

# Refugee affairs. 1969

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

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TO: Charles A. Mann, Director

February 13, 1969

FROM: H.E. Thomas, ADRD

SUBJECT: RDD Monthly Report for January, 1969 (Exerpts)

## General:

The Refugee Relief and Resettlement Branch continued to be presed with increased refugee movements in the North and for the first time, in the Southern Provinces. Approximately 8,000 refugees moved from LS 215 to LS 184 in the North and, with the attack on Tha Theng in the South, about 3,000 new refugees were given assistance in the way of food and shelter.

ORA:ps:5-12-71

#### GUEST LIST

# COCKTAIL-BUFFET FOR HAFFNERS AND McQUEENS WEDNESDAY, JULY 2, 1969, COMFORTABLE

HOST3: Mr. and Mrs. Charles A. Mann

GUESTS OF HONOR:

Mr. and Mrs. Loren S. Haffner Mr. and Mrs. John W. McQueen

#### GUESTS:

SAR Tiao and Princess Chantharangsi, Service des Eaux, Luang Prabang Phagna and Mrs. Khamleck Vilay, King's Council
Phagna and Mrs. Keo Viphakone, Secretary of State for Social Welfare
Phagna and Mrs. Souk Upravan, Secretary of State for Rural Affairs
Phagna and Mrs. Heumphanh Saignasith, Secretary of State for Finance
Mr. and Mrs. Oukeo Souvannavong, Secretary General, Mekong Committee
Mr. and Mrs. Tay Keolouangkhot, Director General, Ministry of Information
Maj, Gen. and Mrs. Kouprasith Abhay, Commander MR-V
Brig. Gen. and Mrs. Oudone Sananikone, Chief of Staff, FAR
Mr. and Mrs. Khamkhing Souvanlasy, Director General, Ministry of Education
Dr. and Mrs. Somphou Oudomvilay, Inspector General, Ministry of Education
Mr. and Mrs. Somphavanh Inthavong, Director of Roads and Bridges, Ministry
of Public Works

Mr. and Mrs. Manorak Louangkhot, Director of Housing and Urban Development,
Ministry of Public Works

Mr. and Mrs. Houmpheng Prathoumvanh, Director General, Ministry of Social Welfare

Miss Southone Bilayarn, Director, Ministry of Social Welfare

Mr. and Mrs. Pane Rassavong, Commissioner General of the Plan

Mr. and Mrs. Vongsavan Boutsavath, Commissioner of Rural Affairs

Mr. and Mrs. Oudong Souvannaveng, Governor, National Bank of Lacs

Dr. and Mrs. Khamsouk Singharaj, Director of Veterinary Services, Ministry of National Economy

Phagna and Mrs. Khoranhok Souvannavong, Inspector General, Ministry of the Interior

Mr. and Mrs. Kruong Pathormaad

Mr. and Mrs. Chansamone Voravong, Director, Service Geographique

Mr. and Mrs. Souvanthong Phenglamphanh, Director of Budget & Control, Ministry of Finance

Mr. and Mrs. Khammao Phounsavath, Prefect of Vientiane Tiao and Mrs. Somsavath Vongkoth, Director of Agriculture Chao and Mrs. Sopsaisana, Vice President, National Assembly Col. and Mrs. Bounkhong Pradichit, Inspector of Police Affairs Phagna and Mrs. Nakkhala Souvannavong, Director of Protecol Mr. and Mrs. La Norindr, Special Assistant to Prime Minister

# GUEST-LIST

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Mr. and Mrs. Dale A. Lancaster Mr. and Mrs. Paul A. Robinson Mr. Robert C. McClymonds

Mr. Charles A. Mann, Director

July 9, 1969

Phillip P. Gullion, Chief, RDD/RR

Current Refugee Movements

Since the fall of LS 271, Hat Khon, a month ago, the refugees/dependents from the LS 102, Phu Fa Noi, to LS 33, San Pha Kha, have been shifting around at random. Items 1 through 10 were obtained by Naikhong Hertou (USAID) and myself on 7/6/69 and are as accurate as possible at the present time -- although revisions will probably have to be made later. Items 11 through 22 have been previously reported.

