which would not be available within the RLG zones projected. For many of those who saw no alternative to this way of life, a return to lands under Pathet Lao control would offer the only solution.

Others, however, would undoubtedly elect to stay and be prepared to alter their agricultural practices -- i.e., to grow their rice in paddies, as in fact several Meo farmers are already doing in the Nam Tan project. For those farmers willing to adapt to the Lao way of life, there is a solution -- but an expensive one. To make a group of this size self-sufficient in lowland areas would require 60,000 to 90,000 hectares of paddy land -- certainly unavailable at this time, and it is doubted that this much land suitable for conversion to paddy could be found. To clear land would require an investment of some \$6 to \$9 million.

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The issues that arise are discussed in D.1, U.S. Assistance Policy Toward Laos--Post Hostilities. All of the assumptions involved in a political settlement add up to U.S. assistance in a refugee relocation program during the first years after settlement is achieved. At a minimum, USAID would have to continue food and rehabilitation support. In all, as we presently see things, the United States will continue to spend considerable amounts on refugee groups over the next five years whether or not a settlement occurs.

As a basis for funding the refugee program in FY 1972 and FY 1973, we have projected events that could occur in Laos over the next two years as three categories of possibilities. These range from the diminution of hostilities of category (1), which could lead to negotiations and a formal settlement in 1973 or 1974, to the disruptive events of category (3).

- (1) A low level of enemy activity in all military regions in which enemy forces hold in their present positions with minor changes;
- (2) In northern Laos, incursions into villages north of Luang Prabang, attacks on government positions and villages in northern Sayaboury Province and on government-held areas north and south of Ban Houei Sai, and incursions into refugee population centers in the southwestern part of Xieng Khouang Province; in central and southern Laos, attacks on government positions north of Paksane and a renewal of attacks on villages, enemy consolidation of areas north and south of Thakhek,

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incursions into Dong Hene and Kengkok areas, and attacks on Khong Sedone valley.

- (3) In northern Laos, strong enemy attacks on ^(the city of) Luang Prabang, pressure on ^(the Mekong River) the town of Ban Houei Sai, and the ^{SURROUNDING ~~area~~ Refugee} ~~heavy~~ population in the area, an overrunning of Long Tieng in Xieng Khouang Province; in central and Southern Laos, attacks on Sayaboury and the Nam Tan project, incursions into Vang Vieng north of Vientiane and the Ban Talat area near the Nam Ngum dam site, a strong movement toward Savannakhet and interdiction of Route 13, pressure on Pakse and displacement of town population across the Mekong River, and pressures on small river towns.

Categories (1), (2), and (3) are not mutually exclusive; they represent varying degrees of a sequence of events along a spectrum. The projection on which our proposed funding is based is mid-range: It assumes that some combination of these possibilities will occur and that people will be displaced at varying rates throughout the year to produce an annual average of 296,000 refugees who will require 60,000 tons to 70,000 tons of food to survive.

USAID Policy, Priorities and Inputs to Refugee Program

Intro { USAID assistance to refugees is encompassed in the two broad categories designated Food Support and Rehabilitation Support. These two categories are subdivided in turn to reflect the status of the refugee groups that receive assistance: those refugees who are fully dependent on food and rehabilitation assistance; and those who receive rehabilitation assistance only.

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The following terms are defined to delineate the kind and degree of assistance in each category:

Food assistance: provision of any kind of food--rice or a mix of rice and PL-480 foods such as bulgur wheat, corn meal, wheat noodles, or PL-480 commodities only. (In northwestern and central Laos, a protein supplement may be included.)

~~EXHAUSTIVELY~~ Fully dependent: These refugees are almost completely dependent on food assistance to obtain the caloric intake necessary to life and health; they obtain a minimal self-help supplement from foraging, growing vegetables, or, in some cases, obtaining in the area a few livestock.

Partially dependent: These refugees grow or obtain enough food to meet a substantial part of their caloric requirements, but to meet full minimal requirements, they must receive additional food, usually from PL-480 sources.

Rehabilitation only: These refugees receive no food assistance, but are recipients of other forms of assistance, which varies from region to region depending on security conditions and on feasibility. Rehabilitation assistance includes as a minimum:

Shelter (plastic sheeting or other roofing),

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Medical assistance (medicines and access to local medical technician or, when possible, evacuation of serious cases to a hospital), Adequate water supply, and Educational assistance in reestablishing schooling for children.

