

NEWS FROM SAYABOURY AND MUONG PHIENG OFFICIALS

Distribution of Refugee Supplies  
by Phia Boun Nhod Chanthangam, Assistant Chao Khoueng Sayaboury

The Assistant Chao Khoueng visited the people of the disaster area, Tasseng Pak Houng, where the Mekong River had flooded the farms and villages. Because the people had lost many of their belongings, the Lao government represented by the Assistant Chao Khoueng distributed relief commodities to the population.

On October 20, the Assistant Chao Khoueng, along with his committee: Tan Cheau Sisavatt, Assistant Primary Inspector; Tan V<sub>1</sub> southy Pludvong, Chief of Information Service; Tan Thia Chanphanh Pholphiboun, the Chao Muong's representative; Lieutenant Khambay Keodara, chief of the soldiers of the police-militia; Lieutenant Khamla, First Lieutenant Police; Thao Phoury Mounthinthay, medic; Thao Thongsavanh Bounmaseng, Veterinarian; and Thao My, Agent of Social Welfare, distributed the refugee commodities in the following villages: Ban Pak Houng, Ban Houi Seui, Ban Houi Nokom, Ban Houi Khoi-Luang, Ban Pak Leb, Ban Khok-Phack, and Ban Khoc-a-kha. The commodities were distributed in the following amounts: 100 blankets, 5 boxes powdered milk, 20 boxes wheat, 10 boxes butter oil, 20 bars of soap, 100 plates, 50 pots, 100 spoons, 50 khaki pants, and 4 kinds of seed (one sack each of chinese cabbage, cow pea, green beans, and cucumbers).

In each village the visitors were greeted by the Tasseng, Nai Ban, old people, and the rest of the population. There was also a baci held in honor of them in each village, according to Lao tradition. After the baci ceremony, the Assistant Chao Khoueng made a speech about the flood and acknowledged that the people had lost many things. He said that the government was not sleeping but was alert to their problems, so was distributing commodities from the Khoueng warehouse. He also commented about the political situation in Laos; that the parliament had been dissolved. In January, all the people, 18 years of age, will select the new representatives in a universal election.

Concerning the elections, the Assistant Chao Khoueng urged the Tassengs and Nai Bans to survey the population as soon as possible and send the statistics to the Chao Muong's office. After the discussion about politics, the Assistant Chao Khoueng advised the people to plant many crops for this year the water overflowed the river-banks and now this land is excellent to plant. He advised not to leave the land unused without a good reason for he had brought seeds to distribute to them. He then thanked the Tasseng, Nai Ban, and population for giving the baci and good wishes. In return he wished them well and the blessings of long life, health, and happiness.

Following the speech, the representatives from the services explained their responsibilities. The commodities were distributed, the medic conducted health examinations and distributed medicine, and the veterinarian injected many of the livestock. When the work was finished, the officials returned to Sayaboury on October 23, 1966.

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Military-Villager Cooperation  
by Captain Boonthanh Sirisombad, Psychological Warfare Sayaboury

The allies, the military and the population, should maintain good friendship. If each side does not cooperate and is separate in every way, you should remember that the soldiers came from the people and the people are protected from the enemy by the soldiers. These two sides cannot be separate. Similar to this is the Wat and the village which should take shelter in each other. The two cannot be separate. The Wat is the shelter of the priests and novices and determines the rules, discipline and preaching of Buddhism. It teaches the lay-man about sacrilege, kindness, and



useful and unuseful penalties. It also advises the lay-man to know and love his country, religion, king, and constitution. In the home the lay-man should practice discipline and the laws as the proverbs say:

The Wat is good or permanent because the village assists it.

The village will be beautiful because there are Wats there to affect its habits.

It is good for the village and Wat to work together for if they conflict, they will both deteriorate.

The military and the population are the same. The people are the home and the soldiers are the fence that protects the home from entrance of buffalo and other cattle. If there is a garden around the home, the important thing is the protective fence. If we tie the fence very tightly, the animals cannot reach the garden. The soldiers are taking care of the borders of the Lao kingdom, protecting the people from all dangers, such as the enemy from both inside and outside the borders, and thereby protect our relatives and keep them well. This protection is also conducive to travel and trade for the roads are safe for transportation. The soldiers are, therefore, the fence of the country and, with good cooperation, stand against the enemy which may come to destroy our Lao democracy. The people should support the soldiers by sending the gifts to those who are on the front and rear lines of battle. The people should support the soldiers in the Lao army so they can be strong, brave and able to ward off the enemy that may come to destroy our country, take away the national resources, and place the Lao people under foreign domination.

There should be mutual cooperation between the military and the population. This will protect us against the present or future enemy. The enemy may menace and try to destroy our democracy in the following ways: they may incite Lao against Lao, they might make the population hate the soldiers and vice versa, they may make announcements in the magazines, or they might attack the government personnel, soldiers, police, and the population. If they incite Lao against Lao, the Lao will be separated and vulnerable to the enemy propaganda. The enemy might also try to sway opinion by using money, gifts, or another group that will speak the enemy's thinking and will thus destroy the nation, religion, king, and constitution.

All Lao who are concerned about the general well-being of their country, its progress and strength, should cooperate together and should be ready to self-sacrifice everything.

The conclusion is that the alliance between the soldier and the people will bring much success to the Lao Kingdom and we will maintain peace in our nation. The nation will be well for the people will have cooperated. We should work together to make our history widely famous and make the enemy that is threatening our country afraid. All Lao people should clasp hands tightly and not let our friends and children stand alone. Thereby, we will be lucky and have peace in the future.

#### Six Year Primary Education

by Chua Sisavatt, Assistant Primary Inspector Sayaboury Province

Primary schools throughout Laos are divided into two categories. The first is the elementary school with grades 1-3. This school is located in the village, tasseng, or cities and has one, two, or three teachers teaching Lao language, physical education, and adult education, simultaneously. When the student has completed the first three years, he can take an examination in order to enter grade 4. The second division begins at grade 4 and ends with grade 6. This school is located in the Group Scolaire in towns like Muong Phiang, Sayaboury, Na La, and Hong Sa and all are connected with the Primary Inspector of Sayaboury Schools. When the student has completed grade 6 and has received his certificate, he can take another examination that will allow him to enter secondary school.

This year the Ministry of Education approved plans for a Secondary School in Sayaboury Province. This school opened classes in the middle of October in order to equal facilities in other provinces and has an enrollment of 32 students. The school building is not yet completed.

There is now a kindergarten class at the Group Scolaire in Sayaboury for five-year-olds.

If we are looking toward progress in the educational system in Sayaboury Province I would like to persuade all relatives in the cluster to send their children to school for the improvement of their future lives. "The children of today are the adults of tomorrow."

#### Raising Livestock

by Xieng Sy Thorathit, Chief of Veterinary Service Sayaboury

Raising livestock, such as cows and buffalo, is very important. Most of the Lao people prefer raising the animals by turning them loose in the jungle rather than keeping them in a stable. When the rainy season comes and it is time to plow, the farmers go together to the jungle to find the buffalo. This technique results in many dead animals. Should an animal become sick while in the forest without someone there to separate it from the other animals and to take it to the veterinarian, then



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this animal sleeps with the others and contaminates the healthy animals. The following rules should be followed in raising livestock to prevent losses through diseases:

- 1/ It is important that the farmer know how to feed and care for the animal.
- 2/ In reference to feeding the animal, the animal should have a suitable place to graze with sufficient grass and water. The owner should take the animal to this place each day.
- 3/ The cow or buffalo should be placed in a stable each night. The stable should be made beside the house to prevent disease from the excrement from entering the house. If the buffalo is tied beneath the house, the disease is likely to infect the inhabitants of the house and create unsanitary conditions. Should there be many animals owned by one man, he should build many stables.
- 4/ The owner of the livestock should look for his animals each evening and place them in the stable, then release them in the morning. The stable should be cleaned every morning. If the stable is unclean, insects such as flies and horse-flies will be attracted to the bad smells and carry diseases from the excrement to the cattle through bites and to humans through their food. Some flies that bite the cattle carry diseases that kill the cattle within a short time.
- 5/ The owner must know how to care for the animal when it does not eat or drink well and must speak with the veterinarian in the cluster. The veterinarian will then inoculate the animal to insure its health.

The Principles of Making Yourself a Good Civilian  
by Kanha Vouthibamphene, Police Muong Phiang

The principle of personal behavior to be a good civilian is part of the democratic rule. I want everyone to consider his first duty: to be responsible to yourself and to your relatives. You should be interested in governmental notices and should have a firm grasp of the morals and customs of the nation. You should be careful when you follow the right path, for the right path has limiting boundaries in the law. Do not follow someone in the wrong path without using your own reason. You must act, speak, and write according to your own moral principles because we are a democratic country. But you must always think before you act and do not force another to act wrongly. You should make every possible effort to help others to act correctly and thereby receive good things. We can itemize the duties of the good civilian as follows:

- 1/ In life, we are persons. What we do in life determines our qualifications after death. Therefore, we must do good to the limit of the law and custom during our life as follows:

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EDITORIAL NOTE

Hello Readers!

The first edition of the cluster newspaper was late in distribution because it took a great deal of work to learn how to produce a newspaper. The second edition, which you are now reading, is also late because our goal is to have the paper distributed by the 4th or 5th of each month. The reason for the latter delay was the holiday at the end of November, that Luang, for we all took a rest then too. Please excuse our tardiness.

Dear Readers! We are very pleased that the readers are interested in reading our news for since the first edition was distributed, there have been many contributions by village officials sent to us for the next paper. In addition, we have received many letters from both Lao and Americans giving support and suggestions to the newspaper staff. We have received news, articles, and poems for this edition of the newspaper and are printing most of them. If the article does not appear in this paper, please excuse us and look forward to seeing it in the next issue for we did not have enough room for everything.

Again, thank you to the readers who have expressed support for the newspaper and please continue to send comments and suggestions to the editor so that we can improve next time.

Sincerely, Bouraith Khamphouvong, editor.

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MUONG PHIENG CLUSTER NEWS

Cluster Center Demonstration Garden  
by Maha Souvanh Sanaphane

The purpose of the garden is to enhance contact between the cluster agriculturalists and the villagers and thereby encourage improved techniques in village farming. The details of the garden are as follows: 1/ The garden is to test seeds from foreign countries to determine which are suited for the climate and which are not; 2/ We need to collect the best seeds to plant next year and to distribute to the villager; 3/ We need to demonstrate to the villager to improve his agricultural knowledge; 4/



We need to train the villager in agriculture; 5/ We need to make money to pay for the coolies, so everyone should pay for the vegetables he takes; 6/ We need to have more and improved food to feed the pigs and ducks according to the cluster plan for this coming year; 7/ We want to demonstrate that vegetables can grow the entire year, according to the cluster plan; 8/ Those responsible for the supervision of the garden are the Lao government and USAID agriculturalists and these people should also pay for the vegetables they take; and 9/ Those people who would like some seeds or have a problem to discuss, please feel welcome to visit one of the agriculturalists during office hours.

#### Construction of Ban Natane Dispensary

The construction of the Ban Natane dispensary commenced on November 5, 1966. There has been excellent cooperation among the villagers of Natane and the construction is progressing rapidly. The floor and roof have been completed and the walls are now being put on. Soon the dispensary will be completed and useful to the communities of Natane and neighboring villages in Tasseng Natane.

The cluster newspaper staff is pleased with the cooperation exhibited by the Natane villagers and their relatives in other villages and we hope that everyone will continue to work together until the dispensary is completed.

#### Enlargement of Ban Nakhem School

by Phet Thongsas, Head School Teacher in Ban Nakhem

Until this year, the Ban Nakhem school has been a primary school since Laos achieved independence. This school has enlarged to be a half group scolair as of this year and has students from the following villages: Nabouam, Nasing, Nasom Nhai, Natane, Houa Na, Houi Oum, and Nakhem. There are presently 159 students and the classroom space is not sufficient. Since there was a need for an addition to the school, we invited all the officials in Tasseng Nakhem and student parents to a meeting on August 3, 1966 at the Nakhem school to discuss enlarging the school during the year 1966-67. We agreed to establish a "Student Association" and developed the following details:

1/ Date of establishment and association name: The association was established on August 3, 1966 at Nakhem with Phet Thongsas as chairman. It was named "Student Association."

2/ Purpose of the Association: To raise capital resources to construct the addition to the school.

3/ Procedure of the Association: Fees will be collected from each student at the rate of thirty kip per month for nine months and from non-student families at the rate of fifteen kip per month.

4/ Survey of houses that don't have children in school: The fundamental educators made a survey of these families and made two lists. One list comprised those persons willing to donate money while the other comprised those unwilling to donate. The latter will contribute labor during construction of the addition.

5/ Demonstration of Results: The chairman will call a meeting of all officials and student parents every three months to announce the results of the project to the members of the association.

6/ The Association Committee: The head teacher is president, the chief of the police is vice president, one fundamental educator is secretary, and the Tasseng is treasurer. This plan has progressed for two months without any major problems.

#### New Friends Come to Muong Phieng

Our cluster is fortunate to have two new IVS additions to the staff. They are Mr. and Mrs. Richard Augspurger who arrived on December 2, 1966. To celebrate their arrival and welcome them to the cluster, Mr. and Mrs. George Ridenour invited all the RLG agents and USAID staff to their home on December 3rd for a party to meet the Augspurgers. Mr. Augspurger will be working with the agricultural and veterinary agents while Mrs. Augspurger will be working with the home economics agents.

The newspaper staff wants to express our pleasure in having you here and we hope both of you will help the population in this area as much as possible to assist development. We also hope you will be here for a long time.

#### Muong Phieng Boys Sent to Vientiane for Training

On November 14, Muong Phieng Cluster sent three students to Vientiane to be trained as mechanics and drivers at MTS, USAID Vientiane. Two students were sent from Sayaboury, which made five from the province. These students are of different races and languages and their names are: Thao Bounthong Vongthachanh, Lao from Ban Muong Phieng; Thao Sing Phongsaly, Lao from Ban Nason Nhai; Thao Sia Geuly, Meo from Nam Hia; Thao Orassim Chaleurn, Khamou from Sayaboury; and Thao Bounmy Phankhesone, Lao from Sayaboury. Sayaboury and Muong Phieng sent many races of students to train for we are promoting the project of developing people, whereby all races must participate to improve



themselves through knowledge. When the students have completed the course, they will return to Sayaboury province and use their knowledge in useful work here. We aren't sure whether the course will last three or six months. The boys spent four days in Sayaboury prior to traveling to Vientiane by USAID plane.

The newspaper staff is very happy for the students and would like to remind them that they should attend to gaining knowledge that will be useful to our cluster. We wish you good luck and a good stay in Vientiane.

#### Photographers and Recording Technicians Visit Muong Phieng

On November 15th, two photographers from USIS/Luang Prabang, Thao Khamsy and Thao Chaiya, and one recording technician from USIS/Vientiane, Thao Thong Ton Souvannaphan, visited Muong Phieng Cluster. They were accompanied on their trip to Muong Phieng by Lt. Phongphanh from Psychological Warfare, Sayaboury. Maha Bouraith Khamphouvong, who was in charge of the cluster duties during the absence of the cluster manager, greeted them. The purpose of the visit was to take pictures of projects in the cluster: the dam, dispensary, demonstration garden, blacksmith project at Nam Hia, the Nam Hia fish pond, etc. for a photo sheet to be produced by USIS/Luang Prabang. In addition to project pictures, they took pictures of cluster personnel. The recording technician recorded the voices of the Nai Dan, the director of the primary school, the chief agriculture agent, the chief veterinary agent, Tasseng Natane, a blacksmith at Nam Hia, and a local farmer, Champa.

The visit was very short and the proposed pictures of all Nai Bans, Tassengs, and village teachers will have to wait until they return.

The newspaper staff is pleased that the photographers and recording technicians were able to visit our cluster and hope they will find occasion to return soon.

#### Bouraith Khamphouvong in Hawaii

In order to obtain the best results in community development, the government of the United States has established an organization called, "Agency for International Development." The duty of this organization is to instruct Americans who are going to work in foreign countries such as Laos, Thailand, South Korea, and South Vietnam in the language and customs of that country. There were many teachers from their native lands present at the training program to teach the Americans before they left the states. The AID training program was located in Honolulu, Hawaii.

USAID/Laos sent me and my friends, Mr. Sangdao Rattanasaurai, Mr. Bounmee Sangdara, Mr. Thongchanh Souvannavong, and Mr. Kangkham to Hawaii to teach the Lao language to 14 Americans who have since arrived in the country and are working in the provinces of Laos.