# 1. LS 16 Phu Fa

Refugees

Meo/some Laothung

2512 people

# 2. LS 102 Phu Fa No. 1

Refugees

2300 total reported, but there is some question

now of accuracy

# 3. LS 57 Phu So

Refugees/Dependents have gone to LS 16

#### 4. LS 80 Phu Sang Ngaw

Small scattered refugee/dependent groups left in area but most have gone to LS 50 and LS 33

#### 5. LS 219 Phu Vie

Refugees

Meo

150 people

Laothung

63 people

Lao

52 people (sent to LS 32 7/6/69)

Soldiers

200 men

-2-

6. LS 50 Phu Cum

Refugees

Lao/Lt

3550 (from LS 271 and LS 80 area)

Meo

500 people (from LS 80 area)

Soldiers

70 men

7. LS 06 Phu Vieng

Refugees

Laothung

315 people 315 people

Lao

Soldiers

312 men

8. Phu Bia UG 1790 GIG "O"

Refugees

Lao/Lt

300 people

9. LS 33 San Pha Kha

Refugees

Meo/Lac/Lt 2665 people (about 1/2 are from LS 80

area, 1/2 from LS 33 area)

Soldiers

178 men

≥0. Houie Chen UH 1519 SIG "II"

Refugees

Meo

584 people

Soldiers

78 men

11. LS 32 Boum Long

Refugees

3256 people

Dependents

2438 people

12. LS 184 House Thong Kho

Dependents

Meo

1078 people

Soldiers

186 men

-3-

13.	Phu Louei UH 1345	SIG "A"	
	Refugees	Mec/Lao/Laothung/ Thai Phyac, etc.	3813 people
14.	Nam Hong UH 1543	SIG "L"	
	Refugees	Meo	6000 people
15.	UH 1651		
	Refugees	Meo	400
	Soldiers	609 men	
16.	UH 1441 SIG "F"		
	Refugees	Meo	700
	Soldiers	200 men	
17.	UH 1549 SIG "P"		
	Refugees	Meo	1272
18.	LS 178 Phu Saly		
	Refugees	Meo/Lt	173
	Dependents	Meo/Lt	882
	Soldiers	174 men	
19.	LS 196 Houie Thong		
	Refugees	Meo/Lt	168
	Dependents	Meo/Lt	1056
	Soldiers	288 men	

m. A. m

# 20. LS 201 Sam Song Hong

Refugees Meo 224
Dependents Leo/Lt 1369

Soldiers 480 men

# 21. LS 206 House Song

Refugees Lao/Lt/Thai Pong 1690 Dependents Lao/Lt/Thai Pong 1069

Soldiers 216 men

## 22. LS 231 Phu Sam Soun

Refugees Lao/Lt 641
Dependents Lao/Lt 1999

Soldiers 360 men

At the present time, there are about 1500 people walking from the LS 57-80 area back to LS 50. These people, plus several thousand other refugee/dependents have or are moving back to their original areas around LS 06, 33, etc. There is also considerable pressure on refugee relief (Sam Thong) to assist with aircraft to help move dependents back to LS 32. Depending on what U.S. policy objectives are north of the PDJ, serious consideration should be given to the request.

Total figures for all dependents/refugees (does not include non-dep/ref in certain areas) are 41,534 people.

EK:jh

# REFERENCE FOR REFUGEE FLUCTUATION IN RELATION TO MILITARY EVENTS

Following are brief descriptions of military events which caused civilian movement. There were other attacks which might be considered significant (i.e., raids on ammo-dumps), but caused no refugee problem.

Note decrease of refugee totals after November. This indicates people who, although still refugees, were not included in active statistics because of their self-sufficiency.

All totals include para-military, dependents and civilian refugees.

