

(Unofficial Translation)

JOINT DIRECTIVES

From : Prime Minister of National Defense
Minister of Interior

Subject : Powers and functions of Chaokhoueng, Chaomuong and Tasseng.

All principles and particulars concerning this subject have been specified in the general Directives of the Presidency of the Council of Ministers, No. 2681/PC/Pers. dated December 31, 1957, related to the powers of the Chaokhoueng, and No. 2199/PC/Pers. dated November 12, 1959, related to the powers of the Chaomuong, Tasseng, or the Rural Administrative Chief.

Others are:

a) Presidential Order No. 412/PC dated September 13, 1961, designated the Administrative Council of the Khoueng, of the Muong, of the village, and of the post, in order to strengthen the relationship between the Chaokhoueng, the Chaomuong, Tasseng, Chief of Administrative post, and the Chiefs of the Technical Offices attached to that Khoueng, Muong, or village, and to obtain cooperation and coordination in keeping law and order, and in making development within the jurisdiction of that Khoueng, Muong and village.

b) Order in Council No. 127, dated May 22, 1958, amended by the Order in Council No. 208, dated August 2, 1960, designated the Chaokhoueng as the Deputy Treasurer authorizing payment to be made from the National Budget, officially allocated for each section in his Khoueng, in the name and on the account of the Ministry of Finance. According to this principle, in his capacity of the Official Disbursing Officer, he is also an Official Auditor.

c) Order in Council No. 188, dated July 19, 1959, pertained to the general principles of coordination in the maintenance of law and order between the Military Organization and the Civil Administration Organization, and the general principles pertaining to the powers and authority given to the Civil Administration to request for military units to maintain law and order during the critical situation.

However, it has been noted that these principles have not been prudently and discreetly complied with, causing the insufficiency and the ineffectiveness in the governmental administration from time to time.

In reality, in the administrative performance of the country, it is generally taken for granted that the Khoueng is one of the Administrative areas of the State, with the Chaokhoueng acting as the sole representative of the government in that area. All powers are thus put in the hands of the Chaokhoueng, who is responsible to the Central Government, while the other governmental technical services, namely: Public Works, Public Health, Veterinary Service, Education, Theological Service, Agriculture and Livestock Breeding, Forestry and Irrigation, Customs and Excise, Military, Police and others which are designated and attached to each Khoueng to be put under the disposal of the Chaokhoueng for the administrative purposes, for the development of the area, and for the maintenance of law and order for the population of the area, according to the particular functions and responsibilities of each service. It is the duty of the Chaokhoueng to initiate the creation of the plan of activities to be performed within his Khoueng in compliance with the principles and the policy of the government, and to order and instruct those services within the Khoueng to have those plans executed according to their capacity. Thus, the Chiefs of those services must give close and direct cooperation and collaboration to the Chaokhoueng. To obtain these objectives, an Administrative Council is thus established composed of the Chaokhoueng who acts as the Chairman, and all Chiefs of Services within the Khoueng who act as members of

that Council. The function of this Council is to meet, to discuss and to make decisions on various subjects every week in the same manner as the Council of Ministers in the government circle. If all parties concerned understand and pay much attention to these principles, the administrative work of our country would meet with more progress and efficiency.

Therefore, all the Chiefs of Services attached to the Khoueng, Muong, Tasseng and village, and the Chaokhoueng, Chaomuongs, Tassengs and village chiefs, are hereby requested to perform their tasks according to the principles and policies laid down herein, together with those attached to this joint directive, in a careful, cautious and prudent manner reckoning from the date of receipt of this directive. A meeting should be held for the Chaokhoueng, Chaomuongs, Tassengs, Chiefs of villages and all Chiefs of Services within the Khoueng, the Muongs, the Tassengs and the villages of that Khoueng to discuss and to consider these principles and directive and to execute them accordingly.

	Vientiane, August 18, 1964
(Signed)	Prince Souvanna Phouma (Chao Kromeana) Prime Minister, Minister of National Defense.
(Signed)	Phagna Pheng Phongsavan Minister of Interior.

Outgoing No. 106/ND, August 25, 1964

Certified True Copy:

(Signed) Phagna Khamsene Bounyaseng
Director General of Interior.

Copy to:

Prime Minister - "for report"
All Ministers - "for information and to give instruction to all Chiefs of Services attached to each Ministry, and to comply with these directives".

Kingdom of Laos
Presidency of the Council of Ministers

No. 2681/PC/Pers.
Date: 12/31/57

(Copy)

To : All Chaokhouengs of the Kingdom
Chief, Vientiane Municipality

From: Prime Minister
President of the Council of Ministers

Thru: H. E. Minister of Interior - to communicate with all other Ministers.

General Directives on the powers of the Chiefs of the Provinces

I. The Chaokhoueng is the sole representative of the Government in the Province.

The Chiefs of the Provinces do not exercise their prerogatives with which they are vested by the law; often everything is carried out as if the Services or a certain number of them would tend to free themselves from any dependence with regard to the Chief of Province by covering themselves from the principle of technicality. This too widely interpreted state of thing may be the desire of certain "Chiefs of Provincial Services" to affirm their autonomy and to free themselves from a guardianship which is considered as being embarrassing.

This situation should not continue because it exerts itself to the detriment of the general interest and leads to the disintegration of the central power and to its dilution between several more or less autonomous administrations.

A more strict discipline must be required from all. In each area, there can be only one authority who is responsible to the Government. All Services should be reminded that they work, each in their specialty, for the account of the Royal Government, that is for the whole country. It is necessary and urgent to regroup in each province the Services and the agents of the State around the representative of the Government, that is around the Chaokhoueng.

The aims of these directives are to recall to mind of the position of the Chaokhoueng in the province and to specify his principal powers.

II. General powers of the Chief of Province.

A.) First of all, the Khoueng is an administrative area of the State; the Chaokhoueng is thus the representative of the Central Power, that is, of the Government in the province..

The Chaokhoueng thus has the following powers:

1) The Chaokhoueng exercises his authority directly, in the name of the Government and according to instructions which he receives from the Presidency of the Council of Ministers and from the Minister of Interior, in the fields for which he is immediately responsible: political field, internal security, general administration and Services attached to the Administration. He acts through the Services which are placed directly under his authority, especially through the Chiefs of the Muongs.

2) The Chaokhoueng controls and supervises the Services of the State as represented in the province, except the Service of Justice which constitutes a separate power, and coordinates their activities. With regard to these Services, namely "Technical Services", he has the moral, political and disciplinary authority.

3) The Chaokhoueng exercises his power of guardianship on the secondary communities, that is: principally the Tassengs and the villages in those fields when these communities have received or exercised an executive power or an administrative power. These are particularly concerned with the works and the services called "common land", which exist only as the custom and tradition, since officially there is no text establishing the districts and villages into decentralized communities.

The Chief of the Province also exercises his power of guardianship on the municipalities and the urban centers which, except the capitol, are, as we recall, assimilated to the Muongs. However, in the fields which are answerable to the central power, the Chaokhoueng exercises his authority directly and gives his orders to the Chiefs of Municipalities as to the other Chaomuongs.

4) The Khoueng is also a territorial community, having its own characteristics, for which the Chaokhoueng constitutes the executive powers.

But I shall not emphasize on its particular character, because it is the matter of a theoretical allocation. The principle of this is written down in the Constitution but no law has yet realized this decentralization, nor created the provincial services and the provincial budgets which in themselves are the natural corollaries.

Only the Municipality of Vientiane constitutes a territorial community organized at the level of the Khoueng, the executive power of which is the Pathan Kong Pascum Khampheng Nakhom (Municipal Council), having a budget and an embryo of services of its own. It is the Minister of Interior who exercises his guardianship on this community.

Note: The expression "Chief of Provincial Service", frequently mentioned above, is not technically exact. It would be preferable to say "Provincial Chief of Service". As a matter of fact, the "Chief of Provincial Service" is the representative or the Chief in the province of a Service of the State and not of a provincial service which does not exist or at least not yet, as it is said above.

Note: There exists in certain Services an intermediary level between the province and the national level which is the regional or interprovincial level. The powers of the regional or interprovincial Chiefs are undoubtedly exerted on the territory of two or more provinces, but in no case can they be placed hierarchically above the Chief of the Province. The Chief of the Province has the moral, political and disciplinary power over the regional or interprovincial Chiefs of Service who may, in other respects, have their seats in the Provincial Coordination Committees. However, the Chief of the Province has no right to form up his opinion on the official reports of these regional or interprovincial Chiefs. Likewise, he does not exercise his control on the Board of Directors at the regional or interprovincial level, but only on the dependent organization placed at the provincial level, or on the activity executed within his province by the regional or interprovincial Chief, or by the officials or agents directly responsible to the latter.

III. Regular power of the Chief of the Province.

Representing the Government in the province, the Chaokhoueng is vested with the power to take administrative rules or decisions which fix the rules applicable to the various categories of citizens without personal distinction. The Law No. 39, dated March 8, 1949, gives the statutory power to the Chaokhoueng (and also to the Chiefs of Municipalities or the Urban Centers) as an exception, in virtue of a formal or tacit delegation in certain definite fields: personnel administration, provincial and municipal budgets, urgent actions on hygiene or on supply.

But it can be admitted that he has also this statutory power in the fields where the Laws, the Orders in Council or the Decrees have not yet established the rules. Before taking action in

this field, the Chief of the Province must then have an up-to-date and completely official regulation under his disposal.

IV. Powers of policing of the Chief of the Province.

The Chief of the Province is vested with the powers of administrative policing in his province. It is he, therefore, and not the Provincial Commissioner of Police who is responsible for public order, public security, public health and public peace, and the other objectives as transmitted down to him by the law.

He exercises these powers either directly in the name of the State or officially serving as a substitute for the authorities who are subordinate to him and who do not exercise or badly exercise the powers of policing which are given to them (in case, for example, when a Chief of the district or village does not exercise his powers of policing).

He exercises this power either by taking administrative regulations, or by accomplishing the actions in the enforcement of the existing laws and regulations in setting himself to work hard at the individual or at the groups.

It is evident that the Chief of the Province cannot act personally - he intervenes through the police elements who are in service in the province.

I would like to clarify here that the service of the police is put at the disposal of the Chief of the Province. The latter does not have to keep himself busy in the conditions in which the police execute their tasks (that is the technical field and the Provincial Commissioner of Police communicate this matter directly to his Director General of Police), except when the public order or the manner of the performance of work of the police agents are involved. A direct and trusting relationship should then exist between the Chiefs of the Provinces and the Commissioners of Police. If such relation does not exist, it is necessary that the Commissioners of Police present themselves every day in person (or now and then according to the case) to the Chiefs of the Province (or to the Chiefs of the Municipality) to report to them on the prevailing situation and to receive orders from them. The Chief of the Province is yet vested with the power of judicial policing in the application of Article 1 of the Penal Code of Procedure. This power, distinguished from the power of administrative policing, empowers him to investigate and find out the criminals. He can call upon all the judicial prosecutions that he deems to be justified. But it must be remembered that the Chief of Judicial Police in the province is the King's Attorney attached to the Court of First Instance.

V. Disciplinary power of the Chief of the Province.

A.) The Chief of the Province has the disciplinary power over all the officials and agents except the following: The Judicial Services and all the officials and agents responsible to these Services.

He can give orders to conduct any inquiry and can propose any disciplinary punishment as appropriate in accordance with the terms stipulated in the Order in Council No. 8, dated January 27, 1949, when it is the matter of officials or agents of the "Technical Services", the Chief of these officials or agents, that is the provincial representative of the Service, must obligatorily give his opinion. In case of disagreement, the case shall be brought to the Minister concerned.

B.) The Circular No. 3012/PC/CAB of June 17, 1953, has already specified that the Chiefs of the Province would have to countersign all grade books, but this arrangement seems not to have been applied strictly.

I would like to recall to your mind that the Chief of the Province must obligatorily take notice of all personnel in Service in the province, except those attached to the Judicial Services.

He can either state a justified opinion on the line of conduct or oppose a simple countersign bearing the expression "no remarks" or "certified true opinion", especially for the officials and agents already taken notice of by their direct hierarchical supervisors. A justified opinion seems to me to be necessary in the case of the officials who are directly in contact with the Chief of the Province, that is the Provincial Chiefs of Service and possibly their deputies. From now on the Boards of Promotion shall reject the grade books which shall not be in conformity with the preceding directives.

The Government also proposes to extend the powers of the Chiefs of the Province concerning the transfers and leaves by realising the deconcentration of power, that is, by transferring from the Ministers to the Chiefs of the Provinces certain powers belonging to the former. The special directives on this matter shall be sent to you after modification of the statutory dispositions.

VI. Control of the Technical Services by the Chief of the Province.

1) The Chief of the Province does not intervene in the functioning of these services in a way, however, that the political factors or the line of conduct of the officials do not impair the functioning of these services. He is not responsible for their administration, but he is politically responsible for their efficiency.

He has, therefore, the duty to follow up the functioning of these services in order to be able, generally, to evaluate firstly the line of conduct of the officials and, secondly, the results obtained by these services, in a way that these results can have an influence, either positive or negative, in the political field.

2) The position of the Chief of the Province is not exactly the same with regard to all the services. If he exercises a direct control on the police under his disposal, in other respects (see above), on the other hand he should abstain from any control of the judicial authorities, that may take the character of an interference and to be in conformity with the principle of the independence of the Magistracy. In fact, it is with the Attorney that the Chief of the Province will establish the relationship which should be, again, regular and direct; the King's Attorneys, we recall, have their seats in the Committees of Coordination.

It would be advisable to admit, however, that the Chief of the Province cannot be unaware of and uninterested in the activity of the courts. Similar to the Judicial Service, there remains the political authority.

3) This control of the Chief of the Province can be exercised on any occasion upon his initiative by the questions that he can pose on the Chief of Service, by the inspections that he can make within the Service, by the work in common within the Committees of Coordination, etc.

This control is also carried out, and in a permanent manner, through the medium of the Chaokhoueng, by means of certain correspondences exchanged between the Ministers and the Provincial Chiefs of Service. On this matter, I recall the terms of the previous circulars and especially the Circular No. 2380/PC-CAB dated 4/24/52 and No. 5347/PC/CAB dated 11/17/53. I shall specify them again later, if possible, in order to have them complied with.

VII. Relationship between the Chiefs of the Province and the Military Authorities.

The Chiefs of the Province do not have to interfere in the functioning of the army but they should be informed of the initiatives taken by the military authorities, which have a bearing or a political happening. As often as necessary, they should be consulted beforehand.

At the provincial level, the military command is represented by the Commander of the military subdivision, the Military Chief for the whole territory of the province. The Com-

mander of the Military subdivision, at the same time, assumes the functions of the Commander of the Battalion of Volunteers of the Province (B. V.), with regard to the discipline and the security, he has the authority over all the troops stationed in the province.

There should exist, therefore, a direct relationship between the Chief of the Province and the Commander of the military subdivision. This relationship is exerted as often as necessary and, especially, on the occasion of the meetings of the Provincial Committee of Coordination.

The liaison between the Chiefs of the Province and the Commanders of military region exerts itself directly whenever the headquarters of the military region is established in the chief town of the province, that is: at Lunag Prabang, Vientiane, Savannakhet and at Pakse.

In other cases, the liaison between the Chaokhoueng and the Commander of the military region exerts itself indirectly through the Commander of the military subdivision. It goes without saying that on the occasion of his inspection tour, the Commander of the region is obliged to make contact with the Chaokhouengs of the provinces where he visits.

VIII. Powers of Coordination of the Chief of the Province.

The functions of the coordination take an increasing importance because most of the programs concern the activities of several services. The Chief of the Province is naturally designated to this position to exercise these functions.

I recall this here simply because the instructions have already been given on this matter. See the general directives No. 50/CC/PC/D dated March 8, 1957, creating the Provincial Committees of Coordination.

IX. The Chief of the Province must exercise the plenitude of his powers.

I would like to request you to exercise the plenitude of your powers as required by the law, your duty and the interest of the country. On the one hand, I request you to be fully interested in the activities of other services, together with their functioning and the improvements which result from it for the population. On the other hand, I remind you that your prerogatives are the normal attributes of the command. To command is not only to give orders but also to check their execution, and to take measures adapted to the obtained results, that is to say, the rewards and the punishments, as the case may be.

There are great differences in the line of conduct of the officials. It is necessary to adopt a more serious attitude with regard to them and to consider their work, their honesty, their devotion, their competence, as well as their corresponding faults. If you do not act that way, you will discourage the good wills, and will penalize, in some way or other, the personal qualities and merits. I ask you to reflect on this matter.

You may acknowledge receipt of these Directives and ask me, if possible, for my additional instructions or explanations which would seem to be necessary for you.

You may also report to me about the difficulties which you may have encountered in the application of these Directives.

(Signed) Vientiane, December 31, 1957
Phoui Sananikone
Prime Minister

Certified True Copy

Vientiane, August 19, 1964
(Signed) Boualam Luangraj
Chief, General Affairs Office
for: Director of Administrative Affairs

Kingdom of Laos
Presidency of the Council of Ministers

No. 2199/PC/Pers.

Vientiane, Nov. 12, 1959

TO : Chaokhouengs of the Kingdom
Chief of the Municipality of Vientiane

FROM: Prime Minister, President of the Council of Ministers,
Minister of the Plan, Public Works, Public Health, Social
Affairs and of the Justice.

THRU: H. E. Vice-President of the Council, Minister of Interior and Cults - in communication
with the Ministers and Secretaries of State of the Kingdom.

General Directives on the Powers of the Chaomuongs

1. Generalities:

The Muong is an administrative area of the State which, in general, corresponds to a small natural region grouping several districts and which is organized very often in an ancient era within the scope of the tradition.

It is the smallest area governed by an official. That is why the powers and the role of the Chaomuong present a particular importance, because it is through him that, on the one hand, the interventions of the State in all fields which are responsible to the central power are carried out, and, on the other hand, the control of the State over all the secondary communities (districts and villages) are exercised.

These Directives, naturally, apply themselves to the Naikong, that the latter is directly responsible to the Khoueng or the neighboring among. In the latter case, however, the Naikong exercises his powers in the name of the Chaomuong; there thus exists in this particular case an additional echelon between the districts and the Khoueng.

The Muong is not constituted by a decentralized community endowed with autonomous powers. The municipalities of the second class, however, make the exception, which have been assimilated with the urban Muongs, in view of the territorial organization.

These Directives are also valid for the municipalities subject to modifications resulting from the official texts, however, they concern themselves particularly with the rural muongs and have been established for the Chief of these areas.

2. General Powers

The Chaomuong represents the government in his area.

In his capacity:

- He has the direct authority in the following fields which are placed immediately under his responsibility: political field, public order and security, general administration, information. This authority is exercised on the personnel of the general administration of the Muong, the Police and the Chiefs of the district (and through them, on the Chiefs of the village) in the fields that the latter represents the central power.

- He exercises a power of control on the technical services represented in the Muong. He has the moral, political and disciplinary authority over the personnel of these services.

- He exercises a power of guardianship on the rural communities: - Tasseng and Ban

in the fields whenever these communities have received (through the statutory texts) or exercise (through the custom) an executive power or an administrative power.

Thus the Chaomuong has at his level the powers parallel to those of the Chaokhoueng but he exercises these powers according to the different modalities.

However, being different from the Chaokhoueng, he has no statutory power; he proceeds only to the publication of the official texts which he receives from the Khoueng.

3. Power of Policing

A. The Chaomuong is vested with the powers of administrative policing in the Muong; he is responsible for the public order, public security and the good execution and performance of the official instructions provided by the laws and regulations.

He exercises these powers either directly in the name of the State of his own initiative or upon instructions from the Chaokhoueng, or officially serving as a substitute for the Chiefs of the district or even of the village who do not exercise or badly exercise their own powers of policing. He has no power to take any administrative decisions: it is the matter of the existing laws and regulations.

The Chaomuong or the officials of the Muong exercise their power through the elements of the police who are attached to the Muong.

The police elements, who are at the chief-town, either in the outside police posts or under a Chief of the administrative posts, are put under the disposal of the Chaomuong and perform their duties sometimes upon the general instructions from the Police Department but always under the control of the Chaomuong. The local representative of the police must present himself regularly to the Chaomuong to receive orders and to report to him.

The Chaomuong does not have to busy himself with the technical functioning of the police, except when the line of conduct of the police personnel may get involved with the public order or bring about the repercussions with the political order or, again, when these personnel do not pay respect to their professional obligations.

B. The Chaomuong is also the officer of the judicial police with regard to Article 1 of the Penal Code of Procedure. In this position he has the power necessary to search and find out the offenders and to proceed to all judicial prosecutions whenever it is appropriate. He shall report his initiatives to the King's Attorney and to the Chief of the Province:

4. Disciplinary Power

The Chaomuong has the disciplinary power over the officials and the agents in service in the muong, except those personnel of the judicial service, where the Muong does not exercise the functions of police-court magistrate.

He can undertake to do all enquiries that he deems necessary of his own initiatives or upon instructions from the Chief of the Province or at the request of the local representative of a service or of a technical service. He reports to the Chief of the Province.

He obligatorily countersigns the gradebooks of the officials and agents in service in the Muong; he must especially furnish a detailed opinion on the line of conduct of the local representatives of the services and of the officials and agents placed directly under his orders.

5. Control over the Technical Services

The Chaomuong exercises a control over the technical services represented in the Muong:

Education, Medical assistance, Taxations, etc. He does not interfere in the functioning of these services except whenever the activities of the officials can have a repercussion with the political plan or whenever the line of conduct impairs the good performance of the service.

Thus he is not responsible for the administration of the technical services, but he is politically responsible for their efficiency. The Chaomuong must, therefore, be interested in the activities of the technical services, must evaluate their usefulness or the services rendered with regard to the needs of the population, and must propose, if possible, to the Chaokhoueng the actions that he deems desirable or necessary while having the local representative of the service well informed as much as possible.

The control of the Chaomuong may be exercised according to the circumstances, either by the questions that he may put forth to the local representative of the service, or by the inspections that he may make in the premises of the service, or again in the meetings of the Committee of Coordination.

6. Powers of Coordination

In the political, particularly, it is necessary to coordinate the activities of the services charged with the performance of work fixed by the Government.

The Chaomuong presides over the Committee of Coordination created by the Service Order No. 510/CO/PD of 3-8-1957 of the President of the Council of Minister (and the letter No. 75/CO/AP dated 2-26-1958 of the Minister of Interior).

He shall call for the meeting of the Committee each time he deems it necessary to do so by calling together the responsible authorities of the Services concerned for the deliberations of the Committee.

7. Power of Guardianship over the Rural Community

This very important power of the Chaomuong is exercised directly over the Chiefs of district and indirectly or accessorially over the Village Chiefs. This power does not concern with the fields that are responsible to the central power: public order and security, general administration, performance of works and services of national interest. In these fields, the Chiefs of district and of village act as agents of the central power and receive order from the Chaomuong or the representative of the technical service.

But, with regard to the works and services of common interest, that is: the small works and services which directly and immediately concern with the population, the Chiefs of district or village act as representatives of the population and may take the initiatives and necessary actions according to the custom. As a matter of fact, there exists a communal autonomy consecrated by the custom; the Chaomuong must insist that this autonomy be maintained and shown by concrete realizations: road, dam, school, etc..., possibly with an aid from the central power. In these fields the Chaomuong exercises his power of guardianship; he is informed of the anticipated plans; he can call for any modifications or improvements that he deems necessary, taking care of not to discourage the good will and the desire for improvement which actuates the population; in the important cases, he can ask for collaboration in personnel and in material from the National Services; he supervises the performance of work being carried out.