I left Laos for Hawaii on June 7, 1966 at 8:00 A.M. with my companions Mr. Thongchanh Souvannavong and Mr. Zigler, who was the USAID training advisor. My companions and I landed in Bangkok and remained there for two hours. Then we boarded a jet plane and flew to Hong Kong and then Tokyo, stopping in each one for only 30 minutes. From Tokyo we flew straight to Hawaii, all day and all night, and reached our destination at 4:00 A.M. Lao time but 11:00 A.M. Hawaii time, June 8, 1966. Laos differs from Hawaii by 6 hours. (Mr. Sangda and Mr. Bounmee were already in Hawaii since April).

We were welcomed at Honolulu airport by Mr. Dayton Maxwell and his wife, Mr. Arthur Chrisfield, Mr. Sangdao, Mr. Bounmee, and Mr. Kong Kham. They placed garlands of fresh flowers filled with fragrance around our necks. This is a Hawaiian custom which dates back to ancient times to welcome newcomers and bid farewell to departers. After mutual introductions, Mr. Maxwell and his wife took us to the big hotel located in the center of Honolulu.

On June 8, 1966 I went to the school where Mr. Bounmee and Mr. Sangdao had been teaching. We had fourteen students and we arranged them in classes according to their knowledge. We had six consecutive classes each day in order to teach the students to speak Lao in a short time. We taught them more spoken Lao than written and selected vocabulary that would be useful to their work in Laos. We spent 18 days in Honolulu, after which we transferred to Honokaa on Hawaii Island on June 25, 1966. This island is bigger than the others in Hawaii. It is located east of Honolulu. We moved to Honokaa for the temperature is the same as Laos during some seasons and it has a large area suited for agriculture and livestock, which was convenient for the students to learn and practice these techniques for later use to help develop our country. I was especially proud of and praised the training manager who arranged this program. My companions and I instructed there until August 10, 1966. On August 13, our students were tested by many experts who came from Washington, D.C. to direct the examination. We were certain that all the students would pass for they had spent all their time studying.

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#### Boun Okphansa (End of Buddhist Lent)

In order to maintain the good custom of our country handed down by our ancestors, Boun Okphansa was held on October 29. The Nai Dan, cluster manager's assistant, and



others cooperated with the villagers in Muong Phieng to construct a money tree. After the tree was decorated, we carried it around the village to call the villagers together and then we proceeded to the Wat and gave the tree to the monks. That night we celebrated the end of Buddhist Lent after we had prayed to Buddha and listened to the monks' lectures. We began at 4:00 P.M. and continued until mid-night and then returned home.

#### Boun Kathinsamaky in Muong Phieng

The Boun Kathinsamaky that we invited you to in the last issue of the newspaper took place on November 18-19, 1966. The president of the boun was USAID Cluster Manager, Mr. George A. Ridenour and the vice president was Tan Kheme Saysanavongsay, Nai Dan Muong Phieng. The purpose of the boun was to raise money in order to buy gifts for the monks at Wat Thapasirine in Sayaboury. All the Muong Phieng officials and cluster personnel cooperated to organize the equipment necessary to hold the boun at the site of the new cluster market.

The evening was officially opened with speeches by the Assistant Chao Khoueng Sayaboury, the Nai Dan Muong Phieng, and the USAID Cluster Manager. This was followed by a lamvong and USIS movies which lasted the whole night. Honored guests included Mr. Boun Nhot Chan-ngam, Assistant Chao Khoueng Sayaboury; Mr. Bounthanh Soundara, Primary Inspector Sayaboury; Mr. Souang Phengbua, Chao Muong Sayaboury; and Mr. Kito Souvannavong, former Chao Muong Pak Lay.

Saturday morning we transferred the boun to Sayaboury via eleven vehicles. After parading throughout Sayaboury to gather more donations, we went to Wat Thapasirine and had a ceremony to present the gifts to the monks. About 100,000 Kip (\$200.) had been collected prior to the boun. From this about 70,000 Kip was spent for gifts for the monks, transportation expenses, and food for the villagers who spent the night in Muong Phieng. About 19,000 Kip was donated in cash to the monks. Saturday night we again had a lamvong and celebrated the entire night.

On behalf of the Boun Kathinsamaky committee, we would like to thank Colonel Bounchanh Phommavin and the taxi owners, who transported us to and from Sayaboury. The latter were Thao Champa, Thao Boua Lay, Thao Xieng Sin-thong, and Thao Cha Snim. Thanks also to all others who cooperated to support this boun.

#### Wedding News

Thao Robe Vanpheng, the teacher at Nabouam, son of Phia Plud, old Tasseng Muong Phieng, married Nang Kham Nouan, daughter of Tan Khamphanh, new Tasseng Muong Phieng. This ceremony was held at the girl's home on November 18, 1966. The ceremony of Soukhouan(baci) was held at 12:00, followed by lunch at 1:00 P.M. Many guests attended this festivity.

Thao Xieng Lay, Ban Natane, married Nang Sal Bounthanh, daughter of Xieng Bounma, Nai Ban Natane. The girl's family hosted the ceremony on November 20. The baci was held at 12:00 and was followed by lunch at 1:00 P.M. Many guest attended the wedding.

The cluster newspaper staff is happy for and wished both couples luck and much happiness throughout their lives. We also want to encourage both couples to increase the number of people in the cluster. We would appreciate your being strong men, diligent in waking, diligent in sitting, and diligent in having two children in one year.

#### Khong Haksa(Ghosts)

by Khampheng Phanoudeth, School Teacher at Ban Nasom Nhai

It is easy for the Lao people to know about and understand something said about the "khong haksa," because most of the Lao people have them and believe and respect them very much. They usually believe that the khong haksa has special powers to prevent catastrophies throughout their lives and can keep them safe while at home or work. Why do the Lao people believe in and respect the Khong Haksa? This is because they believe that the dead parents do not leave the houses; therefore some believe in the grandparent spirit, some believe in god protection, and some believe and respect the sacred magic of incantations and amulets. When a person believes in and practices incantations, we cannot enter the house of that person who has a khong haksa for it would be incorrect and the khong haksa would be angry.

The important reason that the people believe in the khong haksa is that they fear death. The khong haksa is kept to prevent death, defend against maladies and catastrophies which might happen within the body or family. When a catastrophe arises, the people must pray to the khong haksa and often must promise that should the catastrophe pass, they will gift the khong haksa with a cow, buffalo, pig, duck, chicken, etc. Some khong haksa enjoy desserts while others prefer offerings.

Most khong haksa are only troublesome and cause us much poverty and suffering for some people give everything to the khong haksa until the giver has nothing left. The khong haksa cannot help the owner and cannot prevent maladies and death. The death and maladies are natural so no one can avoid them forever. Should we not keep ourselves healthy, we will become sick. If we become very sick and have no remedy, then we will eventually die. No one can avoid death! Please consider this article and apply it to your own lives.



The Story of Uncle Bood

Not long ago, there was a family named Bood and the head of the family was Uncle Bood. They were farmers and were located a short distance from the city. Uncle Bood was a lucky man because he had a very pretty daughter who was married to one of the cluster personnel. One day, Uncle Bood, his daughter, and son-in-law were happily eating together. While they were eating, Uncle Bood was unable to swallow so went out for some water to help the rice go down. When he walked out, his son-in-law asked, "Oh! Why does eat and fill himself so fast?" His daughter, who talks a lot, said that her father usually eats very little each day and she didn't know what had happened to him. Uncle Bood, who had finished drinking water, wanted to return for more food but was shy of his son-in-law and daughter. He felt ashamed that he left the meal quickly and went beneath the house and leaned against the post and grumbled; "They are making fun of me and are making me feel ashamed. I couldn't swallow my food so went for water and they said that I ate too much too fast. Boo Hoo." When the son-in-law and daughter had finished eating, they looked beneath the house and saw their father standing against a post and crying. They asked him what was the matter and he replied with a small cry that he didn't know what happened but not to worry about him. He hadn't been able to swallow so took some water but they made fun of him that he ate too much. Ha! Ha! Ha! cried the daughter and son-in-law for they thought it all very funny.

ADVERTISEMENTS

NAM PANG SAWMILL

Dear Population! Nam Pang's sawmill is near the road between Muong Phieng and Nakhem. If you want to build a house or anything, please contact the owners, Liang and Chalerm Sapou. Thank you.

THIT CHAMPHENG'S STORE

Thit Champheng's store is beside the road of Wat Kang in Muong Phieng. There is everything there for sale, like shirts and cloth for a good price. Now there are also fresh vegetables for sale. You are welcome at any time. Thank you.

CHAMPA'S STORE

Champa's store is in front of the Muong Phieng market. There are many things for sale at low prices. There are now fresh papaya, oranges, and vegetables so come any time. Thank you.



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NORTH VIETNAMESE IN LAOS

World concern over the Vietnam conflict tends to divert attention from the related problem of North Vietnamese interference in neighbouring Laos. The presence there of North Vietnamese troops - aiding the pro-Communist Pathet Lao rebels - is in contravention of the 1954 and 1962 Geneva Agreements and has been condemned in a majority report of the International Control Commission (ICC) set up to supervise the implementation of the agreements.

The latest evidence of Hanoi's involvement in Laos was given in a report on September 28, 1967, that Laotian Government forces had killed 70 North Vietnamese troops in a river ambush 50 miles North of Luang Prabang in Northern Laos. According to Laotian military sources the North Vietnamese were reinforcements for Nam Bac, where fighting with government forces was continuing. Government commanders in Luang Prabang, the Royal capital, said that 20 North Vietnamese had been killed recently while fighting for the rich valley at Nam Bac, control of which was sought because of its rice and the pressure which would be brought to bear on Luang Prabang. The Laotian commanders thought that the North Vietnamese were using the area to provide battle experience for troops before committing them to the Vietnam war.

Communist admission

An admission by the Laotian Communists that North Vietnamese troops were fighting with them was implicit in a letter dated May 13, 1967, but not made public until July 5, from the Communists' leader, Prince Souphanouvong, to his half-brother, the Laotian Prime Minister, Prince Souvanna Phouma. Formerly, despite published evidence by the ICC, North Vietnamese presence in Laos had always been denied by the Laotian Communists.

Prince Souphanouvong's letter was in answer to a speech by the Laotian Prime Minister at a National Day ceremony on May 11, when he accused North Vietnam of supporting the pro-Communist Pathet Lao rebels who, he maintained, had sold out to their foreign masters and were carrying on the war



with increasing aid from the North Vietnamese. Souphanouvong's letter praised the North Vietnamese for having "always helped us in our struggle against the colonialist and imperialist aggressors, in order to win and safeguard our national independence". On September 2 a Radio Pathet Lao broadcast said that the armed forces of the two countries "have coordinated to fight off the US robbers and drive them out of our beloved lands".

Recent evidence of North Vietnamese interference also included the Vientiane Radio report of March 14 that a young North Vietnamese officer had surrendered to Laotian Government forces in Na Khang (North-East Laos), on February 16. The officer, Second Lieutenant Le Van Oi, said he had been sent to Laos in August, 1965, with the 3rd Infantry Battalion of the 335th AA unit. On arrival in the North-Eastern Province of Sam Neua (Pathet Lao-controlled territory bordering North Vietnam) he was ordered to control the road between Ban Nameo and Sam Neua city and to protect lorry convoys carrying North Vietnamese troops and war equipment to Sam Neua.

Before leaving North Vietnam he was told he would be helping to liberate Laos from foreign rule but while there, especially in the Sam Neua sector where he took part in combined operations with the Pathet Lao against the government, he had seen Laotians and not foreign troops being killed. Le Van Oi said he decided to surrender after realising that he had been tricked by the North Vietnamese leaders who had killed his father for refusing to co-operate with them.

The number of Pathet Lao defecting to the government side is also increasing, according to General Phasouk Somly, Commander of the 4th Royal Lao Military Region. In an interview published in the Saigon Post on May 27, he said that whereas the total number of defections last year was about 400, this year so far more than 100 Pathet Lao had surrendered in his region alone. The morale of the average Pathet Lao, the general added, was low because he was completely under the control of North Vietnam.

Neither the 1954 Geneva Agreement, which provided for the withdrawal of foreign forces from Laos, nor the 1962 Geneva Agreement, which again provided for their withdrawal and also tried to ensure Laotian neutrality and freedom from foreign interference, has at any time been observed by the North Vietnamese. Although several thousand Vietnamese troops were estimated to be fighting in Laos at the time of the 1962 Geneva Conference, only 42 technicians withdrew through the checkpoints



set up by the ICC - composed of Indian, Canadian and Polish representatives - to supervise their departure.

30,000 North Vietnamese troops in Laos?

At a Press conference on April 1, 1967, the Laotian Prime Minister said that North Vietnam had at least 30,000 combat troops in his country. These are either fighting with the Pathet Lao in the north-east areas contiguous to China and North Vietnam or protecting Communist supply lines to South Vietnam along the "Ho Chi Minh Trail" through Eastern Laos. Apart from combat personnel the North Vietnamese are believed to have a large labour force in Laos.

Since 1962 there have been frequent reports of North Vietnamese soldiers helping the Pathet Lao and of supplies arriving from North Vietnam. Although these have been consistently denied both by the Pathet Lao and Hanoi, proof of North Vietnam's involvement in Laos became available in September, 1964.

Letters from North Vietnamese soldiers to their families were found during fighting near Kham Keut in Central Laos and on September 15 the first North Vietnamese soldier to be captured, Nguyen Khan, was taken prisoner by Mee (tribal) guerrillas while trying to steal rice.

In the next few days two more North Vietnamese were captured, and Soviet-made weapons found. Nguyen Khanh's diary described the day-to-day activities of a North Vietnamese soldier with the Pathet Lao, including his movements in Laos and the hardships he endured.

The three prisoners were the subject of a Laotian White Paper distributed to the UN in December, 1964. It contained statements in which they confirmed that after recruitment and training in North Vietnam they were sent to Laos among groups of up to 650, travelling by truck with arms, ammunition and supplies. At the request of the Laotian Prime Minister, the ICC investigated the presence of these soldiers in Laos and its report, made public on December 6, 1965, confirmed their nationality and military status.



More evidence appeared in March, 1965, when nine North Vietnamese were captured after an attack on the Royal Lao Army's officer training school at Dong Hene in Savannakhet Province, Southern Laos. Their stories were similar to those of the earlier prisoners except that two of the men, Duong Van Minh, a medical orderly, and Nguyen Van Thi, said they had expected to go to South Vietnam, but on arrival in Laos were ordered to stay there and help the Pathet Lao. Another prisoner, Nguyen Quang Trong, captured two months earlier in Central Laos, where his company had been engaged for four months, said that the 25 casualties in his group of 30 had been replaced immediately by reinforcements from North Vietnam.

#### Worsening relations with Pathet Lao

During the latter half of 1965 the Laotian Government reported many instances of worsening relations between the North Vietnamese in Laos and the Pathet Lao. These included disputes over the distribution of limited food supplies and North Vietnamese ill-treatment of Lao villagers in the Pathet Lao-controlled areas. On September 23 Vientiane Radio reported that fighting had broken out between Pathet Lao and Vietnamese forces.

Fifteen more North Vietnamese were captured during a Pathet Lao offensive in Central and Southern Laos in November, 1965. Foreign observers had reported that many of the attackers appeared to be wearing North Vietnamese uniforms. According to the Laotian delegate to the UN more than 60 Vietnamese were killed in the action. Those taken prisoner, he added, ranged from Captain Le Hong Duc, commanding officer of the 1st Company, 1st Battalion, 565th Division from the 4th Army Corps of North Vietnam, to new recruits, one of whom was only 15 years old.

At a Press conference in Vientiane on December 1, 1965, the prisoners said that the morale of North Vietnamese units in Laos was poor and that food and medical supplies were low. They confirmed that the object of the attack was partly to collect rice from the areas north-east of Thakhek. Photographs taken during the battle, the prisoners' weapons and the documents found in their possession provided further evidence of their nationality and their rôle in Laos.



Report accuses Hanoi

On November 28 the Laotian Prime Minister requested the ICC to bring the latest evidence of North Vietnamese intervention to the attention of the co-chairmen of the 1962 Geneva Conference, the Soviet Union and Britain. The Commission's 700-page report, published on August 22, 1966, and based mainly on the evidence of the nine prisoners captured at Dong Hene in March, 1965, amounted to a major indictment of North Vietnam's intervention in Laos.

It said that according to the prisoners own statements all were conscripts in North Vietnam's armed forces. When captured all wore uniforms issued to them in North Vietnam, and some had been issued with arms and ammunition there.