Feb June 1964		Neutralist Defection; Enemy offensive on PDJ/. Lost M. Phanh, M. Kheung. General attacks on friendly areas.
July 1964	-	RLG Operation Triangle, friendly offensive resecured junction Rts 13 and 7. Resecured Thatom.
Dec. 64' - July 65'		General Enemy Dry Season Attacks on Friendlies all areas lost LS 121, LS 137, 138 (northern LP), Sam Neua, and Xieng Khoueng.
Aug Oct. 651	-	Friendly offensives resecured lost areas.
Dec. 65'/66'	-	Enemy offensive: LS 95 area (East Xieng Khoueng), Sam Neua, and Luang Prabang.
Mar Apr. 1966	•	Lost (Samneua) LS 86, LS 36, 179, L-52, 48A, LS 29. Lost in XK - LS 95 and environs (Eastern Xieng Khoueng province)
July - Dec. 1966	-	Resecured most areas including operation into L-52 northern Sam Neua.

Jan Nov. 1967		Light enemy probes or unsuccessful attacks, commando attacks, no heavy action. Relocated people. Built schools, roads, etc. No new large refugee moves.
Dec. 67' - Jan. 68'		Lao Ngam hit, Sedone Valley Ops area. Raids on LP airfield - FG's in north LP area scattered. Attack on LS 192 and LS 22. Nam Tha abandoned, M. Phalane attacked, Nam Bac falls. General enemy offensive in Sam Neua toward Pha Thi. LS 85 "bombed" by AN-2 Colt Acrft. Evacuation of Lang Vei camp to Khe Sanh.
Mar. 1968		9,000 people evacuated from LS 184 (Sam Neua area), Sedone Valley, Lao Ngam, Attopeu under heavy attack, LS 85 falls (11 March).
Sept. 1968	-	Evacuation of people around LS 2 area due enemy pressure.
Oct. 1968	-	VIP's operation starts to take Pha Thi area back.
Oct., Nov., Dec. 19	968	Retaking of Pha Thi area (unsuccessful). Enemy puts pressure on other areas. Lost LS 1, 81, 222.
Jan. 1969	-	General enemy offensive at Thateng; LS 126 lost.
Mar. 1, 1969	-	LS 36 lost, Pakbeng lost, LS 111 and environs lost.
July 1969	_	M. Soui lost.

RR:JW:jh:7/24/69

# DRAFT

90,000 127,000

Neutralist Defection; Enemy offensive on PD2/. Lost FEB - JUNE 1964 M. Phanh, M. Kheung. General attacks on friendly areas

JULY 1964 RLD Operation triangle, friendly offensive resecured junction RTS 13 & 7 Thathom - Micha

DEC '64 - JULY 65 - Meneral Enemy Dry Season Attacks on Friendlies all areas P.L. area lost IS121, IS 137, 138

AUG - OCT '65 Friendly offensives resecured lost areas

JAN 50000 DEC 1965 - 66 Enemy offensive: IS 95 area Sam Neua, L.P.

Lost in Sammeua IS 86, IS 36, 179, L-52,48A, IS 29 MAR-APR 1966 Lost in XK - LS 95 & environs

66 NOU -140,340 JULY - DEC '66 Resecured most areas incl operation into L-52 north Laos

130,387 FEB -JAN 1967 - NOV.1967 -Light enemy probes no heavy action. Relocated people, Built schools, roads, etc. No new large refugee moves. Dec 121,894

DEC 1967 Lao Ngam hit Sedone Valley collapsed Nam Bac fell -Raids on LP airfield - PG's scattered Attack on LS 192 and LS 22

JAN '68 General Enemy offensive in Sam Neua toward Pha Thi 136,900

> 9,000 people evacuated from IS 184 (Sam Neua Area) Sedone Valley - LaoNgam,

148,296

FEB

MAR 168

oct 68

SEPT '68

Evacuation of people around LS2 area due enemy pressure.

OCT '68

ViP's operation starts to take Pha Thi area back.

148,000

OCT NOV. DEC. 1968 Retaking of Pha Thi area Unsuccessful - Enemy puts pressures

on other areas.