8. Special Considerations

Such are the main powers of the Chaomuong. By virtue of the Orders in Council or the Decrees, the Chaomuong still exercises special powers of administrative character which are derived from his capacity of representative of the government in his area. It is also advisable

to specify his position with regard to the military authorities stationing in the area or on passage through his area. In principle, he does not exercise his control with regard to the military authorities but, as a political authority, he must be informed of the initiatives of the military authority in the area.

Exceptionally, he exercises his control over the elements of the volunteers assigned in the Muong; these elements fulfill their missions with the attache or upon request of the Chaomuong.

9. Judicial Powers

As an exception, most of the Chaomuongs are vested with the judicial powers and perform their functions as police-court magistrates under the technical control of the Judicial Service. This function, besides being traditional, provides that the Chaomuong uses his authority with the local notabilities; it must be exercised with diligence similar to the other political or administrative functions.

(Signed) Phoui Sananikone

Certified:

(Signed) Lien Pravongviengkham
Secretary General of the Council of Ministers
Vientiane, Aug. 21, 1964.

Certified True Copy

(Signed) _____
Chief of General Affairs.

Kingdom of Laos
Presidency of the Council of Ministers
No. 412/PC
Date : 9-13-1961.

DEGREE

The Prime Minister:

Whereas the Constitution of the Kingdom of Laos dated May 11, 1947, modified on September 14, 1949, March 22, 1952, September 29, 1956, August 30, 1957 and July 30, 1961;

Whereas the Order in Council No. 100 dated April 2, 1952, pertaining to the reorganization of the Council of Ministers;

Whereas the Order in Council No. 1 dated January 5, 1961, pertaining to the nomination of the members of Royal Government;

Whereas the Law No. 47 dated January 7, 1950, pertaining to the principles of administration of the Kingdom;

Whereas the Order in Council No. 156 dated November 18, 1949, pertaining to the establishment of the Council of the Khoueng;

Upon the proposal of the Minister of Interior;

DEGREES:

Article 1: An Executive Committee, namely, the Administrative Council of the Khoueng, the Administrative Council of the Muong, the Administrative Council of the Kong and the Administrative Council of the Post, shall be created in every Khoueng, every Muong, every Kong and every Post.

Article 2: This Council deals with the administrative matters of the Khoueng, the Muong, and the Post, so that it shall not be mixed up with the Council of the Khoueng which has been established according to the Order in Council No. 156 dated 11-18-1949, and which may otherwise be called "The Legislative Council of the Khoueng". This Administrative Council has two functions: -

-1) This Council is a Council of Coordination for the responsible authorities to discuss and exchange ideas and opinions as well as information among each other in the performance of work of each service.

-2) A Service shall have a chance to ask for cooperation from other services for the performance of work within the scope of the policy of the higher hierarchy.

Article 3: This Administrative Council consists of the following persons:

At the level of the Khoueng

- Chaokhoueng -----Chairman
- Commander of the Military Subdivision ----- Member
- Commander of the Police Subdivision ----- Member
- Chiefs of Services within the Khoueng ----- Member
- An Official in the Khoueng ----- Secretary

At the level of Muong, Kong, Post

- Chaomuong, his delegate, Chief of the Kong,
of the Post _____ Chairman
- Military Commander _____ Member
- Police Chief _____ Member
- Representatives of all Services _____ Member
- Tassengs, Village Chiefs _____ Member
- Town's Official _____ Secretary

Article 4: This Council shall hold a meeting at least once a week. A special meeting can be held in case of emergency.

The meeting of this administrative council of the Muong, Kong, Post can be held at any Tasseng where communication can be made easily in order that several Tassengs can participate in this meeting. The minutes of the meeting can be made summarily for documentation.

Article 5: The Minister of Interior and all Chaokhouengs are charged with the exception of this Decree.

Vientiane, September 13, 1961
(Signed) Tiao Boun Oum Na Champassak
Minister of Interior -
(Signed) Thao Leuam Insisienmay

Certified True Copy

Vientiane, August 19, 1964
(signed) Boualam Luangraj
Chief, General Affairs Office

EXCERPT

Order in Council No. 127 dated 5-22-1958 appointing the Chaokhouengs, Chiefs of the Province, as Deputy Directors of the National Budget and the dependent budgets.

Article 1: All Chaokhouengs, Chiefs of the Province, except the Chaokhoueng of Vientiane, are appointed as Deputy Directors of the National Budget and the dependent budgets.

Article 2: The Deputy Directors are authorized to have the credits of the National Budget and the dependent budgets at their disposal through the Orders of delegation.

The allotments of credits are made quarterly. They are notified by the Principal Director to the Deputy Directors and to the Treasurer General, the centralizing accountant of the operations of the National Budget and the dependent budgets, who, in turn, notifies the treasury accountants of the provinces of the amounts of credit allotted and to the amount of which payments are authorized to be made from their treasury.

Article 3: The Deputy Directors shall handle the credits which are allotted to them exactly in the same conditions as those of the Principal Director. They shall send the situations of the orders to pay made on the credits allotted to the latter every month. At the end of the Fiscal Budget, they shall send the general state of expenses made on the credits allotted during the past fiscal year, in chapter and in article order.

Article 4: Our Minister of Interior and Minister of Finance are charged, each for his own concern, with the execution of this order in Council.

May 22, 1958

Certified True Copy:

KINGDOM OF LAOS

ORDER IN COUNCIL

No. 208 dated 8-2-1960

(Copy)

We, Boroma Setha Khatya Sourya Vongsa Phra Maha Sri Savang Vatthana, King of Laos,

Corrigendum: to Article 1 of the Order in Council No. 127 dated May 22, 1958

Whereas:

Article 1: All Chaokhouengs, Chiefs of the Province, except the Chaokhoueng of Vientiane, are appointed as Deputy Directors of the National Budget and the Dependent budgets

To read:

Article 1: All Chaokhouengs, Chiefs of the Province are appointed as Deputy Directors of the National Budget and the Dependent budgets.

The rest remains as before.
Done in our Royal Palace
Vientiane, August 2, 1960
(Signed) Sri Savang Vatthana

By Order of His Majesty, King of Laos
(Signed) Tiao Somsanith
Prime Minister.

Countersigned at the Financial Control
No. 14, dated 7-16-1960

(Signed) Inpeng Souryadhay
Minister of Finance.

Certified True Copy

Vientiane, August 14, 1960
(Signed) Bonalam Luangraj
Chief, General Affairs Office
for: Directors of Administrative Affairs

Order in Council No. 188

Date: 7-19-1959

Concerning the Maintenance of Order.

We, Somdet Phrachao Sisavang Vong, King of Laos,

Whereas the Constitution of the Kingdom of Laos dated May 11, 1947, modified on September 14, 1949, March 22, 1952, September 29, 1956 and August 30, 1957;

Whereas the Order in Council No. 100 dated April 2, 1952, pertaining to the reorganization of the Council of Ministers;

Whereas the Order in Council No. 36 dated January 24, 1959, pertaining to the nomination of members of the Royal Government;

Whereas the Law No. 62 dated March 23, 1950, promulgated by the Order in Council No. 83 dated May 3, 1959, pertaining to the creation of the National Army;

Upon the proposal of the Minister of National Defense, the Cabinet Council in its full session (session of May 25, 1959),

Decree:

Title I: General Principles.

Article I: Aim of the Maintenance of Order.

The maintenance of order aims at preventing the troubles, in order not to have to suppress them.

Having the inquiry as a vital basis, it consists, first of all, of the preventive actions, the importance of which must not be disregarded.

If, however, the order is troubled, it also consists of the actions of interventions intended to restore it.

Article 2: Aim of this Order in Council.

This Order in Council aims at specifying the conditions of the participation of the armed forces on the maintenance of order as defined in Article 1 of the Law fixing the general conditions of this participation. It also provides the exceptional case of the state of emergency.

It does not prejudge the decisions that the Royal Government should be called upon to take in the case of especially serious troubles, for example: the enforcement of the martial law.

Article 3: Respective Powers of the Civil Authority and of the Military Authority.

The maintenance of order is incumbent on the civil authority. It is responsible for the preparation and the operation of the corresponding measures.

The military authority can act only by virtue of a requisition of the authorities as enumerated in Article 9 below.

However, if it is the matter of the purely preventive measures and is within the normal

scope of activity of the Armed Forces, the military authority give its help upon receiving simple written request from the competent civil authorities within the conditions fixed in Article 16, paragraph 1, below.

Finally, in the exceptional case of emergency, as stipulated in the Title VI of this order in Council, the military authority must immediately take the responsibility of applying such measures as it deems it necessary to do so in the restoration of order according to the conditions stipulated in Article 32 through Article 36 below.

Article 4: Categories of the Armed Forces.

In view of their use in the maintenance of order, the Armed Forces are divided into two categories:

- 1) The Military Police, the use of which shall be made subject of the special texts.
- 2) The Land Forces, the Air Forces, and the River Forces, the use of which are made subject of this Order in Council.

Article 5: Absolute and permanent cooperation of the Civil Authority and of the Military Authority.

The absolute and permanent cooperation which must be given by the civil authority and by the military authority is the first condition of efficiency of the participation of the Armed Forces in the maintenance of order.

Thus:

- 1) A Military authority susceptible to be demanded of must correspond to each civil authority being competent to make such requisition.
- 2) A permanent contact must be maintained between them (pooling of information, establishment and making up of an up-to-date detailed plan of protection, operation of all preventive measures, concerning the maintenance of order).

Article 6: Operation of the Armed Forces.

They can be called upon to give their cooperation with the partial or total use of their organic or paramilitary means (self-defense), or with the use of additional means (especially the Police) normally under the orders of the Civil Authority. They are put to operation.

- under the unique Military Command, in combination with the Police Forces;
- normally, within the scope of a plan prepared in advance; if need be, at the call of the circumstances.

Title II. Requisition and Requests for Cooperation from the Armed Forces.

Article 7: Preliminary Arrangements.

The civil authority, to whom the maintenance of order belongs, can make an appeal to the military authority through the requisition, or exceptionally, through the simple written request according to the conditions provided in Article 16, paragraph 1, below.

This requisition is presented under the form of a mission to be fulfilled by the military authority who possesses the means to be used for this purpose, and the tactical methods to be

employed for the fulfillment of this mission.

Only the civil authority has the power to decide as to the moment when the Armed Force should be asked for cooperation.

Only the civil authority has the power, at all times, to notify the military authority, susceptible to be requested, of the situation, to inform it of the various phases of events, to furnish it with all the elements of useful estimation in order that assistance, which will be requested may arrive in due time according to the conditions as deemed necessary by the requesting authority.

The military authority shall prepare the measures of execution which are the consequence of communications which have been made with it, and shall notify the civil authority of the difficulties of material order encountered.

It shall inform the civil authority on the manpower liable to be asked for, on the means that it possesses and on the extent of the entire missions which can be entrusted to them.

Article 8: Nature of the Requisitions.

In its requisitions, the civil authority shall fix the aim it wishes to obtain; while the military authority shall have to decide as to the means to be put to operation.

According to their aim, these requisitions are divided into 3 categories: -

- 1) The general requisitions, which correspond to a previous notice tending to establish army units for their later use.
- 2) The particular requisitions, which aim at entrusting a specific and delimited mission to a particular army unit.
- 3) The special requisitions, which aim at prescribing the use of weapons other than those two cases stipulated in Article 23 of this order in Council.

The wording of the requisitions, especially for the general requisitions, must be attached to the plan of protection.

Article 9: Authorities being competent to exercise the right of requisition or to request for the assistance of the Armed Forces.

Authorities who are competent to request for or to call for the assistance from the Armed Forces. are the following: -

- 1) President of the King's Council.
- 2) President of the National Assembly.
- 3) Prime Minister, President of the Council of Ministers.
- 4) Minister of Interior
- 5) Minister of the National Defense
- 6) Inspector General of Political and Administrative Affairs of the Kingdom
- 7) Inspectors General of Political and Administrative Affairs of the North and of the South of the Laos
- 8) The Regional Commissioners
- 9) The Chaokhouengs
- 10) The Chaomuongs
- 11) Presidents of the Courts and Tribunals
- 12) The Attorneys-General, the King's Attorneys and their deputies

- 13) The Military Magistrates in the exercise of their functions
- 14) The Police Commissioners
- 15) Officers, Non -Commissioned Officers, and the Squad Commander of the Military Police.
- 16) Officers of the Judicial Police

Article 10: Authorities being competent to grant assistance from the Armed Forces or to whom requests can be made.

The military authorities to whom requisitions or written request can be sent for assistance from the Armed Forces are the following: -

- 1) The General, Commander of the Armed Forces
- 2) The Generals, Commanders of the Military Zones
- 3) The Commanders of the Military Regions
- 4) The Commanders of the Military Subdivision
- 5) The Commanders of the Military District
- 6) Subordinate Commanders, wherever the units must act within the limits of their normal garrison

Article 11: Correspondence between the Civil Hierarchy and the Military chain of Command.

In a general manner, a civil authority shall make application to the military authority vested with the corresponding territorial powers. This correspondence is established in advance and confirmed by the establishment of the plan of protection.

Especially, the authorities enumerated from No. 8 to No. 13 in Article 9 of this order in Council shall make application to the Subordinate Commanders of the locality where they exercise their functions.

Article 12: Means of the Military Authority.

As long as the requisition remains to be operative, only the military authority is empowered to decide as to the means to be used. Normally, it possesses the means organically placed under its command. Only a decision from the Supreme Military Authority can grant it the support of additional means, in case of needs.

These additional means are provided for in advance and included in the Plan of Protection. The Supreme Military Authority shall centralize the requests and shall make the distribution of its units in accord with the corresponding civil authority.

Certain means can be reserved for the Government and should not in any case be made subject of a requisition coming from any authority other than that designated for their possible use.

Title III: Preventive Measures and Measures of Intervention.

Article 13: Information

The assistance of the Armed Forces cannot be operative and can arrive in due time only in the measure when every improvisation is put aside.

Authorities concerned with the maintenance of order must be constantly well informed of the various phases of events and possess at each instant all the elements of estimation desired: - this is the aim of information.

The civil authority has the duty to immediately diffuse to the military authority all the information susceptible to clarify it in the forecast of the missions of maintenance of orders.

Article 14: Liaison-Signal Communications - Secret.

It is necessary that a sure and rational organization of liaisons and of signal communications be set up by the competent for this purpose. This organization is vital for the diffusion of a preventive alert, and it would be imprudent to rely uniquely on the civil or military ordinary, radio-telegraphic and telephonic networks.

The necessity of the secret is formal for all actions concerning the general security and the plans of protection.

Article 15: Establishment of the Plans of Protection.

The plans of protection, corresponding either to the troubles, or to the threats of troubles, must be established in advance, at the level of each civil authority competent to submit request, and under its responsibility, in collaboration with the civil and military authorities, and within the scope of the directives received at the higher level, to which a task of coordination in this regard belongs.

Different hypotheses are anticipated, corresponding to an information or to a group of specified informations. The forecast of a measure or a group of measures is attached to each hypothesis, measures which are neatly differentiated in preventive measures and in measures of intervention.

The Plans of Protection have, besides, the purpose of forecasting the important points to be maintained, the manpower to be assigned to them, the units of troops to be reserved, and of facilitating a quick participation of the army in the maintenance of order. Besides certain determined preventive measures which can be taken upon simple written request for assistance, the application of these plans according to the conditions provided in Article 16, paragraph 1 below, is made upon the requisition specified by the civil authority who indicates the modalities of applications (nature of the plan - partial or total application - exceptions - variants - complementary arrangements).

Article 16: Preventive Measures.

The preventive measures consist of standing on guard. They need requisitions only in the case when there is no agreement between the civil authorities and the military authorities. If there is an agreement, they are taken upon the written request of the civil authority.

They are indirect when they are expressed through the manifestation of the normal activity of the units of troops in view of the application of the Plan of Protection, modifications causing the stationing, approaches under cover and maneuvers. They are taken, in principle, in the calm periods.

They are direct when they place the troops in a state of emergency: confinement of troops, special patrols, guarding of important premises, police shifts. They are generally taken during the period of tension.

Article 17: Measures of Intervention.

The measures of intervention consist of the normal use of the Armed Forces for the maintenance of order. They are made subject of the Title IV of this Order in Council.

Title IV: Use of the Armed Forces.

Article 18: Constitution of the Forces.

The elements of the Armed Forces operating on land should be employed in constituted units, with minimum manpower of a platoon, as many as possible under the orders of an officer.

Each unit called for intervention for a requisition should possess a drum, a bugle, or a loud-speaker.

These arrangements aim at the executions of the missions corresponding to the measures of intervention. However, every precaution must also be taken during the execution of the missions corresponding to the preventive measures in order that the elements of the Armed Forces may not be surprised by the rapid evolution of the events.

Article 19: Command.

The Armed Forces shall receive orders only from their Military Chiefs, regardless of the number of their manpower. Every Chief designated or particularly called upon for the operations aiming at the establishment of order must, with the qualities of energy and coolness needed for the command, join the necessary tact to the relationship with the civil authorities. He must see to it that no attack is made on the dignity and the prestige of the Armed Forces. He must make an immediate liaison with the local representative of the requesting authority.

All arrangements are taken and specified in the Plans of Protection in order that the commanding units at different levels become effective whenever the order is threatened.

Article 20: General Modalities of Use.

During the course of the period of execution, the military authority must remain in contact with the civil authority. It must try as much as possible to consult with the civil authority on the expediency of the opportunity of the means of action that it proposes to be put to operation.

The civil authority must transmit all useful information to the military authority and be constantly ready to respond to the requests for advice which may be sent to it.

The indications and advices of the requesting authority constitute an important element of the decision of the requested authority who, however, alone is to decide on the modalities of his action.

The requested Armed Forces must limit themselves strictly within the scope of the mission given through the requisition. The command of the Armed Forces must, as much as possible, avoid any contact of the troops with the population. It should, in accord with the requesting authority, avoid to station the weak manpower in the presence of the important crowds.

When a conflict is anticipated, the Armed Forces must be accompanied by agents of the Police Force and by a Magistrate of Administrative Order with the power to request for the use of weapons, if there are any, and to read the riot act, if possible.

Article 21: Weapons.

The Forces employed for the maintenance of order are equipped either with their organic weapons, or with reduced weapons.

However, the weapons with great power (cannons, bombs, mines, etc...) can be used

only with the authorization of the Prime Minister, President of the Council of Ministers, or of the authority to whom he may have given the delegation of authority for this purpose.

Article 22: Use of Weapons - Generalities.

The use of weapons consists of:

- that of the cutting weapons
- that of firearms
- that of explosive devices.

The use of weapons by the troops is always commanded by their Military Chiefs. If it is necessary to use firearms or explosive devices, the Commander of the troops shall stop the firing immediately after the first shots.

The use of the cutting weapons or of firearms can justify itself, with regard to the unattached persons, only in case of the characterized self-defense. The use of blank firing or firing in the air is prohibited.

The officers of the troops must try to avoid any use of weapons until up to the last limits, proving the calm, the coolness, the patience and the better feelings which they are in the habit of practicing.

Article 23: Use of weapons without the special requisition.

The requested troops can use their weapons without special requisitions from the civil authority only in the following two cases: -

- 1) If the violences and ways of doing things, being characterized and grave, are exercised against them.
- 2) If it is impossible for them to otherwise defend the places which they are ordered to guard.

If circumstances allow, the Commander of the troops has the duty to clearly avert the attacking force by the repeated warnings that the use of weapons is going to be ordered. In principle, the warnings shall be proceeded from the rolling of the drum or the bugle calls. It shall be proceeded once again to these warnings each time that the use of weapons should be renewed.

Article 24: Use of weapons upon special requisition.

In case of the land forces, upon the special requisition of the civil authority, the use of weapons always takes place after the Magistrate of the Administrative Order had proceeded to the reading of riot act according to the conditions as indicated in the following paragraphs. The reading of riot act shall be renewed when the use of weapons must also be renewed for the application of these prescriptions. If possible, it shall be made by the use of a loudspeaking apparatus.

When an armed or unarmed crowd shall be gathering in the public road, the Magistrate of Administrative Order, dressing in his uniform, shall enter the gathering places of the crowd. A rolling of the drum, a bugle call or an announcement made by the use of loudspeaking apparatus shall announce his arrival.

- If the crowd is armed, the Magistrate shall read the riot act to it in order that it shall

break up and withdraw. If the crowd does not obey, a second reading of the riot act shall be made by the Magistrate. In case of resistance, the crowd shall be dispersed by the use of force.

- If the crowd is unarmed, the Magistrate shall read the riot act to it to break up and withdraw. If the first reading is of no use, two other readings shall be made successively. In case of resistance, the crowd shall be dispersed by the use of force.

In case of the use of the Air Forces or the Navy —, either one of the Forces having received the mission of using the weapons shall have to make known of the nature of this mission prior to its execution (flashes, flares, siren, flag, etc...). The aircrafts should make two flight with low altitude over the objective and shall use their weapons only at the third flight.

Article 25: Dispersion of the Crowds:

The execution of this mission is carried out by the use of every means available. It does not necessarily involve the use of weapons. The modalities of execution of this mission shall be made subject of a Presidential Order in the application of this order in Council.

Title V: Form and Procedure of the Requisitions:

Article 26: Form of the Requisitions.

Under pain of being declared void, every requisition must be made in writing, dated, signed and worded in the following form: -

In the Name of His Majesty the King of Laos,

We, (indicate the name and the capacity of the requesting authority) by virtue of the Law, request Mr. _____, Commander, to give us help needed for (indicate the clear and precise manner of the purpose of the requisition and extent of the zone in which it shall be exercised. If the requisition is made under the sign of emergency, the explicit reference must be made here).

And for the guarantee of the said Commander, we appose our signature hereto.

Done at _____ Date: _____
(signed and sealed) _____

When it is the matter of the general or particular requisitions, the requesting authority must also give the indications of the nature and the manpower of the means to be employed, as well as his personal advice on the arrangements to be made (the most favorable time for the arrival of the troops -- points to be occupied -- itinerary of the access to these points -- general arrangements to be made upon arrival).

A general requisition should indicate the names of the civil authorities competent to use the troops on the spot.

A particular requisition should indicate the names of the civil authorities who are called upon to cooperate with the troops.

A special requisition should expressly indicate that the civil authority requires the use of weapons, while the military authority, in all cases, is free to handle the use of such weapons (manpower used -- kind of weapons -- command -- period of time -- and the mode of their use).

Article 27: Multiple Requisitions.

The requisitions can be given and executed only within the area of the civil authority which gives them and of the military authority charged with their execution.

In case the military authority would have to face with too many requisitions at the same time coming from various civil authorities and could not satisfy all, the order in which the requisitions are executed is that in which the requesting authorities are mentioned in Article 9 above. If these authorities are of the same grade, the military authority shall have to comply with the requisitions which seems to him to present the greatest character of emergency.

Article 28: Successive Requisitions.

If a troop has already been made subject of a general requisition, a new requisition can be made only by the civil authority who has signed the general requisition and it is transmitted to the same military authority.