The objections of the Polish ICC member, whose delegation did not take part in the investigation, delayed the forwarding of the report to the Geneva co-chairmen until June 14, 1966. By refusing to take part in the investigations the Polish representatives were in breach of Article 16 of the Protocol of the Geneva Agreements, which stipulates that the commission's member-States shall assure the presence of their representatives, both on the ICC and on the inspection teams. The report was eventually published unilaterally by Britain, the Soviet Government having refused to join in publication.



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UNITED STATES A.I.D. MISSION TO LAOS

MEMORANDUM

TO: Mr. Norman L. Sweet, Program Officer Date: February 6, 1967

FROM: Kenneth G. Orr, Research and Evaluation Officer

SUBJECT: Research Memorandum: "Common Errors in Socio-cultural Reports on Laos - II",  
February 2, 1967, Unclassified.

The above research memorandum (attached), completed in connection with a requested evaluation of a classified report on sociological aspects of religious, educational and public information institutions of Laos, is believed to be of general interest and is submitted for distribution.

OP:KGOrr:cef:2/6/67

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RESEARCH MEMORANDUM

Common Errors in Socio-cultural Reports on Laos - II

Kenneth G. Orr, Chief  
Research and Evaluation Branch  
USAID/Laos  
Vientiane  
February 2, 1967

(Note: This is a working paper, and may be expanded, modified or withdrawn at any time. It is issued to interested USAID and related organizations in the hope that comments may be elicited which may be incorporated into a subsequent revised edition.)

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Common Errors in Socio-cultural Reports en Laos - II

This paper is a continuation of an earlier paper on common errors in socio-cultural reports on Laos<sup>1</sup> and is made possible by an additional assignment requesting me to review the "accuracy, completeness and timeliness" of a classified report on sociological aspects of the religious, educational and public information institutions of Laos. Review of the present report gives me a further opportunity to consider some of the errors that commonly appear in reports on Laos and in everyday communications in the USAID/Laos mission. It is hoped that this discussion will contribute to efforts to improve the quality of reporting and analyzing socio-cultural conditions in a foreign nation such as Laos.

Inaccurate use of Lao Terminology: The report in question is unusual in employing Lao terms frequently to designate Lao institutions and concepts. This in itself is praiseworthy since most reports do not even make the attempt. However there is a high incident of error and inconsistency which negates the advantage of using accurate labels. For example: that luang, the shrine where Buddha's ashes are reported to be and an annual festival to celebrate these relics is confused with Boun Pee Mai Lao (festival-year-new-Lao) or Buddhist New Year Festival. The ranks of the monks are incorrectly stated as Xa, "khrou", and Lakkham, and the order of ascendancy is actually Choua (novice) nya khou (authority-teacher), and nya Xa (authority-highest) with lakkham (pot-gold) a position similar to Somdet (religious-superior) rather than a rank. The terms "stupa", "Karma", and "Sharma" are non-Lao words meaning that (funerial shrine), vasana or Kam (fate) and phra dham (law and discipline of Buddha). "Pagoda" is used alternately to mean sim (temple) and wat (entire monastery) when it could conceivably be used (not posing as a Lao word) only to mean that (funerial shrine).

The errors and inconsistencies noted above are probably the result of errors in the sources used to write the paper (see sources below). Surely, however, English-speaking Lao could be located to check such important linguistic labels, as well as the concepts behind them. These data are not esoteric but are common knowledge to most Lao. Unfortunately, most papers written in the United States, like the one under discussion, deal only with written sources and seldom use Lao informants whose information could greatly enhance the value of the report document.

Incorrect Assessment of the Strength of Traditional Institutions: The report under study gives a mass of details on the religious institutions of the Laotians while largely ignoring traditional educational and public information institutions and practices (see below). We are led to believe that the Buddhist and animistic beliefs are quaint survivals from the distant past which are more or less happily declining in popularity and fading away.

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<sup>1</sup>Orr, K. G. Common Errors in Socio-cultural Reports on Laos. Vientiane, USAID/Laos, January 9, 1967



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Members of the Lao elite are pictured as showing reverence for Buddhist ceremonies and holy places largely out of a feeling of national pride in them as historical monument - rather than for "religious" reasons. A golden age of Buddhism contemporary with the Kingdom of Lan: Xang is pictured with an increasing decline in the influence and importance of the sangha (community of monks) to the present. This is a false picture for the culture as a whole although it may be the view of a few heavily-Westernized Lao and some recent cultural-hybrid products of the urban centers and Western school system.

The bulk of the Lao including the scholars of the culture and the great men of the society continue to think of Buddhism as a system of thought which is growing and developing constantly. "It is not the Buddhist religion which is getting weak - but some people who desert it" is the common response to the argument of its decline. The present ills of the nation (war, flood, corruption) are widely thought to be the results of the deviation from tried and true paths of Buddhism on the part of some leaders. The leaders themselves are almost to a man devote Buddhists - at least they are so regarded by the Lao who attribute almost supernatural power to them as a result of the boun (merit) they accumulate by meritorious deeds and thoughts. Even the Pathet Lao (communist) leaders are aware of this and some are credited, even by anti-communists, with being good men in the Buddhist sense. The true meaning of the Lao religion - as providing the individual with not only a description of the nature of reality, but giving him strength and character, and the means whereby he achieves respect and success in life - is not brought out in the study under analysis. Rather, an insipid interpretation is presented of a set of antiquated and outdated beliefs and customs. In actual fact, that Lao's cosmology is a worldview by which modern events are being interpreted. It is true that older non-functional aspects of the religion are being sluffed off, but the basic perspective of Buddhism, the "eyes" through which the Lao see the world, while reinterpreted is far from disposed of. I've recently learned, for example, that some modern Lao tend to think of current American influence in Laos as a sort of "neo-Buddhism" - a new way of life to be reinterpreted through the age-old perspectives. Whatever the form of the future may be for Laos, one may be sure that the Buddhist viewpoint will be important in shaping the institutions and behavior patterns. Like the Lao language which adapts new words until they become Lao - so the traditional cosmological-ideological framework will adapt and reinterpret in the formation of a modern Laotian culture.

Value Judgments: One of the most common errors to be found in reports, or any evaluations, of other cultures - and this is surely a universal phenomenon - arises from the myopic vision of the ethno-centric viewpoint. For example, I remember seeing a native woman, in ankle-length sarong passing an American woman in a bathing suit on a beach in West Africa. Each registered disgust at the attire of the other. The African was shocked at the bare legs of the

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American, and she in turn was scandalized at the bare bosom of the African. In the report under study we find a similar moralistic indignation at the apathy and indolence of the illiterate Laotian rural population - which attitude is credited with hindering progress. The report never refers to "Western Culture" educational systems (French, American, and, yes, Communist) replacing "Traditional Laotian systems" - but infers that the only education available to the natives prior to the advent of the French was a sort of Sunday-school class in the wats; and that happily this is being replaced by a "secular" system based on intellectual reasoning. It seems only right, therefore, according to the report that little attention is paid to the indigenous system - and no analytical studies of it referred to.

It is clear that while the report gives little or no conception of cultural relativism but is strongly imbued with an ethno-centric viewpoint - an attitude which is worthless for trying to understand what is really taking place as the Laotians undergo increasing doses of acculturation from the world of Western Civilization. Actually, the education systems of any culture is an enculsturation device closely geared to the total socio-cultural pattern of the society in which the system is found. Merely an acceptance of this viewpoint would go far to explaining the difficulties which Western education systems are encountering in Laos (and elsewhere in the non-Western Culture world), and would avoid the fruitless depreciating of foreign ways so dear to the heart of the true aborigines - whether American or Laotian. We may expect the Laotians to be shocked at our "hard" attitudes toward the separation of work and play, strictness in regard to time, and materialistic and economic obsessions as seen in our "development" activities. But in our roles as helper in the modern world we must surmount the pettiness of special interest arguments on either side, and go directly to the real problems of dealing with clashing galaxies of different cultural values and behavior. Du Bois under scores the point:

"The point to be made is that the receiving culture (Laotian) either resists, selects, or reinterprets what impinges upon it from the outside (American, French, etc.). When absorbtions of new traits occur over a wide field of cultural activities whole new cultural constellations may be created. This situation I believe to be the case in large parts of Asia today. It has certainly been true of Japan in the last seventy years."<sup>2</sup>

The reactions of the recipient culture (Laotian) depends on its indigenous perspectives and institutions (traditional Lao systems) - hence the vital necessity of relating the wat educational system to its would be successor. Contrary to indications in the report this indigenous system is rich in detail and persistent in time.

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<sup>2</sup>Du Bois, Cora. Social Forces in Southeast Asia. Cambridge, Massachusetts, Harvard University Press, 1964, p. 17.



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Cross-cultural comparisons: While comparisons between Laotian behavior patterns and American are commonplace, as seen in the discussion above, those between Laotian culture and other cultures - the Thai, Vietnamese, etc. - are rarer but equally fraught with snares and pitfalls for the unwary report writer. For example, in the report under discussion we are told that while the Vietnamese hated the French the Laotians liked them. Actually the distaste for much of the French culture behavior imposed on the Laotians was probably as severe as that of the Vietnamese. It is to be noted, however, that while the Laotians seek to conceal their dislike, the Vietnamese are well known for their outspokenness. It is the interpersonal relations system of showing hostility that is being compared and a false, misleading inference drawn from the comparison.

Assumed Indifference of Villagers to National Events: The section of the report dealing with public information is guilty of ignoring the indigenous Lao system of public information beyond a brief reference in passing to rumor and molan (news/entertainment). The results give a skewed picture of supposedly isolated and ignorant villagers who are largely indifferent to national events. To explain this, a truism which could apply equally to any community of people, is offered: Namely, that most Laotian villagers lack interest in developments outside of the village which do not directly affect them. Actually, a great deal is happening that directly affects the village - the war, the recent flood, government activities and the like. Contrary to the inference in the report we find an active public opinion which is important to know about. The vitality of this opinion should not be discredited because the news is often cloaked in supernatural interpretations - as when the flood was seen as Buddha's warning, through the water dragon (ngouk or naga) for incorrect and corrupt political leadership. The intricacies of the Molan are at least as important as the discussion of mimeographed news sheets (with which the report is studded), and would repay an analysis in some depth. Again the fascinating language of indirection and analogy through which public information is spread in cafes, wats, and market places merits close attention in any competent analysis of public information in Laos.<sup>3</sup>

Inadequate Sources: The lack of footnotes and paucity of references noted for the first analysis holds true also for the report in question - which does, however, have a section on sources. Very few standard references appear in the listing of sources. It was surprising to note the absence

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<sup>3</sup>Attention is directed to USAID/Laos, Program Office, Monthly Reports Orr to Sweet: "The Crying Buddha", December 13, 1966, Para. 1; "The (Battle of) Red and the Black Ants," November 10, 1966, Para 1; "The Flood," October 10, 1966, Para. 1.



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of Joel M. Halpern's papers with the exception of one on education.<sup>4</sup> The major sources seem to have been "Official U.S. Reports" which are unfortunately not listed and hence cannot be evaluated. There is also an incorrect assumption of a gap in knowledge at least in regard to the discussion on the influence of Christianity in Laos since the papers of Barney and Smalley are apparently not used.<sup>5</sup> The results give a skewed and incomplete picture as discussed above. It must be emphasized that a report to be authoritative must be comprehensive and detailed. The basic tenets of scholarship are often forgotten in getting out a hasty and slipshod job.

Summary: A review of a classified report on the religious, educational and public information institutions of Laos revealed a common error which greatly reduces the value of such reports by resulting in inaccuracies, omissions, false and misleading models of the socio-cultural situation and in general a skewed picture of reality in Laos. The major villain in such reports are seen as the American cultural perspectives in the writer - who does not attempt to view the institutions under study as a Laotian would but who makes value judgments of Laotian institutions using alien culture (American) criteria. These American ethno-centric viewpoints may seem to support American institutions and objectives, but in reality are self-defeating. Not only are warped interpretations presented as bonafide analysis but research into the nature of Lao culture and society and its true interaction with the American culture is discouraged. Accurate facts to provide insights necessary for successfully guiding American policy are thus lacking in such reports.

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<sup>4</sup> Among the missing references are: Halpern, Joel M. Economy and Society of Laos. New Haven, Yale University Southeast Asia Studies, no. 4, 1964; a series of papers edited by Halpern for the Laos Project, Department of Anthropology, University of California, Los Angeles, 1959-61; and LeBar, Frank M. and Adrienne Suddard (eds.), Laos, its People, Its Society, its Culture. New Haven, Human Relations Area Files, 1963.

<sup>5</sup> Barney, George L. "The Meo and Incipient Church", Practical Anthropology, IV, no. 2, 1957 and Smalley, William A. "The Gospel and Cultures of Laos", Practical Anthropology II, no. 3, 1956.

Kenneth G. Orr, Chief  
Research and Evaluation Branch  
Program Office, USAID/Laos  
Vientiane, Feb. 2, 1967

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PLAN DE TRAVAIL POUR L'INSTAURATION DE L'ENSEIGNEMENT

PRIMAIRE UNIVERSEL, GRATUIT ET OBLIGATOIRE AU LAOS

(1960-1980)

L 192.11

1. Dans le présent rapport, le Plan pour l'instauration en Asie de l'enseignement primaire universel, gratuit et obligatoire (Document Unesco 11C/PRG/3), a été appliqué au cas du Laos.
2. Toutes les évaluations et les objectifs mentionnés dans le présent rapport reposent sur les hypothèses fondamentales énoncées dans le dit document.

A. OBJECTIFS

3. Les pays d'Asie déploient depuis un certain nombre d'années de grands efforts pour faire bénéficier leurs populations d'un large développement économique et social afin de leur assurer un niveau de vie minimum décent, comparable à celui des pays déjà très développés. Comme le développement économique et social dépend essentiellement de l'instruction donnée à la moyenne des enfants, ces pays ont reconnu qu'il était extrêmement urgent et important d'instaurer un enseignement primaire universel, gratuit et obligatoire; à cette fin, ils ont pris plusieurs mesures hardies. Au cours des dix dernières années (1950-1960), l'enseignement primaire a accompli dans cette région des progrès remarquables.
4. Aussi importants et louables que soient ces progrès, les populations de la région ne s'en contentent pas; partout l'on constate un vif désir d'accélérer cette évolution et d'instaurer dans un délai raisonnable un système d'enseignement primaire universel, comparable du point de vue qualitatif comme du point de vue quantitatif, à celui que possèdent déjà les pays du globe relativement développés. Pour répondre à ces aspirations, qu'il serait déraisonnable et d'ailleurs impossible de méconnaître, il est proposé(+) de doubler le rythme de développement atteint au cours des dix dernières années et de demander à chaque pays de la région d'instaurer un système d'enseignement primaire universel, obligatoire et gratuit, d'au moins sept années d'études, dans un délai maximum de vingt ans (1960-1980) cette période étant généralement considérée comme optimale dans les plans à long terme de développement socio-économique. C'est en vue d'atteindre cet objectif fondamental que le plan a été élaboré.
5. Il ressort du tableau 3 du Document 11/CPRG/3 que les différents Etats de la région ne se trouvent pas tous au même stade d'évolution: certains commencent seulement à mettre leur programme à exécution, tandis que d'autres l'ont presque entièrement réalisé. Dans l'ensemble de la région, les effectifs de l'enseignement primaire ont gagné 2.6% en dix ans; leur pourcentage par rapport à la population totale est passé de 5.96% en 1950 à 8.55% en 1960. Comme le plan a pour but principal de doubler le rythme d'accroissement, il faudra que ce pourcentage atteigne environ 11% en 1965. Il est donc raisonnable d'admettre qu'il devra être porté à 14%

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(+) Document Unesco 11 C/PRG/3.



en 1970, à 17% en 1975 et à 20% - objectif fixé par le plan - en 1980.

6. Le but ainsi fixé est certainement souhaitable; mais il n'est pas sans intérêt d'observer qu'il est conforme à l'orientation générale de la politique dont on s'inspire actuellement pour l'élaboration des plans d'enseignement des pays de la région. Dans ces mêmes pays, les effectifs scolaires ont atteint un chiffre élevé; les objectifs proposés devraient donc être atteints sans difficulté, surtout si une aide extérieure est fournie. D'autres seront également en mesure d'atteindre les objectifs prévus; mais, dans leur cas, les efforts fournis sur le plan intérieur et l'aide extérieure devront être plus importants. Dans quelques pays les problèmes sont très difficiles à résoudre. Cependant, étant donné la volonté manifestée par les gouvernements et les populations de ces Etats, même ces problèmes devront pouvoir être résolus, et les objectifs proposés pour l'ensemble de la région devront être atteints par ces pays dans les délais prévus.
  