IS 36 and environs lost

JAN. 1969

General Enemy Offensive Thateng

JULY

- 198,000

#### BACEGROUND AND CURRENT STATUS OF THE REFUGEE SITUATION IN LAOS (DECEMBER 1969)

#### Genesis and Historical Record of Refugee Movements

Shortly after the signing of the Agreements for the partitioning of Indo-China in Geneva, Switzerland in 1954, refugees began moving southward from the northermost provinces of the Kingdom of Laos (Phong Saly, Houa Khong, northern Luang Prabang, and Houa Phan). The greater portion of these refugees moved into Kieng Khouang Province and to the middle and southern areas of Luang Prabang Province. In these early days of independence, the refugees moving southward had to depend for the most part on their own initiatives, resources and welcome but meager help from relations and Lao villages in the areas to which they had fled. The Royal Lao Government provided what it could -- also with meager resources -- and some U.S. Government-sponsored relief was provided through private humanitarian organizations.

In 1959, a permanent U.S. Government staff was assigned to assist the Royal Lao Government to cope with the problems and human needs of some 40,000 refugees who had fled their homes by that time. This began a series of cooperative programs between the two governments involving organization, development of procedures, and material assistance to displaced people.

With the signing of the 1952 Geneva Accords, a cease fire was arranged and the Royal Lao Government found itself host to approximately 125,000 people who had left their home areas (not under Royal Lao Government control) and moved to areas under Royal Lao Government control. By this time, organization and procedures had been developed to provide relief and support to refugees. The support then (and now) provided consisted of rice, salt, blankets, mosquito nets, cooking utensils, hand tools, vegetable seeds and medicines. Many of these commodities must be flown to some refugee groups because of the remote areas they inhabit and terrorist attacks on surface transportation.

Refugee numbers have increased over the years. During any given year the flow of refugees into Royal Lao Government areas has amounted to approximately 25,000 to 30,000. Also in any given year, a portion of the refugees that have come to Government areas in previous years become self-sufficient. The Government estimates that some 600,000 people have left their homes since 1954.

Appendix A presents graphically the basic causes for and number of refugees given support at any given time since the beginning of 1964.

# Categories of Refugees and Types of Relief Assistance

Refugees, because of their varying circumstances, are placed in three different categories according to their needs:

- 1. Full Support: In this category are those who have been forced to leave their homes and villages because of enemy attacks or who leave because they are afraid for their personal safety if they remain in Lao/Viet dominated areas. The haste in which these people abandon their homes usually results in their arriving in Government-controlled areas with meither food, nor adequate clothing nor implements necessary to exist or acquire shelter and food.
- 2. Partial Support: In this category are refugees who have been receiving full support but have managed to become partially self-sufficient -- generally as a result of assistance in relocating themselves on lands they now have under cultivation. Also is this category are those refugees who, when they left their homes had sufficient time to collect and bring with them their belongings, such as tools, seeds, animals and household goods. The location of their "safe haven" retreets, time of year, and quality of relocation village leadership determine the degree of self-sufficiency attained.
- 3. Resettlement Assistance: A more formal program of resettlement assistance has been developed for those groups of refugees who request it because they have no desire to return to their home villages, or feel that the situation is such that there is little hope of their returning. These refugees agree with the Government to settle on new lands made available by the Government. They are given assistance to physically resettle themselves, and are placed in areas with access to schools, roads, irrigation water, agricultural extension and other government services which will help them to become productive members of society and the economy.

# Refugee Movements - Causes and Motives

Most refugees flee spontaneously, when given the opportunity, in order to get away from areas of military action and to remove themselves from the barsh control of Lac/Viet authorities. Many of the recent refugees came on foot to Government-controlled areas, and travelled many miles without assistance from any official source. Many, on the other hand, have been actively encouraged to leave Lac/Viet controlled areas either by direct request of friendly military commanders or through Government informational programs which helped them make the decision to leave and directed their movements.

#### Planning by Assisting Farties

Unlike any other aspect of assistance programs to Laos, the aid donor can not control the effective demands on the refugee complex, since these demands are generated by military actions proposed, approved and carried out by the North Vietnamese and in counter action by forces of the Royal Lao Government.