However, in case of emergency, the new requisition can be sent directly to the Commander of the troop concerned and it can be made by the representative of the civil authority above-mentioned charged with the performance of the maintenance of order at the point occupied by the troop.

Article 29: Transmission of Requisitions.

The requisition established in conformity with Article 26 above can be delivered by hand to the representative of the requested authority or sent to him by mail, by official telegram or agent of transmission.

The requested authority acknowledges receipt, immediately and through the most rapid way, of the requisition which is sent to him.

If the requisition is not made in accordance with the forms provided in Article 26, paragraph 1 above, the requested authority shall immediately report the irregularities that appear in the requisition to the requesting authority and shall notify it of the impossibility with which the requested authority cannot comply. It shall, however, prepare for the execution of the requisition, but shall really execute only when the requesting authority has corrected the specified irregularities.

If the indications mentioned in Article 26, paragraph 2 to 5 above, have been omitted by the civil authority, the military authority, in provoking the forwarding by the civil authority, shall report this to the higher level but, however, shall execute the requisition under his responsibility. If the requisition is regular and in due form, the military authority shall carry out the execution of the requisition without discussing it, neither for its objective nor its terms. It shall immediately proceed to this execution without referring it to the higher military authority. However, it shall inform this authority as soon as possible of the requisition received and the arrangements made.

Article 30: Duration of the Requisitions.

The assistance of the Armed Forces shall last only when the requesting authority has notified the requested authority in writing of the cancellation of the requisition. When its mission is completed, the Commander of the armed Force acknowledges receipt of the notification from the requesting authority and reports it to his superior chiefs.

Article 31: Individual Requisitions.

Only in the case of crimes or breaches of the peace, when it is the matter of escorting the offender or his accomplices, every military man, like any other policeman, is in the state of

legal and permanent requisition, whether or not there is any written requisition from the civil authority. Therefore, and in the only case as mentioned in the preceding paragraph, every military man in uniform must give assistance, even at the risk of his life, to the military police and to the agents of the authority in uniform, or having justified of their capacity.

If there is no agent of the authority around that place, the military man must arrest the offender and deliver him to the nearby civil or military police station.

Title VI: State of Emergency.

Article 32: Aim of the State of Emergency.

The provisions of Title VI of this Order in Council have an aim of dealing with the particular conditions of the participation of the Armed Forces in the maintenance of order in the cases, restrictively enumerated in Article 33 below, when the solution of the problems of the restoration of order would present an exceptional character of emergency incompatible with the applicable of Article 1 through Article 31 above.

Article 33: Conditions of the Application of the State of Emergency.

The state of emergency can be declared by the designated authorities and in the forms specified in Article 34 below only in one of the three cases, as follows:

- 1) The case of an organized and brutal insurrection.
- 2) The case of localized event putting the authority, for whatever motive, temporarily in the impossibility to normally exercise the powers provided it for the maintenance of order.
- 3) The case when the civil authority vested with the powers of submitting requisition is not represented on the spot at the moment when intervention proves to be urgent.

The latter is motivated by the difficulties or the length of communications, the failure or the bad functioning of the means of signal communications between the civil authority and the military authority, which would risk placing the latter in the impossibility of putting the means under his disposal into operation in due time.

Article 34: Declaration of the State of Emergency.

A) In the first and in the second case, the declaration of the state of emergency is made by the civil authority, under the form of a requisition sent to the military authority, made in conformity with the provisions of Article 26 and according to the following, and, besides, mentioning in the most explicit manner of:-

- (1) the declaration of the state of emergency by the requesting civil authority.
- (2) the motives of this declaration.

The military authority, being thus requested, immediately reports this to the Ministry of National Defense through the regular channel.

B) In the third case, the declaration of the state of emergency is made by the military authority, under the form of a report sent to the civil authority vesting with the powers of making requisition, and to the Minister of National Defense, always through the hierarchical channel.

This report indicates in the most explicit manner of:-

- (1) the declaration of the state of emergency by the military authority who submits the report;
- (2) the motives of this declaration.

Article 35: Effects of the State of Emergency.

The declaration of the state of emergency made according to the conditions specified in Article 33 and Article 34 above, immediately and in full right, makes the work of maintaining order under the entire responsibility of the military authority, while the civil authority conserves all the other powers. Thus, within the scope of the strictest legality, only the military authority exercises all the powers with which the civil authority was normally vested by the restoration of Order.

However, the power of military jurisdictions is not modified by the state of emergency, such as it is defined in Title VI of the Order in Council.

Article 36: End of the State of Emergency.

The exceptional responsibility of the military authority ends:

- 1) in all cases:
 - whenever the order is restored,
 - upon order from the superior military authority after agreement is made with the requesting civil authority.
- 2) in the third case, besides:
 - upon requisition from the civil authority, confirming the mission, the execution of which had been carried out at the initiative of the military authority.

Title VII: Penalties.

Article 37:

The responsibility of the authorities of various orders in the requisitions are defined by the following repressive texts:-

- a) Provisions applicable to the civil authorities who send in the requisitions:- Article 104 and the following, Article 121 and the following of the Penal Code.
- b) Provisions applicable to the military authorities who carry out the execution of the requisition: Article 169 and 187 of the military code of justice.

Article 38:

The Prime Minister, President of the Council of Ministers, the Minister of Justice, the Minister of Interior and the Minister of National Defense, are charged, each for his own concern, with the execution of this Order in Council.

Done in our Royal Palace
Luang Prabang, July 19, 1959

(signed) Sri Savang Vong

By Royal Order of His Majesty the King:

(signed) Phoui Sananikone
Prime Minister
Minister of Justice

(signed) Katay D. Sasonith
Vice President of the Council
Minister of Interior

(signed) Maj. Gen. Sounthone Pathammavong
Minister of National Defense

(signed) Tane Chounlamountry
Secretary of State for Justice

Certified True Copy:

Vientiane, August 25, 1964

(signed) Boualam Luangraj
Chief, General Affairs Office

for: Director of Admin. Affairs of the Ministry of Interior

Please return to: **George A. Kidenour**

PROJECT APPRAISAL REPORT (PAR) (U-446) See M.O. 1026.1
 SECURITY CLASSIFICATION: UNCLASSIFIED
 PROJECT NUMBER: 439-11-995-073(2)
 PAR NO. DAY YR. 003 U.S. OBLIGATION SPAN 004 PROJECT TITLE
 AS OF: 3 2 5 6 9 FY 6 5 Thru FY 7 4
 COOPERATING COUNTRY - REGION - AID/W OFFICE: LAOS
 PUBLIC ADMINISTRATION DEVELOPMENT (MANPOWER DEVELOPMENT)

006 FUNDING TABLE

AID DOLLAR FINANCING-OBLIGATIONS (\$000)	TOTAL	CONTRACT (NON-ADD)	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
			AID	PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 19 68)	187	10	126	-	12	-	-	39	-	-	10
PROPOSED OPERATIONAL YEAR (FY 19 69)	163	30	70	9	-	18	-	11	-	25	30

CCC VALUE OF P.L. 480 COMMODITIES (\$000) → Thru Actual Year : Not applicable Operational Year Program : Not applicable

007 IMPLEMENTING AGENCY TABLE
 If contractors or participating agencies are employed, enter the name and contract or PASA number of each in appropriate spaces below; in the case of voluntary agencies, enter name and registration number from M.O. 1551.1, Attachment A. Enter the appropriate descriptive code in columns b and c, using the coding guide provided below.

TYPE CODE b	TYPE CODE c	d. IMPLEMENTING AGENCY	TYPE CODE		e. CONTRACT/PASA/VOLAG NO.	f. LEAVE BLANK FOR AID/W USE
			b.	c.		
1. U.S. CONTRACTOR	9. PARTICIPATING AGENCY					
2. LOCAL CONTRACTOR	1. UNIVERSITY					
3. THIRD COUNTRY CONTRACTOR	2. NON-PROFIT INSTITUTION					
4. PARTICIPATING AGENCY	3. ARCHITECTURAL & ENGINEERING					
5. VOLUNTARY AGENCY	4. CONSTRUCTION					
6. OTHER:	5. OTHER COMMERCIAL					
	6. INDIVIDUAL					
	7. OTHER:					

PART I - PROJECT IMPACT

I-A. GENERAL NARRATIVE STATEMENT ON PROJECT EFFECTIVENESS, SIGNIFICANCE & EFFICIENCY.

This summary narrative should begin with a brief (one or two paragraph) statement of the principal events in the history of the project since the last PAR. Following this should come a concise narrative statement which evaluates the overall efficiency, effectiveness and significance of the project from the standpoint of:

- (1) overall performance and effectiveness of project implementation in achieving stated project targets;
- (2) the contribution to achievement of sector and goal plans;
- (3) anticipated results compared to costs, i.e., efficiency in resource utilization;
- (4) the continued relevance, importance and significance of the project to country development and/or the furtherance of U.S. objectives.

Include in the above outline, as necessary and appropriate, significant remedial actions undertaken or planned. The narrative can best be done after the rest of PART I is completed. It should integrate the partial analyses in I-B and I-C into an overall balanced appraisal of the project's impact. The narrative can refer to other sections of the PAR which are pertinent. If the evaluation in the previous PAR has not significantly changed, or if the project is too new to have achieved significant results, this Part should so state.

008 NARRATIVE FOR PART I-A (Continue on form AID 1020-23 I as necessary):

There is no previous PAR for this sub-activity. Following is a summary of the project's history since 1965 and description of present status:

MISSION DIRECTOR APPROVAL → SIGNATURE: *George A. Kidenour* DATE: 4/22/69

UNCLASSIFIED

SECURITY CLASSIFICATION

PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

Manpower Development - History and Status

It should be noted that activities under this heading which began early in 1965 were funded under technical support. In FY-69, they were transferred to the Public Administration project under which they are now funded.

The purposes of the manpower development program when it was initiated in 1965 were defined specifically as a concentrated, well-organized effort to provide in-service training to both technical and clerical employees who were filling USAID positions. Training methods and location were determined in individual cases and included classroom or on-the-job training at USAID, correspondence courses or training in Thailand, with English language and clerical training receiving major attention. These objectives were later expanded to cover pre-service training for clerk-typists who were needed to fill new positions in USAID and radio-operators to replace TCN's who were performing these duties.

In FY-69, the objectives of the manpower development program were considerably expanded and included:

- a. continuation and improvement of pre-and in-service training programs in English language instruction, clerical procedures and radio operations, and implementation of new programs in accounting, mathematics and supervisory practices.
- b. initiation of training for RLG employees in English and records and communications procedures with provision for arranging other programs in specific subjects where identifiable problems or immediate needs exist.
- c. assistance to the RLG in developing its own manpower program needed in connection with the national investment plan through the establishment of a Bureau of Human Resources within the Commission for the Plan, preparation of population census, questionnaires and tabulation of results and development of capabilities of the Labor Department, especially in the placement of workers on the Nam Ngum dam construction project.

Activities to meet these objectives are carried out by the USAID Manpower Development Branch which is also responsible for the administration of the participant training program involving the training abroad (mostly in Thailand) of approximately 350 participants a year needed to support USAID project activities in Laos.

It should be noted that the training described in this PAR is limited to that training actually accomplished or planned to be accomplished as a direct result of this project and does not attempt to describe the literally scores of types of on-the-job training or list the thousands of persons so trained under other Mission projects. These other projects do receive training assistance from the Manpower Development project, however.

- (1) Overall Performance and effectiveness of project implementation in achieving stated project targets

PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

Tangible results have been achieved in meeting objectives a and b above. Activities for objective c have been barely launched.

- a. From the date of inception of the project in 1965 until the beginning of FY-69, a large number of USAID employees received in-service training and pre-service training (see 009 for details). This has resulted in placing about 90 new employees: in newly established positions or in replacing employees who have resigned or have been separated, and in positions previously held by TCN's. Employees from the Controller Office were enrolled in correspondence courses in accounting and others from other divisions in subjects such as: shorthand, secretarial practices, surveying, draughtmanship, etc. Selected USAID employees were sent abroad to receive training in telephone operations and maintenance, higher accounting studies, warehouse stock-control and food nutrition. A language laboratory was installed and improvement effected in existing training and follow-up programs. These activities which did not require RLG participation, progressed effectively inspite of some reluctance from American supervisors to release employees for extended period of training.
- b. Prior to FY-69, very little was done in the training of RLG employees in areas outside of USAID project activities. Since then, however, and based on the expanded scope of the manpower development program, several RLG employees were given English language training (see 009). Others received training in communications and records procedures and it is planned to expand this activity to other RLG departments. It is also anticipated to arrange a course in supervisory methods to be given to selected RLG employees following a pilot project to be implemented for USAID local supervisors.
- c. Plans were made in FY-69 to assist the RLG in developing its own manpower program in the areas of manpower planning, census taking operations and labor services activities. USAID assistance in previous years was given to the National Statistical Service in taking population census of Vientiane, Luang Prabang, Savannakhet, Pakse and Thakhek. Students were hired during the summer school vacations and placed in these localities for collection of data which are now being tabulated. Participant training was arranged in Thailand for 6 employees from the Statistical Service and 9 employees from the Commission for the Plan. Assistance was also given to the Labor Department in the recruitment and placement of about 500 Lao workers on the NamNgum construction project. Further activities in these areas will be specifically listed following consultation with USAID and UN experts in these fields. RLG interest again seems to be genuine but human and budgetary resources are not allotted in sufficient quantity to achieve meaningful progress. These and other considerations will be taken into account during the planning of further activities incorporated in the FY-70 PROP and PIP.

PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

(2) Contribution to achievement of sector and goal plans

Human resources improvement is necessary for economic and social development in Laos. It is an essential element in nearly every phase of the national development process. To be effective, the USAID assistance program to Laos must rely on adequate performance and support from RIG and USAID local personnel. This is achieved through training and the proper allocation of human resources.

(3) Anticipated results compared to costs, efficiency in resource generation

From early 1965 until the beginning of FY-69, USAID/Laos has expended a total of \$187,000 from technical support funds to cover costs of mission personnel salaries, teachers contracts, equipment and instruction materials. Against this input, training was provided locally, abroad and through correspondence studies to 880 USAID and RIG employees (see details in Part 1-B, section 1-B-1). In addition, technical and professional publications were purchased for the development of the Technical Reference Library and 585 RIG secondary school students were given employment during school vacations under the Summer Training Program. This represents quantitative results for this project. However, the improved job performance of USAID employees after training and its effect on progress of USAID activities is apparent. Furthermore, the replacement of third country nationals by Lao employees who became qualified through training represents savings to the U.S. government inasmuch as TCN's salaries are higher than FSL's.

(4) Continued relevance and importance of the project

This project's support for human resources development has continuing relevance, importance and significance to the economic and social development of Laos. This is true in the present or in a more stable situation which can be expected in the future and especially relevant with the construction of Nam Ngum and Pa Mong projects requiring thousands of workers of all types.

It is now felt that by the estimated final contribution date for this project, FY-74, enough USAID and RIG personnel would have been trained to produce adequate work performance in order to (1) phaseout to a great extent TCN's employment in USAID, and (2) support RIG departments in operational duties for the economic and social development program. Upgrading of skills to reach these objectives can only be achieved through a systematic and well organized training program which is being implemented mostly by USAID with some input from other donors. There are at present no other practical alternative approaches. Later, the project will place emphasis on having the RIG become gradually responsible for most training activities.

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PART I-B -- PROJECT EFFECTIVENESS

809

I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				
		3. ACTUAL CUM. TO DATE	4. AS OF PRIOR JUNE 30		5. PLANNED BY NEXT JUNE 30	6. PROJECTED TOTAL FOR PROJECT LIFE
			c. PLANNED	b. ACTUAL		
	A PIP is being prepared for FY-70 and subsequent years with a listing of the following steps under the PIP, Part II. It should be noted that the training described in this section is limited to that training actually accomplished or planned to be accomplished as a direct result of this project and does not attempt to describe the literally scores of types of on-the-job training or list the thousands of persons so trained under other Mission projects. These other projects do receive training assistance from the Manpower Development project, however.					
	Establish RIG Bureau of Human Resources	-	-	-	100%	100%
	Organize activities of Bureau	-	-	-	50%	100%
	Tabulation results population census in 5 cities	20%	10%	10%	70%	100%
	Population census of Vientiane Plain	-	-	-	50%	100%
	Pilot project in preparation for RIG participation in world population census	-	-	-	50%	100%
	General population and agriculture census	-	-	-	10%	100%
	<u>Participant Training:</u>					
	a. Manpower Planning: U.S.	-	-	-	-	1
	3rd Country	-	-	-	4	8
	b. Census and Statistics: U.S.	1	1	1	-	1
	3rd Country	6	6	6	12	24
	Summer training program for Lao Secondary School students	585	400	415	735	1500

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PART I-B - PROJECT EFFECTIVENESS

009

I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

1. CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				6. PROJECTED TOTAL FOR PROJECT LIFE
		3. ACTUAL CUM. TO DATE	4. AS OF PRIOR JUNE 30		5. PLANNED BY NEXT JUNE 30	
			a. PLANNED	b. ACTUAL		
	<u>Local Training:</u>					
	<u>For USAID employees</u>					
	English language	560	500	500	600	-250
	Medical procedures	155	135	135	185	680
	Radio Operations	35	30	30	75	135
	Mathematics	-	-	-	38	168
	Supervisory procedures	-	-	-	25	225
	Accounting and auditing	-	-	-	-	60
						(begin in FY70)
	<u>For EG employees:</u>					
	English language	50	-	30	150	650
	Communications and Records	-	-	-	16	76
						(begin in FY70)
	Radio Operations	15	15	15	15	15
	Supervisory practices	-	-	-	-	195
						(begin in FY70)
	Other training programs, depending on needs	-	-	-	20	100
	Training in Thailand and other country for USAID employees	20	20	20	40	140
	Correspondence courses for USAID employees (various programs)	80	50	60	105	215
	USAID Technical Library Development	75%	75%	75%	85%	100%
	Follow-up and evaluation of training by an Assistant Training Officer	-	-	-	-	100%
						(in FY-70)
	Preparation of manpower profile for USAID and other donor projects	-	-	-	100%	100%

PART I-B - Continued

010 B.1 - OVERALL ACHIEVEMENT OF PROJECT TARGETS

Place an "X" within the bracket on the following seven-point scale that represents your judgment of the overall progress towards project targets:



PART I-C - PROJECT SIGNIFICANCE

011 C.1 - RELATION TO SECTOR AND PROGRAM GOALS (See detailed instructions M.O. 1026.1)

This section is designed to indicate the potential and actual impact of the project on relevant sector and program goals. List the goals in col. b and rate potential and actual project impact in cols. c and d.

a. CODE NO. (AID/W USE ONLY)	SCALE FOR COLUMN c: 3= Very important; 2= important; 1= Secondary importance	c. POTENTIAL IMPACT ON EACH GOAL IF PROJECT ACHIEVES TARGETS	d. ACTUAL IMPACT ON GOAL TO DATE RELATIVE TO PROGRESS EXPECTED AT THIS STAGE
	SCALE FOR COLUMN d: 3= Superior/Outstanding; 2= Adequate/Satisfactory/Good; 1= Unsatisfactory/Marginal		
b.	SECTOR AND PROGRAM GOALS (LIST ONLY THOSE ON WHICH THE PROJECT HAS A SIGNIFICANT EFFECT)		
	(1) To help foster a more stable and respected RLG and to increase USAID efficiency by assisting USAID and RLG in upgrading skills of employees through training in order to achieve better work performance.		2 2
	(2) To assist in Lao economic development by helping the RLG in developing a manpower planning and utilization program to meet requirements of the national investment plan and other development projects.		2 2
	(3) To promote manpower development by assisting the RLG in coordinating activities of various donors in the training of Laotians especially those receiving academic studies to achieve professional competence and their proper placement after training.		2 2

For goals where column c. is rated 3 or 2 and column d. is rated 1, explain in the space for narrative. The narrative should also indicate the extent to which the potential impacts rated 3 or 2 in column c. are dependent on factors external to the achievement of the project targets, i.e., is there a substantial risk of the anticipated impact being forestalled by factors not involved in the achievement of project targets. If possible and relevant, it also would be useful to mention in the narrative your reading of any current indicators that longer-term purposes, beyond scheduled project targets, are likely or unlikely to be achieved. Each explanatory note must be identified by the number of the entry (col. b) to which it pertains.

012 NARRATIVE FOR PART I-C.1 (Continue on form AID 1020-25 I):

- (1) The success of the entire AID program in Laos depends to a great extent on satisfactory work performance of both USAID and RLG employees. This is necessary both in administrative functions and project related duties. Through the local and participant training program, systematic efforts are being made to train personnel whose duties consist in supporting the implementation of the program.
- (2) Forecast of manpower requirement to implement the various projects in the national investment plan is an integral part of economic development planning. There is little actual impact on this goal to date because activities barely have been launched.
- (3) This goal will be achieved when the Bureau of Human Resources to be established in the Commission for the Plan is properly staffed and fully operative. This will take several years. It will also require the full cooperation of other RLG departments and various donors. Impact to date is slight since no significant action has been taken so far.

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PART I-C - Continued

C.2 - GENERAL QUESTIONS

These questions concern developments since the prior PAR. For each question place "Y" for Yes, "N" for No, or "NA" for Not Applicable in the right hand column. For each question where "Y" is entered, explain briefly in the space below the table.	MARK IN THIS COL.
013 Have there been any significant, unusual or unanticipated results not covered so far in this PART?	N
014 Have means, conditions or activities other than project measures had a substantial effect on project output or accomplishments?	Y
015 Have any problems arisen as the result of advice or action or major contributions to the project by another donor?	Y
016 If the answer to 014 or 015 is yes, or for any other reason, is the project now less necessary, unnecessary or subject to modification or earlier termination?	Y
017 Have any important lessons, positive or negative, emerged which might have broad applicability?	Y
018 Has this project revealed any requirement for research or new technical aids on which AID/W should take the initiative?	N
019 Do any aspects of the project lend themselves to publicity in newspapers, magazines, television or films in the United States?	N
020 Has there been a lack of effective cooperating country media coverage? (Make sure AID/W has copies of existing coverage.)	N
021 <u>NARRATIVE FOR PART I-C.2</u> Identify each explanatory note by the number of the entry to which it pertains. (Continue on form AID 1020-25 if as necessary):	
014 Previous RIG's lack of awareness of the importance of manpower planning has hampered initial efforts by USAID in developing this area. Of course other priorities have demanded what few resources and limited professional manpower the RIG has had to work with.	
015 Other donors have offered scholarships which were in some cases not geared to meet priority needs of the RIG. Lack of coordination of efforts resulted in duplication of type of training, competition in acquiring qualified candidates and poor utilization of trained personnel.	
016 Because of situation described in 015, the project is now considered more necessary. Since activities to reach goals 011 (2) and (3) are just being initiated, the project will be subject to modification in the future.	
017 a. Planning of training programs having vague objectives and no specification concerning job assignment of personnel after training, have resulted in poor utilization of the trained candidates who were not able to fully apply the knowledge gained.	
b. Trainability of Lao personnel for the purpose of replacing TCN's in USAID has proved to be a difficult process due to low educational background and lack of previous work experience. For this reason, some reluctance is being encountered by American supervisors in encouraging this replacement effort.	

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PART II - IMPLEMENTATION REPORT

II-A - STATUS OF SCHEDULE

022 A-1 - **INDIVIDUAL ACTIONS** (See detailed instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project Implementation Plan, Part I.