7. Le but du présent plan de travail consiste donc principalement à évaluer les ressources en personnel, en matériel et en moyens financiers qui seront nécessaires pour atteindre cet objectif au Laos, et de présenter à cette fin un programme réaliste. Pour des raisons de commodité, les prévisions seront divisées en deux catégories: (1) dans le cas du programme à long terme, elles seront établies séparément pour chacune des quatre périodes quinquennales: 1960-1965, 1965-1970, 1970-1975, 1975-1980; (2) dans le cas du programme à court terme, elles seront établies pour chaque année de la première période quinquennale 1960-1965.



B. EVALUATIONS DE LA POPULATION TOTALE

8. Pour pouvoir effectuer les prévisions détaillées dont il vient d'être question, il faut commencer par évaluer le chiffre de la population totale du Laos au cours des vingt années pendant lesquelles le plan doit être appliqué.
9. On trouvera ci-dessous, pour les années 1960, 1965, 1970, 1975 et 1980, les chiffres de la population.

Tableau 1

Evaluation de la population du Laos

(en millions d'habitants)

1960	1965	1970	1975	1980
2.4	2.7	3.0	3.4	3.9

Source: Réponse au questionnaire adressé par l'Unesco, avril 1960.

10. Il est certain que la population du Laos s'accroît actuellement, et continuera de s'accroître, avec rapidité. En 1980, par exemple, la population sera passée de 2.4 à 3.9 millions d'habitants. Il s'agit là d'un facteur très important qui contribue à grossir toutes les prévisions du plan, qu'il s'agisse du personnel, du matériel ou des ressources à mobiliser.
11. Par interpolation logarithmique, on a calculé que la population atteindrait les chiffres suivants: 2.4 millions en 1960; 2.5 millions en 1961; 2.5 millions en 1962; 2.6 millions en 1963; 2.6 millions en 1964 et 2.7 millions en 1965.

EVALUATIONS DU NOMBRE DES ENFANTS A SCOLARISER

12. Il faut ensuite déterminer quel sera le nombre total des enfants à scolariser. Ce chiffre dépend de deux facteurs: (1) la durée de la période d'obligation scolaire; et (2) le pourcentage que les enfants soumis à l'obligation scolaire représentent par rapport à l'ensemble de la population.
13. Durée de la période d'obligation scolaire: Une enquête menée dans les pays intéressés a montré que la durée des études primaires varie entre un minimum de quatre années et un maximum de huit années; dans la majeure partie des Etats, elle n'est que de six années. Au cours



du Stage d'études sur la réforme de l'enseignement, qui s'est tenu en 1958 à New Delhi, il a été recommandé que tous les Etats membres prennent rapidement les mesures nécessaires pour porter la durée de l'enseignement primaire à sept années au moins. L'enquête a également fait apparaître que l'âge des enfants soumis à l'obligation scolaire varie d'un Etat à l'autre: 5 à 14 ans (Ceylan), 6 à 14 (Laos), 7 à 14 (Thaïlande), 8 à 14 (Indonésie), 6 à 11 (Népal), 6 à 12 (Afghanistan), 6 à 13 (Malaisie) et 7 à 13 (Philippines). Si la durée totale des études primaires était de sept années au moins, conformément à la recommandation ci-dessus, les enfants seraient donc soumis à l'obligation scolaire - selon les Etats qui en décideraient d'après les conditions locales - de 5 à 12, ou à 13 ou à 14 ans, de 6 à 13 ou à 14 ans, et de 7 à 14 ans. Toutefois, en vue de l'établissement des prévisions financières, il est proposé de prendre pour base une période d'obligation scolaire de huit années et, comme groupe d'âge correspondant, celui de 6 à 13 ans ou de 7 à 14 ans.

14. Pourcentage représenté par les enfants soumis à l'obligation scolaire dans la population totale : D'après les rapports de l'Organisation des Nations Unies sur les évaluations de la population future dans cette région on peut conclure que, pour une période d'obligation scolaire de huit années, le nombre des enfants à scolariser sera de 19,2% de la population totale.
15. Nombre de places à prévoir dans les écoles: Dans tout système d'enseignement, le nombre de places à prévoir dans les écoles doit être non pas égal, mais supérieur au nombre des enfants assujettis à l'obligation scolaire, car beaucoup d'enfants plus jeunes ou plus âgés que ne le prévoit la loi sur l'obligation scolaire n'en fréquentent pas moins l'école. Il serait donc très raisonnable de prévoir un nombre de places égal à 20% de la population totale pour une période d'obligation scolaire de huit années.
16. Progrès déjà réalisés: Le tableau ci-dessous montre quel a été l'accroissement des effectifs des écoles primaires au cours de la période 1950-1960:

Tableau 2

Accroissement des effectifs de l'enseignement primaire au Laos  
(1950-1960)

Effectifs en:		Effectifs prévus pour 1960-61 (estimation)	Pourcentage par rapport à la population totale	
1950-51	1958-59		1950	1960
34.087	99.062	107.000	1.8	4.5



17. Objectifs proposés: Il ressort du tableau ci-dessus que les effectifs de l'enseignement primaire ont gagné 2.7% en dix ans; leur pourcentage par rapport à la population totale est passé de 1.8% en 1950 à 4.5% en 1960. Pour doubler le rythme d'accroissement des effectifs - conformément au plan établi pour la région dans son ensemble - il faudrait que le taux de scolarisation passe à environ 7.2% en 1965, 9.9% en 1970, 12.6% en 1975 et 15.3% en 1980. Compte tenu de ces données, les effectifs de l'enseignement primaire ont été évalués comme suit :

<u>1960</u>	<u>1965</u>	<u>1970</u>	<u>1975</u>	<u>1980</u>
107.000	194.400	297.000	428.000	596.700

Le pourcentage prévu pour 1980 (15.3) est inférieur à celui qu'il avait été jugé souhaitable d'atteindre (soit 20%).

Du fait que le pourcentage scolarisé de la population totale du Laos en 1960 (4.5) est inférieur au pourcentage calculé pour l'ensemble de la région (8.55), on ne peut raisonnablement espérer que le taux de scolarisation s'élève comme il est proposé au paragraphe 17 du document Unesco 11C/PRG/3, à 11% en 1965, 14% en 1970 et 17% en 1975.

Sur la base de ces hypothèses, les évaluations relatives aux effectifs seraient les suivantes :

<u>1960</u>	<u>1965</u>	<u>1970</u>	<u>1975</u>
4.5%	11%	14%	17%
107.000	300.000	400.000	600.000

Il est clair que le nombre supplémentaire d'élèves à scolariser, en particulier entre 1960 et 1965, est trop considérable.

Puisque l'objectif fondamental du plan consiste à scolariser 20% de la population totale en 1980, le nombre d'enfants à envoyer à l'école au cours de la période considérée a été évalué en conséquence.

Les effectifs de 1965, 1970, 1975 et 1980 ont été calculés grâce à une formule identique à celle des intérêts composés.

18. Le tableau ci-dessous indique quel devra être, sur la base de ces hypothèses, le nombre des enfants à scolariser dans chaque pays de la région au cours de la période d'application du plan.

Tableau 3

<u>1960</u>	<u>1965</u>	<u>1970</u>	<u>1975</u>	<u>1980</u>
4.5%	6.5%	9.8%	14%	20%
107.000	177.000	292.700	484.100	800.000



19. Le tableau ci-dessus met en relief deux faits principaux. Tout d'abord, on constatera que les effectifs totaux de l'enseignement primaire augmenteront, entre 1960 et 1980, de 693.000 d'élèves, soit de 650%. Cet important accroissement s'explique par l'effet conjugué de deux facteurs: (1) l'augmentation de la population et (2) la décision de faire passer de 4.5% en 1960 à 20% en 1980 le pourcentage scolarisé de la population totale. Si au cours de la période 1960-1980, le pourcentage des effectifs scolaires par rapport à la population totale restait le même (4.5%), l'augmentation totale des effectifs scolaires ne serait que de 68.500 élèves (soit 64%). Si le taux d'accroissement des effectifs scolaires par rapport à la population totale restait le même (à savoir 2.7% tous les 10 ans), l'accroissement total des effectifs scolaires serait de 279.000 élèves, soit 261% seulement. Mais comme le plan tient compte de l'accroissement de la population et propose, en même temps, de faire passer le pourcentage des effectifs scolaires par rapport à la population totale de 4.5% en 1960 à 20% en 1980, l'accroissement global des effectifs de l'enseignement primaire atteindra alors le chiffre élevé de 693.000 d'élèves (soit 650%).

C'est ce que montre le diagramme No. 1. Le diagramme indique en outre quelle serait l'augmentation du nombre des élèves inscrits si le taux de scolarisation s'accroissait à un rythme deux fois plus rapide que pendant la période 1950-1960, et enfin quelle serait l'évolution de la situation d'après les hypothèses du plan de Karachi (8% en 1960, etc.).

20. Le tableau montre en outre que le nombre supplémentaire d'élèves à scolariser doit augmenter rapidement d'une période quinquennale à l'autre. C'est ainsi que l'accroissement total des effectifs au cours de chaque période quinquennale s'établit comme suit :

Entre 1960 et 1965	:	70.000 d'élèves
Entre 1965 et 1970	:	115.700 d'élèves
Entre 1970 et 1975	:	191.400 d'élèves
Entre 1975 et 1980	:	315.900 d'élèves

Il sera manifestement difficile d'atteindre ces objectifs mais tout devra être mis en oeuvre pour y parvenir si l'on veut accélérer le rythme de l'ensemble du développement économique et social.

21. Le tableau ci-dessous donne les chiffres correspondants pour chacune des années de la période 1960-1965:

Tableau 4

Objectifs prévus pour les effectifs scolaires (1960-1965)

1960	1961	1962	1963	1964	1965
107.000	118.300	130.900	144.700	160.000	177.000



BESOINS EN PERSONNEL PREVUS PAR LE PLAN

22. Maintenant que nous avons déterminé les chiffres que devront atteindre les effectifs de l'enseignement primaire au cours de la période d'application du plan, nous pouvons procéder à une évaluation des besoins en personnel. Le personnel peut être divisé en trois catégories : (1) les maîtres; (2) les professeurs d'enseignement normal; (3) les administrateurs et les inspecteurs.

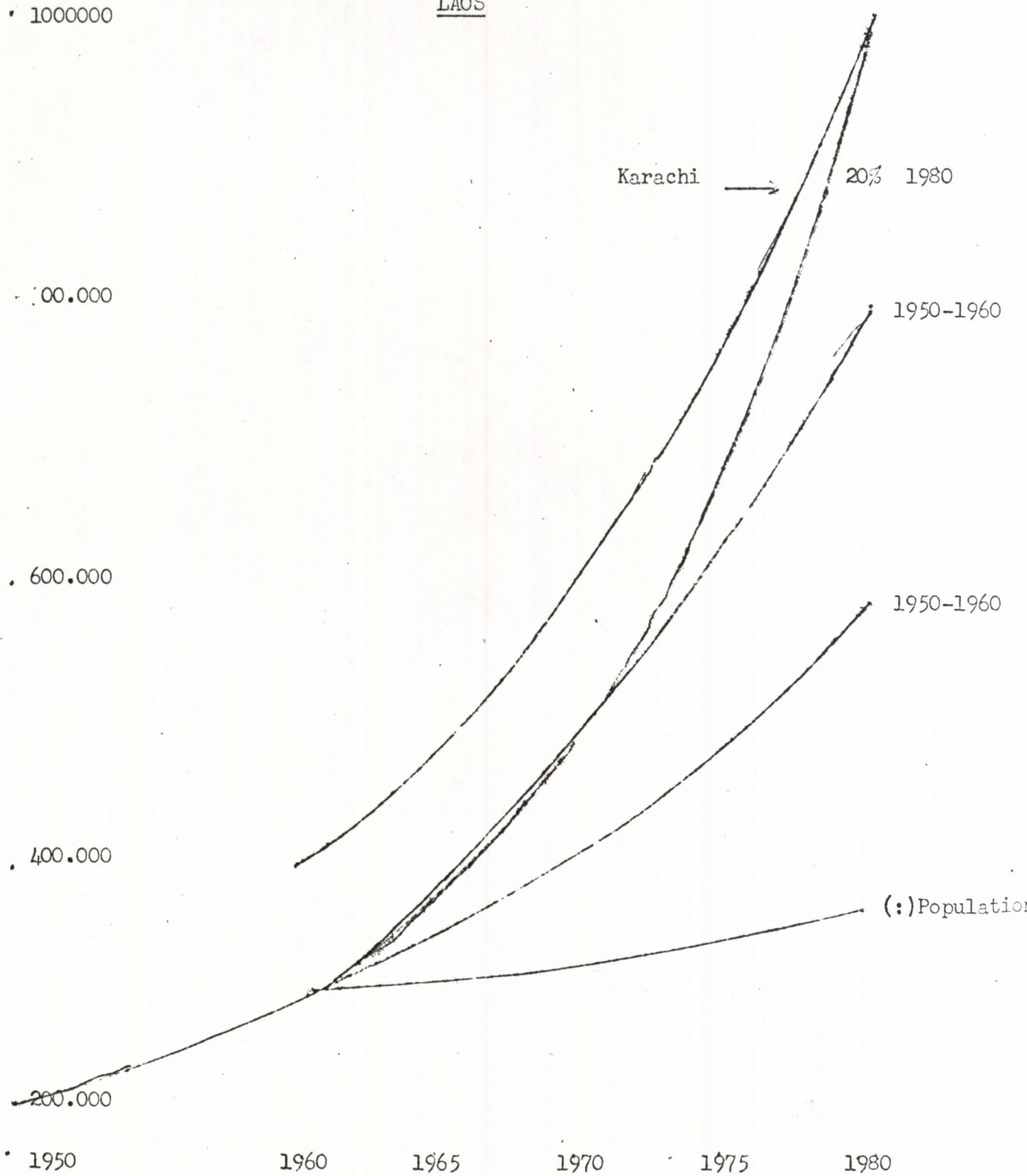
EVALUATION DES BESOINS EN MAITRES

23. Pour cela, on calculera le nombre total de maîtres qui devront occuper un poste, en se fondant sur le chiffre à respecter pour le nombre d'élèves par maître; on calculera alors combien de nouveaux maîtres il faudra pour faire face à l'accroissement des effectifs scolaires. En ajoutant à ce dernier chiffre le nombre de maîtres à prévoir pour assurer le renouvellement du personnel, on obtiendra le nombre total de nouveaux maîtres dont on aura besoin pour assurer l'application du programme.
24. Nombre d'élèves par maître. Le nombre des maîtres qui occupent un poste à un moment donné peut se calculer facilement et si l'on connaît le rapport numérique entre le personnel enseignant et l'effectif des élèves. "L'éducation dans le monde" (Vol II, l'enseignement du premier degré) indique que le nombre moyen d'élèves par maître est de 34 pour l'ensemble du globe et que les écarts sont très grands; même dans les pays qui ont un système d'enseignement primaire universel déjà ancien, on compte parfois jusqu'à 36 ou 37 élèves par maître. Certains éducateurs estiment qu'une classe relativement nombreuse peut ne pas nuire à l'enseignement, si le maître est bien outillé et utilise efficacement des auxiliaires d'enseignement comme la télévision ou le cinéma. Il est toutefois probable que, lorsque la moyenne dépasse 35 élèves par maître, la qualité de l'enseignement dispensé à la majeure partie des élèves en souffre. Dans ce cas, ou bien les classes sont pléthoriques, ou bien les élèves sont répartis en deux équipes ou vont à l'école un jour sur deux.
25. Il ressort des réponses au questionnaire de l'Unesco qu'il y a actuellement un maître environ pour 40 élèves. Il serait souhaitable, pour la qualité de l'enseignement, de ramener le plus tôt possible à 35 le nombre d'élèves par maître. Les chiffres fournis dans le présent document sont donc fondés sur l'hypothèse que le nombre moyen d'élèves par maître sera de 42 en 1961, 41 en 1962, 40 en 1963, 38 en 1964, 36 en 1965 et de 35 toutes les autres années.
26. Nombre de maîtres occupant un poste: Dans cette hypothèse, 2.490 maîtres devront occuper un poste en 1960; 4.920 devront en occuper un en 1965; 8.360 en 1970; 13.330 en 1975; et 22.850 en 1980. Le nombre total des maîtres devra ainsi augmenter de 20.370 en vingt ans.