When a successful harvest enables those refugees who are receiving full or partial food assistance to become self-sufficient in food, they move from the food assistance category to the rehabilitation category if they require further assistance. If they have insufficient food to carry them through to the next harvest (this is frequently the case), they reenter the fully or partially dependent category.

Rehabilitation assistance was established as a second category on November 6, 1970 to reflect more precisely the status of each refugee group assisted. In addition to the minimum, rehabilitation assistance may include commodities such as cooking utensils, seeds, tools, fertilizers, insecticides, breeding stock to replace animals lost by refugees on the move, land clearing for village sites and rice fields, wells, dams, storage basins, fish ponds. Under certain conditions, technical assistance in agriculture may be provided (for example, while hill-rice farmers move to a paddy-rice area), or training in skills such as carpentry, blacksmithing, weaving when income from agriculture is likely to be insufficient to meet local standards of living.

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The refugee assistance policy of the Royal Lao Government and of USAID specifies that at a given point refugees who have been ~~xxx~~ resettled reach a level of living that is comparable to that of the nonrefugees in the community and at which they are considered adequately integrated into the society and economy of that community. At this point, they are permanently settled in villages and are agriculturally self-sufficient. They have a permanent elementary school, access to water for all necessary purposes, adequate medical services, and usually access by road to the nearest major marketing center. At this point, these groups are classified totally self-sufficient and they are no longer considered refugees.

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1. Food Assistance

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2. Medical Assistance

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3. Technical Inputs

More than any other USAID project, refugee relief and relocation calls upon all USAID resources to accomplish its goals. Table 1 shows the extent to which the total USAID program in Laos contributes directly to refugee assistance.

TOTAL ASSISTANCE TO REFUGEES ^{a/} (\$ Thousands)			
	<u>FY 1970</u>	<u>FY 1971</u>	<u>FY 1972</u> ^{c/}
Refugee Relief	6,012 ^{b/}	4,730	
Air Technical Support	3,872	4,000	
Public Health	2,637	2,600	
General Technical Support	1,657	1,800	
Development of Rural Economy	1,115	1,872	
Agriculture	454	920	
Education	<u>29</u>	<u>118</u>	
Sub Total	15,776	16,040	
PL-480	<u>600</u>	<u>1,300</u>	
Total	16,376	17,340	

^{a/} Includes local currency costs

^{b/} Includes \$500,000 contributed to Foreign Exchange Operations Fund (FEOP) in exchange for Japanese FAC rice.

^{c/} Estimated.

Specific contributions of the projects other than refugee relief and relocation are discussed in this section.

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a. Agriculture

During the initial stages of relocation, USAID provides survey and land classification teams to determine the agricultural potential of relocation areas designated by the Royal Lao Government. All technical resources are used: aerial photographs, regional survey works such as the Pa Mong study, and local irrigation surveys.

Survey and land classification teams travel by ~~helicopter~~ ^{helicopter} whenever possible because of the terrain and security conditions. In addition to expediting their movement from one place to another, the helicopter provides a platform for observation of vegetation, former agricultural areas, drainage, and general land characteristics. Using this means of transportation, it is possible to make between 30 to 35 soil borings per day over an area of 1,200 hectares. Over 45,000 refugees have been relocated on land surveyed and classified during 1970 and 1971. We are currently assessing from an agricultural standpoint the following areas where soil conditions appear favorable and where population density is low enough to permit an inflow of new families.

- (1) Ban Done Valley, Vientiane Province (estimated suitable for relocation of 5,000 refugees);
- (2) Area between Xieng Ngeun and Muong Nane, Luang Prabang Province (estimated suitable for relocation of 5,000 refugees);
- (3) Northern Champassak Province (land classification has been completed and 8,000 hectares are available which are suitable

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for the relocation of approximately 10,000 refugees);

- (4) Southern Sayaboury Province (estimated suitable for relocation of 15,000 refugees).

Three drainage control projects have been constructed in 1971 along the Mekong River on the Vientiane Plain to determine if large areas near the river can be reclaimed for refugee relocation. These areas consist of natural drainage ways that lead away from the river to inland basins. In the past, these basins have been filled with flood water during the high stages of the Mekong. Observations during 1971 will indicate whether these lands can be protected; if so, they will provide large tracts of deep alluvial soil on which refugees can be relocated.