(a) PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(b) STATUS - PLACE AN "X" IN ONE COLUMN		
		(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
	<p><u>Note:</u> Status is not indicated for those actions which are at present in the planning stage</p> <p><u>Manpower Planning in Commission for the Plan</u></p> <p>1. Consultation on project development with Manpower Advisor, USOM/Bangkok and ECAFE Regional Manpower Advisor.</p> <p>2. Assignment of a RLG employee in Commission for the Plan to be responsible for preliminary manpower planning activities including manpower profile.</p> <p>3. Participant training for 4 RLG employees with Manpower Division in Thailand.</p> <p>4. Establishment and organization of Bureau of Human Resources in Commission for the Plan.</p> <p>5. Forecast of manpower requirements for Plan Cadre</p> <p><u>Population & Agriculture Censuses</u></p> <p>1. Tabulation of results of provisional census taken in five cities in Laos.</p> <p>2. Participant training in Thailand for 6 RLG employees in statistical methods and census taking (approved in FY-69).</p> <p>3. Advisory Services by a consultant from U.S., Bureau of Census in preparation for World Population Census in 1970 in which Laos will participate.</p> <p>4. Population Census of Vientiane Plain</p> <p>5. Pilot project in Ilay, Laos in preparation for population and Agriculture Census in 1970/71.</p> <p><u>Local and participant training for USAID and RLG employees, follow-up and evaluation</u></p> <p>1. Provide local training programs at USAID Training Center</p>		<p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p> <p>X</p>	

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PART II - IMPLEMENTATION REPORT

II-A - STATUS OF SCHEDULE

022 A-1 - INDIVIDUAL ACTIONS (See detailed instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project Implementation Plan, Part I.

(a) PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(b) STATUS - PLACE AN "X" IN ONE COLUMN		
		(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
2.	Provide training program in Thailand for selected USAID employees		X	
3.	Provide correspondence courses for USAID employees		X	
4.	Arrange supervisory practice training for USAID and RLG employees	X		
5.	Arrange new training programs for RLG employees in office procedures and other areas as the need arise	X		
6.	Continue and improve USAID & RLG activities in follow-up on utilization of employees after training		X	
7.	Participants follow-up and evaluation of training programs			
8.	Preparation of manpower profile for USAID and other donors projects			
	<p><u>Comments:</u></p> <p>Delays in arranging training programs in supervisory practices for USAID employees and in office procedures for RLG personnel is due to difficulty in finding qualified instructors.</p>			

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PART II - Continued

023

II-A.2 - OVERALL TIMELINESS

In general, project implementation is (place an "X" in one block):

(a) On schedule	X
(b) Ahead of schedule	
(c) Behind schedule	
(1) AID/W Program Approval	
(2) Implementing Agency (Contractor/Participating Agency/Voluntary Agency)	
(3) Technicians	
(4) Participants	
(5) Commodities (non-FFF)	
(6) Cooperating Country	
(7) Commodities (FFF)	
(8) Other (specify):	

BLOCK (c): If marked, place an "X" in any of the blocks one thru eight that apply. This is limited to key aspects of implementation, e.g., timely delivery of commodities, return of participants to assume their project responsibilities, cooperating country funding, arrival of technicians.

II-B - RESOURCE INPUTS

This section appraises the effectiveness of U.S. resource inputs. There follow illustrative lists of factors, grouped under Implementing Agency, Participant Training and Commodities, that might influence the effectiveness of each of these types of project resources. In the blocks after only those factors which significantly affect project accomplishments, write the letter P if effect is positive or satisfactory, or the letter N if effect is negative or less than satisfactory.

1. FACTORS-IMPLEMENTING AGENCY (Contract/Participating Agency/Voluntary Agency)

024 IF NO IMPLEMENTING AGENCY IN THIS PROJECT. PLACE AN "X" IN THIS BLOCK:	X	032 Quality, comprehensiveness and candor of required reports	
025 Adequacy of technical knowledge		033 Promptness of required reports	
026 Understanding of project purposes		034 Adherence to work schedule	
027 Project planning and management		035 Working relations with Americans	
028 Ability to adapt technical knowledge to local situation		036 Working relations with cooperating country nationals	
029 Effective use of participant training element		037 Adaptation to local working and living environment	
030 Ability to train and utilize local staff		038 Home office backstopping and substantive interest	
031 Adherence to AID administrative and other requirements		039 Timely recruiting of qualified technicians	
		040 Other (describe):	

2. FACTORS-PARTICIPANT TRAINING

041 IF NO PARTICIPANT ELEMENT IN PROJECT. PLACE AN "X" IN THIS BLOCK:		TRAINING UTILIZATION AND FOLLOW UP	
PREDEPARTURE		052 Appropriateness of original selection	P
042 English language ability	N	053 Relevance of training for present project purposes	P
043 Availability of host country funding	N	054 Appropriateness of post-training placement	N
044 Host country operational considerations (e.g., selection procedures)	P	055 Utility of training regardless of changes in project	P
045 Technical/professional qualifications	N	056 Ability to get meritorious ideas accepted by supervisors	P
046 Quality of technical orientation	P	057 Adequacy of performance	P
047 Quality of general orientation	P	058 Continuance on project	P
048 Participants' collaboration in planning content of program	N	059 Availability of necessary facilities and equipment	P
049 Collaboration by participants' supervisors in planning training	P	060 Mission or contractor follow-up activity	P
050 Participants' availability for training	N	061 Other (describe):	
051 Other (describe):			

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PART II-B - Continued

3. FACTORS-COMMODITIES

PLACE AN "X" IN APPROPRIATE BLOCK:	062 FFF	063 NON-FFF	X	064 NO COMMODITY ELEMENT	072 Control measures against damage and deterioration in shipment.
065 Timeliness of AID/W program approval (i.e., PIO/C, Transfer Authorization).					073 Control measures against deterioration in storage.
066 Quality of commodities, adherence to specifications, marking.					074 Readiness and availability of facilities.
067 Timeliness in procurement or reconditioning.					075 Appropriateness of use of commodities.
068 Timeliness of shipment to port of entry.				N	076 Maintenance and spares support.
069 Adequacy of port and inland storage facilities.					077 Adequacy of property records, accounting and controls.
070 Timeliness of shipment from port to site.					078 Other (Describe):
071 Control measures against loss and theft.					

Indicate in a concise narrative statement (under the heading a. Overall Implementation Performance, below) your summary appraisal of the status of project implementation, covering both significant achievements and problem areas. This should include any comments about the adequacy of provision of direct hire technicians as well as an overall appraisal of the comments provided under the three headings (b, c & d) which follow. For projects which include a dollar input for generation of local currency to meet local cost requirements, indicate the status of that input (see Detailed Instructions).

Discuss separately (under separate headings b, c & d) the status of Implementing Agency Actions, Participants and Commodities. Where above listed factors are causing significant problems (marked N), describe briefly in the appropriate narrative section: (1) the cause and source of the problem, (2) the consequences of not correcting it, and (3) what corrective action has been taken, called for, or planned by the Mission. Identify each factor discussed by its number.

079 NARRATIVE FOR PART II-B: (After narrative section a. Overall Implementation Performance, below, follow, on form AID 1020-25 i as needed, with the following narrative section headings: b. Implementing Agency, c. Participants, d. Commodities. List all narrative section headings in order. For any headings which are not applicable, mark them as such and follow immediately below with the next narrative section heading.)

a. Overall Implementation Performance. The principal achievement to date has resulted from the local training programs given to USAID employees. Since the beginning of this project activities, the number of candidates being trained has significantly increased and in all cases training has been self-motivated rather than imposed upon them. Job performance by these employees has improved as indicated by comments from American supervisors who are now requesting training for more employees. In the case of new recruits, pre-service training has well prepared them for reasonably efficient work performance, thus avoiding longer periods of initiation by supervisors which otherwise would have been required at time of placement. Recently, some RIG personnel were included in on-going training programs, mostly in English language instruction. Attendance and interest by the candidates have been satisfactory.

Implementation problems were encountered in the early phase of the project until the Mission was able to build its training and development capabilities. Most essential requirements are now being adequately met, however, specialized programs outside those designed to provide basic Mission needs in trained personnel are difficult to arrange due to unavailability of qualified instructors and facilities.

b. Implementing Agency - N.A.

c. Participants

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PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

- 042 Training has been given mostly in Thailand because of similarity between Thai and Lao languages. English speaking persons are very scarce and the very few who receive training in the U.S. are given intensive English instruction by USAID prior to departure.
- 043 No RIG financing for participants is provided. The RIG pays the participants salary while in training up to a period of one^{and} a half years.
- 045 Difficulty is encountered in finding qualified students for undergraduate training. Candidates for short-term on-the-job training are available.
- 048 Participants collaborate in some cases in planning content of program, mainly those going for academic studies. Others do not take active part in the planning process.
- 050 See 045
- 054 Placement is sometimes not appropriate. However, this is usually corrected through Mission follow-up.
- d. Commodities
- 068 Equipment for the Language Laboratory (Technical Support funds) was slow to arrive due to delay in shipping and delivery.

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PART III - ROLE OF THE COOPERATING COUNTRY

The following list of illustrative items are to be considered by the evaluator. In the block after only those items which significantly affect project effectiveness, write the letter P if the effect of the item is positive or satisfactory, or the letter N if the effect of the item is negative or less than satisfactory.

SPECIFIC OPERATIONAL FACTORS:

060	Coordination and cooperation within and between ministries.	
081	Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	
082	Availability of reliable data for project planning, control and evaluation.	N
083	Competence and/or continuity in executive leadership of project.	
084	Host country project funding.	
085	Legislative changes relevant to project purposes.	
086	Existence and adequacy of a project-related LDC organization.	
087	Resolution of procedural and bureaucratic problems.	
088	Availability of LDC physical resource inputs and/or supporting services and facilities.	
089	Maintenance of facilities and equipment.	
090	Resolution of tribal, class or caste problems.	
091	Receptivity to change and innovation.	
092	Political conditions specific to project.	
093	Capacity to transform ideas into actions, i.e., ability to implement project plans.	N
094	Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	
095	Extent of LDC efforts to widen the dissemination of project benefits and services.	
096	Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.	
097	Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	
098	Other:	

HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:

099	Level of technical education and/or technical experience.	
100	Planning and management skills.	N
101	Amount of technician man years available.	
102	Continuity of staff.	
103	Willingness to work in rural areas.	
104	Pay and allowances.	
105	Other:	

In the space below for narrative provide a succinct discussion and overall appraisal of the quality of country performance related to this project, particularly over the past year. Consider important trends and prospects. See Detailed Instructions for an illustrative list of considerations to be covered.

For only those items marked N include brief statements covering the nature of the problem, its impact on the achievement of project targets (i.e., its importance) and the nature and cost of corrective action taken or planned. Identify each explanatory note.

106 NARRATIVE FOR PART III (Continue on form AID 1020-25 I):

Many of the factors listed above as "negative" are relevant to the project and are of significant importance. However, overall host country performance related to the activities of the project is considered to be satisfactory taking into consideration present circumstances and the RLG's willingness to support training programs. The efforts extended by the Commission for the Plan to coordinate training activities of all donors are beginning to be productive. The desire of USAID and RLG personnel for additional training is apparent from the considerable number of requests received daily at the USAID Manpower Development Branch. Increased work efficiency by these employees after training indicates that satisfactory results are being achieved.

- 082: Scarcity of data on population and labor force forecasts hampers efforts to provide statistical base for manpower planning. This gap is receiving attention from the RLG National Statistical Service, the UN and USAID. A UN advisor in demography has arrived in Laos and USAID is planning participant training for employees from the Census Division.

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PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

- 093: RIG officials are unable to take action requiring funds expenditure because of tight budget ceilings.
- 100: Counterpart planning and management skills are deficient. Continuing assistance from USAID and other donors advisors is required. Training of RIG personnel for project support is necessary and is being met from UN and USAID assistance.

UNCLASSIFIED

SECURITY CLASSIFICATION

Return to:

George A. Ridenour

George

AF 1020-20 (7-69)

SECURITY CLASSIFICATION

001 PROJECT NUMBER

PROJECT APPRAISAL REPORT (PAR)

(U-446)

See M.O. 1026.1

UNCLASSIFIED

439-11-995-073

extra

002 PAR

MO. DAY YR.

003 U.S. OBLIGATION SPAN

004 PROJECT TITLE

AS OF:

1 2 3 1 5 8 FY 6 6 Thru FY 7 8

Public Administration Development - Public Administration

005 COOPERATING COUNTRY - REGION - AID/W OFFICE

Laos

006 FUNDING TABLE

AID DOLLAR FINANCING-OBLIGATIONS (\$000)	TOTAL	CONTRACT (NON-ADD)	PERSONNEL SERVICES		PARTICIPANTS		COMMODITIES		OTHER COSTS		
			AID	PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 19 68)	485 Includes funding of General Participant Training project which included other areas in addition to Public Administration training.	34	222	-	7	105	-	114	-	10	27
PROPOSED OPERATIONAL YEAR (FY 19 69)	247 Excludes Manpower Development which is funded under the same project	71	60	-	36	47	-	69	-	-	35

CCC VALUE OF P.L. 480 COMMODITIES (\$000)

Thru Actual Year

Operational Year Program

007 IMPLEMENTING AGENCY TABLE

If contractors or participating agencies are employed, enter the name and contract or PASA number of each in appropriate spaces below; in the case of voluntary agencies, enter name and registration number from M.O. 1551.1, Attachment A. Enter the appropriate descriptive code in columns b and c, using the coding guide provided below.

TYPE CODE b	TYPE CODE c	a. IMPLEMENTING AGENCY	TYPE CODE		d. CONTRACT/ PASA/ VOLAG NO.	e. LEAVE BLANK FOR AID/W USE
			b.	c.		
1. U.S. CONTRACTOR	0. PARTICIPATING AGENCY	None				
2. LOCAL CONTRACTOR	1. UNIVERSITY					
3. THIRD COUNTRY CONTRACTOR	2. NON-PROFIT INSTITUTION					
4. PARTICIPATING AGENCY	3. ARCHITECTURAL & ENGINEERING					
5. VOLUNTARY AGENCY	4. CONSTRUCTION					
6. OTHER:	5. OTHER COMMERCIAL					
	6. INDIVIDUAL					
	7. OTHER:					

PART I - PROJECT IMPACT

I-A. GENERAL NARRATIVE STATEMENT ON PROJECT EFFECTIVENESS, SIGNIFICANCE & EFFICIENCY.

This summary narrative should begin with a brief (one or two paragraph) statement of the principal events in the history of the project since the last PAR. Following this should come a concise narrative statement which evaluates the overall efficiency, effectiveness and significance of the project from the standpoint of:

- (1) overall performance and effectiveness of project implementation in achieving stated project targets;
- (2) the contribution to achievement of sector and goal plans;
- (3) anticipated results compared to costs, i.e., efficiency in resource utilization;
- (4) the continued relevance, importance and significance of the project to country development and/or its furtherance of U.S. objectives.

Include in the above outline, as necessary and appropriate, significant remedial actions undertaken or planned. The narrative can best be done after the rest of PART I is completed. It should integrate the partial analyses in I-B and I-C into an overall balanced appraisal of the project's impact. The narrative can refer to other sections of the PAR which are pertinent. If the evaluation in the previous PAR has not significantly changed, or if the project is too new to have achieved significant results, this Part should so state.

008 NARRATIVE FOR PART I-A (Continue on form AID 1020-25 if as necessary):

There is no previous PAR for this project, which comprises two activities: 1) Public Administration and 2) Manpower Development. A General Participant Training project was initiated in FY 66 and a Public Administration project in FY 67. In FY 69 these projects were combined along with Manpower Development into the Public Administration Development project, for which a single Project Agreement was prepared.

MISSION DIRECTOR APPROVAL SIGNATURE *George A. Ridenour* DATE 4/21/69

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PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

Separate PARs and PIPs are being prepared for each activity, namely Public Administration and Manpower Development, so as to avoid the generalities which would be necessary if the two activities were appraised together. Similarly, for organizational and administrative simplification, separate Project Agreements will be prepared.

History of Public Administration

Because the Public Administration activity operates within a very sensitive area and must be adaptable to experience and changing conditions, the historical summary, which has never previously been described, is stated somewhat more completely in this PAR than normal.

Advisory assistance to the Royal Lao Government (RLG) Ministry of Finance was introduced under General Technical Support in FY 64. By January 1966 the staff grew to four but was reduced to three in September 1967 at about the time that the assistance was reorganized as a project, after recognizing that receptivity to change was at that time lower than anticipated. The staff now consists of one American adviser and two professional TCNs. Advisory services were requested by the RLG in 1964 specifically to assist the Minister of Finance to meet the budgetary deficit commitments specified in the December 1963 and subsequent annual exchange of letters between the RLG and participating donor nations to the monetary stabilization program. Additional advisory assistance was provided by the UN and French Government in 1965. The UN provided an economist for six months and the French Economic and Technical Assistance Mission (M.A.E.T.) an experienced financial adviser. The latter is still here and has proved very valuable because of his many years close association at a high level with French colonial administration.

From the beginning, administrative reforms were recommended in the tax structure and collection procedures, as well as in budget preparation and control of expenditures. As a consequence, the FY 68 budget was prepared jointly by the MAET adviser and USAID budget adviser. Budget hearings were held for the first time, assistance was given to some RLG agencies in the preparation of proposals and the budget format was completely revised and modernized. Preparation of the FY 69 budget, however, was returned to the Budget Service at the request of the Ministry and followed the traditional authoritative and last minute preparation pattern, although the improved format was retained. Two factors can be identified to explain this retrogression: a) some ministries are believed to have objected to excessive activity by foreign advisers in the highly sensitive budget-making process, and b) an unexpected financial crisis occurred in February 1968 which coincided with the scheduled start of the budget preparation cycle and inhibited the process of making decisions by RLG and donors alike. The financial crisis was caused by the almost simultaneous Tet offensive in Vietnam and the world gold crisis. These resulted in a drastic reduction in gold trade (imports and re-exports) by Laos which had reached about six tons per month and which provided about one-third of total revenues through an import duty of 8.5%. The fall in gold revenues, which continue at a low level, has

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fortunately created a strong and effective incentive to increase normal revenues. While the Lao budgetary crisis is still far from solved, reduction of dependence upon gold revenues has had a salutary effect. A return to rational methods of budget preparation can be foreseen as the Lao slowly develop an understanding of the advantages of improved administration and as the financial crisis is resolved.

In 1966 a visit was arranged between the Royal Thai Government (RTG) Budget Bureau and Revenue Service by several top level officials of the RLG Finance Ministry. From this successful visit developed the first participant training effort. Nine high level officials, funded by the General Participant Training project, were sent to the RTG Budget Bureau and Finance Ministry for several weeks for a successful study of budget procedures. A direct consequence was the revised budget format adopted in FY 68 and a proposed revision of the financial statute strengthening the control of expenditures (still pending - see note to 085, p. 8A). Participant training was successfully extended to the Revenue Service in 1967 (see 009, 1-1-5, p.2A) and has now become a significant aspect of the Public Administration activity (079 Narrative, para. C, p. 7 and 009 Objectives 1, 2, 3). It has recently been extended to include 4-year university courses in Bangkok leading to professional BA degrees.

In 1968 the Ministry of Finance assumed control of the cadastral activities of the RLG Geographic Service, attaching it to the Registry and Land Service in accordance with French practice. The Cadastre is ably assisted by a UN technical adviser, recently given deputy director status with operating, executive and administrative authority (referred to as OPEX in UN parlance). Cadastral surveys are increasingly important in a developing economy. The demand for clearly established property rights requires the issuing of titles, which can only be done correctly after accurate surveys, as a long and sad history of improperly made surveys in Laos makes clear. Equally important, property taxes can be levied when clear titles exist. In recognition of this progressive step by the RLG, the Public Administration activity started supporting in FY 69 the cadastral school organized in the Ministry of Finance to train surveying technicians, for both public and private sectors. Additional field training in Thailand for graduates of the school and surveying equipment for new field teams are being provided at a very modest cost in relation to the UN and RLG input (see 009 - objective 2).

land surveys
land titles

In FY 68 limited advisory assistance was initiated to the reorganized Commission General for the Plan, which prepared the first 5-year National Investment Plan (Plan Cadre) for Laos and expanded advisory services contemplated (see 009 - objective 4, p.2C).

(1) Overall performance and effectiveness of project implementation in achieving stated project targets.

Operating in an environment that was inimical to administrative progress (see notes to 045 p. 7A, 080, 083, 085, 090, p. 8A), normal (non-gold) annual revenues were doubled in the three years, FY 65 to FY 68, and are still rising significantly while the budget

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deficit declined nearly 10% from FY 66 to FY 68, thus achieving the objectives of the stabilization program. Unfortunately, the contribution to this achievement by the Public Administration advisory activity cannot be evaluated.

In order to improve the acceptance of change, to provide some immediate technical competence and to prepare professional trained future administrators, participant training was modestly introduced by sending high level Lao officials to the RLG Budget Bureau in FY 66. The result was an improved budget preparation procedure and format and a proposed revision of the Financial Statute, still in committee in the Assembly. Participant training was continued modestly in FY 67 and substantially expanded in FY 69 (see 009 - objectives 1, 2, 3).

The project has been hampered to an unexpected degree by internal problems of the RLG (see 014, 017, 092, 093). Nevertheless, it can be concluded that significant though slow progress has been achieved which has had an immeasurable effect upon the success of the monetary stabilization program.

(2) Contribution to achievement of sector and goal plans.

The relatively good financial stability which has been maintained during the life of the project and throughout the period of advisory services starting in 1964 has been a major factor in achieving political stability and a neutral free Laos (RLG general consumer price index for Vientiane: December 1964 - 551, December 1968 - 713) and these in turn have encouraged the economic development goals of the USAID program in Laos. The degree to which the project has contributed to these results cannot be accurately evaluated (see 012).

(3) Anticipated results compared to costs.

The results of a public administration project are both short and long range, tangible and intangible. Furthermore, progress can only be made as rapidly as receptivity develops. By restricting the size of the project, modest results have been achieved at minimum cost, while slowly developing the environment and professional capability for future administrative evolution (see 079-a).

(4) The continued relevance, importance and significance to country development and/or furtherance of U.S. objectives.

Sound fiscal procedures and improving public administration are increasingly important if economic development is to be steady and permanent. The need for a slow steady growth in the scope of the project can already be detected in the increasing requests for assistance, particularly in training. PARs for other projects have stressed the loss of project effectiveness caused by inept RLG administration. Consequently a period of growth for the project is foreseen for the next few years with a new orientation emphasizing long-range training and selective advisory services (see 107, p. 9).

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An estimated project termination date of FY 78 is based on the following assumptions:

- 1) Educational institutions in Laos will develop increasingly effective administration curricula.
- 2) Present other country and UN advisory assistance will continue.
- 3) Residual costs for participant training can be funded under Tech Support after project termination.