Diagramme 1

LAOS





27. Nombre de nouveaux maîtres à prévoir : Par période quinquennale, le nombre total des maîtres devra augmenter de 2.430 en 1960-1965; de 3.440 en 1965-1970; de 5.470 en 1970-1975; et de 9.030 en 1975-1980. Ces chiffres correspondent au nombre des postes qui devront, au cours de chaque période, être créés pour faire face à l'accroissement des effectifs scolaires.
28. Nombre de maîtres à prévoir pour faire face au renouvellement du personnel: Outre les maîtres dont on aura besoin pour faire face à l'augmentation des effectifs scolaires, beaucoup d'autres devront être recrutés pour remplacer ceux qui prendront leur retraite, décéderont, donneront leur démission, etc. Faute de données suffisantes, il n'est pas actuellement possible de calculer de façon précise la cadence de renouvellement du personnel enseignant. Nous admettrons donc que la proportion des maîtres à remplacer sera de 5% par an. Ce chiffre, quoique arbitraire est probablement assez proche de la réalité +). Dans ces conditions, le nombre de maîtres dont on aura besoin pour remplacer les partants sera de 800 pour la période 1960-1965; 1520 pour la période 1965-1970; de 2.560 pour la période 1970-1975; et de 4.230 pour la période 1975-1980.
29. Nombre total de nouveaux maîtres dont on aura besoin (période 1960-1980): Le tableau ci-dessous donne le nombre total de nouveaux maîtres dont on aura besoin pour assurer l'application du programme.

Tableau 5

Besoins en nouveaux maîtres (pour les postes à créer  
et pour le personnel à renouveler)

(1960-1980)

	Postes à créer	Renouvellement du personnel	Total	Moyenne annuelle
1960-65 :	2.430	800	3.230	650
1965-70 :	3.440	1.520	4.960	990
1970-75 :	5.470	2.560	8.030	1.610
1975-80 :	9.030	4.230	13.260	2.650

Les chiffres correspondants pour la première période quinquennale sont les suivants :

+ ) Pour plus de détails, voir Annexe Statistique, paragraphe 1 et 2./....



Tableau 6

Besoins en nouveaux maîtres (pour les postes à créer  
et pour le personnel à renouveler)  
(1960-1965)

	Postes à créer	Renouvellement du personnel	Total
1960	-	-	-
1961	350	130	460
1962	370	140	510
1963	430	160	590
1964	590	180	770
1965	710	210	920

EVALUATION DES BESOINS EN PROFESSEURS D'ENSEIGNEMENT NORMAL

30. Il s'agit ensuite de déterminer le nombre de professeurs d'école normale dont on aura besoin. Pour cela, il faut : (1) évaluer le nombre d'élèves que devront recruter les écoles normales; (2) déterminer le nombre d'élèves par maître dans ces écoles.
31. Nombre d'élèves que devront recruter les écoles normales: Pour que la qualité de l'enseignement s'améliore, il faut notamment que tous les maîtres aient reçu une formation convenable. Il faudra donc: assurer la formation de tous les nouveaux maîtres dont on aura besoin (tant pour les postes à créer que pour le renouvellement du personnel). A cette fin, les effectifs des écoles normales devront être accrus dans des proportions très considérables.
32. Le facteur qui influe le plus sur le nombre d'inscriptions dans les écoles normales est la durée des études qui y sont faites: cette durée varie, dans la région, de une à six années. Il est évident que la durée de la formation normale dépend de la durée de la formation générale que l'élève-maître a reçue avant son admission. Lorsque le niveau de culture générale est élevé et correspond à la fin des études secondaires, la durée de la formation normale est d'un ou deux ans. Mais lorsque le nouvel élève-maître n'a fait que six années d'études primaires, la durée totale de sa formation normale atteint alors de quatre à six ans. Aux fins d'application du plan, il a été recommandé que la durée de la formation normale soit au minimum de deux années; cette idée a également été admise dans presque toutes les régions où la durée de cette formation est actuellement d'un an. Il est donc certain que, pendant la période considérée, la durée de la formation normale ne sera pas inférieure à deux années dans toutes les parties de la région. Pour le Laos on a retenu dans le plan le chiffre de trois ans.



33. On ne dispose pas de renseignements précis sur le taux de déperdition des effectifs dans les écoles normales. Nous avons toutefois admis dans nos calculs un taux de 10% de défections pour une préparation s'étendant sur trois années; nous n'avons pas tenu compte des redoublements de classe, car ils n'ont d'autre effet que de ralentir pendant quelque temps la formation de certains maîtres, sans que le nombre total des maîtres finalement formés en soit diminué (+).
34. Compte tenu des hypothèses ci-dessus, le nombre des élèves-maîtres inscrits dans les écoles normales devra passer de 1.670 en 1960 à 3.200 en 1965; à 5.200 en 1970; à 8.500 en 1975 et à 6.100 en 1980. Le nombre moyen annuel d'inscriptions serait ainsi de 2.440 élèves au cours de la période de 1960-1965, de 4.200 au cours de la période 1965-1970, de 6.850 au cours de la période 1970-1975, et de 7.300 au cours de la période 1975-1980.
35. Pour améliorer la qualité de l'enseignement, la mesure la plus importante consistera à développer très énergiquement les moyens de formation du personnel enseignant au cours de la première période quinquennale (1960-1965). C'est pourquoi il a été prévu que le nombre des élèves inscrits dans les écoles normales s'accroîtra très rapidement pendant cette période comme le montre le tableau ci-dessous.

Tableau 7

Nombre d'élèves inscrits dans les écoles normales  
(1960-1965)

1960	1961	1962	1963	1964	1965
1.670	2.010	2.450	2.820	3.020	3.200

36. Comme il pourra être extrêmement difficile d'atteindre un pareil rythme de développement, différentes mesures permettant de faire face rapidement à des situations critiques ont été recommandées par la Conférence de Karachi. Mais pour nos calculs, notamment pour ceux qui ont trait aux dépenses à prévoir, nous avons admis que l'expansion se ferait au rythme indiqué plus haut.
37. Nombre d'élèves par professeur d'école normale : Le nombre d'élèves-maîtres par professeur d'école normale est de 17 (réponse au questionnaire de l'Unesco). Pour des raisons pédagogiques, il est proposé que ce nombre ne dépasse pas 15 élèves. Ce nombre devrait être ramené peu à peu de 17 en 1960 à 15 en 1965; à partir de 1965, il est probable que ce nombre sera de 15.
38. Nombre total de professeurs d'école normale à prévoir: Sur ces bases, on peut dire que le nombre des professeurs d'école normale devra passer de 100 en 1960; à 210 en 1965; à 350 à 1970; à 570 en 1975; à 410 en 1980. Pour la première période quinquennale, on aura les chiffres suivants : 100 professeurs d'école normale en 1960; 120 en 1961; 140

+ ) Pour plus de détails, voir Annexe Statistique, paragraphe 2. ./.....



en 1962; 180 en 1963; 190 en 1964; et 210 en 1965.

EVALUATION DES BESOINS EN ADMINISTRATEURS ET EN INSPECTEURS DE L'ENSEIGNEMENT

39. Les besoins en personnel administratif représenteront vraisemblablement, eux aussi, une lourde charge dans ce programme.
40. On admet généralement comme satisfaisante la proportion d'un fonctionnaire des services d'administration et d'inspection pour 5.000 élèves. Sur cette base, il faut prévoir les nombres ci-après d'administrateurs et d'inspecteurs :

Année	1960	1965	1970	1975	1980
Nombre d'administrateurs et d'inspecteurs	21	35	59	97	160

41. Pour la première période quinquennale on aurait les chiffres suivants: 21 en 1960; 24 en 1961; 26 en 1962; 29 en 1963; 32 en 1964 et 35 en 1965.
42. On peut conclure de l'exposé ci-dessus que l'application de ce programme d'instauration d'un enseignement primaire universel, gratuit et obligatoire posera d'immenses problèmes de recrutement et de formation du personnel nécessaire : maîtres, professeurs d'école normale, administrateurs et inspecteurs de l'enseignement. Ces problèmes sont représentés graphiquement (Diagramme 2). Le succès de l'ensemble du programme dépend donc, dans une large mesure, de la qualité du personnel qui sera ainsi recruté et de l'efficacité de la formation qui lui sera donnée. Il faudra prendre en conséquence les mesures qui s'imposent pour donner toute l'importance voulue à ces aspects du programme dans les plans d'enseignement obligatoire.

BESOINS EN MATERIEL A PREVOIR POUR L'EXECUTION

DU PLAN

43. Après avoir examiné les besoins en personnel à prévoir pour l'application du plan, nous pouvons maintenant passer aux besoins en matériel. On distinguera les rubriques suivantes : (1) bâtiments pour les écoles primaires; (2) équipement (y compris le mobilier et les auxiliaires d'enseignement) pour les écoles primaires; (3) livres dont auront besoin les maîtres et les élèves; (4) bâtiments et équipement pour les écoles normales; (5) logements pour les maîtres.
44. Bâtiments pour les écoles primaires : On ne dispose pas pour toutes les parties de la région de données précises sur l'état des bâtiments scolaires existants. Toutefois, d'après les résultats de l'enquête, il serait raisonnable d'admettre qu'environ 50% des locaux utilisés en 1960 auront vraisemblablement besoin d'être renouvelés. En outre, des bâti-



ments doivent être prévus pour les enfants qu'il est proposé de scolariser au cours de la période d'application du plan.

45. Équipement pour les écoles primaires: L'enquête a également montré que l'équipement des écoles primaires de la région laisse beaucoup à désirer. Là non plus, il n'a pas été possible d'obtenir des données précises sur les insuffisances actuelles. En faisant la même hypothèse que précédemment, on peut considérer qu'un équipement satisfaisant devra vraisemblablement être fourni à environ 50% des élèves actuels et qu'un équipement devra en outre être prévu pour les enfants qui seront scolarisés de 1960 à 1980.
46. Livres dont auront besoin les maîtres et les élèves: Pour améliorer la qualité de l'enseignement primaire, il est également indispensable de produire en quantité suffisante tous les livres dont les maîtres et les élèves auront besoin. Il est donc proposé de créer au Ministère de l'éducation le dispositif nécessaire pour assurer la production de tous les ouvrages dont maîtres et élèves pourront avoir besoin.
47. Bâtiments et équipement pour les écoles normales : Pour améliorer l'efficacité des écoles normales, chacune d'entre elles doit être dotée de tous les locaux nécessaires - dortoirs et réfectoires, salles de classe, bibliothèque, laboratoire, logements pour le personnel de l'établissement - ainsi que d'un équipement suffisant et des auxiliaires de l'enseignement qui s'imposent. Les prévisions du plan devront donc, sur ce point, être très larges.
48. Logements pour les maîtres : Il est également nécessaire de prévoir des logements pour le personnel enseignant, surtout dans les campagnes, et notamment pour les institutrices. Aux fins des présentes évaluations, on admettra qu'il faudra loger 50% de la totalité du personnel enseignant.

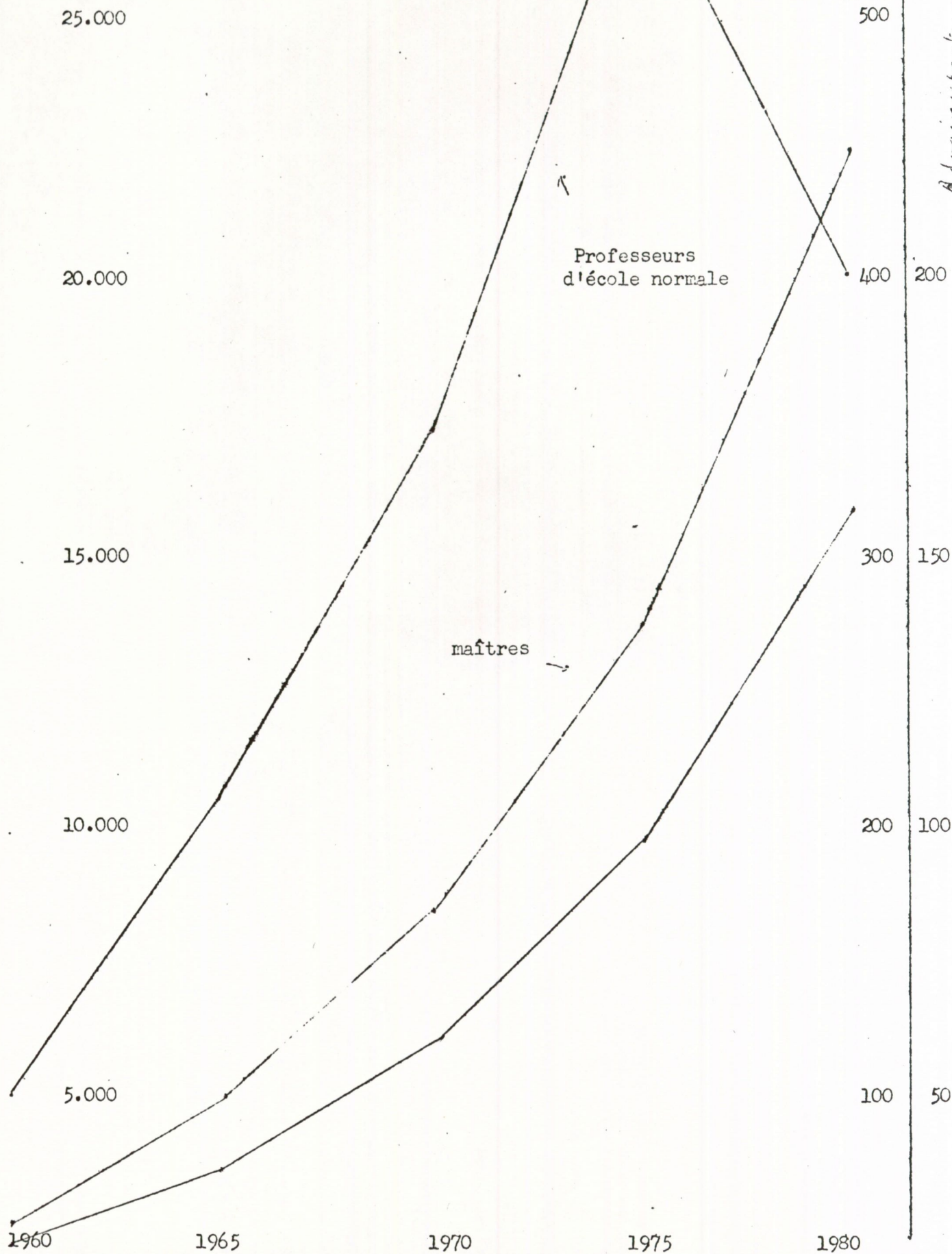
#### PREVISIONS FINANCIERES

49. Après avoir évalué les besoins à prévoir, en personnel et en matériel, pour l'exécution du plan, nous pouvons maintenant passer à l'aspect financier. Nous distinguerons nos prévisions : (1) les dépenses renouvelables; (2) les dépenses non renouvelables.
50. Les dépenses relatives à l'enseignement primaire comprennent trois rubriques : (1) les dépenses renouvelables au titre des écoles primaires; (2) les dépenses renouvelables au titre des services d'administration, de direction et d'inspection, et (3) les dépenses renouvelables au titre de la formation des maîtres.
51. Dépenses renouvelables au titre des écoles primaires : Pour calculer ces dépenses, la méthode la plus commode consiste à déterminer le coût par élève, et à multiplier ce chiffre par le total des effectifs prévus. On connaît ce deuxième élément, mais pour pouvoir déterminer le premier, il faut examiner les facteurs qui influent sur le coût par élève, et évaluer les niveaux auxquels ce coût peut être stabilisé pendant la p-



Maîtres

Diagramme 2 LAOS



Professeurs  
d'école normale

Administrateurs

Professeurs  
d'école normale

maîtres



riode d'exécution du plan.

52. Le coût par élève dépend de trois facteurs :

- (i) le traitement versé à l'instituteur ;
- (ii) le nombre d'élèves par maître; et
- (iii) les dépenses effectuées à d'autres titres que les traitements et allocations versés aux maîtres, c'est-à-dire : les dépenses consacrées à l'entretien des bâtiments et de l'équipement, les dépenses scolaires imprévues, de fournitures scolaires, et éventuellement, de vêtements aux enfants nécessiteux, les dépenses entraînées par l'organisation de cantines scolaires et de services sanitaires, etc.