Agriculture technicians work with the refugee program on problems of rice production, insect control, and livestock. They have processed the delivery of 10,000 ducks and ⁴⁰⁰~~200~~ pigs (security prevented delivering a planned 1,000) to the refugees in Xieng Khouang Province. Fisheries technicians have taught the refugees to construct fish ponds and stocked the ponds with tens of thousands of fingerlings to provide the refugees a natural source of protein. During the dry season of 1971, key farmers from among the refugees on the Vientiane Plain will receive instruction in paddy farming and use of insecticides and fertilizers; among the group will be women from the refugee villages who will be taught how to prepare those PL-480 foods with which they are unfamiliar. ?

b. Public Works and Self Help

Once the land-development phase of relocation begins, USAID moves in heavy-duty equipment to clear land and to build roadsXX:

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chain saws to fell trees, tractors to level and plow land, pumps to provide water until the refugees can build an irrigation system. During FY 1970 and FY 1971, _____ hectares of land were cleared for the relocation of refugee groups, and _____ km of roads constructed to provide access to refugee villages. Within the refugee villages, 546 classrooms have been constructed and 207 are in process of construction.

A division of labor builds a refugee village: on the one hand, USAID and RLG technicians who operate modern construction equipment; on the other, the refugees, who clear the land of roots and stumps, gather construction materials in the forests and, with hand tools, build their houses, construct paddy dikes, and plant their fields. Of ten, the refugees confront the problem of farming techniques to which they are unaccustomed or soil that will not grow their traditional crops. Short-term training xx courses can be of vital importance during the transitional period and, in some cases, provide alternate skills with which to make a living. We are now training refugees in blacksmithing, charcoal making, rattan furniture and general carpentry, silk production, textile weaving, sewing and general farming skills such as the use of fertilizers and insecticides.

c. Education

Of the total refugee population, an estimated 50,000 are children of school age. When refugees arrive in a relocation area, their children

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attend classes in temporary buildings until permanent schools can be constructed. In addition to the number of classrooms completed in FY 1971, 198,000 elementary reading texts and 250,000 copy books have been prepared for refugee children; we now have in process 133,400 mathematics and geography texts and 207,500XX notebooks. The Royal Lao Government has transferred teachers to refugee areas and instituted short-term courses to train temporary teachers. At present, 888 teachers staff the refugee schools.

d. Air Transport

In any given month, 65 percent of the refugee population, located in over 100 refugee sites, depend on airdrops for food. Aircraft scheduling becomes exceedingly complex as deliveries can be made to some sites only by airdrop whereas at other sites, there are landing strips where cargo can be handled. A typical month's operation requires the following number of days of aircraft support by type of aircraft:

<u>Aircraft</u>	<u>Days In Use Per Month</u>
C-46	120
C-123	30
Porter	150
Caribou	8
H-34 helicopter	34

Change as the basic characteristic of the refugee program applies to the logistics problems encountered in the delivery of commodities to refugees. The monthly air-delivery schedule is prepared on the basis of information submitted by field officers, who note not

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only the exact location of refugees but tabulate their requirements based on number, previous rate of delivery, and physical condition. Some refugee groups can maintain minimal nutritional standards with rice plus PL-480 commodities; others receive protein supplements.

Each aircraft has certain load-carrying characteristics which must be considered in scheduling as well as the mode of delivery, i.e., air-landed or airdropped. A 100-kilo bag of rice cannot be airdropped, but must be rebagged in smaller weights and triple-sacked to insure delivery. Deliveries of up to 2,500 MT per month for airdrops are processed at the bagging plant operated under the refugee program. The airdrops are made at sites marked by cloth panels spread on the ground; each site has an identifying code. If the panels are not displayed, no ^{de}livery is made and the pilot diverts to an alternate site. Field officers must then ascertain the reason for rejection of delivery and reschedule flights if necessary. When refugees move, their movements are traced and they are supplied by air en route to their new destinations if possible.

e. Surface Transport

Although air transport is a vital link in the supply route to refugees, the more conventional means of transport by truck and river are used when road and security conditions permit. Supplies move from Vientiane by truck to warehouses in Sayaboury, Luang Prabang, and Paksane and directly to refugee families on the Vientiane Plain. During May 1971

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(a typical month), 1,390 MT were shipped by surface from Vientiane. The limited fleet of USAID vehicles is augmented by commercial contract haulers which, with the completion of construction of Route 13 to Luang Prabang, have increased in number. River traffic is almost exclusively by commercial barge. Weather conditions and enemy interdiction of lines of communication often interrupt land and river travel.