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PART I-B -- PROJECT EFFECTIVENESS

009 I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

1. CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	3. ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				
		3. ACTUAL CUM. TO DATE 12/31/68	4. AS OF PRIOR JUNE 30 1968		5. 1969 PLANNED BY NEXT JUNE 30	6. PROJECTED TOTAL FOR PROJECT LIFE
			a. PLANNED	b. ACTUAL		
	<p>The first PIP and PAR are being prepared concurrently. Some activities have specific targets and output measures for these are shown. Other activities have no specific targets and are therefore qualitatively described. For clarity activities are listed under related objectives.</p> <p><u>OBJECTIVE 1: Support stabilization program.</u></p> <p>1-1 Financial statements, special studies and reports. These provide information required by the RLG, the donors and international organizations (viz. IMF) to assess progress of the stabilization program and formulate appropriate corrective actions. Statements of revenues, expenditures and budget deficit condition are prepared monthly in cooperation with RLG financial services. Many special studies are undertaken at the request of any of the above users and provided to some or all of them as appropriate. All these activities consume a major portion of the staff's time but have no measurable output. Preparation of statements should eventually be turned over to RLG, subject to donors' approval. Confidence in ability to provide timely and accurate statements is necessary. Termination of this work by PA cannot therefore be predicted.</p> <p>1-2 Revenues and expenditures. To increase the former and control the latter, advisory assistance is provided to develop new or improved forms of taxation, resolve collection problems, devise better ways of controlling civil expenditures. This is a continuing operation and should lead eventually to an overall study of the tax structure and procedures by an independent organization, at which time PA may cease this assistance.</p> <p>1-3 Remodel budget format and integrate foreign aid projects.</p> <p>1-4 Train budget analysts. Two new candidates per year will spend 9 months in the Royal Thai Government (RTG) Budget Bureau, so as to develop an RLG Budget Analysis Branch which should begin to operate in FY 70 and be fully operational by FY 72.</p>	12/31/68				
		50%	50%	50%	60%	100%
		0	2	0	2	4

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PART I-B -- PROJECT EFFECTIVENESS

009

I-B-1 -- OUTPUT REPORT AND FORECAST -- (See detailed instructions)

1. CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				6. PROJECTED TOTAL FOR PROJECT LIFE
		3. ACTUAL CUM. TO DATE 12/31/68	4. AS OF PRIOR JUNE 30 1968		5. 1969 PLANNED BY NEXT JUNE 30	
			6a. PLANNED	6b. ACTUAL		
	1-5 Train revenue officials. Regional and provincial directors of revenue and other important officials spend six weeks in the RIG Revenue Service. Should be completed in FY 72.	7	7	7	15	31
	1-6 Treasury accounting. To improve accuracy and timeliness of Treasury accounts and to reconcile differences with provincial treasuries and Finance Ministry accounts, advisory services may be provided by means of a short-term adviser in FY 70, subject to program review, assisted by the regular PA staff. Possible extension of advisory services to provincial treasuries is foreseen as a future development which makes prediction of completion difficult.					
	1-7 Train Treasury officials. 4 officials per year will receive training in the RIG Treasury and National Bank.	0	0	0	0	12
	1-8 Trade statistics. Develop effective trade statistics and special runs compiled and printed by ECAFE. Pay costs for 3 years. Printing should be done in Laos and cost to RIG at completion considerably reduced.	25%	0	0	50%	100%
	1-9 Customs tariffs. A study of the tariff structure may be made and changes recommended, so as to encourage economic development without loss of revenue. Services of a short-term U.S. tariff advisor would be required, subject to program review, in FY 70 or 71. This is in addition to other customs advisers recommended in Shaw report of February 1969.					
	OBJECTIVE 2: Develop RIG Land Administration.					
	2-1 Train land officers. Each year 17 central and provincial land officers will spend 5 weeks in the RIG Land Department. Should be completed by FY 71.	0	0	0	1	35

PART I-B - PROJECT EFFECTIVENESS

009

I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

1. CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	3. ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				6. PROJECTED TOTAL FOR PROJECT LIFE
		3. ACTUAL CUM. TO DATE 12/31/68	4. AS OF PRIOR JUNE 30 1968		5. 1969 PLANNED BY NEXT JUNE 30	
			a. PLANNED	b. ACTUAL		
	2-2 Train surveyors (technicians). Each year the graduates of RL& Cadastral School will spend 4 months on-the-job training with RL& Bureau of Land Survey. Should be completed by FY 73. On-the-job training can then be done in Laos.	0	0	0	4	52
	2-3 Train surveyors (professional). Each year 2 young Lao will be selected and sent for 3-5 years to Bangkok Technical Inst. or Chulalongkorn University School of Engineering. Should be continued until termination of the project since no equivalent training facilities exist in Laos.	0	0	0	1	11
	2-4 Train Cadastre officials. Each year 4 cadastral administrators will spend 5 weeks in RL& Bureau of Land Survey. Should be completed in FY 71.	0	0	0	6	11
	2-5 Provide surveying equipment - theodolites and accessories.	0	0	0	3	25
	OBJECTIVE 3: Develop public administration (PA) skills.					
	3-1 Public Administration BA degrees. Select and send 4 young Lao to Chulalongkorn Univ., Bangkok, each year. Should be continued until termination of project unless local training facilities are adequately developed in the interim.	0	0	0	2	38
	3-2 U.S. training in Tax Administration and Controllershship. Select and send 2 Lao officials each year. This or other alternatives should continue for life of project if appropriate candidates available.	0	0	0	2	20

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PART I-B - PROJECT EFFECTIVENESS

009

I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

1. CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				8. PROJECTED TOTAL FOR PROJECT LIFE
		3. ACTUAL CUM. TO DATE 12/31/68	4. AS OF PRIOR JUNE 30 1968		5. 1969 PLANNED BY NEXT JUNE 30	
			6. PLANNED	7. ACTUAL		
	<p>3-3 English language training. Provide classes in RLG ministries to prepare for study abroad and improve communication skills on the job. Termination depends upon continued interest and evaluated success.</p> <p><u>OBJECTIVE 4: Improve development planning.</u></p> <p>4-1 To assist the Commission for the Plan to improve its organization, evaluate proposed and current projects, determine needs and priorities in allocation of funds and selection of projects, seek new sources of funds and how to tap them, and provide liaison between the Commission and all donors, a full-time U.S. adviser may be provided, subject to program review, starting in FY 70. If provided, termination should be evaluated at end of adviser's first tour.</p> <p><u>OBJECTIVE 5: See PA development needs of the RLG.</u></p> <p>5-1 The need and receptivity to PA development in the RLG will be constantly reviewed, largely through activities allied to Objective 4 and through assistance to the RLG Manpower Utilization Committee. Areas to be explored include the Ministry of National Economy, Civil Service and Institute of Law and Administration (IRDA). Training needs include supervisory training, public administration seminars, communications and records, payroll accounting. Proposed or improved RLG services include a motor pool, property accounting a centralized payroll service. A short-term adviser may be provided, subject to program review, to develop management seminars to be sponsored by the RLG and financially assisted by USAID. Public Administration project should move into these activities as current activities are completed and duration of activity evaluated at that time.</p>	1 (class)	0	0	3 (classes)	10 (classes)

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PART I-C - Continued

C.2 - GENERAL QUESTIONS

These questions concern developments since the prior PAR. For each question place "Y" for Yes, "N" for No, or "NA" for Not Applicable in the right hand column. For each question where "Y" is entered, explain briefly in the space below the table.	MARK IN THIS COL.
013 Have there been any significant, unusual or unanticipated results not covered so far in this PAR?	N
014 Have means, conditions or activities other than project measures had a substantial effect on project output or accomplishments?	Y
015 Have any problems arisen as the result of advice or action or major contributions to the project by another donor?	N
016 If the answer to 014 or 015 is yes, or for any other reason, is the project now less necessary, unnecessary or subject to modification or earlier termination?	N
017 Have any important lessons, positive or negative, emerged which might have broad applicability?	Y
018 Has this project revealed any requirement for research or new technical aids on which AID/W should take the initiative?	Y
019 Do any aspects of the project lend themselves to publicity in newspapers, magazines, television or films in the United States?	N
020 Has there been a lack of effective cooperating country media coverage? (Make sure AID/W has copies of existing coverage.)	N

021 NARRATIVE FOR PART I-C.2 Identify each explanatory note by the number of the entry to which it pertains. (Continue on form AID 1020-25 I as necessary):

- (014) Effectiveness of project is hampered by sensitive conditions, particularly prevalent in the Finance Ministry, which impose higher priorities to political pressures and interests than to logical fiscal planning and control. It is because of these recognized limitations that the project has been kept small.
- (017) The rate of progress in the politically dominated environment of the Finance Ministry has been slow and cannot be rationally predicted. Patience, persuasiveness and faith in ultimate goals must take precedence over short-range expectations.
- (018) It is current practice to attach no effective strings to project objectives within the Finance Ministry and to adapt these to diplomatic priorities. An alternative approach would be to attach precisely defined strings to the objectives. Research to determine the most effective balance between persuasion and control could be of material assistance in establishing future Mission policies.

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PART II - IMPLEMENTATION REPORT

II-A - STATUS OF SCHEDULE

022 A-1 - INDIVIDUAL ACTIONS (See detailed instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project Implementation Plan, Part I.

(a) PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(b) STATUS - PLACE AN "X" IN ONE COLUMN		
		(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
<u>OBJECTIVE 1</u>				
a)	Reports - Prepare monthly revenue and expenditure reports		X	
b)	Studies - Make ad hoc studies and prepare reports		X	
c)	Advise on increasing revenues, controlling expenditures		X	
d)	Advise on budget format, integration of aid projects		X	
e)	Train staff for Budget Service (RLG failed to provide candidates)	X		
f)	Train staff of Revenue Service (per diem rate in Bangkok for high level RLG officials is inadequate. Currently under review.)	X		
g)	Treasury			
	(i) Provide short-term accounting advisor		Planned	
	(ii) Continue advisory assistance with regular staff		Planned	
	(iii) Develop staff through training		Planned	
h)	Improve compilation of RLG trade statistics (with ECAFE)			X
i)	Provide short-term tariff adviser to relate tariffs to economic development		Planned	
<u>OBJECTIVE 2</u>				
a)	Land Branch - Train administrative staff to man reorganized Land Service in Finance Ministry (inadequate per diem rate in Bangkok).	X		
b)	Cadastral Branch			
	(i) Train new surveyors (technicians and professionals)		X	
	(ii) Provide surveying equipment		X	
<u>OBJECTIVE 3</u>				
a)	Provide college training for BA in PA		X	
b)	Train RLG personnel in controllership and taxation in U.S.A.		X	
c)	Provide English classes in related RLG agencies		X	
<u>OBJECTIVE 4</u>				
a)	Commission for the Plan - Provide full-time U.S. adviser in development planning to improve organization, evaluate projects and resources, and seek new sources of funding		Planned	
b)	Manpower Utilization Commission - Advise Commission on re-allocation of personnel		Planned	

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PART II - IMPLEMENTATION REPORT

II-A - STATUS OF SCHEDULE

022 A-1 - INDIVIDUAL ACTIONS (See detailed instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project Implementation Plan, Part I.

(a) PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(b) STATUS - PLACE AN "X" IN ONE COLUMN		
		(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
<u>OBJECTIVE 5</u>				
a)	Maintain continuous exploration of agencies such as Ministry of National Economy, Civil Service and Institute for Law and Administration (IRDA)		Planned	
b)	Promote pilot supervisory training in a selected RLG activity		Planned	
c)	Determine feasibility and value of PA seminars for RLG		Planned	
d)	Encourage USAID to support continuation of C&R pilot training activity		Planned	
e)	Evaluate PA assistance to organization of RLG motor pool		Planned	
f)	Promote centralization of RLG payroll procedures		Planned	
g)	Determine value of training in payroll administration		Planned	
h)	Explore RLG need for training in property accounting		Planned	

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PART II - Continued

023

II-A.2 - OVERALL TIMELINESS

In general, project implementation is (place an "X" in one block):

(a) On schedule	X
(b) Ahead of schedule	
(c) Behind schedule	
(1) AID/W Program Approval	
(2) Implementing Agency (Contractor/Participating Agency/Voluntary Agency)	
(3) Technicians	
(4) Participants	
(5) Commodities (non-FFF)	
(6) Cooperating Country	
(7) Commodities (FFF)	
(8) Other (specify):	

BLOCK (c): If marked, place an "X" in any of the blocks one thru eight that apply. This is limited to key aspects of implementation, e.g., timely delivery of commodities, return of participants to assume their project responsibilities, cooperating country funding, arrival of technicians.

II-B - RESOURCE INPUTS

This section appraises the effectiveness of U.S. resource inputs. There follow illustrative lists of factors, grouped under Implementing Agency, Participant Training and Commodities, that might influence the effectiveness of each of these types of project resources. In the blocks after only those factors which significantly affect project accomplishments, write the letter P if effect is positive or satisfactory, or the letter N if effect is negative or less than satisfactory.

1. FACTORS-IMPLEMENTING AGENCY (Contract/Participating Agency/Voluntary Agency)

024 IF NO IMPLEMENTING AGENCY IN THIS PROJECT. PLACE AN "X" IN THIS BLOCK:	X	032 Quality, comprehensiveness and candor of required reports	
025 Adequacy of technical knowledge		033 Promptness of required reports	
026 Understanding of project purposes		034 Adherence to work schedule	
027 Project planning and management		035 Working relations with Americans	
028 Ability to adapt technical knowledge to local situation		036 Working relations with cooperating country nationals	
029 Effective use of participant training element		037 Adaptation to local working and living environment	
030 Ability to train and utilize local staff		038 Home office backstopping and substantive interest	
031 Adherence to AID administrative and other requirements		039 Timely recruiting of qualified technicians	
		040 Other (describe):	

2. FACTORS-PARTICIPANT TRAINING

041 IF NO PARTICIPANT ELEMENT IN PROJECT. PLACE AN "X" IN THIS BLOCK:		TRAINING UTILIZATION AND FOLLOW UP	
PREDEPARTURE		052 Appropriateness of original selection	P
042 English language ability	N	053 Relevance of training for present project purposes	P
043 Availability of host country funding	N	054 Appropriateness of post-training placement	P
044 Host country operational considerations (e.g., selection procedures)		055 Utility of training regardless of changes in project	P
045 Technical/professional qualifications	N	056 Ability to get meritorious ideas accepted by supervisors	
046 Quality of technical orientation		057 Adequacy of performance	
047 Quality of general orientation (see note)	P	058 Continuance on project	P
048 Participants' collaboration in planning content of program		059 Availability of necessary facilities and equipment	
049 Collaboration by participants' supervisors in planning training (see note)	P	060 Mission or contractor follow-up activity	
050 Participants' availability for training (see note)	P	061 Other (describe):	
051 Other (describe):			

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PART II-B - Continued

3. FACTORS-COMMODITIES

PLACE AN "X" IN APPROPRIATE BLOCK:	062 FFP	063 NGM-FFP	064 NO COMMODITY ELEMENT	072 Control measures against damage and deterioration in shipment.	
065 Timeliness of AID/W program approval (i.e., P10/C, Transfer Authorization).				073 Control measures against deterioration in storage.	
066 Quality of commodities, adherence to specifications, marking.			P	074 Readiness and availability of facilities.	
067 Timeliness in procurement or reconditioning.			N	075 Appropriateness of use of commodities.	P
068 Timeliness of shipment to port of entry.			P	076 Maintenance and spares support.	
069 Adequacy of port and inland storage facilities.				077 Adequacy of property records, accounting and controls.	
070 Timeliness of shipment from port to site.			P	078 Other (Describe):	
071 Control measures against loss and theft.				Theft and damage in transit	N

Indicate in a concise narrative statement (under the heading a. Overall Implementation Performance, below) your summary appraisal of the status of project implementation, covering both significant achievements and problem areas. This should include any comments about the adequacy of provision of direct hire technicians as well as an overall appraisal of the comments provided under the three headings (b, c & d) which follow. For projects which include a dollar input for generation of local currency to meet local cost requirements, indicate the status of that input (see Detailed Instructions).

Discuss separately (under separate headings b, c & d) the status of Implementing Agency Actions, Participants and Commodities. Where above listed factors are causing significant problems (marked N), describe briefly in the appropriate narrative section: (1) the cause and source of the problem, (2) the consequences of not correcting it, and (3) what corrective action has been taken, called for, or planned by the Mission. Identify each factor discussed by its number.

079 NARRATIVE FOR PART II-B: (After narrative section a. Overall Implementation Performance, below, follow, on form AID 1020-25 I as needed, with the following narrative section headings: b. Implementing Agency, c. Participants, d. Commodities. List all narrative section headings in order. For any headings which are not applicable, mark them as such and follow immediately below with the next narrative section heading.)

a. Overall Implementation Performance.

The project has progressed as satisfactorily as can be realistically expected in the existing politically sensitive environment of the Ministry of Finance. The most apparent evidence of progress is the steady and substantial increase in annual revenues (excluding duty on gold imports, which depend on world conditions) and the change in attitudes clearly traceable to participant training efforts. Most disappointing has been the failure to gain acceptance for modern methods of budget preparation and expenditure control. This may result from the fear that rational budgeting would weaken the power of the Minister to make arbitrary fiscal decisions. It is therefore not a failure of the project.

b. Implementing Agency - not applicable.

c. Participants - Participant training in Thailand has been the most obviously significant factor in changing the attitudes and skills of the Finance Ministry personnel. It has awakened them to the existence within a short distance of a country of similar people, language, traditions and background which has evolved in the present century, largely through its own efforts, from an administrative condition not unlike that of present day Laos, to one of respectable and in some areas outstanding administrative competence. This, the Lao officials are now aware, they can do too. ✓

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PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

042 - French is the administrative language of Laos and few speak acceptable English but interest in learning English is developing rapidly. Three classes will be operating daily in the Finance Ministry by the end of FY 69. This new interest in English is another indication of a growing awareness of the Lao that they form part of a broader world. Language ability is reported to be quite satisfactory.

043 - Host country has no financing for participants and because of the large budgetary deficit and shortage of foreign exchange, is unlikely to have financing ability during the life of this project.

045 - Substantially lower than those of officials and civil servants in neighboring countries.

047 - Quality of participant training has been good to excellent, depending upon the quality of the Thai Government counterpart administrative agency. The Budget Bureau and Revenue Department proved outstanding. Equally important was the careful preparation of the training which resulted from close collaboration between the PA adviser, USOM/Bangkok Training Division, each Thai agency involved, and in two cases, the RIG supervisor responsible for participants.

049 - Participants' supervisors have all cooperated significantly in the detailed planning of the training. Three made special trips to Thailand under invitational travel and personally planned the training with their Thai counterparts.

050 - With the exception of the Budget Service where new personnel for a proposed budget analysis branch have never been found, participants have always been available as and when needed.

d. Commodities

067 - 18 jeeps financed under the FY 67 Pro Ag took nearly 12 months in procurement time alone. Another 15 jeeps financed under the FY 68 Pro Ag were procured in adequate time. The net result was that both lots of jeeps arrived during FY 69 and the host government, to whom they were to be sold, could only buy 23 due to shortage of funds in the FY 69 budget.

078 - Parts lost and damage in transit were repaired at USAID expense prior to sale to the RIG. Insurance is being claimed.

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PART III - ROLE OF THE COOPERATING COUNTRY

The following list of illustrative items are to be considered by the evaluator. In the block after only those items which significantly affect project effectiveness, write the letter P if the effect of the item is positive or satisfactory, or the letter N if the effect of the item is negative or less than satisfactory.

SPECIFIC OPERATIONAL FACTORS:

080 Coordination and cooperation within and between ministries.	N
081 Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	
082 Availability of reliable data for project planning, control and evaluation.	
083 Competence and/or continuity in executive leadership of project.	N
084 Host country project funding.	
085 Legislative changes relevant to project purposes.	N
086 Existence and adequacy of a project-related LDC organization.	N
087 Resolution of procedural and bureaucratic problems.	P
088 Availability of LDC physical resource inputs and/or supporting services and facilities.	
089 Maintenance of facilities and equipment.	
090 Resolution of tribal, class or caste problems.	N
091 Receptivity to change and innovation.	P
092 Political conditions specific to project.	N
093 Capacity to transform ideas into actions, i.e., ability to implement project plans.	N
094 Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	N
095 Extent of LDC efforts to widen the dissemination of project benefits and services.	N
096 Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.	
097 Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	N
098 Other:	

HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:

099 Level of technical education and/or technical experience.	N
100 Planning and management skills.	N
101 Amount of technician man years available.	
102 Continuity of staff.	P
103 Willingness to work in rural areas.	
104 Pay and allowances.	N
105 Other:	

In the space below for narrative provide a succinct discussion and overall appraisal of the quality of country performance related to this project, particularly over the past year. Consider important trends and prospects. See Detailed Instructions for an illustrative list of considerations to be covered.

For only those items marked N include brief statements covering the nature of the problem, its impact on the achievement of project targets (i.e., its importance) and the nature and cost of corrective action taken or planned. Identify each explanatory note.

106 NARRATIVE FOR PART III (Continue on form AID 1020-25 1):

Positive action on the part of the cooperating country has been a forced reaction in response to necessity, carried out by ad hoc actions and decisions, to a much greater extent than a carefully planned response to project advice. For greater details see 079a - Overall Implementation Performance, p. 7.

Through patient persuasion and training, the importance of effective administration is slowly gaining some ascendancy over the present essentially intuitive and political bases of action. Long-term training will provide the young, new administrative leadership necessary to carry forward the modest changes which will slowly be introduced during the remainder of the project life.

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PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

080 - Significant efforts are being made by the revitalized Commission for the Plan to coordinate project requirements of all ministries with aid projects and potential sources of support. But in the Ministry of Finance, budget planning and implementation remains an authoritative effort rather than a cooperative one despite persistent efforts by the project to introduce rational procedures, budget hearings, etc. Training of budget analysts has been agreed to in principle but participants are not provided. Accounting differences between Finance Ministry and Treasury Branch are unresolved. Provision of a short-term Treasury advisor to assist the new Treasurer will be tried.

083 - Incumbents of important positions are rarely changed because of present government stability. Changes usually occur when ministers are changed. Executive competence is lacking because few leaders have been exposed to the work at lower echelons and cannot give precise instructions to subordinate supervisors.

085 - Assembly action on proposed new taxes and related expenditure level are uncoordinated. A proposed reform of the finance law has been before the Assembly for nearly two years with no action.

086-094-095 There is a great need to develop an RLG operations and management office to work alongside of the PA advisers, to whom the project would eventually be transferred. Efforts to accomplish this have failed because RLG personnel have not yet accepted the importance and status of staff positions.

090 - Family relationships are the dominant factor in appointments to important positions. Tribal groups are not pertinent to this situation but family relationships have similar effects.

091-092-093 New ideas, often easily accepted in principle, are rarely put into action for following reasons:

- 1 - Lack of experience in grappling with a challenging problem and carrying it resourcefully through to completion.
- 2 - Inhibition of political and special interests.

A plan to centralize payroll procedures lies dormant, despite carefully explained changes required.

Success with certain innovations shows that the Lao must be led step by step well into the implementation stage, at which point they develop enthusiasm and self-confidence. Short-term specialized advisers for identified problems are therefore recommended for the future.

PAR CONTINUATION SHEET

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097 - Same comment as under 091-092-093 above. Generally, there is a lack of self-confidence in exacting disciplined action from subordinates. However, there are exceptions, such as in the Revenue Service where a competent director has overcome the usual inhibiting factors and created a unit with competent and effective administrators.

099-100 Most procedures were established by the French Colonial Administration and are simple and effective if coordinated and scheduled. This is not done because of inadequate supervision and management skills, which is to be expected because these positions were vacated at the time of the independence in 1954. Well-educated young administrators are now emerging, largely from foreign universities and older administrators are being retired at age 55. This well-conceived plan will bear fruit over the next 20 years. The project is helping by supporting BA degree public administration-oriented education for capable young Lao men and women.