53. L'enquête a montré que les traitements des maîtres varient très sensiblement d'un pays à l'autre. Dans certaines parties de la région, les maîtres sont relativement bien rétribués; ils reçoivent un traitement de 40 à 50 dollars par mois. Plus les traitements et allocations versés aux instituteurs seront élevés, plus le coût par élève sera grand. Dans les zones où les traitements sont bas, on se montre très soucieux de les augmenter aussi rapidement que possible pour améliorer le recrutement. Le relèvement des traitements des maîtres doit donc être considéré comme la réforme la plus urgente à effectuer dans ces pays, et il faudra tenir dûment compte de ce facteur pour déterminer le coût de l'enseignement par élève au cours des vingt prochaines années.

54. Le coût par élève dépend également du nombre par maître. Quand ce rapport numérique augmente, le coût par élève diminue, et inversement. Lorsque le nombre d'élèves par maître sera abaissé à 35 élèves, le coût par élève augmentera en conséquence.

55. Le coût par élève dépend, en outre, du montant des sommes qui sont affectées à des postes autres que les traitements et allocations des maîtres. Dans presque tous les pays de la région les besoins en personnel enseignant sont si grands, et les ressources financières si limitées, que les crédits affectés à ces postes sont insuffisants. Aussi, les écoles sont-elles fort mal équipées, et les sommes affectées aux dépenses imprévues sont si faibles que le bon fonctionnement des écoles se trouve gravement compromis.

Il faudra remédier aussi rapidement que possible à ces lacunes. Si des fonds suffisants sont prévus à ces fins - le coût par élève augmentera encore davantage.

56. Il y a une autre raison d'accroître les sommes consacrées à des postes autres que celui des traitements et indemnités des maîtres. Des cantines scolaires et des services médicaux sont maintenant organisées dans tous les pays évolués. Dans la région considérée, où la malnutrition et la mauvaise santé sont le lot de tant d'enfants, la création de services de ce genre est absolument indispensable. S'il est donné suite aux vœux qui se manifestent de façon si générale dans la région, le coût total par élève accusera encore une augmentation très sensible.



57. L'étude comparée du coût de l'enseignement primaire par élève dans les différents pays de la région fait apparaître des différences considérables. On a donc admis, pour établir les présentes prévisions que, le coût moyen de l'enseignement primaire par élève passera, au cours des vingt prochaines années, de 8 dollars des Etats-Unis à environ 20 dollars des Etats-Unis, soit le chiffre actuellement atteint à Ceylan. Comme il ne sera évidemment pas possible de porter immédiatement le coût moyen à 20 dollars des Etats-Unis, on a en outre admis qu'il sera de 10 dollars des Etats-Unis en 1965, de 12 dollars en 1970, de 16 dollars en 1975, et enfin de 20 dollars en 1980.

58. Total des dépenses renouvelables au titre des écoles primaires : +)  
Le total des effectifs de l'enseignement primaire ayant été évalué dans les paragraphes précédents, et les chiffres à atteindre pour le coût par élève ayant été donnés ci-dessus, les dépenses renouvelables au titre des écoles primaires s'établissent comme suit :

Pour la période de 1960 à 1965 :	5.75	million	de	dollars	des	Etats-Unis
Pour la période de 1965 à 1970 :	11.65	-	-	-	-	-
Pour la période de 1970 à 1975 :	24.45	-	-	-	-	-
Pour la période de 1975 à 1980 :	52.05	-	-	-	-	-

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Total pour 1960-1980 : 93.90 millions de dollars des Etats-Unis

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Les chiffres correspondants pour la période 1960-1965 sont les suivants :

1960 :	0.86	millions	de	dollars	des	Etats-Unis
1961 :	0.99	-	-	-	-	-
1962 :	1.15	-	-	-	-	-
1963 :	1.33	-	-	-	-	-
1964 :	1.54	-	-	-	-	-
1965 :	1.77	-	-	-	-	-

59. Dépenses renouvelables au titre des services d'administration, de direction et d'inspection : Le montant des dépenses afférentes aux services d'administration, de direction et d'inspection est assez faible à l'heure actuelle. Ce serait manifestement une erreur que d'économiser sur les crédits destinés à l'administration scolaire, car une telle économie se traduirait finalement par d'importants gaspillages de fonds. Il est donc proposé d'augmenter sensiblement le montant des dépenses renouvelables afférentes à ce poste budgétaire - ce qui permettra de réaliser des programmes tels que les suivants : (1) engagement d'un nombre suffisant de professeurs d'école normale; (2) rémunération suffisante des administrateurs de l'enseignement et organisation de leur formation; (3) organisation d'une formation en cours d'emploi pour les maîtres; (4) création de bureaux de recherches; (5) organisation d'une propagande intensive visant à éclairer l'opinion publique, etc.. Or, le développement de ces différents secteurs est indispensable à la bonne application et au succès du plan. Pour les présentes évaluations, nous fixerons donc le montant des dépenses renouvelables au titre des services d'administration, de direction et d'inspection à 5% du chiffre des dépenses renouvelables pour l'éducation primaire - lequel doit être lui-même augmenté.



60. Sur ces bases, le montant des dépenses renouvelables au titre des services d'administration et d'inspection s'établit comme suit :

Pour la période 1960-1965	:	0.29	millions de dollars des Etats-Unis
Pour la période 1965-1970	:	0.58	- - -
Pour la période 1970-1975	:	1.22	- - -
Pour la période 1975-1980	:	2.60	- - -

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Total pour la période  
1960-1980 : 4.69 millions de dollars des Etats-Unis

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Les chiffres correspondants pour la période 1960-1965 sont les suivants :

1960	:	0.04	millions de dollars des Etats-Unis
1961	:	0.05	- - -
1962	:	0.06	- - -
1963	:	0.07	- - -
1964	:	0.08	- - -
1965	:	0.09	- - -

61. Dépenses renouvelables au titre de la formation des maîtres : Le coût de l'enseignement d'un maître dépend des trois mêmes facteurs :

- (i) les traitements et allocations des professeurs;
- (ii) le nombre d'élèves-maîtres par professeur;
- (iii) la qualité des locaux, de l'équipement, du matériel, etc..

62. Pour améliorer la qualité de l'enseignement normal, il faut prévoir notamment : (1) la nomination d'un nombre suffisant de professeurs; (2) une rémunération suffisante du personnel enseignant; (3) des crédits suffisants pour les dépenses imprévues, etc.. A cette fin, il est proposé de porter le coût annuel de la formation par élève-maître au Laos à 375 dollars des Etats-Unis (réponse au questionnaire).

63. Sur cette base, le montant des dépenses renouvelables au titre de l'enseignement normal s'établit comme suit :

Pour la période 1960-1965	:	4.63	millions de dollars des Etats-Unis
Pour la période 1965-1970	:	7.93	- - -
Pour la période 1970-1975	:	12.85	- - -
Pour la période 1975-1980	:	13.70	- - -

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Total pour la période  
1960-1980 : 39.11 millions de dollars des Etats-Unis

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Les chiffres correspondants pour la période 1960-1965 sont les suivants:

1960	:	0.63	millions de dollars des Etats-Unis
1961	:	0.75	- - -
1962	:	0.92	- - -
1963	:	1.06	- - -
1964	:	1.13	- - -
1965	:	1.20	- - -



TOTAL DES DEPENSES NON RENOUVELABLES

64. Les dépenses non renouvelables au titre de l'enseignement primaire sont de quatre sortes : (1) les dépenses non renouvelables afférentes à la construction d'écoles primaires; (2) l'équipement des écoles primaires; (3) la construction de logements pour les maîtres; (4) la construction de bâtiments pour l'enseignement normal et l'équipement de ces établissements.
65. Construction d'écoles primaires : Ainsi qu'il est précisé ci-dessus, il conviendrait de prévoir des locaux pour 53.500 places (soit la moitié de l'effectif scolaire de 1960) et pour 693.000 d'autres enfants qu'il est proposé de scolariser entre 1960 et 1980.
66. On ne dispose pas de données exactes concernant le coût des constructions scolaires. Pour les besoins du plan, il est proposé de prévoir 10 pieds carrés (0,929m<sup>2</sup>) de salle de classe par élève et un coût moyen de construction des bâtiments scolaires (y compris les terrains de jeux, bureaux et resserres, installations sanitaires, ateliers de travaux manuels et cantines scolaires) correspondant à 30 dollars des Etats-Unis par élève.
67. Si l'on admet que les dépenses non renouvelables afférentes aux bâtiments scolaires seront de 30 dollars des Etats-Unis par élève, et si l'on admet en outre que le remplacement des anciens locaux par des locaux neufs s'effectuera de façon régulière pendant toute la durée de l'exécution du plan, le total des dépenses non renouvelables à prévoir à ce titre s'établit comme suit :
- |                           |   |   |   |   |
|---------------------------|---|---|---|---|
| Pour la période 1960-1965 | : | 2.50 millions de dollars des Etats-Unis |   |   |
| Pour la période 1965-1970 | : | 3.87                                    | - | - |
| Pour la période 1970-1975 | : | 6.14                                    | - | - |
| Pour la période 1975-1980 | : | 9.83                                    | - | - |
- 
- Total pour la période  
1960-1980 : 22.39 millions de dollars des Etats-Unis
- 
- Les chiffres correspondants pour la période 1960-1965 sont les suivants:
- |      |   |   |   |   |
|------|---|---|---|---|
| 1960 | : | 0.42 millions de dollars des Etats-Unis |   |   |
| 1961 | : | 0.46                                    | - | - |
| 1962 | : | 0.50                                    | - | - |
| 1963 | : | 0.54                                    | - | - |
| 1964 | : | 0.57                                    | - | - |
| 1965 | : | 0.69                                    | - | - |
68. Equipement des écoles primaires : Compte tenu des conditions locales, l'opinion générale des représentants d'Etats membres réunis à Karachi a été qu'il fallait prévoir 8 dollars par enfant pour le mobilier, le matériel et les auxiliaires de l'enseignement pour les cinq premières années d'études et 12 dollars par enfant pour les deux ou trois années suivantes. Comme le nombre des élèves des cinq premières années devrait correspondre normalement à environ une fois et demie celui des élèves



des deux ou trois années suivantes, l'ensemble des dépenses afférentes au mobilier, au matériel et aux auxiliaires de l'enseignement s'élèvera à environ 10 dollars par enfant.

69. Sur cette base, et pour le nombre d'enfants pour lesquels du matériel doit être fourni (comme indiqué ci-dessus), le total des dépenses non renouvelables s'établit pour cette rubrique comme suit:

Pour la période 1960-1965	:	0.83	millions de dollars des Etats-Unis
Pour la période 1965-1970	:	1.29	- - -
Pour la période 1970-1975	:	2.05	- - -
Pour la période 1975-1980	:	3.29	- - -

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Total pour la période			
1960-1980	:	7.46	millions de dollars des Etats-Unis

---

Les chiffres correspondants pour la période 1960-1965 sont les suivants:

1960	:	0.14	millions de dollars des Etats-Unis
1961	:	0.15	- - -
1962	:	0.17	- - -
1963	:	0.18	- - -
1964	:	0.20	- - -
1965	:	0.23	- - -

70. Construction de logements pour les maîtres : Comme on l'a déjà vu, il faut prévoir des logements pour 50% des maîtres, notamment dans les régions rurales et plus particulièrement pour les institutrices. Aux fins des présents calculs, on admet donc qu'il faudra fournir des logements, d'un coût unitaire de 500 dollars des Etats-Unis, à la moitié du total des maîtres. Le montant des dépenses à prévoir à cet effet s'établit comme suit +) :

Tableau 8

Logements pour les maîtres

(1960-1980)

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	1960-1965	1965-1970	1970-1975	1975-1980	1960-1980
Coût (en millions de dollars des Etats-Unis)	0.69	0.94	1.45	2.34	5.42

Les chiffres correspondants pour la période 1960-1965 sont les suivants:

Tableau 9

Logements pour les maîtres

(1960-1965)

---

	1960	1961	1962	1963	1964	1965
Coût (en millions de dollars des Etats-Unis)	0.10	0.11	0.12	0.16	0.19	0.24



71. Construction de bâtiments pour l'enseignement normal et équipement de ces établissements: Aux fins des présentes évaluations, on admet qu'un établissement d'enseignement normal pourra recevoir 200 élèves. On estime que, pour qu'un établissement de ce genre puisse être doté de locaux et d'un internat suffisants, le total des dépenses non renouvelables devrait s'élever à 200.000 dollars des Etats-Unis. Sur cette base, le montant des dépenses non renouvelables nécessaires à ce titre s'établit comme suit :

Pour la période 1960-1965	:	1.67	millions de dollars des Etats-Unis
Pour la période 1965-1970	:	2.14	- - -
Pour la période 1970-1975	:	3.44	- - -
Pour la période 1975-1980	:	0.14	- - -

---

Total pour la période  
1960-1980 : 7.39 millions de dollars des Etats-Unis

---

Les chiffres correspondants pour la période 1960-1965 sont les suivants:

1960	:	0.33	millions de dollars des Etats-Unis
1961	:	0.33	- - -
1962	:	0.33	- - -
1963	:	0.33	- - -
1964	:	0.33	- - -
1965	:	0.40	- - -

CÔÛT TOTAL

72. Il est maintenant possible de calculer le coût total du programme dont les grandes lignes ont été exposées dans les paragraphes qui précèdent. Ce coût total s'établit comme suit :



Tableau 10  
Total des dépenses  
(1960-1980)

(en millions de dollars des Etats-Unis)

	1960-1965	1965-1970	1970-1975	1975-1980	1960-1980
<u>I. Dépenses renouvelables</u>					
(1) Ecoles primaires	5.75	11.65	24.45	52.05	93.90
(2) Administration, direction et inspection	0.29	0.58	1.22	2.60	4.69
(3) Formation des maîtres	4.63	7.93	12.85	13.70	39.11
<u>Total des dépenses renouvelables</u>	10.67	20.16	38.52	68.35	137.70
<u>II. Dépenses non renouvelables</u>					
(1) Bâtiments scolaires (écoles primaires)	2.50	3.87	6.14	9.88	22.39
(2) Equipement pour des écoles primaires	0.83	1.29	2.05	3.29	7.46
(3) Logements pour les maîtres	0.69	0.94	1.45	2.34	5.42
(4) Ecoles normales (bâtiments et équipement)	1.67	2.14	3.44	0.14	7.39
<u>Total des dépenses non renouvelables</u>	5.69	8.24	13.08	15.65	42.66
<u>III. Total des dépenses (renouvelables et non renouvelables)</u>	16.36	28.40	51.60	84.00	180.36



73. Le tableau ci-dessous donne, pour chacune des quatre périodes quinquennales que comprendra le plan, le total moyen annuel des dépenses à effectuer :

Tableau 11  
Total moyen annuel des dépenses  
(1960-1980)  
(en millions de dollars des Etats-Unis)

	Coût moyen par année			
	Période 1960-65	Période 1965-70	Période 1970-75	Période 1975-80
<b>I. <u>Dépenses renouvelables</u></b>				
(1) Ecoles primaires	1.15	2.33	4.89	10.41
(2) Administration, direction et inspection	0.06	0.12	0.24	0.52
(3) Formation des maîtres	0.92	1.58	2.57	2.74
<u>Total des dépenses renouvelables</u>	2.13	4.03	7.70	13.67
<b>II. <u>Dépenses non renouvelables</u></b>				
(1) Bâtiments scolaires (écoles primaires)	0.5	0.77	1.23	1.98
(2) Equipement des écoles primaires	0.17	0.26	0.41	0.66
(3) Logements pour les maîtres	0.14	0.19	0.29	0.47
(4) Ecoles normales (bâtiments et équipement)	0.33	0.43	0.69	0.03
<u>Total des dépenses non renouvelables</u>	1.14	1.65	2.62	3.14
<b>III. <u>Total des dépenses (renouvelables et non renouvelables)</u></b>	<b>3.27</b>	<b>5.68</b>	<b>10.32</b>	<b>16.81</b>

74. Comme le montrent les tableaux qui précèdent, le total des dépenses au titre de l'enseignement primaire augmentera très rapidement entre 1960 et 1980. Entre 1960 et 1965, il représentera environ 1.31 dollars des Etats-Unis par habitant et par an. Puis il passera à 2.03 dollars pour



la période 1965-1970, à 3.23 dollars pour la période 1970-1975 et à 4.67 dollars pour la période 1975-1980.

75. Les principaux points qui caractérisent ce plan sont les suivants: accroissement de la population; accroissement des effectifs des écoles primaires; augmentation du taux de ces dépenses par habitant. Le tableau ci-dessous indique quelles seront ces progressions pour chacune des 4 périodes quinquennales.