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Current Status of Refugees by Area

As of June 30, 1971, there were over 315,000 refugees in Laos. Of this number, about 270,000 required both food and rehabilitation support; about 9,500 families or some 47,000 people are considered in permanent relocation sites and require rehabilitation support only. In this section, we discuss the status of the refugee program by areas in which the refugee groups are located, the number of people involved in each area, the kind of assistance they require, and the degree of self-sufficiency attained by those groups in permanent relocation sites.

Northern Laos - Provinces of Sam Neua and Xieng Khouang

To date, the heaviest refugee movements have occurred in these northeastern provinces of Laos. Extremely heavy fighting, including rocket attacks on the town of Long Tieng, throughout the dry season of 1970-71 caused movements of up to 40,000 people. Loss of Muong Souie in February 1971 eventually pressured all civilian population out of the areas flanking Route 7 up to the junction of Route 13 which runs north to Luang Prabang. Over 8,000 people left the area north of the road and moved to the southern part of Luang Prabang Province where they are still located. Some 10,000 people south of Route 7 moved on towards Ban Xon (LS-272), the new logistics subbase for refugee operations built after the loss of Sam Thong in March 1970. Since the base itself was threatened by enemy forces which harassed the site on March 5 of this year, the refugees were encouraged to seek safehaven on the eastern side of the Nam Ngum River. Heavy ground attacks by North Vietnamese regulars along

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the perimeter of the defensive positions forced the remaining outlying civilians into the center of the secure areas, adding to the over-concentration of people in an area which has not ~~enough~~ enough arable land to support its population. Presently, there are a little over ~~200~~ 200,000 people in this area, of which approximately 150,000 are refugees who need full support.

Until there is a resolution of the military situation in this region, there is little that can be done in terms of permanent resettlement of this population. Assistance meets short term needs, since in the event of ~~another~~ another season of North Vietnamese attacks redisplacement is likely. Agricultural inputs are designed for quick benefits, such as raising fish, ducks, and pigs. These provide food in a relatively short time and can usually be brought out by the people if they have to evacuate. Vegetables and short growing-period fruits, such as papaya, are planted for their short-term benefit. Government services such as schooling are encouraged to continue despite interruptions and hardships. Education officials have made exceptions to allow students to make up examinations missed because of enemy attacks on their villages.

Emergency relief efforts will continue, including careful monitoring of the general health conditions of the people. Medical services, protein food supplements, all caloric foods will be continued to maintain the stability of the refugee groups and to prevent any deterioration of their health. (See Foods and Medical Program.) Backup medical services have been expanded in this region to include an additional _____ beds in a

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total of _____ medical facilities.

The program in this region will continue to be geared to the realities of the situation.

Province of Luang Prabang

The attacks on government forces north of Luang Prabang in late March 1971, forced some 8,000-9,000 people into the city itself, which added to the already fully supported 15,000 people in the environs of Luang Prabang. Over the years the capital has received a steady increase of refugees fleeing from the advancing North Vietnamese who have gradually consolidated 75 percent of the province. Land pressures are such that several thousand people have moved into the adjoining province of Sayaboury where unfortunately the land situation is not that much better. Provincial officials are proposing to move refugees to an area south of Luang Prabang between Route 13 and the Mekong, which although not a paddy-land area, highland cultivation will afford a living for perhaps 15,000 to 20,000 ? people.

This relocation will solve the present problem facing the current 30,000 refugees in the environs of the royal capital. The town itself is a good market for firewood and various forest products. The refugees should be able to earn a living by supplying this market if the security in the relocation area is maintained and because of local interest in this project, the government has committed itself to providing security. In addition to relocating refugees at this site, USAID will continue to support

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refugees who return to their home areas as the government determines that security is adequate. Some 3,000 refugees have returned to their home to date. USAID is assisting them in rebuilding villages destroyed by the enemy, mainly by transporting local building materials, seeds for planting, tools, etc. A group of students from the city has volunteered to work this summer to assist the villagers in rebuilding their houses.

Land development for permanent lowland paddy agriculture is not envisioned for Luang Prabang because of paucity of potential paddy terrain. Similar to Region II, projects for this region will concentrate on diversified cash-producing activities. (See Refugee Training Programs) and upland rice farming until the politico-military situation is resolved.