No commensurate effort is being made to provide equally important supervisory training. The Manpower Development activity of the Project (appraised in separate PAR) is planning to initiate this training for USAID Lao personnel and intends to extend it to RLG personnel.

104 - Typical monthly salary ranges with allowances (from bachelor to family of 8 children), longevity, etc., are shown in dollars (500 kip = \$1):

<u>Position</u> <u>in RLG</u>	<u>Monthly Salary Range</u>		
Director-General	\$94	-	\$140
Director	74	-	125
Assistant Director, Controller	55	-	93
Bureau Chief	45	-	80
Clerk	16	-	50
Messenger, driver	9	-	35

By contrast common laborers are paid between \$12 (RLG) and \$20 (private sector) per month. To these inadequate salaries are added prebends paid to officials in unknown amounts. This traditional process tends to slow down the flow of work which waits for an incentive to move it along at each sensitive position.

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PART IV - PROGRAMMING IMPLICATIONS

IV-A - EFFECT ON PURPOSE AND DESIGN

Indicate in a brief narrative whether the Mission experience to date with this project and/or changing country circumstances call for some adjustment in project purposes or design, and why, and the approximate cost implications. Cover any of the following considerations or others that may be relevant. (See Detailed Instructions for additional illustrative considerations.) Relevant experience or country situations that were described earlier can simply be referenced. The spelling out of specific changes should be left to the appropriate programming documents, but a brief indication of the type of change contemplated should be given here to clarify the need for change. For example, changes might be indicated if they would:

1. better achieve program/project purposes;
2. address more critical or higher priority purposes within a goal plan;
3. produce desired results at less cost;
4. give more assurance of lasting institutional development upon U.S. withdrawal.

107 NARRATIVE FOR PART IV-A (Continue on form AID 1020-25 1):

Experience prior to and during the life of this project has shown that Lao officials and personnel are receptive to new ideas but that they find it difficult to implement the changes for lack of experience in taking independent action. They need to be guided by very concrete steps to the objective. They will become increasingly involved and enthusiastic as the process evolves. Since the present PA staff is too small to devote sufficiently concentrated attention to a variety of problems to achieve the above described reaction on the part of the Lao, an alternative solution is proposed which should provide a high concentration of very specialized knowledge to each significant problem and thus achieve more effective results at a lower cost. This proposed alternative is to obtain temporary services of experienced specialists as needed to solve well-identified problems. These could be financed by AID or sometimes obtained at a low cost by the RLG from various organizations such as ECAFE or the ADB. Services of various specialists in branches of the USAID Management Division could be requested for similar assignments by special arrangement with the division. Motor pool, property management, accounting, C&R, etc., are just a few of the operations in this Mission whose resources could be used in a variety of ways for training and demonstration. A Mission policy to involve internal USAID activities to a limited degree in project assistance to the RLG (for example: C&R demonstration of an adequate filing system) will produce results in excess of the modest effort required. Participant training will be expanded, especially in long-term training, so as to provide the ~~future administrators needed to carry forward administrative reform.~~

IV-B - PROPOSED ACTION

108 This project should be (Place an "X" in appropriate block(s)):

1. Continued as presently scheduled in PIP.	X
2. Continued with minor changes in the PIP, made at Mission level (not requiring submission of an amended PIP to AID/W).	
3. Continued with significant changes in the PIP (but not sufficient to require a revised PROP). A formally revised PIP will follow.	
4. Extended beyond its present schedule to (Date): Mo. Day Yr. Explain in narrative, PROP will follow.	
5. Substantively revised. PROP will follow.	
6. Evaluated in depth to determine its effectiveness, future scope, and duration.	
7. Discontinued earlier than presently scheduled. Date recommended for termination: Mo. Day Yr.	
8. Other. Explain in narrative.	

109 NARRATIVE FOR PART IV-B:

PROP and PIP are being prepared concurrently with this PAR to continue project with same general purpose and design and with additional emphasis on obtaining further advisory assistance for the RLG in well-defined activities in conjunction with increased participant training, both short and long-term.

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PART IV - PROGRAMMING IMPLICATIONS

IV-A - EFFECT ON PURPOSE AND DESIGN

Indicate in a brief narrative whether the Mission experience to date with this project and/or changing country circumstances call for some adjustment in project purposes or design, and why, and the approximate cost implications. Cover any of the following considerations or others that may be relevant. (See Detailed instructions for additional illustrative considerations.) Relevant experience or country situations that were described earlier can simply be referenced. The spelling out of specific changes should be left to the appropriate programming documents, but a brief indication of the type of change contemplated should be given here to clarify the need for change. For example, changes might be indicated if they would:

1. better achieve program/project purposes;
2. address more critical or higher priority purposes within a goal plan;
3. produce desired results at less cost;
4. give more assurance of lasting institutional development upon U.S. withdrawal.

107 NARRATIVE FOR PART IV-A (Continue on form AID 1020-25 I):

Efforts in meeting the objectives of the local training element of this project have produced satisfactory results. Changes anticipated include increased participation of RLG personnel in the various local training programs, on-going or being planned. RLG interest is genuine and purpose and design for this element are adequate.

The other project activities (assisting the RLG in establishing a manpower program and coordinating other donors training activities) are just beginning and at this initial stage, the purpose and design seem adequate. At a later date it may be necessary to revise these designs if available resources prove inadequate.

IV-B - PROPOSED ACTION

108 This project should be (Place an "X" in appropriate block(s)):

1. Continued as presently scheduled in PIP.	
2. Continued with minor changes in the PIP, made at Mission level (not requiring submission of an amended PIP to AID/W).	
3. Continued with significant changes in the PIP (but not sufficient to require a revised PROP). A formally revised PIP will follow.	
4. Extended beyond its present schedule to (Date): Mo. ___ Day ___ Yr. ___. Explain in narrative, PROP will follow.	
5. Substantively revised. PROP will follow.	
6. Evaluated in depth to determine its effectiveness, future scope, and duration.	
7. Discontinued earlier than presently scheduled. Date recommended for termination: Mo. ___ Day ___ Yr. ___	
8. Other. Explain in narrative.	X

109 NARRATIVE FOR PART IV-B:

PROP and PIP are being submitted. No changes to the project are contemplated at this time. See item 107

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George Kidenour

AID 1020-25 (7-68)

SECURITY CLASSIFICATION

PROJECT NUMBER

PROJECT APPRAISAL REPORT (PAR)
(U-446) See M.O. 1026.1

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B-168

002 PAR	MO.	DAY	YR.	003 U.S. OBLIGATION SPAN	004 PROJECT TITLE
AS OF:	1	1	3	FY 5 4 Thru FY 6 9	Development of the Rural Economy - Support for the Commission of Rural Affairs
005 COOPERATING COUNTRY - REGION - AID/W OFFICE	Laos				

006 FUNDING TABLE

AID DOLLAR FINANCING-OBLIGATIONS (\$000)	TOTAL	CONTRACT (NON-ADD)	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
			AID	PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 19 68)	773	1	500			6		167		19	1
PROPOSED OPERATIONAL YEAR (FY 19 69)	176	-	129			5		23		19	-

CCC VALUE OF P.L. 480 COMMODITIES (\$000) → Thru Actual Year : Operational Year Program :

007 IMPLEMENTING AGENCY TABLE

If contractors or participating agencies are employed, enter the name and contract or PASA number of each in appropriate spaces below; in the case of voluntary agencies, enter name and registration number from M.O. 1551.1, Attachment A. Enter the appropriate descriptive code in columns b and c, using the coding guide provided below.

TYPE CODE b	TYPE CODE c	e. IMPLEMENTING AGENCY	TYPE CODE		d. CONTRACT/ PASA/ VOLAS NO.	g. LEAVE BLANK FOR AID/W USE
			b.	c.		
1. U.S. CONTRACTOR	0. PARTICIPATING AGENCY					
2. LOCAL CONTRACTOR	1. UNIVERSITY					
3. THIRD COUNTRY CONTRACTOR	2. NON-PROFIT INSTITUTION					
4. PARTICIPATING AGENCY	3. ARCHITECTURAL & ENGINEERING					
5. VOLUNTARY AGENCY	4. CONSTRUCTION					
6. OTHER:	5. OTHER COMMERCIAL					
	6. INDIVIDUAL					
	7. OTHER:					

PART I - PROJECT IMPACT

I-A. GENERAL NARRATIVE STATEMENT ON PROJECT EFFECTIVENESS, SIGNIFICANCE & EFFICIENCY.

This summary narrative should begin with a brief (one or two paragraph) statement of the principal events in the history of the project since the last PAR. Following this should come a concise narrative statement which evaluates the overall efficiency, effectiveness and significance of the project from the standpoint of:

- (1) overall performance and effectiveness of project implementation in achieving stated project targets;
- (2) the contribution to achievement of sector and goal plans;
- (3) anticipated results compared to costs, i.e., efficiency in resource utilization;
- (4) the continued relevance, importance and significance of the project to country development and/or the furtherance of U.S. objectives.

Include in the above outline, as necessary and appropriate, significant remedial actions undertaken or planned. The narrative can best be done after the rest of PART I is completed. It should integrate the partial analyses in I-B and I-C into an overall balanced appraisal of the project's impact. The narrative can refer to other sections of the PAR which are pertinent. If the evaluation in the previous PAR has not significantly changed, or if the project is too new to have achieved significant results, this Part should so state.

008 NARRATIVE FOR PART I-A (Continue on form AID 1020-25 I as necessary):

There is no previous PAR for this project. The following is a brief summary of the history of the project from its beginning:

The Commission for Rural Affairs (CRA), was created in November, 1958, as an RLG service for the coordination of rural activities throughout the kingdom

MISSION DIRECTOR APPROVAL	SIGNATURE	DATE
	<i>Wassent Akhann</i>	2/20/69

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Ref to: Min of Interior Support

CRA - see pg 1-A, pp 3-4

PAR CONTINUATION SHEET

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of Laos. Its creation came about largely at the instigation of the U.S. Mission and is considered as an American creation by many Lao officials.

CRA support, from its inception to FY 64, was part of an overall project entitled Rural Development. This included Rural Self-Help (RSH) Activities, National Significance Activities (large-scale projects such as markets), and Refugee Relief and Rehabilitation. With USAID project reorganization in FY 64, CRA support became one of a number of separate Sub-Activities under the Development of Rural Economy.

The main activities in support of the CRA have been assisting in administrative development and organization, determining goals, programming, and training personnel to work in the provinces on self-help projects.

Village Workers (or CRA Workers) were employed beginning in 1965. They assist provincial planning staffs in rural self-help programs and are frequently involved as village counterpart workers to local USAID personnel in the provinces. (Ref: PAR 439-11-810-062-1) A second corps of village workers, known as Fundamental Educators, had been established in 1962 under the Ministry of Education. Most of these "FE" men, who were to work under provincial school officials in RD programs similar to those of the CRA, were in 1968 transferred to the CRA to consolidate the two development efforts. (Ref: PAR 439-11-810-064)

With USAID advisory assistance (one full-time IVSer plus technical advice as required), the CRA has developed a training center near Vientiane, at Ban Amone, at which villagers and artisans may be trained in such fields as carpentry, pottery, charcoal making, and blacksmithing. Since most of the CRA men have operated without benefit of prior training, they are now gradually receiving training in Community Development and village-level organizational skills at Ban Amone, and through participant training in Thailand in cooperation with the Thai government. Ban Amone has received some donations from Oxfam (the United Kingdom relief organization) and the Asia Foundation, and has a Japanese Overseas Cooperation Volunteer as an agricultural specialist. USAID Public Works Division provides a Lao carpenter to serve as a teacher and the Asia Foundation pays the salaries of the blacksmithing, charcoal making, and rattan furniture-making instructors.

It has been the intention of USAID and the RLG that management responsibility for the Cluster Village program gradually be transferred from USAID to RLG under the CRA. However, this has been delayed due to a lack of competent RLG personnel to successfully take over the work, and a reluctance by the CRA to take over and support USAID-managed programs rather than to start new ones. The CRA has planned four new Clusters but has never started any.

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PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

(1) Overall, performance is not as satisfactory as it could be. The original goal was to coordinate rural activities of the RLG, but other technical divisions and ministries of the RLG have tended to consider the CRA a "bastard child." In rural situations, CRA workers have more or less acted independently with the villagers rather than being able to coordinate programs with other ministries. Coordination as such has involved USAID Community Development Advisors (CDAs) and provincial governors. Performance of CRA workers in assisting self-help projects varies from province to province, but has steadily improved as their 'niche' in RSH has become apparent. This pool of village workers, trained mainly by CDAs and especially IVSers, is a worthwhile accomplishment of this project, as is the establishment of multi-purpose training centers.

(2) CRA contribution to sector and goal plans has come through implementing village level RSH activities which help the RLG politically and economically. This contribution has been fairly small, since CDAs and IVSers have primarily spearheaded such activities. However, contribution of the individual CRA workers themselves has gradually improved as personnel have gained skills and a knowledge of the work requirements.

(3) USAID resources have been used to advise and train CRA staff and workers. CRA worker involvement in RSH programs has been substantially more than that of employees of other ministries. There is a question, however, of whether USAID resources would have produced greater long term returns if concentration had been on training FE personnel of the Ministry of Education or in adding Village Workers under other ministries such as the Ministry of the Interior, rather than attempting to gain acceptance for a new RLG organization. ✓

(4) Over 90% of Laos' population lives in rural areas. It appears evident that RLG and RLG/USAID projects designed to win the people over to the RLG must be through programs designed to assist them in rural areas. RLG finances will continue to be very limited, so that RSH projects, with the large component of self-help, should continue to be necessary to accomplish rural development. It is felt, therefore, that maintenance of a group of village level workers is of continuing relevance to the furtherance of U.S. objectives in Laos. It is now doubtful, though, that village level workers can be supervised best through the CRA, and a hard look must be made in time for the FY 70 program review, of the possibility of terminating support to the CRA, or reducing it to such an extent that this sub-activity will be made unnecessary. ✓

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PART I-B - PROJECT EFFECTIVENESS

009

I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

1. CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				6. PROJECTED TOTAL FOR PROJECT LIFE
		3. ACTUAL CUM. TO DATE	4. AS OF PRIOR JUNE 30		5. PLANNED BY NEXT JUNE 80	
			a. PLANNED	b. ACTUAL		
	<p>There is no PIP for this project at present. However, the following elements would be suitable for the PIP, part II:</p> <p>1. Training of CRA Zone Chiefs and Commission Headquarters Staff.</p> <p style="padding-left: 20px;">A. Region II Community Development Training Center, Laem Chabang, Cholburi, Thailand (Participant Training)</p> <p style="padding-left: 20px;">B. In-country Leadership Training Program (CRA headquarters)</p> <p>2. Recruitment of CRA Village Workers. (Direct recruitment of 41 CRA Village Workers was augmented by the transfer of 56 Fundamental Educators from the Department of Elementary and Adult Education of the Ministry of Education to the CRA. Some loss was experienced; there are now <u>84</u> Village Workers on the payroll.)</p> <p>3. Training of CRA Village Workers.</p> <p style="padding-left: 20px;">A. Participant training Thailand</p> <p style="padding-left: 20px;">B. In-country training</p>					
		5	5	5	5	5
		0	0	0	5	5
		84	55	41	84	84
		0	0	0	5	5
		0	0	0	30	30

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PART I-B - PROJECT EFFECTIVENESS

009

I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

1. CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	3. ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				
		4. ACTUAL CUM. TO DATE	5. AS OF PRIOR JUNE 30		6. PLANNED BY NEXT JUNE 30	7. PROJECTED TOTAL FOR PROJECT LIFE
			a. PLANNED	b. ACTUAL		
	C. On-the-job training (CDAs and especially IVSers have spent considerable time teaching village workers.)					
	4. Construction of Ban Amone Training Center.	1	1	1	1	1
	5. Construction of multipurpose Training Centers.	8	3	8	9	9
	6. Transfer budgeting of CRA Workers from USAID budget to CRA budget. (See comment under Target 2)	84	55	41	82	84
	7. Transfer funding (other than local contributions) to CRA. (See comment for item No. 013)					
	8. Transfer management responsibility of Village Clusters from USAID to CRA.	0	4	0	4	12

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SECURITY CLASSIFICATION
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439-11-810-062-4**PAR CONTINUATION SHEET**

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

- 3) The CRA has failed to develop, at the Vientiane level, the capacity for effective program planning and administration. In this regard the CRA does not compare favorably with the progress achieved by other RLG organizations such as Travaux Public and Agriculture. Furthermore, in the area in which USAID inputs have been strongest, i. e., the introduction of community development ideas, the CRA response has been weak.

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PART I-C - Continued

C.2 - GENERAL QUESTIONS

These questions concern developments since the prior PAR. For each question place "Y" for Yes, "N" for No, or "NA" for Not Applicable in the right hand column. For each question where "Y" is entered, explain briefly in the space below the table.	MARK IN THIS COL.
013 Have there been any significant, unusual or unanticipated results not covered so far in this PAR?	Y
014 Have means, conditions or activities other than project measures had a substantial effect on project output or accomplishments?	Y
015 Have any problems arisen as the result of advice or action or major contributions to the project by another donor?	N
016 If the answer to 014 or 015 is yes, or for any other reason, is the project now less necessary, unnecessary or subject to modification or earlier termination?	Y
017 Have any important lessons, positive or negative, emerged which might have broad applicability?	Y
018 Has this project revealed any requirement for research or new technical aids on which AID/W should take the initiative?	N
019 Do any aspects of the project lend themselves to publicity in newspapers, magazines, television or films in the United States?	Y
020 Has there been a lack of effective cooperating country media coverage? (Make sure AID/W has copies of existing coverage.)	Y

021 NARRATIVE FOR PART I-C.2 identify each explanatory note by the number of the entry to which it pertains. (Continue on form AID 1020-25 I as necessary):

- 013 - Transfer of responsibility for operation of Village Clusters from USAID to the RLG has been delayed (1) because of the lack of competent, trained RLG personnel, (2) because the CRA is reluctant to take over USAID managed areas and would prefer to start its own "development zones", and (3) because the RLG budget resources are insufficient for them to take over the expense of cluster operation.
- 014 - Military situations in some areas have forced curtailment or postponement of some CRA village development work.
- 016 - The project is presently being studied carefully for possible modification. It is possible that CRA workers, in order to ensure a better status in the provincial areas as far as development programs are concerned, might be transferred to the Ministry of the Interior and thus be directly on the staffs of the local governors.
- 017 - (a) Don't confuse political goals with developmental goals. In a number of cases, development programs have been upset by maneuverings designed to redirect them towards achieving political goals, i. e., using CD personnel to do development work in inappropriate areas for CD work, when requested by the country team.
- (b) The host government should not be expected to take over USAID financed and managed projects unless it has a budget providing for such expansion and competent personnel available to manage the projects. Planning to

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phase over projects to the host government should carefully consider this factor.

(c) Local personnel, trained to work in their home areas, in most cases perform better than other personnel, however well trained, from outside the area.

(d) Different host government agencies should not have similar personnel employed in the same areas to do similar development work. (The effect of CRA men and FE men working in the same areas created confusion of roles and development planning - as a result, the FE men became low-level office personnel of the Ministry of Education.)

(e) There exists a real need for a rural-based host government technician and organizer, who can work with his hands while helping the villagers organize, and who can act as a coordinator between the villagers and the government on development activities.

019 - The work of the CRA man in organizing the people and working alongside them in carrying out projects is quite newsworthy.

020 - There are several newspapers and magazines in larger cities and provincial capitals. These give coverage, but there are very few such publications. Dissemination through the news media is limited. Coverage has primarily been through USIS and USAID-sponsored newsmagazines and newspapers stressing development. Cluster newsletters have served to keep villagers informed of current and planned activities throughout the cluster. These newsletters are prepared by the cluster management personnel.

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PART II - IMPLEMENTATION REPORT

II-A - STATUS OF SCHEDULE

022 A-1 - **INDIVIDUAL ACTIONS** (See detailed instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project Implementation Plan, Part I.

(a) PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(b) STATUS - PLACE AN "X" IN ONE COLUMN		
		(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
	There is no PIP for this project at present. However, the following major actions would be suitable for the PIP, Part I.			
	Training of CRA Zone Chiefs and Commission Headquarters staff.		X	
	Recruitment of CRA Village Workers.		X	
	Training of Village Workers.		X	
	Construct multipurpose Training Centers.		X	
	Provide advisory assistance to the RLG Ban Amone Training Center.		X	
	Transfer Cluster Village program management responsibility and budgetary responsibility to CRA. (See 009-6, 009-7, and 009-8)	X		
	Transfer personnel costs to RLG budget:			
	(a) Salaries		X	
	(b) Per diem	X		

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PART II - Continued

023

II-A.2 - OVERALL TIMELINESS

In general, project implementation is (place an "X" in one block):

BLOCK (c): If marked, place an "X" in any of the blocks one thru eight that apply. This is limited to key aspects of implementation, e.g., timely delivery of commodities, return of participants to assume their project responsibilities, cooperating country funding, arrival of technicians.

(a) On schedule	
(b) Ahead of schedule	
(c) Behind schedule	X
(1) AID/W Program Approval	
(2) Implementing Agency (Contractor/Participating Agency/Voluntary Agency)	
(3) Technicians	
(4) Participants	
(5) Commodities (non-FFF)	
(6) Cooperating Country	X
(7) Commodities (FFF)	
(8) Other (specify):	

II-B - RESOURCE INPUTS

This section appraises the effectiveness of U.S. resource inputs. There follow illustrative lists of factors, grouped under implementing Agency, Participant Training and Commodities, that might influence the effectiveness of each of these types of project resources. In the blocks after only those factors which significantly affect project accomplishments, write the letter P if effect is positive or satisfactory, or the letter N if effect is negative or less than satisfactory.

1. FACTORS-IMPLEMENTING AGENCY (Contract/Participating Agency/Voluntary Agency)

024 IF NO IMPLEMENTING AGENCY IN THIS PROJECT. PLACE AN "X" IN THIS BLOCK:	X	032 Quality, comprehensiveness and candor of required reports	
025 Adequacy of technical knowledge		033 Promptness of required reports	
026 Understanding of project purposes		034 Adherence to work schedule	
027 Project planning and management		035 Working relations with Americans	
028 Ability to adapt technical knowledge to local situation		036 Working relations with cooperating country nationals	
029 Effective use of participant training element		037 Adaptation to local working and living environment	
030 Ability to train and utilize local staff		038 Home office backstopping and substantive interest	
031 Adherence to AID administrative and other requirements		039 Timely recruiting of qualified technicians	
		040 Other (describe):	

2. FACTORS-PARTICIPANT TRAINING

041 IF NO PARTICIPANT ELEMENT IN PROJECT. PLACE AN "X" IN THIS BLOCK:		TRAINING UTILIZATION AND FOLLOW UP	P
PREDEPARTURE		052 Appropriateness of original selection	
042 English language ability		053 Relevance of training for present project purposes	P
043 Availability of host country funding		054 Appropriateness of post-training placement	
044 Host country operational considerations (e.g., selection procedures)		055 Utility of training regardless of changes in project	
045 Technical/professional qualifications		056 Ability to get meritorious ideas accepted by supervisors	N
046 Quality of technical orientation		057 Adequacy of performance	P
047 Quality of general orientation		058 Continuance on project	
048 Participants' collaboration in planning content of program	N	059 Availability of necessary facilities and equipment	
049 Collaboration by participants' supervisors in planning training	N	060 Mission or contractor follow-up activity	
050 Participants' availability for training		061 Other (describe):	
051 Other (describe):			

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PART II-B - Continued

3. FACTORS-COMMODITIES

PLACE AN "X" IN APPROPRIATE BLOCK:	062 FFF	063 NON-FFF	064 NO COMMODITY ELEMENT	072 Control measures against damage and deterioration in shipment.	
065 Timeliness of AID/W program approval (i.e., PIO/C, Transfer Authorization).				073 Control measures against deterioration in storage.	
066 Quality of commodities, adherence to specifications, marking.				074 Readiness and availability of facilities.	N
067 Timeliness in procurement or reconditioning.				075 Appropriateness of use of commodities.	
068 Timeliness of shipment to port of entry.				076 Maintenance and spares support.	N
069 Adequacy of port and inland storage facilities.				077 Adequacy of property records, accounting and controls.	N
070 Timeliness of shipment from port to site.				078 Other (Describe): Host government supply channels	N
071 Control measures against loss and theft.					