Tableau 12  
Progrès prévus par le plan  
(1960-1980)

	Moyennes			
	1960-65 (1962)	1965-70 (1967)	1970-75 (1972)	1975-80 (1977)
Indice de la population (1962=100)	100	112	128	144
Indice des effectifs des écoles primaires (1962=100)	100	165	273	452
Indice du montant global des dépenses (1962 = 100)	100	174	316	514
Indice du chiffre moyen de dépenses par habitant (1962 =100)	100	155	247	356

Cette progression est illustrée dans le diagramme 3.

76. Le tableau ci-dessous montre comment progressera le total annuel des sommes consacrées à l'enseignement primaire au cours de la période 1960-65.



Tableau 13

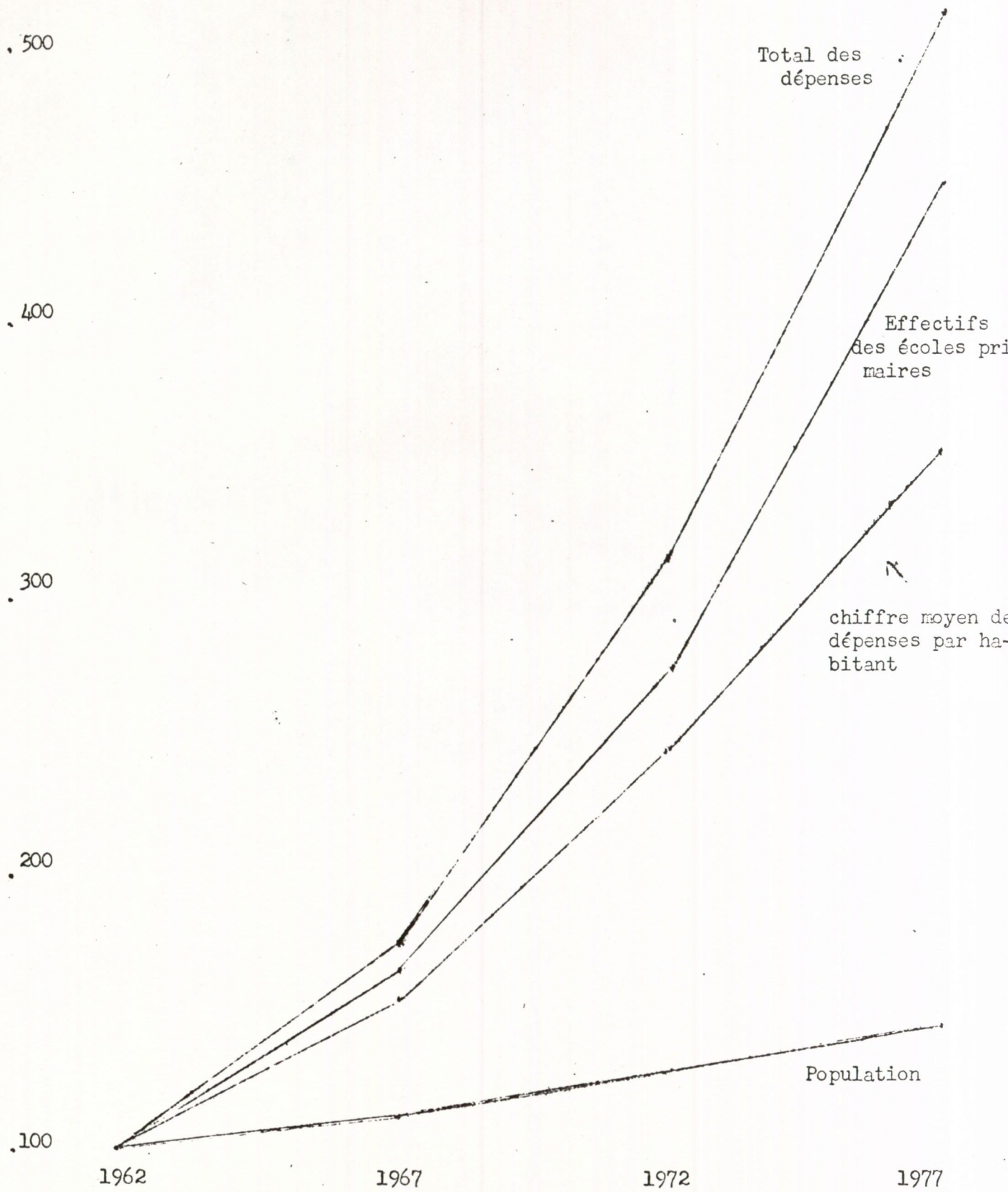
Total des dépenses au titre de l'enseignement primaire  
(1960-1965)  
(en millions de dollars des Etats-Unis)

	1960	1961	1962	1963	1964	1965
<b>I. <u>Dépenses renouvelables</u></b>						
(1) Enseignement primaire	0.86	0.99	1.15	1.33	1.54	1.77
(2) Administration, direction et inspection	0.04	0.05	0.06	0.07	0.08	0.09
(3) Formation des maîtres	0.63	0.75	0.92	1.06	1.13	1.20
<u>Total des dépenses renouvelables</u>	1.53	1.79	2.13	2.46	2.75	3.06
<b>II. <u>Dépenses non renouvelables</u></b>						
(1) Bâtiments scolaires (enseignement primaire)	0.42	0.46	0.50	0.54	0.59	0.69
(2) Equipement pour l'enseignement primaire	0.14	0.15	0.17	0.18	0.20	0.23
(3) Logements pour les maîtres	0.10	0.11	0.12	0.16	0.19	0.24
(4) Ecoles normales (bâtiments et équipement)	0.33	0.33	0.33	0.33	0.33	0.40
<u>Total des dépenses non renouvelables</u>	0.99	1.05	1.12	1.21	1.31	1.56
<b>III. <u>Total des dépenses (renouvelables et non renouvelables)</u></b>	2.52	2.84	3.25	3.67	4.06	4.62



Diagramme 3

LAOS





F. OBSERVATIONS

77. Il convient d'apporter certaines réserves au plan dont il vient d'être question ainsi qu'à ses perspectives financières.
78. Indice des prix: Les prévisions financières ont été faites sur la base des prix de 1960. Or, le coût de l'éducation s'élève ipso facto si les prix montent. Mais comme il n'est pas possible de prévoir dans quelle mesure le coût de la vie augmentera dans la région au cours des vingt prochaines années, il a été décidé que les incidences financières du plan seraient calculées uniquement sur la base des prix pratiqués en 1960. S'il y a une hausse générale des prix, les présentes prévisions devront donc être modifiées en conséquence.
79. Nécessité de coordonner le développement de l'enseignement primaire, de l'enseignement secondaire et de l'enseignement supérieur: Il ne faut pas oublier que l'enseignement primaire ne peut progresser isolément. Non seulement une pareille expansion de l'enseignement entraînera un important développement de l'enseignement secondaire, mais elle s'appuiera sur ce développement; d'une part, en effet, beaucoup des élèves qui auront reçu une instruction primaire voudront poursuivre leurs études vers le second degré; d'autre part les nombreux instituteurs dont l'enseignement primaire aura besoin devront être formés dans des établissements du second degré. De leur côté, les universités devront former les nombreux professeurs d'école normale et administrateurs de l'enseignement qu'exigera la réalisation de ce programme. Il est donc évident que le programme de développement de l'enseignement primaire devra être complété par des programmes d'expansion et d'amélioration de l'enseignement secondaire et de l'enseignement supérieur. Nous avons laissé de côté ces aspects du problème parce qu'ils sortent manifestement du cadre de cette enquête. Mais on espère que les Etats membres ne les perdront pas de vue et qu'ils prendront, dans leurs plans nationaux de développement de l'éducation, les dispositions nécessaires pour assurer l'expansion de leur enseignement secondaire et supérieur.



ANNEXE STATISTIQUE

- I. Le nombre des nouveaux maîtres dont on aura besoin de 1960 à 1980, par période quinquennale, pour assurer le remplacement des départs a été déterminé de la façon suivante :
1. On a calculé pour 1960, 1965, 1970, 1975 et 1980 le nombre des maîtres qui seront vraisemblablement en service. Par interpolation logarithmique, on a alors déduit le nombre des maîtres qui seront en service pour chaque année des quatre périodes quinquennales successives.
  2. Pour chaque année des périodes quinquennales, le nombre des maîtres à remplacer a été évalué à 5% du nombre total des maîtres en fonctions l'année précédente.
  3. En additionnant le produit de ces évaluations pour chaque période quinquennale, on obtient le nombre total de nouveaux maîtres à prévoir pour assurer le remplacement des départs.

- II. On pourrait objecter que, vers la fin de la période de vingt années dont il est ici question, il conviendrait d'adopter un taux de renouvellement moins élevé pour les raisons suivantes :
1. Les créations de postes devant augmenter la proportion des nouveaux maîtres (c'est-à-dire des maîtres jeunes), l'importance relative des mises à la retraite tendra à diminuer.
  2. Le relèvement de la rémunération des maîtres tendra probablement à diminuer le nombre des maîtres qui abandonnent l'enseignement pour choisir une autre profession.

Deux raisons peuvent toutefois être invoquées en faveur du maintien du taux de renouvellement à 5% par an pour l'ensemble de la période 1960-1980:

- (1) Ce taux de renouvellement étant déjà assez arbitraire, il semble bien inutile, dans l'état actuel des choses, de vouloir le compléter par un facteur tendant à le réduire.
- (2) L'accroissement envisagé des effectifs scolaires suppose nécessairement une augmentation très rapide du nombre des filles inscrites dans les écoles primaires. On aura donc vraisemblablement besoin d'un plus grand nombre d'institutrices. Mais il est probable que beaucoup de ces institutrices, qui se marieront, n'exerceront que pendant relativement peu de temps. Une augmentation importante du nombre des institutrices tendra donc à accroître le taux de renouvellement. On ne peut prévoir dans quelle mesure cet accroissement compensera la diminution provoquée par l'amélioration des traitements et par les modifications de la structure par âge du corps enseignant.

- III. 1) L'évaluation du nombre d'élèves que devront recruter les écoles normales repose sur les hypothèses suivantes :

- (1) Le nombre total des élèves qui obtiendront le certificat



d'aptitude à l'enseignement doit être égal à celui des nouveaux maîtres nécessaires durant chaque année de la période considérée.

- (2) Les défections sont évaluées à 10 % de l'effectif total de la première année si la durée des études est de 3 ans, et à 15% de cet effectif si les études durent 5 ans. On a admis que les défections se répartissent régulièrement sur toute la durée des études.
  - (3) Il n'a pas été tenu compte des redoublements de classe.
- 2) Le nombre d'élèves que devront recruter les écoles normales pour chacune des périodes quinquennales qui se succéderont de 1960 à 1980 a été évalué comme suit :
- (1) Les besoins en nouveaux maîtres pour la période 1966-1970 (c'est-à-dire de 1966 à 1970 inclus) seront approximativement égaux à 5 x Besoins 1968. Des chiffres correspondants peuvent être calculés pour les périodes suivantes.
  - (2) 5 x Besoins 1968 (Nombre de maîtres en exercice en 1970 - Nombre de maîtres en exercice en 1965) + 5 x Maîtres qu'il faudra remplacer en 1967, etc.
  - (3) En prenant pour base le nombre de maîtres en 1965 et 1970, on a évalué le nombre correspondant pour 1967 par interpolation logarithmique.
  - (4) Nombre d'élèves dans les E.N. en 1965 =  $10/9 \times$  Besoins en Maîtres 1968 +  $10/9 \times 96,45 \times$  Besoins 1967 +  $10/9 \times 96,45 \times$  Besoins 1966, etc. Ce qui donne approximativement: Elèves en 1965 = 3,21 Besoins 1968.
- 3) En ce qui concerne la première période quinquennale, les calculs ont été effectués pour chaque année.
- 4) Pour la période 1975-1980, le nombre d'élèves dans les E.N. 1980 est évalué à : E 1980 : 3,21 B83. Les Besoins 1983 sont calculés d'après M. 1982 et M. 1983. On a admis que le nombre de maîtres en 1982 et en 1983 s'accroîtrait proportionnellement à celui des habitants (extrapolation à partir de 1980). Cette dernière hypothèse a pu être adoptée du fait que les autres facteurs ne subissent pas de changement. Par exemple: nombre d'élèves par maître = 35:1, et effectifs de l'enseignement primaire = 20% de la population totale.
- 5) Pour les études d'une durée de 5 ans, les évaluations s'appuient sur des hypothèses analogues, et le système de calcul employé est le même.

#### IV.

Le montant des dépenses renouvelables afférentes à l'enseignement primaire a été évalué, pour chacune des périodes quinquennales (ainsi comptées : 1960-1965, c'est-à-dire de 1960 à 1964 inclusivement, etc.), de la façon suivante:

- (1) En se fondant sur le nombre d'élèves inscrits dans les écoles primaires en 1960, 1965, 1970, 1975 et 1980, on a évalué par



interpolation logarithmique les chiffres correspondants pour 1962, 1967, 1972 et 1977.

- (2) Partant de l'hypothèse du "coût par élève" en 1960, en 1965, en 1970, en 1975 et en 1980, on a évalué par interpolation arithmétique ce coût pour 1962, 1967, 1972 et 1977. Cette méthode simplifiée de calcul a été choisie parce que l'on sait que l'augmentation du coût par élève résultera du programme appliqué.
- (3) Les points(1) et (2) permettent alors de calculer le total des dépenses afférentes à l'enseignement primaire en 1962 (coût par élève en 1962 x nombre d'élèves en 1962). Les chiffres correspondants pour 1967, 1972 et 1977 peuvent être obtenus de la même façon.
- (4) Le total des dépenses afférentes à la période 1960-1965 est très voisin du chiffre qu'on obtiendra en multipliant par cinq les dépenses afférentes à l'année 1962, etc.

V. Dans les évaluations du coût des logements pour les maîtres et des locaux destinés aux écoles normales, il a été admis que 50% des bâtiments en service en 1960 devraient être remplacés au cours de la période 1960-1980. (Pour les écoles normales: 33% des bâtiments considérés comme existant en 1960.)



KINGDOM OF LAOS  
PRESIDENT OF THE COUNCIL OF MINISTRIES

PRESIDENTIAL DECREE  
concerning the organization of the  
National Education Center; the Prime  
Minister - President of the Council;  
Minister of the Plan; of Public Works;  
of Social Affairs; of Public; of  
Health; and of Justice.

WHEREAS, the Royal Ordinance No. 100 of the 2 April 1952 concerning reorganization of the Council of Ministers;

WHEREAS, the Royal Ordinance No. 36 of the 24 January 1959 concerning nomination of the members of the Royal Government of Laos;

WHEREAS, the Royal Ordinance No. 203 of the 13 September 1957 concerning the creation of the SISAVANG VONG UNIVERSITY:

UPON , the proposal of the Ministry of Education;

WHEREAS, the Council of the Cabinet approved (meeting of the 4 March 1959)

CHAPTER I

STANDARD PROVISIONS

Article 1: The purposes of the National Education Center, established under Royal Ordinance No. 164 of June 30, 1958, within the frame of the SISAVANG VONG UNIVERSITY, are:

1. - the recruitment and the training of:
  - teaching personnel
  - Administrative and control personnel
  - economic and supervisory services personnel
2. - the improvement and instruction of personnel through special courses of instruction.
3. - researches and surveys related to education and to pedagogy in its widest meaning; upon these grounds, assist the Minister of Education in seeking solutions for problems with which the department is concerned.



Article 2: The National Education Center will admit pupils and students as well as male and female officials corresponding to the following categories:

- A. - Teaching personnel.
- B. - Administrative and Control personnel.
- C. - Economic and supervisory services personnel.

A. - Teaching Personnel Intended

a) for primary education:

Category 1. - Students who intend to take up the position of masters and assistant teachers in elementary schools. They will be recruited through competitive examination at the level of the Primary School Certificate, then at the level of Mathayom II, corresponding to the 2nd year of the secondary education. The duration of their studies will be one year; it will be extended later to two years.

Category 2. - Students who intend to take up the career of teachers in primary schools providing complete course. They will be recruited from competitive examination at the level of the Primary School Certificate, then at the level of Mathayom II. The duration of their studies will be four years, then five years.

b) for secondary education:

Category 3: - Students who intend to take up the career of professors in secondary education. They will be recruited from competitive examination at the level of the Diploma of the first cycle of secondary education. The duration of their studies will be four years, then five years.