Refugee movements will follow from any military action initiated by either side. Several years' experience with refugees and refugee movements in Laos makes it possible to predict with reasonable accuracy the extent of refugee movements and their cost when the limits of Lao/Viet or Government advances are known, or their magnitude can be projected from reported military activity. Appendix B is a map of Laos on which is indicated general areas of Lao/Viet military

pressure, major refugee areas, and the numbers of refugees being provided relief by the Royal Leo Government with foreign assistance support as of December, 1969.

## Situation and Urgent Need for Assistance

Since January 1969 there have been especially large refugee movements due to extra heavy offensives by North Vietnamese regular forces and heavy and effective counter-offensives by Royal Lao Government forces. The severe winter-spring offensives of the North Vietnamese created over 55,000 displaced refugees in four months. The requirement for resources to meet this emergency far exceeds Royal Lao Government capabilities and the level of refugee relief assistance currently available from assisting countries and private organizations.

Most of the recent military activity has taken place on the Plain of Jars and has forced refugees to flee as far south as the Nam Ngum Dam site. Summer counter-offensives by Government troops resulted in regaining former Government controlled areas containing 35,000 inhabitants.

Because of the fighting and the fact that the Lac/Viet (when the areas were under their control) taxed them heavily, these 35,000 people now require relief assistance.

Thus the resources of the Royal Lao Government, including the assistance it receives from other countries and private humanitarian organizations, have recently and continue to be severely strained. The Government is presently supporting nearly a quarter of a million people who have been forced off their lands and from their homes by military conflict. Continued instability could well produce even more refugees in the coming months.

#### Current Status

Since the peak of the enemy's dry season offensive the refugee situation is as follows:

- 1. After January harvest USAID supported refugees totalled 110,000.
- Presently, (excluding military dependents who have also fled but counted under separate funding) there are approximately 150,000 fully supported refugees.
- 3. Hopefully, as situation stabilizes and people can recover their crops, etc., this support figure will drop to 120-130,000 people. This will increase the annual support average to about 125,000 assuming an average influx of 30-40,000 arrive in the next 12 months.

#### The Costs

The extended period of sustained military activity and the ruthlessness with which the Lao/Viet have terrorized the countryside and interdicted any semblance of commercial and economic activity have increased significantly the support costs for the refugees. Aside from the greatly increased numbers of refugees, intensive taxes in the form of confiscating food, especially animals and fish, have created a special relief requirement for a protein supplement. Refugees coming to the Royal Lao Government for succour as a result of the spring and summer military actions arrived in emasiated physical condition. The obvious necessity to provide protein to combat extreme malnutrition has increased greatly the cost of relief for the major portion of these refugees.

Also, because surface transportation has been so greatly interdicted by organized military campaigns and terrorist attacks, the flow of refugee supplies must be transported to an extensive degree by air.

In sum, if the current refuges population remains stable or increases, the available resources of the Government and its present assistance donors will be far short of meeting projected needs. In June/early July the USAID estimated the July 1, 1969 through June 30, 1970 costs for refugee support to be \$4.4 million. The current estimate for the same period is \$8.4 million.

Appendix C shows the categories of requirements meeded for refugee relief, their estimated costs, and the current shortfall in budgeted availabilities brought about by the recent heavy increases in the number of refugees.