Province of Houa Khong

In the northwestern sector of Region I, the Province of Houa Kong has been relatively quiet in terms of large-scale enemy attacks; however, the government areas receive constant harassment and general attrition continues. Characteristic of this type of close infighting, small groups of refugees (representative of the 20-plus tribal groups in this area) continue to trickle in. This small but constant stream of refugees is handled out of the Ban Houei Sai substation. Presently, some 16,000 refugees are receiving full support; an additional 3,000 receive partial food support and 6,000 receive assistance in the form of schools, improved access roads, and medical services.

Characteristic of north Laos in general, there is little paddy land in this mountainous region and the area is also short of arable land.

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The refugee program will continue to emphasize diversification of crops-- for example, tobacco, which can be sold in nearby Thai markets.

PL 480 foods are used extensively in Ban Houei Sai for partial food support of people unable to meet their own requirements because of this marginal land problem.

Province of Sayaboury

Sayaboury Province has not had serious security problems for many years; however, in the northern reaches of the province and in areas contiguous with the Thai border, a security problem is emerging. Small groups of refugees have moved from the border areas to be closer to government-controlled districts. The refugee population that required assistance in 1971 totalled approximately 6,600 people with approximately 5,200 needing full support. About 50 percent of these refugees came from adjoining Luang Prabang Province. Most groups have settled in the valley south of the province seat where a USAID irrigation scheme (Nam Tan Dam) is located. Approximately 210 refugee families have become fully self-sufficient at the Nam Tan project. However, further development of paddy fields is unlikely because of unavailability of land. Refugees are moving south of this valley to plant upland rice crops and establish new villages. Future settlement of central Sayaboury, presently a remote area, will depend on improved communications that will permit government services to be established.

Central Laos

Region V in central Laos consists of the provinces of Vientiane,

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Borikhane, and the remaining neutralists area of Vang Vieng. During 1970-71, this region received the overflow of refugees from the northern provinces. During this period some 45,000 refugees moved to this lowland Mekong plain area from the mountainous northern provinces. The majority of the refugees are ethnic Lao, mostly from the Plain of Jars area. Approximately 10 percent of the refugees are hill tribes groups, Lao Theung and Meo, who with no other place to go, are forced to adapt to lowland life.

This relocation project is concentrated on developing the government's land resources to provide land suitable for permanent agricultural pursuits, primarily paddy rice culture. It is estimated that approximately 18,000 hectares of lowland paddy land is required to provide the necessary rice for minimal caloric requirements. Supplemental income for minimum clothes and shelter must also be earned from cash crops produced on this land. Mission currently estimates from ongoing land soil surveys that half the requirement is available within present government land reserves, which total some 45,000 hectares at present. Surveys are continuing to locate additional, relatively level areas which could be developed.

It is estimated that 90 percent of the people will reach self-sufficiency this harvest (November 1971), however, this will be primarily from the upland rice harvest. Lowland rice will go into production next year, with an estimated 30 percent of the people ~~will~~ expected to achieve self-sufficiency from permanent lowland paddy rice production. The balance will continue to depend on upland rice farming until present land and/or

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new lands are developed. Intensive search for new lands continues as a priority function. Clearing and leveling forested areas as well as reclamation by flood control will continue.

In addition to clearing, the scope of assistance will continue to include refugee schools, environmental sanitation efforts, home economics demonstrations, economic diversification (particularly silk production), and farmer training in agricultural techniques.

Southern Laos

Regions III and IV consist of eight provinces and two major cities of Laos -- Pakse and Savannakhet. The Ho Chi Minh trail dominates the political and military climate of this region. Enemy attacks started in late December in the Muong Phalane area, approximately 80 kilometers east of Savannakhet, pushing 2,000 refugees west along Route 9.

Enemy attacks on Dong Hene, 50 kilometers to the east on March 12, pushed villagers farther west towards Seno. Because of continued enemy pressures along Route 9, villagers were unable to return to Dong Hene until mid-June and to date it is unlikely that Muong Phalane will be resecured for civilian return. It is expected that approximately 2,000 people can return to the Dong Hene area. The remaining 5,000 people will be resettled at various locations this coming dry season. The Mission is currently surveying areas to resettle approximately 1,000 families. Work will start on new areas in November.