Indicate in a concise narrative statement (under the heading a. Overall Implementation Performance, below) your summary appraisal of the status of project implementation, covering both significant achievements and problem areas. This should include any comments about the adequacy of provision of direct hire technicians as well as an overall appraisal of the comments provided under the three headings (b, c & d) which follow. For projects which include a dollar input for generation of local currency to meet local cost requirements, indicate the status of that input (see Detailed Instructions).

Discuss separately (under separate headings b, c & d) the status of Implementing Agency Actions, Participants and Commodities. Where above listed factors are causing significant problems (marked N), describe briefly in the appropriate narrative section: (1) the cause and source of the problem, (2) the consequences of not correcting it, and (3) what corrective action has been taken, called for, or planned by the Mission. Identify each factor discussed by its number.

079 NARRATIVE FOR PART II-B: (After narrative section a. Overall Implementation Performance, below, follow, on form AID 1020-25 I as needed, with the following narrative section headings: b. Implementing Agency, c. Participants, d. Commodities. List all narrative section headings in order. For any headings which are not applicable, mark them as such and follow immediately below with the next narrative section heading.)

a. Overall Implementation Performance.

The most significant achievement is that village-level government personnel have been placed where they can act successfully as Community Development catalysts, determining "grassroots" needs and working with both villagers and other government officials to meet these needs through self-help programs. Problem areas are many: a lack of training, a lack of leadership which can command the respect of RLG officialdom, lack of budgetary support, lack of acceptance by other ministries, and lack of support (field) by the CRA itself. The program also needs improvement in knowledge of the role of community development efforts.

b. Implementing Agency - Not applicable.

c. Participant Training.

048 - Planning of content of program is almost entirely done by USAID, and the government of Thailand, with the CRA taking a minor role and the participants involved not at all. This situation can be improved by bringing about closer ties between the CRA and the Department of Community Development in Thailand. It would stimulate planning on the part of CRA.

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- 049 - The CRA takes only a minor role; provincial governors and field USAID personnel - CDAs and IVSers - are not involved at all. Correspondence eliciting suggestions from the field would add a new dimension in planning.
- 056 - CRA workers face a definite problem in getting meritorious ideas accepted by supervisors. There is an age gap as well as a divisional gap involved. Further directives clearly outlining areas of responsibilities of supervisors and CRA workers would help.
- d. Commodities.
- 074 - There are no CRA facilities as such in the field. CRA workers utilize existing government structures of the RLG, or multipurpose centers constructed under RSH. Facilities of other RLG agencies are not readily available to the CRA workers. Transfer of CRA workers to an old, established agency such as the Ministry of the Interior would help resolve this problem.
- 076 - Maintenance and spares support is nil and a continuing problem. A number of American bicycles under the "Sears" trademark were provided CRA workers, but the model was soon discontinued. No parts are available for maintenance and repair through USAID or the local market. (Despite USAID's "Buy American" policy, purchase of easily repaired lightweight bicycles on the local market would have been preferable.) "Yamaha" Japanese motorbikes furnished the workers through CRA can be repaired at local shops and costs charged to a special USAID account. A limited number of old jeeps were provided for CRA use in the field, but AID parts support and maintenance has since been withdrawn, and the CRA has not taken over. Transfer of CRA workers to the Ministry of the Interior would help resolve this problem.
- 077 - Preparation and maintenance of property control records within the RLG is almost nil. The CRA maintains minimal records in the capital on commodity distribution, but provincial records are largely nonexistent. More advisory assistance will be given in this area.
- 078 - In practice, all CRA and RSH commodities can be secured by CRA workers only through USAID CDAs and IVSers who supervise end use. No RLG or CRA channels have been set up to furnish such commodities. USAID has as yet done nothing to aid in setting up such channels other than to advise that such channels are needed. USAID will emphasize supply procedures assistance once it is determined whether or not the CRA workers will transfer to another RLG agency.

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PART III - ROLE OF THE COOPERATING COUNTRY

The following list of illustrative items are to be considered by the evaluator. In the block after only those items which significantly affect project effectiveness, write the letter P if the effect of the item is positive or satisfactory, or the letter N if the effect of the item is negative or less than satisfactory.

SPECIFIC OPERATIONAL FACTORS:

080 Coordination and cooperation within and between ministries.	N
081 Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	
082 Availability of reliable data for project planning, control and evaluation.	
083 Competence and/or continuity in executive leadership of project.	N
084 Host country project funding.	N
085 Legislative changes relevant to project purposes.	
086 Existence and adequacy of a project-related LDC organization.	N
087 Resolution of procedural and bureaucratic problems.	
088 Availability of LDC physical resource inputs and/or supporting services and facilities.	N
089 Maintenance of facilities and equipment.	N
090 Resolution of tribal, class or caste problems.	
091 Receptivity to change and innovation.	
092 Political conditions specific to project.	N
093 Capacity to transform ideas into actions, i.e., ability to implement project plans.	
094 Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	N
095 Extent of LDC efforts to widen the dissemination of project benefits and services.	
096 Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.	N
097 Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	
098 Other:	

HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:

099 Level of technical education and/or technical experience.	N
100 Planning and management skills.	N
101 Amount of technician man years available.	
102 Continuity of staff.	
103 Willingness to work in rural areas.	P
104 Pay and allowances.	N
105 Other:	

In the space below for narrative provide a succinct discussion and overall appraisal of the quality of country performance related to this project, particularly over the past year. Consider important trends and prospects. See Detailed Instructions for an illustrative list of considerations to be covered.

For only those items marked N include brief statements covering the nature of the problem, its impact on the achievement of project targets (i.e., its importance) and the nature and cost of corrective action taken or planned. Identify each explanatory note.

106 NARRATIVE FOR PART III (Continue on form AID 1020-25 I):

RLG spokesmen have noted growth in the CRA as a result of USAID support. The service has secured a present total of 84 Village Workers who have been placed under and are directly responsible to provincial governors. The CRA workers themselves are becoming increasingly aware of their role, and provincial governors and planning councils are more frequently using them in developmental programs. CRA workers are now receiving in-service training both in Vientiane and in Thailand in community development. There are, however, many problems as discussed below, and much remains to be done.

080 - The tendency of RLG ministries working at the local level is for each to pursue its own way. There is a definite need for more coordination, and USAID advisory assistance to the various ministries emphasizes this need.

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- 083 - Due to a lack of community development expertise, it has been necessary to develop CRA leadership along with the program.
- 084 - Host country project funding has been small due to continued poor finances of the government. The program continues to be supported largely by USAID funding. Continuing efforts will be made to increase local support of rural projects.
- 086 - CRA performance is still far short of adequately fulfilling minimal needs. It is contemplated to provide support to village workers through more established government agencies.
- 088 - RLG physical resource inputs and supporting services and facilities have been almost nil. (See 074 and 076 comments on page 7-A.)
- 089 - See comment 076 on page 7-A.
- 092 - The continued state of warfare in Laos is not conducive to expanded rural development activities.
- 094 - The CRA is growing aware of the extent of the program involved, and gradually developing abilities and capacity to sustain and expand the program. However, there is no good prospect for significantly improved funding for the CRA in the next five years. (See 084 above.)
- 096 - See comment for 056 on page 7-A.
- 099 - Technical competence and basic education of most counterpart technicians is very low, although the CRA is attempting to impose some standards for employment. Continued in-country training is a necessity.
- 100 - Planning and management skills of CRA personnel, both in Vientiane and in the field, are poor, although improving slightly with experience. Our continued advisory assistance is needed but could be continued, and perhaps more effectively, if these personnel were transferred to the Ministry of Interior. ✓
- 104 - The low salary scale of CRA Workers has made the position unattractive financially and made it difficult for the workers to meet living costs when working outside their home communities. USAID has assisted by providing for per diem payment for field work up to the equivalent of 90% of the monthly salary. Most CRA workers obtain this per diem monthly, making it an

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104 (Cont.)

effective subsidy to almost double their salaries. This arrangement is outside the present CRA budget and the CRA has no plans to include such per diem payment. This support for the village workers should continue for another year while we attempt to resolve the problem, if the per diem is necessary to keep the workers in the field and our program objectives cannot be reached otherwise.

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PART IV - PROGRAMMING IMPLICATIONS

IV-A - EFFECT ON PURPOSE AND DESIGN

Indicate in a brief narrative whether the Mission experience to date with this project and/or changing country circumstances call for some adjustment in project purposes or design, and why, and the approximate cost implications. Cover any of the following considerations or others that may be relevant. (See Detailed Instructions for additional illustrative considerations.) Relevant experience or country situations that were described earlier can simply be referenced. The spelling out of specific changes should be left to the appropriate programming documents, but a brief indication of the type of change contemplated should be given here to clarify the need for change.

For example, changes might be indicated if they would:

1. better achieve program/project purposes;
2. address more critical or higher priority purposes within a goal plan;
3. produce desired results at less cost;
4. give more assurance of lasting institutional development upon U.S. withdrawal.

107 NARRATIVE FOR PART IV-A (Continue on form AID 1020-25 I):

The basic pattern for CRA development has been laid down during the past several years. The program has called for increased training of CRA personnel in appropriate skills and extending the idea of overall rural development programming to all RLG services operating in each province. After a period of growth - of one or two years - during which Fundamental Educators are well integrated into the program - the thought has been for further expansion and providing more CRA workers in each province. This would mean an increase in the number of CRA workers and perhaps a small addition of personnel to the Vientiane CRA. It is unlikely that the RLG, however, will be able to afford expansion. A hard look must be made of the prospect of reducing the CRA overhead which demands administrators (which are in short supply) as well as money, and it may be that trained CRA men can better function through transfer to and absorption within accepted RLG services. If the CRA men were assigned directly to the Minister of the Interior, operating under the provincial governors, their status might be better and local provincial officials might be more involved in area development programs. (The FE program was under an old, established Ministry, that of Education, but, since the provincial Education

(Continued next page)

IV-B - PROPOSED ACTION

108 This project should be (Place an "X" in appropriate block(s)):

1. Continued as presently scheduled in PIP.	
2. Continued with minor changes in the PIP, made at Mission level (not requiring submission of an amended PIP to AID/W).	
3. Continued with significant changes in the PIP (but not sufficient to require a revised PROP). A formally revised PIP will follow.	
4. Extended beyond its present schedule to (Date): Mo. ___ Day ___ Yr. ___. Explain in narrative, PROP will follow.	
5. Substantively revised. PROP will follow.	X
6. Evaluated in depth to determine its effectiveness, future scope, and duration.	
7. Discontinued earlier than presently scheduled. Date recommended for termination: Mo. ___ Day ___ Yr. ___	
8. Other. Explain in narrative.	

109 NARRATIVE FOR PART IV-B:

In FY69 decisions will be made as to the future of this project. One possible direction would be to end funding in FY69 and provide USAID assistance to field personnel through other projects such as Rural Self-Help. This would involve encouraging the Ministry of the Interior to utilize CRA workers on district and provincial staffs, with eventual transfer, if successful, of CRA workers to the Ministry of the Interior. The CRA would then become an advisory service to Vientiane ministries. It would also continue to provide specialized training to village workers using presently established training centers.

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IV-A Contd.

heads were involved with large numbers of teachers and students, their planning revolved around the basic education system. In many cases, the FE men became mere office assistants or "book stackers".) The CRA might have a role as a pioneer in new areas, withdrawing after Ministry of the Interior officials are able to take firm control.

George A. Ridemur

RDP HG

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AID 1029-25 (7-66)

PROJECT APPRAISAL REPORT (PAR) (U-446) See M.O. 1026.1

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PROJECT NUMBER: 439-11-810-062-1

002 PAR MO. DAY YR. 005 U.S. OBLIGATION SPAN 004 PROJECT TITLE

AS OF: 10 15 68 FY 64 Thru FY 72

006 COOPERATING COUNTRY - REGION - AID/W OFFICE: LAOS

006 PROJECT TITLE: Development of Rural Economy Rural Self-Help

006 FUNDING TABLE

AID DOLLAR FINANCING-OBLIGATIONS (\$000)	TOTAL	CONTRACT (NON-ADD)	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
			AID	PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 1968)	5,861	1,724	1,856		1,683			2,080		201	41
PROPOSED OPERATIONAL YEAR (FY 1969)	1,231	437 (237 for RSH)	396		415			380		18	22

000 VALUE OF P.L. 480 COMMODITIES (\$000) Thru Actual Year : Operational Year Program :

007 IMPLEMENTING AGENCY TABLE

If contractors or participating agencies are employed, enter the name and contract or PASA number of each in appropriate spaces below; in the case of voluntary agencies, enter name and registration number from M.O. 1551.1, Attachment A. Enter the appropriate descriptive code in columns b and c, using the coding guide provided below.

TYPE CODE b	TYPE CODE c	a. IMPLEMENTING AGENCY	TYPE CODE		d. CONTRACT/ PASA/ VOLAG NO.	e. LEAVE BLANK FOR AID/W USE
			b.	c.		
1. U.S. CONTRACTOR 2. LOCAL CONTRACTOR 3. THIRD COUNTRY CONTRACTOR 4. PARTICIPATING AGENCY 5. VOLUNTARY AGENCY 6. OTHER:	0. PARTICIPATING AGENCY 1. UNIVERSITY 2. NON-PROFIT INSTITUTION 3. ARCHITECTURAL & ENGINEERING 4. CONSTRUCTION 5. OTHER COMMERCIAL 6. INDIVIDUAL 7. OTHER:	1. International Voluntary Services	5	2	AIDc-1756	
		2. (NOTE: \$237 of total contract of \$437 is for RSH. Balance is for Agriculture Projects)				

PART I - PROJECT IMPACT

I-A. GENERAL NARRATIVE STATEMENT ON PROJECT EFFECTIVENESS, SIGNIFICANCE & EFFICIENCY.

This summary narrative should begin with a brief (one or two paragraph) statement of the principal events in the history of the project since the last PAR. Following this should come a concise narrative statement which evaluates the overall efficiency, effectiveness and significance of the project from the standpoint of:

- (1) overall performance and effectiveness of project implementation in achieving stated project targets;
- (2) the contribution to achievement of sector and goal plans;
- (3) anticipated results compared to costs, i.e., efficiency in resource utilization;
- (4) the continued relevance, importance and significance of the project to country development and/or the furtherance of U.S. objectives.

Include in the above outline, as necessary and appropriate, significant remedial actions undertaken or planned. The narrative can best be done after the rest of PART I is completed. It should integrate the partial analyses in I-B and I-C into an overall balanced appraisal of the project's impact. The narrative can refer to other sections of the PAR which are pertinent. If the evaluation in the previous PAR has not significantly changed, or if the project is too new to have achieved significant results, this Part should so state.

008 NARRATIVE FOR PART I-A (Continue on form AID 1029-25 I as necessary):

There is no previous PAR for this project. The following is a brief summary of the history of the project from its beginning:

Rural Development programs began in 1958 under an overall project titled "Development of Rural Economy". The RLG Commission for Rural Affairs (CRA) was

MISSION DIRECTOR APPROVAL SIGNATURE DATE

George A. Ridemur 2/25/69

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set up in the same year, as a service for the coordination of rural activities throughout the country. The Rural Self-Help Activity (RSH) was begun in FY 62 as a sub-activity under the "Development of Rural Economy". In 1964, both RSH and CRA Support were funded as separate sub-activities under this project. ("Support for the Commission of Rural Affairs" was designed to give administrative support and guidance to the CRA, and to aid in the creation of an RLG provincial village-based corps of rural development personnel. It is covered in PAR 439-11-810-062-4)

The RSH project was designed to assist the local government in certain select areas of Laos to improve the social, economic, and political development of the rural populace. The method of working toward these goals has been through (1) the "Cluster Village" program, (2) training programs, (3) "Forward Area" teams, and (4) utilization of the CRA structure (PAR 439-11-810-062-4).

(1) The "Cluster Village" program began in 1963 when small groupings of centralized villages, known as "clusters", were selected for a concentrated development effort. The first clusters included Muong Phieng, Xieng Ngeun, Phone Hong, Muong Cao (Borikhane), Kengkok, and Ban Houei Kong. Additional clusters were later added: Vang Vieng, Ban Keun, Ban Lao, Dong Hene, Lahanam, Khongsedone, Champassak, and Paksong. Community Development Advisors (CDAs) and contract personnel of International Voluntary Services, Inc. (IVSers), were stationed in each cluster to work with RLG officials in coordinated programs for the entire area.

(2) Training courses were first set up on 1964 in skills, leadership, and social service, to develop local capacities and abilities for government work and area growth. Training programs have continued on a long and short-term basis and in a variety of fields.

(3) "Forward Area" teams were instituted when it was realized that clusters reached main lowland population centers but that more isolated areas and those closer to battle fronts were largely untouched by development. To meet this need, "Forward Area" teams of several men each, usually IVSers, were sent to these areas to carry out a limited amount of development. Such areas included Xieng Lom, Hong Sa, Nam Bac, Saravane, Muong Palane, Lao Ngam and others.

Joint RLG/USAID projects have continued in nearly all of these areas if security has permitted. With expansion of boundaries, mergers, and realignments, most of the original clusters are barely distinguishable. RLG lower level officials - district leaders, agricultural agents, and CRA workers - their skills improved by training programs - have learned and taken an increasing responsibility for programs. CDAs have been able gradually to withdraw from clusters to become advisors to provinces or large sub-provincial development zones.

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(1) Overall performance is judged to be satisfactory. Physical infrastructures produced in clusters by RSH have had a positive effect on the level of living of the rural people. Schools, dispensaries, roads, markets, wells, dams, and agricultural programs have improved considerably the lives of villagers and their productive capacity. The people themselves are recognizing development needs and are assuming an increased amount of responsibility for their community development projects, as shown by the fact that these projects were done with significant contributions by the villagers and were often initiated by them. The atmosphere between villagers and RLG officials and USAID technicians has paved the way for implementing larger economic projects such as irrigation projects. In the process, the RLG has become a stronger government in rural areas. Officials work in areas where they previously did not go, and administer programs which were unknown before the advent of clusters.

(2) The project has made some contribution to the achievement of sector and program goals. Now there is greater respect for the RLG in many rural areas and there is more identification by the people with national, social, and political goals. The economic lot of the people also appears to have improved substantially. This success cannot be measured quantitatively without a massive research project, and then many of the conclusions would have to be based on supposition. There are no data which can reliably tell where the program began, nor is there any valid way of measuring what would have occurred as a matter of course without a RSH program.

(3) At a cost of over \$9 1/2 million of USAID funding (including about \$2 1/2 in kip expenditures) plus self-help contributions, RSH has accomplished the physical outputs listed under Item 009, plus some degree of progress towards the more important goals of developing community self-reliance and nationhood. It is difficult to say whether more or less progress would have been achieved if our resources had been directed toward improving field services of existing and accepted ministries rather than promoting the creation of a new one, the CRA, for counterparting our rural development effort; or if we concentrated our resources in the most promising development areas to create a hard core of support for the RLG rather than trying to develop as many population areas as we have worked in; or if we had concentrated more on digging irrigation ditches than latrines. Some energetic and informed people with a social awareness (lacking in the RLG) were required to act as catalysts in rural development, and IVSers were a bargain in this respect. In addition, the output, both in terms of community spirit development and physical accomplishments has been obtained at bargain prices where the self-help input has been high and the participation has been voluntary. The questions raised on resource allocation cannot be answered without considerable study. A Mission evaluation of the rural development sector will be completed before the next RSH PAR submission and should provide some answers.

(4) The population of Laos is over 90% rural, and in most areas has an economic level of living far below that of most other countries in Southeast Asia. Development on the rural, self-help level will continue to be a significant need and objective

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PART I-B - PROJECT EFFECTIVENESS

I-B-1 - OUTPUT REPORT AND FORECAST -- (See detailed instructions)

009

1. CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				6. PROJECTED TOTAL FOR PROJECT LIFE
		3. ACTUAL CUM. TO DATE	4. AS OF PRIOR JUNE 30		5. PLANNED BY NEXT JUNE 30	
			a. PLANNED	b. ACTUAL		
	No PIP has yet been submitted, but the following targets are applicable to the PIP, Part II.					
	Classroom construction and repair	1279	1249	1179	1478	3000
	Latrines	1014	1014	1014	1030	1100
	Dug Wells	405	327	405	502	1000
	Dispensaries	100	89	100	129	150
	Roads (in kilometers)	498	472	498	521	600
	Irrigation Dams	62	58	60	65	75
	Bridges	57	57	57	57	70
	Markets	14	13	14	18	20
	Information Programs (cluster newspapers, bulletin boards)	3	3	3	6	20
	Information Program (libraries)	11	11	11	11	11
	<u>Training Programs (number of persons)</u>					
	Naibans and Tassengs (Village Development Council Members)	1163	1580	1021	2237	8000
	RLG Agents	220	220	200	250	500
	Villagers	7975	6520	6276	10000	30000

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PART I-B - Continued

010 B.2 - OVERALL ACHIEVEMENT OF PROJECT TARGETS

Place an "X" within the bracket on the following seven-point scale that represents your judgment of the overall progress towards project targets:



PART I-C - PROJECT SIGNIFICANCE

011 C.1 - RELATION TO SECTOR AND PROGRAM GOALS (See detailed instructions M.O. 1026.1)

This section is designed to indicate the potential and actual impact of the project on relevant sector and program goals. List the goals in col. b and rate potential and actual project impact in cols. c and d.

a. CODE NO. (AID/W USE ONLY)	SCALE FOR COLUMN c: 3= Very Important; 2= Important; 1= Secondary Importance SCALE FOR COLUMN d: 3= Superior/Outstanding; 2= Adequate/Satisfactory/Good; 1= Unsatisfactory/Marginal	c. POTENTIAL IMPACT ON EACH GOAL IF PROJECT ACHIEVES TARGETS	d. ACTUAL IMPACT ON GOAL TO DATE RELATIVE TO PROGRESS EXPECTED AT THIS STAGE
b. SECTOR AND PROGRAM GOALS (LIST ONLY THOSE ON WHICH THE PROJECT HAS A SIGNIFICANT EFFECT)			
	(1) Assist the RLG in gaining the support of the rural populace by demonstrating the sincere interest and concern of the RLG in their problems and in their welfare.	3	2
	(2) Contribute to raising the level of living of the rural people through a series of planned and interrelated social, political, and economic development programs.	3	2
	(3) Contribute to the national security effort by increasing the commitment of the villagers to their communities and to their government.	3	2
	(4)		

For goals where column c. is rated 3 or 2 and column d. is rated 1, explain in the space for narrative. The narrative should also indicate the extent to which the potential impacts rated 3 or 2 in column c. are dependent on factors external to the achievement of the project targets, i.e., is there a substantial risk of the anticipated impact being forestalled by factors not involved in the achievement of project targets. If possible and relevant, it also would be useful to mention in the narrative your reading of any current indicators that longer-term purposes, beyond scheduled project targets, are likely or unlikely to be achieved. Each explanatory note must be identified by the number of the entry (col. b) to which it pertains.