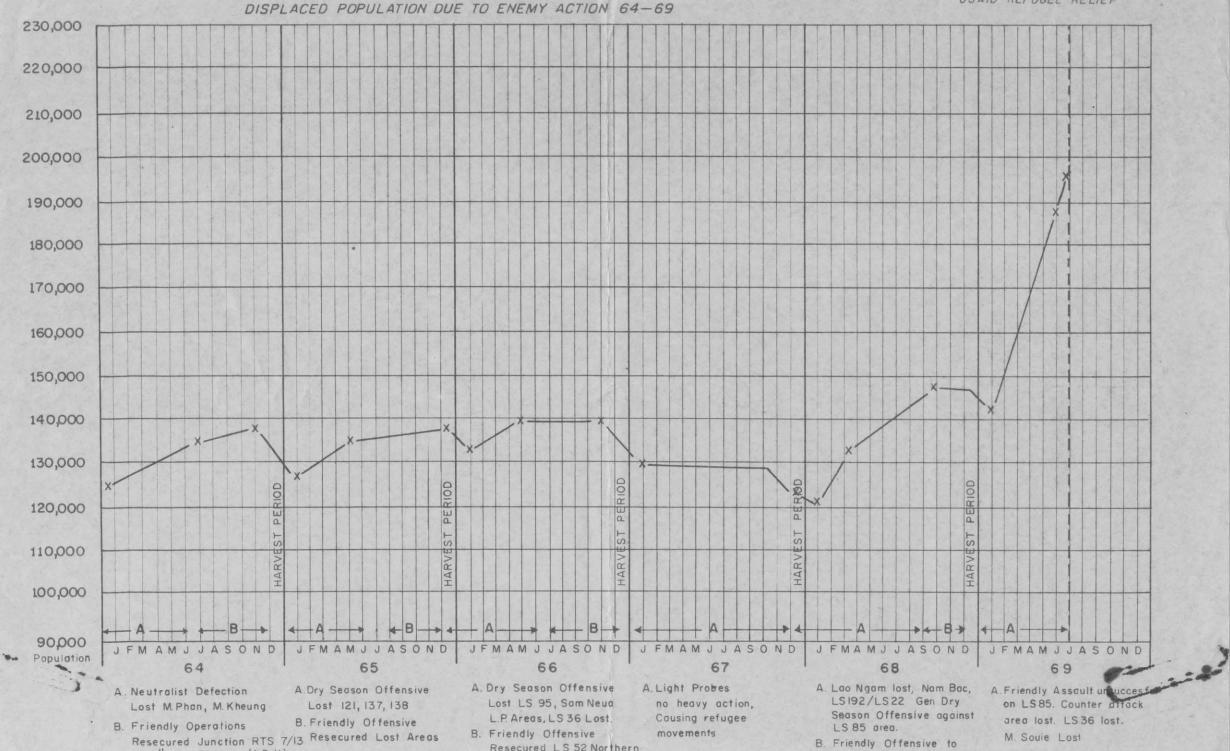
# ANALYSIS OF FY 70 REFUGEE RELIEF REQUIREMENTS (In Thousands of US Follars)

	Estimated Annual Costs						
Cost Factors	June/July E Quantity	Stimate Cost	December Est	Cost	Quantity	Cost	
Rice	10,000 M.T.	1,200	18,000 M.T.	2,161	8,000 M.T.	961	
Salt	800 M.T.	12	1,120 M.T.	17	320 M.T.	5	
Protein Supplement	·· 0 ··	-0-	245 Sons	1,179	245 Tons	1,179	
Medicines & Medical Supplies	N.A.	800	W.A.	1,375	N.A.	575	
Clothing, Utensils, Hand Tools, Blankets, Shelter Materials, etc.	W.A.	188	N.A.	477	N.A.	289	
'Air Delivery Costs	N.A.	2,200	N.A.	3,143	N.A.	943	
Totals		4,400		8,352	_	3,952	

Does not include an estimated \$980,000 for USAID-financed necessary staff and operational costs to help the Royal Lao Government administer and operate the program. Nor does it include approximately Kip 158,000,000 required to meet local costs for personnel, facilities, maintenance and operations.

B. Friendly Offensive to

regain Pha Ti LS 85



Resecured LS 52 Northern

Sam Neua.

Thatom (LS II)

TO: Mr. J. W. MacQueen, Chief RDD

January 13, 1970

FROM: P. P. Gullion, Chief RR&R Branch, RDD

SUBJECT: Refugee Relief - Monthly Report - December 1969 (Exerpts)

Refugee Relief: Highlight for the refugee program during the reporting period, was the continued offensive of General Vang Pao to retake the PDJ. Meo irregulars and MR II FAR units had regained most of the southern half of the Plains at the closs of December. This military action resulted in large-scale refugee movements. South of the Plains some 12,000 refugees returned to the PDJ. These refugees fled the September-October; they returned to their original villages on the PDJ. Another refugee movement of approximately 6,000 from the Ban Ban valley took advantage of the action to gain friedly territory.

ORA:ps:8-6-71