Category 4. - Students who intend to take up the career of licenciated, certificated or certified professors in provincial education canters, lycees (Senior High School) or colleges. They will be recruited through competitive examination at the level of the first then the second year of the high school. The duration of their studies will be respectively five years and then four years.

c) for vocational training:

Category 5. - Students who intend to take up the position of instructors or professors in vocational training. They will be recruited from competitive examination among certificated students of the vocational sections. The duration of their studies will be from two to four years.

d) for physical, education, sports, and youth movement training:



Category 6. - Students who intend to take up the position of monitors and physical training professors and animators of youth. They will be recruited from competitive examination at the level of the Primary School Certificate and of the DEPC. The duration of their studies will be respectively one and two years.

B. - Personnel of Administration and of Control

Category 7. - Applicants to the position of principals of schools. They will be recruited among school-teachers and professors having at least five years in actual teaching as masters. The duration of their studies will be one year.

Category 8. - Applicants to the position of pedagogical advisors and inspectors. They will be selected among members of the teaching corps having at least 10 years of teaching, and at least 5 years of which has been as headmaster. The duration of their studies will be one year.

C. - Personnel of Economic and Supervisory Services

Category 9. - Applicants to the position of bazaars; they will be recruited among school-masters and professors having at least three years of teaching and among young men and young girls in possession of a commercial or accounting certificate at the level of the DEPC and who are at least 21 years old.

Category 10. - Applicants to the position of supervisors. They will be recruited:

- Supervisors general: among school-teachers and professors having at least five years in teaching.

- Assistant-masters and masters of resident and non-resident students: among school-teachers and also among young men and young girls having a school certificate from the first cycle of secondary education and who are at least 18 years old.

Article 3: - Pupils and students from the categories 1 to 6 mentioned in Article 2 will receive a scholarship, amount of which will be determined by decision of the Minister of National Education. Applicants to other categories will continue to receive salaries, allowances and other payments according to their status and to the area of Vientiane.

Article 4: - The number of pupils, students or applicants to various categories to be admitted to the National Education Center will be determined by decision of the Minister of National Education within the month of June of each year. This Decree will be issued to the chief towns of all Khouengs (provinces).



CHAPTER II

RECRUITMENT

SECTION I

Categories 1 to 6

Article 5: -- The recruitment will be made normally through the channels of competitive examinations.

Article 6: - Nobody shall be admitted to one of the six referred categories if he does not justify:

1. - that he is Lao citizen;
2. - that he has never been tried in a criminal court or convicted to penalty of more than 5 days' imprisonments;
3. - that his health is fitted to serve the education of the country;
4. - that he is holder of a certificate or diploma required for his category;
5. - applicants shall be at the age:
  - a) not less than 17 and not more than 23 for the 1st category.
  - b) not less than 14 and not more than 20 for the 2nd category.
  - c) not less than 16 and not more than 20 for the 3rd category.
  - d) not less than 17 and not more than 20 for the 4th category.
  - e) not less than 16 and not more than 21 for the 5th category.
  - f) not less than 17 and not more than 23 for the 6th category.

Waiving of the age limit may be granted by the Minister of Education upon recommendation of the Principal of the Center.

Article 7: - Records of applicants shall be addressed to the Khoueng's office prior to July 15 of each year. They will include the following documents:

1. Birth certificate or attested affidavit in lieu thereof;
2. Extract of the Police Records (Bulletin No. 3);



3. Health certificate for serving in education issued by the Health Officer of the province within the jurisdiction of which the applicant is domiciled. This certificate will bear the regulation photo;
4. A promise to serve in teaching during ten years reckoning from the date of leaving the Center subject to a full refunding of scholarships, salaries, allowances received during the whole schooling time;
5. Certified copy of any certificate or diploma which is a prerequisite for the category for which the applicant submits the application.

Article 8: - The list of applicants admitted to attend the competitive examination will be decided by the Minister of National Education not later than August 15. It will be advertised in the Chief towns of all Khouengs at least ten days before the date of the examination which will take place during the latter half of September.

Article 9: - Competitive examinations will be conducted in various towns determined every year by the Minister of National Education. The supervising commissions will include:

- The Chaokhoueng or his representative.....Chairman
- The inspector of the Provincial Schools.....Member
- The Principal of the Provincial Education Center,  
or Lycee, or College..... "
- A Professor of Secondary Education..... "
- A Teacher from a Primary School ..... "

Article 10: - The content of these competitive examinations will be determined for each category by the Minister of National Education who will choose the subjects according to proposal of the Director of Personnel Training, he will send them to the Supervising Commission in the various examination centers.

Article 11: - The procedure to be followed for competitive examinations will be in compliance with the provisions bearing on regulations of examinations and competition of the Ministry of National Education.

Article 12: - The list of applicants admitted to competitive examinations will be determined by the Minister of National Education. It will be made known, without delay, in the chief towns in each Khoueng, to the School Inspector's Office, and to all important educational organizations.

## SECTION II

### Categories 7, 8, 9 and 10

Article 13: - Applicants who fulfill required conditions mentioned in above Article 6 and who desire to attend one of these courses of categories 7, 8, 9 and 10, shall submit an application.



Article 14: - Application documents shall be addressed to the Ministry of National Education prior to July or each year enclosing following papers:

1. Birth certificate or attested affidavit in lieu thereof;
2. Extract of the Police Records, if applicants are not officials. (Bulletin No.3);
3. Health certificate for serving in education issued by the Health Officer of the province within the jurisdiction of which the applicant is domiciled; (This certificate will bear the regulation photo.)
4. Certified copies of certificates, diplomas, and copies of appointment decrees, and of inspection marks for officials.

Article 15: - These documents will be reviewed by a Special Commission appointed by the Minister of National Education. The Director of Personnel Training or his representative will be the Chairman of this Commission. The Director General and other Directors of the Ministry of National Education will be its ex-officio members. Three other members will be chosen each year by the Minister of National Education from among School Inspectors and Chiefs of Institutions.

Article 16: - The Selection Commission will submit the list of proposed applicants for the approval of the Minister. After the approval of this choice, the list of admitted applicants will be published without delay at the chief town in each Khoueng.

### CHAPTER III

#### STUDIES, EXAMINATIONS, AND DIPLOMAS

##### SECTION I

##### Categories 1 to 6 inclusive

Article 17: - The duration of courses is determined in Article 2 for each category from 1 to 6 inclusive.

Article 18: - Courses will begin on the first Monday of October of each year and terminate on June 30 of the next year.

Article 19: - Students of categories 1, 2, 3, 5 and 6 will go through a trimestrial examination for each subject taught, students in category 4 will be examined annually.

These examinations will include written or verbal tests and serve as a basis for rating at the end of the year, each student being marked on a scale from zero to twenty.



Pupils and students of the first six categories also will receive grades on aptitude for teaching based on the courses which they will be given in the School of Instruction at the Center, and on their supervised teaching. These grades will count for half of the total of points given.

Article 20: - Nobody will be permitted to pass from one class to a higher class if he does not obtain adequate average.

Peculiar inaptness, customary unwillingness and/or serious mistakes against discipline may entail exclusion from the Center by decision of the Disciplinary Council.

Students of Category 4 will be excluded from the School if they fail at two sessions of the second bachelorship at the end of the first year; if they do not obtain, at least, a certificate of teaching license after the end of the second school year; if they do not obtain, at least, a second certificate of teaching license after the third school year; if they do not obtain the full license and the High Studies Diploma after the fourth school years; and the Certificate of Capacity in Education at Education Center, Lycees, and Colleges after the fifth school year.

Article 21: - Certificates, titles, and diplomas will be issued to pupils and students who have obtained the average equal to or higher than 10 with the following mentions:

- fair : 10 to 11.9
- fairly good: 12 to 13.9
- Good : 14 to 15.9
- very good : 16 or higher

## SECTION II

Categories 7, 8, 9 and 10

Article 22: - The duration of studies is one year for the categories 7, 8, and 9. Courses will begin the first Monday of October in each year and terminate on June 30 of the next year.

Applicants in Category 10 will attend:

- a probation training of one month organized during the school summer holidays.
- a probation teaching term of 30 months in a school.

Dates of these probations will be determined each year by the Minister of National Education according to proposal of the Director of Personnel training.

Article 23: - Studies of applicants for the position of School Principal (category 7) will bear on:



- general culture
- professional ethics
- school administration and organization
- child psychology
- theoretical and practical pedagogy

and other courses left to the option of male students:

- agriculture
- or handicraft

for female students according to above Chapter IV.

Article 24: - At the end of the year, applicants of this category will obtain an aptitude mark reckoning as a quarter of points in the making up of their final marks. They will sit for other teaching subjects for the remainder of their points.

Article 25: - Studies of applicants for the positions of pedagogical Advisors and of Inspectors will bear on:

- general culture
- ethics and sociology
- school administration and organization
- child psychology
- the practice of inspection and on-the-job training of school teachers.

Article 26: - Applicants of Category 8 will compose, during the third quarter, a theme of 20 typed pages on the pedagogy and method of teaching at various levels (elementary, primary, and secondary). This theme will be reckoned as a quarter of the total points in making up their final marks. Applied pedagogy and teaching qualities will be reckoned as the second quarter. Marks granted for compositions in other subjects at the end of the year will be reckoned as the latter half of the 20 possible points.

Article 27: - Applicants for the positions as bazaars (Category 9) will follow courses bearing on:

- administration and operation of schools
- school financing and the management of accountancy
- stewardship and procurement.



Article 28: - Applicants in Category 9 will go through, at the end of the year, three examinations bearing on each of the three subject matter area. (Article 27).

Article 29: - Courses for Category 10 will included:

- fundamentals of school administration and organization
- elementary principles of psychology
- elementary principles of leisure organizations  
(libraries, plays, sports, games, movies, stage, etc.)

Article 30: - At the end of the training, applicants of the Category 10 will sit for an examination on a subject relevant to content mentioned in Article 29. The mark of this examination will be reckoned as one quarter of the total points in making up the final mark.

The remaining points will be obtained from marks given to the applicant at the end of the probation which he will achieve in a school under the control and guidance of the Institution Chief.

Article 31: - Examinations will include written and oral tests and will serve as the year-end rating, each of them being marked from zero to 10.

Article 32: - Only those who have obtained the average 10 out of 20 will receive diplomas.

Article 33: - Diplomas will be issued with the mention corresponding to that listed in Article 21.

Article 34: - Programs and schedules intended for pupils, students, and applicants of various categories mentioned above will be determined by decrees of the Minister of National Education upon the recommendation of the Principal of the Center.

#### CHAPTER IV

##### SPECIAL PROVISIONS RELATING TO YOUNG GIRLS

Article 35: - Special program arrangements will be made for female students and/or officials appertaining to the following categories:

- Category 2, training of school mistresses for primary schools.
- category 3, training of professors for secondary education
- category 6, training of monitors and professors of physical education.
- category 7, training of principals for schools



Special educational courses appropriate for women will be effected; for instance, domestic arts, rearing of children, sanitation and elementary medical cares, all of which is of a prime concern to future mothers and to the future of the country.

Article 36: - Learned matters will be subject to special tests upon completion of the term's work at any level.

Article 37: - A model boarding-in for girls will be set up as soon as possible within the scope of the Center. Under the over-all supervision of the Principal, it will be directly supervised by woman who may be selected from the educational staff.

Article 38: - This Directress for the boarding school and for the education of girls will be appointed by the Minister of National Education upon the recommendation of the Director of Personnel Training.

#### CHAPTER V

##### REFRESHER COURSES AND SPECIAL PROBATIONS

Article 39: - Refresher courses intended for teachers, controllers, and administrative personnel will be set up at the National Education Center. The duration and content of the programs will be determined by decree of the Minister of National Education upon recommendation from the Director of Personnel Training.

Article 40: - Personnel on probation will obtain a certificate which will mention the given marks and the appraisal of the Principal of the refresher course. These mentions are those indicated in Article 21. They will stand for proposal on the promotion roster.

Article 41: - The National Education Center will provide also special training programs which may be started not only for teaching, controlling, and administrative Lao personnel, but also for Foreign students or other applicants upon Ministerial decisions.

Programs and duration of these courses of study will be subject to decrees of the Minister of National Education based upon recommendations made by the Director of Personnel Training.

Article 42: - Special refresher courses for monk-teachers will be set up at the Center. Their duration will be one school year, from the first Monday of October to next June 30.

Article 43: - Applicants are recruited with competitive examination from among former pupils of Pali schools, who have had at least four years of formal education.



The Director of Worships will be an ex-office member of the Commission in charge of checking the tests.

Article 44: - A certificate will be issued to probationers who have obtained satisfactory marks enabling them to teach in primary school of the first cycle.

CHAPTER VI

SCHOOL OF INSTRUCTION

Article 45: - The National Education Center includes in a parallel direction with the training classes, Schools of Instruction for all levels. These institutions will give to pupils, students, and probationers of any level a practical, methodical, and controlled apprenticeship.

Each of these Schools of Instruction will be set up at an appropriate time by the Minister of Education upon the recommendation of the Director of Personnel Training.

Article 46: - Programs, schedules, and internal regulations of these schools are the same as those schools of comparable levels.

CHAPTER VII

ADMINISTRATION OF THE CENTER

Article 48: - A Board of Directors for the Center is set up, which is to give advice and to make suggestions relating to all important questions which are submitted to it for its consideration with respect to the smooth running of the Center.

The Board meets at least once a quarter upon notice of the Principal of the Center who draws up the agenda for each session.

The Board includes:

- The Minister of Education or his representative .....Chairman
- all Directors of Education and of Personnel Training .....Members
- the Principal of the Center ..... "
- the Deputy-principal ..... "
- all Principals of Application Schools ..... "
- two representatives of student parents ..... "
- one representative of former students ..... "
- the Head-secretary ..... "

The Chairman may invite any other persons, whether or not he is an employee of the Lao Ministry of Education, to attend one or several sessions of the Board as members when their abilities seem to be useful to the particular purposes which the said Board has in view.



Article 49: - Duties of the Principal are as follows:

- he assumes the responsibility of any activities of the Center and assures the control of them;
- he has authority over all teaching and administrative personnel who are on duty or on probation in the Center;
- he is responsible for the organization and the discipline of the Center;
- he prepares any texts and regulations concerning the running of the Center intended for the Director of Personnel Training;
- he arranges entrance examinations, courses of study, programs and schedules, examinations, and practice teaching for students.

Article 50: - The Deputy-principal helps the Principal with all of his duties upon request.

He may receive the delegation of power or of signature with a view of assuming fully one or several duties devolving to the Principal.

In case or absence of the Principal, he takes over automatically the principal's duties upon condition of reporting when the Principal returns.

Article 51: - Under the authority of the Principal who is the only authorized representative of the Center, the Bazaar is in charge of material operations of the Center; buildings - constructions - repairings - housings - material - furnitures - accommodations of any kinds - food control - budget - boardings - requisites.

Article 52: Under the order of the Deputy-principal, the Vice-principal is in charge of the general discipline of the Center.

Article 53: The Head-Secretary is in charge of helping the Principal in his administrative duties.

Article 54: - Professors or lecturers are appointed or assigned by the Minister of Education upon recommendation of the Director of Personnel Training.

Article 55: - Secretaries, supervisors, and personnel for offices are recruited and employed by the Principal of the Center.

Article 56: - For allocations of allowances, bonus, and privileges provided for in the Royal Ordinance No. 34 of Feb. 18, 1957, and also amendments in subsequent bills:

- The Principal and the Deputy-principal are officials of the A-1 category;
- The Bazaar and the Head of Boarding and of women's education are officials of the A-2 category;
- The Vice-principal and the Head-secretary are officials of Category B.



CHAPTER VIII

TRANSITORY AND FINAL PROVISIONS

Article 57: - For the first year, time schedules, dates, limits, durations, or levels fixed by the present decree may be waived on a temporary basis.

These waivers will be subject to the decision of the Ministry upon recommendation of the Director of Personnel Training.

Article 58: - Only students of the first and the second categories will be recruited for the first year. Studies of other levels will be progressively started according to possibilities at the Center.

Article 59: - In so far as it concerns them, the Minister of Education and of Worship, the Minister of Finance, and the Principal Private Secretary of the Prime Minister's Office are responsible for the carrying out of the present decree.

Viewed by the Financial Controller  
S/No. 2516 of the 19 March 1959

Vientiane, 31 March 1959

(Signed by): \_\_\_\_\_  
Phoui Sananikone  
Prime Minister and President  
the Council of Ministers

\_\_\_\_\_  
Thao Leuam  
Minister of Finance

\_\_\_\_\_  
Inpeng Suryadhay  
Secretary of State for Education

To be implemented by the Director General of Education

Tay KEOLUANGKHOT