Of the 10,000 refugees who now require full support in Savannakhet Province, 2,800 are expected to have adequate paddy land and to be fully

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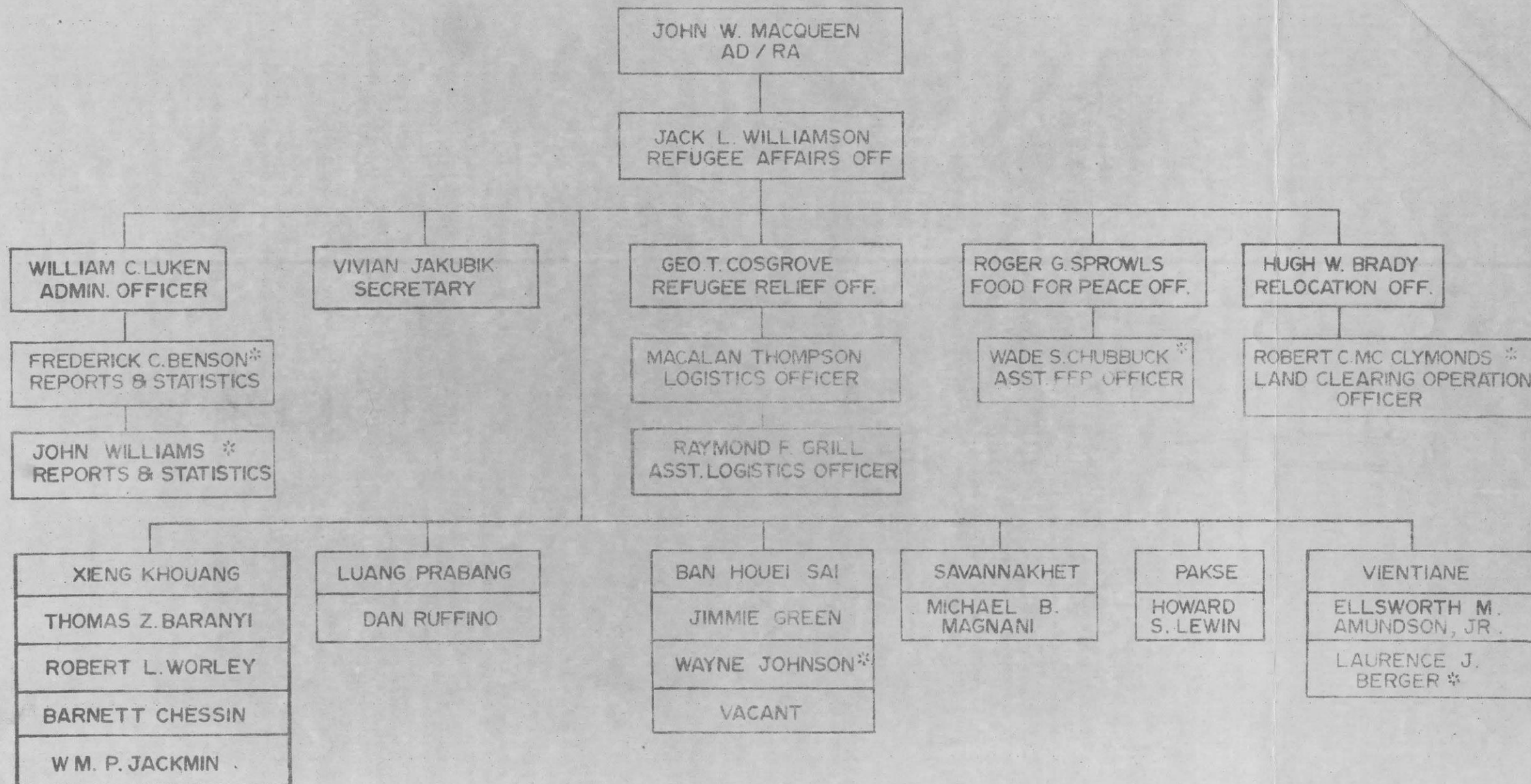
self-sufficient by the November harvest. The Seno relocation project, which started two years ago in September 1969, will be completed at the end of 1971 with roads, wells, schools, dispensaries, government office, and community centers fully operative. ?

Further to the south, heavy fighting had been going on since late December along the edge of the Bolovens Plateau. Rocket attacks on Pakse near the airfield and satchel-charge attacks on Houei Nam Phak in March culminated in the complete take-over of the Bolovens Plateau and the NVA's drive to within 15 kilometers of Pakse by June.

Although a serious geographic loss, the Plateau was lightly populated and moving refugees were absorbed by relatives in the ~~populated~~ towns. The primary concern has been emergency relief to refugees, who totaled some 26,000 by June. Half require only partial support, as they are being helped by relatives. Land is currently being surveyed for relocation of refugees should the government be unable to retake the Bolovens Plateau.

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*CONTRACT