012 NARRATIVE FOR PART I-C.1 (Continue on form AID 1020-25 1):

- (1) The RLG, with USAID assistance through clusters, forward areas, and training programs, has provided concrete-type projects which have indicated an interest in and reaction to problems and needs of the villagers.
- (2) The standard of living in areas reached by the RSH program has been raised in the educational, health, and economic fields. Although good statistics are not available to measure this accurately, villagers now have something in these fields where before they had little or nothing.
- (3) Laos presents an unusual development situation in that it not only is underdeveloped and backward, but also lies in a buffer zone where governmental and foreign assistance programs are the target of marauding enemy guerrillas. In addition, due to this political situation and a religious tradition of non-violence, villagers tend to prefer a policy of noncommitment and nonalignment to either side until they determine what they feel is a definite trend. We can indicate "adequate impact relative to progress expected" for this goal in column "d" under Item 011 since no great advances were expected.

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PART I-C - Continued

C.2 - GENERAL QUESTIONS

These questions concern developments since the prior PAR. For each question place "Y" for Yes, "N" for No, or "NA" for Not Applicable in the right hand column. For each question where "Y" is entered, explain briefly in the space below the table.	MARK IN THIS COL.
013 Have there been any significant, unusual or unanticipated results not covered so far in this PAR?	N
014 Have means, conditions or activities other than project measures had a substantial effect on project output or accomplishments?	Y
015 Have any problems arisen as the result of advice or action or major contributions to the project by another donor?	N
016 If the answer to 014 or 015 is yes, or for any other reason, is the project now less necessary, unnecessary or subject to modification or earlier termination?	Y
017 Have any important lessons, positive or negative, emerged which might have broad applicability?	Y
018 Has this project revealed any requirement for research or new technical aids on which AID/W should take the initiative?	N
019 Do any aspects of the project lend themselves to publicity in newspapers, magazines, television or films in the United States?	Y
020 Has there been a lack of effective cooperating country media coverage? (Make sure AID/W has copies of existing coverage.)	N

021 NARRATIVE FOR PART I-C.2 Identify each explanatory note by the number of the entry to which it pertains. (Continue on form AID 1020-25 if as necessary):

- 014 - Unexpected political and military situations which arose in several development areas (Muong Palane, Saravane, Nam Bac, Lao Ngam, Attopen, etc.) have forced curtailment and postponement of programs.
- 015 - A temporary problem arose when Lao officials discovered that a UN team expected extensive logistic support under a development program. They attempted to secure USAID vehicles and commodities for the UN team. USAID did not provide the requested items. The program continued to function, but at a slower rate than the UN team had anticipated.
- 016 - A basic infrastructure has been provided for programs in secure areas. Now it appears to be the time to make an in-depth evaluation of rural development and modify or schedule termination of RSH according to the conclusions reached. This evaluation will be done prior to the next PAR submission.
- 017 - (a) Do not confuse political goals with development goals. In a number of cases, development programs have been upset by maneuverings designed to make them achieve political goals, i. e., doing development work in areas inappropriate for community development work when requested by the country team.
- (b) Through detailed administrative orders, the roles of Area Coordinator, CDA, IVSer and technicians should be made clear in each field situation. Responsibilities and inputs of each party (USAID, IVS, RLG) must be specified in advance.
- (c) The host government should not be expected to take over USAID financed and managed projects unless it has a budget providing for such expansion and competent personnel available to manage the projects; conversely, projects should not be initiated unless this factor has been studied and agreed upon.

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(d) Different host government agencies should not have similar personnel employed in the same areas to do similar development work. (The effect of CRA workers and FE men working in the same areas created confusion of roles and development planning. The FE men largely ended up as low-level office workers in provincial capitals.)

019 - The average rural self-help project is newsworthy.

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PART II - IMPLEMENTATION REPORT

II-A - STATUS OF SCHEDULE

022 A-1 - **INDIVIDUAL ACTIONS** (See detailed instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project Implementation Plan, Part I.

(a) PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(b) STATUS - PLACE AN "X" IN ONE COLUMN		
		(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
	There is no PIP for this project at present. However, the following major actions would be suitable for the PIP, Part I.			
1.	Assist the RLG at the provincial and village level in RSH programs providing an infrastructure of wells, schools, markets, agricultural and irrigation projects, and training programs meeting the problems of the villagers and around which the government can expand. (Note outputs listed under 009)		X	
2.	Develop local leadership through training programs. (Over 1400 persons, including a few villagers as well as lower echelon officials, have received training in special training courses emphasizing government administration and functions.)		X	
3.	Develop and teach local artisans in training courses in fields such as carpentry, blacksmithing, and pottery, so that they may use their skills in their home regions for development programs and personal economic advancement. (Over 170 trainees have gone through such basic courses at the Ban Amone Training Center in Vientiane.)		X	
4.	Turn responsibility for rural development programming over to the RLG. (USAID personnel, who at first almost completely ran development programs in the absence of an interested, trained corps of RLG officials, are increasingly able to leave certain areas of the program to the RLG and work more closely with them in planning and operation at the local level. USAID personnel, for example, who worked unilaterally in village well and school projects in 1965, now find CRA personnel available for work in each province and officials at provincial and district levels interested in RSH programs.)		X	

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PART II - Continued

023

II-A.2 - OVERALL TIMELINESS

In general, project implementation is (place an "X" in one block):

(a) On schedule	X
(b) Ahead of schedule	
(c) Behind schedule	
(1) AID/W Program Approval	
(2) Implementing Agency (Contractor/Participating Agency/Voluntary Agency)	
(3) Technicians	
(4) Participants	
(5) Commodities (non-FFF)	
(6) Cooperating Country	
(7) Commodities (FFF)	
(8) Other (specify):	

BLOCK (c): If marked, place an "X" in any of the blocks one thru eight that apply. This is limited to key aspects of implementation, e.g., timely delivery of commodities, return of participants to assume their project responsibilities, cooperating country funding, arrival of technicians.

II-B - RESOURCE INPUTS

This section appraises the effectiveness of U.S. resource inputs. There follow illustrative lists of factors, grouped under Implementing Agency, Participant Training and Commodities, that might influence the effectiveness of each of these types of project resources. In the blocks after only those factors which significantly affect project accomplishments, write the letter P if effect is positive or satisfactory, or the letter N if effect is negative or less than satisfactory.

1. FACTORS-IMPLEMENTING AGENCY (Contract/Participating Agency/Voluntary Agency)

024 IF NO IMPLEMENTING AGENCY IN THIS PROJECT. PLACE AN "X" IN THIS BLOCK:		032 Quality, comprehensiveness and candor of required reports	P
		033 Promptness of required reports	P
025 Adequacy of technical knowledge	P	034 Adherence to work schedule	P
026 Understanding of project purposes	P	035 Working relations with Americans	
027 Project planning and management		036 Working relations with cooperating country nationals	P
028 Ability to adapt technical knowledge to local situation	P	037 Adaptation to local working and living environment	P
029 Effective use of participant training element		038 Home office backstopping and substantive interest	
030 Ability to train and utilize local staff	P	039 Timely recruiting of qualified technicians	
031 Adherence to AID administrative and other requirements	P	040 Other (describe):	

2. FACTORS-PARTICIPANT TRAINING

041 IF NO PARTICIPANT ELEMENT IN PROJECT. PLACE AN "X" IN THIS BLOCK:	X	TRAINING UTILIZATION AND FOLLOW UP	
PREDEPARTURE		052 Appropriateness of original selection	
042 English language ability		053 Relevance of training for present project purposes	
043 Availability of host country funding		054 Appropriateness of post-training placement	
044 Host country operational considerations (e.g., selection procedures)		055 Utility of training regardless of changes in project	
045 Technical/professional qualifications		056 Ability to get meritorious ideas accepted by supervisors	
046 Quality of technical orientation		057 Adequacy of performance	
047 Quality of general orientation		058 Continuance on project	
048 Participants' collaboration in planning content of program		059 Availability of necessary facilities and equipment	
049 Collaboration by participants' supervisors in planning training		060 Mission or contractor follow-up activity	
050 Participants' availability for training		061 Other (describe):	
051 Other (describe):			

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PART II-B - Continued

3. FACTORS-COMMODITIES

PLACE AN "X" IN APPROPRIATE BLOCK:	062 FFF	063 NON-FFF	064 NO COMMODITY ELEMENT	072 Control measures against damage and deterioration in shipment.	
065 Timeliness of AID/W program approval (i.e., P10/C, Transfer Authorization).				073 Control measures against deterioration in storage.	
066 Quality of commodities, adherence to specifications, marking.				074 Readiness and availability of facilities.	N
067 Timeliness in procurement or reconditioning.				075 Appropriateness of use of commodities.	
068 Timeliness of shipment to port of entry.				076 Maintenance and spares support.	N
069 Adequacy of port and inland storage facilities.				077 Adequacy of property records, accounting and controls.	N
070 Timeliness of shipment from port to site.				078 Other (Describe):	
071 Control measures against loss and theft.					

indicate in a concise narrative statement (under the heading a. Overall Implementation Performance, below) your summary appraisal of the status of project implementation, covering both significant achievements and problem areas. This should include any comments about the adequacy of provision of direct hire technicians as well as an overall appraisal of the comments provided under the three headings (b, c & d) which follow. For projects which include a dollar input for generation of local currency to meet local cost requirements, indicate the status of that input (see Detailed Instructions).

Discuss separately (under separate headings b, c & d) the status of Implementing Agency Actions, Participants and Commodities. Where above listed factors are causing significant problems (marked N), describe briefly in the appropriate narrative section: (1) the cause and source of the problem, (2) the consequences of not correcting it, and (3) what corrective action has been taken, called for, or planned by the Mission. Identify each factor discussed by its number.

079 NARRATIVE FOR PART II-B: (After narrative section a. Overall Implementation Performance, below, follow, on form AID 1629-25 i as needed, with the following narrative section headings: b. Implementing Agency, c. Participants, d. Commodities. List all narrative section headings in order. For any headings which are not applicable, mark them as such and follow immediately below with the next narrative section heading.)

a. Overall Implementation Performance.

Overall implementation performance has been satisfactory. The most significant achievements have been to provide a basic infrastructure for the conduct of economic development in secure areas and the creation of an awareness of development responsibilities on the part of many RLG officials. The greatest problem has been the inability of the CRA (see PAR 439-11-810-062-4) to assume the management responsibility expected of them. Benefits of having USAID community development personnel in the countryside have been extended through contracting with IVS for employees who can live and work in villages at the "grassroots" level. The IVS volunteers and approximately 40 Lao assistants have constituted the nucleus of the community development corps of field workers. Since the IVSer is considered as outside the normal USAID and RLG chains of command he can work with the informal 'natural' village structures as well as with the formal 'artificial' leaders. By establishing his sphere of influence and responsibility within the expanded context of Lao village life, the IVSer creates a multiplier effect not attainable through most government officials or foreign advisors.

b. Implementing Agency - A contract was signed with IVS in 1962, expanding upon earlier contracts, calling for 49 persons and a staff of five, to work in rural areas. Personnel began to arrive in strength in 1963. IVSers are mostly young, idealistic college graduates who form a go-between at the local level for RLG and USAID technical experts, and lower echelon officials and the villagers. Basic technical knowledge, combined with common sense, works well in dealing with community

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development situations. IVSers' reports often possess a candor lacking elsewhere. Working relationships with villagers and officials have been very good. IVS adaption to local working and living conditions is noteworthy. Many IVSers have become very proficient in Lao and as a group possess considerable knowledge of the area and of Lao culture.

c. Participants - None. (Participant training provided under Support for CRA Project 439-11-810-062-4.)

d. Commodities

074 - USAID has made RSH commodities available for rural work. The present setup requires that personnel in the field work through USAID CDAs in order to secure commodities. The system works well generally but an effective RLG supply system must be established. The RLG is just beginning to see the need for organized systems of providing commodities, maintenance, and spare parts for vehicles.

076 - Maintenance of vehicles and equipment and supplying of spare parts is a problem of most RLG agencies. The present setup requires that CRA men in the field secure motorbike parts through the CDAs. Vehicle maintenance and repair, formerly done by USAID, is now the responsibility of the RLG. There is no attention given to preventive maintenance and there are no CRA repair facilities. Travaux Publics facilities have been reserved for their own equipment, although they on occasion will install vehicle parts for other agencies when the parts are secured by those agencies.

077 - RLG records, in most fields, are few and poor. Property records, accounting and controls, are almost nonexistent. There have so far been few appreciable changes, but exposure of RLG personnel to American practices of keeping records may change their practices in the future. Advisory assistance must be given in this field.

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PART III - ROLE OF THE COOPERATING COUNTRY

The following list of illustrative items are to be considered by the evaluator. In the block after only those items which significantly affect project effectiveness, write the letter P if the effect of the item is positive or satisfactory, or the letter N if the effect of the item is negative or less than satisfactory.

SPECIFIC OPERATIONAL FACTORS:	
000 Coordination and cooperation within and between ministries.	N
001 Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	
002 Availability of reliable data for project planning, control and evaluation.	N
003 Competence and/or continuity in executive leadership of project.	
004 Host country project funding.	N
005 Legislative changes relevant to project purposes.	
006 Existence and adequacy of a project-related LDC organization.	N
007 Resolution of procedural and bureaucratic problems.	N
008 Availability of LDC physical resource inputs and/or supporting services and facilities.	N
009 Maintenance of facilities and equipment.	N
090 Resolution of tribal, class or caste problems.	
091 Receptivity to change and innovation.	N
092 Political conditions specific to project.	N
093 Capacity to transform ideas into actions, i.e., ability to implement project plans.	N
094 Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	N
095 Extent of LDC efforts to widen the dissemination of project benefits and services.	
096 Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.	
097 Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	
098 Other:	
HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:	
099 Level of technical education and/or technical experience.	N
100 Planning and management skills.	N
101 Amount of technician man years available.	
102 Continuity of staff.	
103 Willingness to work in rural areas.	P
104 Pay and allowances.	N
105 Other:	

In the space below for narrative provide a succinct discussion and overall appraisal of the quality of country performance related to this project, particularly over the past year. Consider important trends and prospects. See Detailed Instructions for an illustrative list of considerations to be covered.

For only those items marked N include brief statements covering the nature of the problem, its impact on the achievement of project targets (i.e., its importance) and the nature and cost of corrective action taken or planned. Identify each explanatory note.

106 NARRATIVE FOR PART III (Continue on form AID 1020-25 I):

RSH activity is headed in USAID by the Rural Development Division, which is counterparted to the Commission for Rural Affairs. The CRA has in the past few years, with RDD stimulation and their own increasing awareness of their role and the need for rural development, begun to take an increasing role in government assistance to rural areas. However, a continued disinterest by the CRA in expanding operations to take over aspects of the Village Cluster Program, plus a continued lack of support of their men in the field, indicate that a USAID reevaluation of the program and performance is in order. The CRA shows little inclination of committing itself to working towards the countrywide co-ordination goals of CD.

080 - While other ministries' reaction to CRA cannot be said to be poor, it cannot be said to be good. No other ministry has yet recognized the CRA as coordinating rural affairs as such. Rather than a coordinating agency, it has become a service for merely implementing RSH activities.

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- 082 - Laos suffers from a continuing lack of reliable data in practically all fields, from population statistics through socio-economic data and the records of former projects. The RLG Bureau of Statistics is attempting to provide and increase certain basic statistics, but improvement is difficult and slow due to the underdeveloped nature of the country, a shifting political situation, and low performance standards of lower echelon officials.
- 084 - RLG finances are inadequate and will probably remain so for at least five years. Emphasis must continue to be placed on local contributions.
- 086 - The CRA is barely adequate as a counterpart (see first paragraph of 106 and comment for 080).
- 088 - RSH projects on the village level continue to be mainly USAID projects. Villagers provide largely labor, with a limited and increasing amount of material support. Other physical resources and supporting services-- vehicle support for delivering sand and gravel to school construction sites, or delivering medicines to dispensaries--are still provided by USAID. RLG contributions, other than some coordination, are almost nil.
- 089 - The providing of schools, wells, dispensaries, markets, and other physical structures has not emphasized repair and maintenance of such facilities, through community action and government support. As a result, repair and maintenance of new and existing structures remains a problem. Pumps of drilled wells, a long-time problem due to lack of maintenance and breakage, have received better care in the past year following a new policy of selling the pumps to the villagers rather than providing them free of charge.
- 091 - Due to the structure of Lao bureaucracy, change and innovation are not readily accepted. It takes a long time for some officials and citizens to be convinced that government involves service as well as governing.
- 093 - A lack of personnel and funds for RSH activities severely hampers RLG development of RSH ideas and concepts. Project plans are seldom conceived or activated without USAID support of men, funds, material, equipment, and ideas. It is thus difficult for a low official to conceive of a new or an expanded program using what few resources he has at hand. CRA workers, however, being young and more flexible, and with community development training, have in several cases done well in helping villagers determine felt needs and implement small projects using only a limited amount of outside support.
- 094 - Some officials are beginning to realize that U.S. inputs will eventually be terminated and that maintenance and expansion of projects will then rest

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on the RLG. Their outlook is pessimistic in view of the continuing budgetary deficit of the RLG and the consequent inability to continue the present programs. However, many are doing what they find is possible to accomplish with limited resources.

- 099 - Low level of education and sophistication of counterpart RLG is a negative factor in correct interpretation of USAID and RLG objectives both countrywide and at the village level. Most Chao Muongs and other district officials, including veterinary and Extension agents, have not completed secondary schooling.
- 100 - District officials and members of their staff have extremely limited experience in planning programs for development. Budgets at the district level have been virtually non-existent.
- 104 - Salary allowances for extension workers at the muong level range from 12 to 25 dollars per month. Many common laborers can earn this much. At this rate it is unreasonable to expect that the muong staff will include highly competent and motivated people.

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PART IV - PROGRAMMING IMPLICATIONS
 IV-A - EFFECT ON PURPOSE AND DESIGN

indicate in a brief narrative whether the Mission experience to date with this project and/or changing country circumstances call for some adjustment in project purposes or design, and why, and the approximate cost implications. Cover any of the following considerations or others that may be relevant. (See Detailed Instructions for additional illustrative considerations.) Relevant experience or country situations that were described earlier can simply be referenced. The spelling out of specific changes should be left to the appropriate programming documents, but a brief indication of the type of change contemplated should be given here to clarify the need for change. For example, changes might be indicated if they would:

1. better achieve program/project purposes;
2. address more critical or higher priority purposes within a goal plan;
3. produce desired results at less cost;
4. give more assurance of lasting institutional development upon U.S. withdrawal.

107 NARRATIVE FOR PART IV-A (Continue on form AID 1020-25 I):

While RSH remain basically the same as when initiated, a look at the results achieved so far and the changing country circumstances indicates that there may be adjustments needed in certain areas. The rural development program has expanded as specific "cluster" and "forward area" programs have grown to encompass entire provinces. Boundaries have become less distinct and more congruous with local political districts. With a recent increase in enemy hostilities, the program has involved a withdrawal and reconcentration of projects in the more secure areas. Basically, an infrastructure of roads, dispensaries, schools and markets has been laid down, fulfilling basic goals and providing a foundation for further development. It now appears that the next step is for more in-depth leadership programs, to stimulate village and district self-action in development. This means a reduction in construction-type costs and increased, although much less expensive, training costs. Such a reduction in costs gives more assurance of lasting institutional development upon U.S. withdrawal. Questions to be considered in future planning involve selecting of specific areas for emphasis. Would it be best to work through the CRA or through another ministry? Would it be best to work in a few areas or to diffuse projects throughout the country?

IV-B - PROPOSED ACTION

108 This project should be (Place an "X" in appropriate block(s)):

1. Continued as presently scheduled in PIP.	
2. Continued with minor changes in the PIP, made at Mission level (not requiring submission of an amended PIP to AID/W).	
3. Continued with significant changes in the PIP (but not sufficient to require a revised PROP). A formally revised PIP will follow.	
4. Extended beyond its present schedule to (Date): Mo. Day Yr. Explain in narrative, PROP will follow.	
5. Substantively revised. PROP will follow.	X
6. Evaluated in depth to determine its effectiveness, future scope, and duration.	
7. Discontinued earlier than presently scheduled. Date recommended for termination: Mo. Day Yr.	
8. Other. Explain in narrative.	X

109 NARRATIVE FOR PART IV-B:

A Mission study will reevaluate the rural development sector of the program, including facets discussed above and the questions raised in 008(3) on page 1-B. A PROP and a PIP will be written and reflect some of the conclusions reached in this study. It is anticipated that it will be recommended that the program be continued, with a greater emphasis on development of leadership, both through training programs and through actual work situations in the village level, and that the self-help input be emphasized in all future programs.

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SECURITY CLASSIFICATION

Please Return

George A. Pickens

FORM 1020-25 (7-68)

SECURITY CLASSIFICATION

001 PROJECT NUMBER

PROJECT APPRAISAL REPORT (PAR)
(U-446) See M.O. 1026.1

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439-11-690-064

002 PAR	MO.	DAY	YR.	008 U.S. OBLIGATION SPAN	004 PROJECT TITLE
AS OF:	1	15	68	FY 64 Thru FY 76	EDUCATION DEVELOPMENT (Community Education) <i>extra</i>
003 COOPERATING COUNTRY - REGION - AID/W OFFICE					
LAOS					

006 FUNDING TABLE

AID DOLLAR FINANCING-OBLIGATIONS (\$000)	TOTAL	CONTRACT (NON-ADD)	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
			AID	PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 1968)	1849	120	753	-	-	125	-	818	-	33	120
PROPOSED OPERATIONAL YEAR (FY 1969)	450	144	147	-	-	49	-	101	-	9	144

CCC VALUE OF P.L. 480 COMMODITIES (\$000) → Thru Actual Year : Operational Year Program :

007 IMPLEMENTING AGENCY TABLE

If contractors or participating agencies are employed, enter the name and contract or PASA number of each in appropriate spaces below; in the case of voluntary agencies, enter name and registration number from M.O. 1551.1, Attachment A. Enter the appropriate descriptive code in columns b and c, using the coding guide provided below.

TYPE CODE b	TYPE CODE c	a. IMPLEMENTING AGENCY	TYPE CODE		d. CONTRACT/ PASA/ VOLAS NO.	e. LEAVE BLANK FOR AID/W USE
			b.	c.		
1. U.S. CONTRACTOR	0. PARTICIPATING AGENCY					
2. LOCAL CONTRACTOR	1. UNIVERSITY					
3. THIRD COUNTRY CONTRACTOR	2. NON-PROFIT INSTITUTION					
4. PARTICIPATING AGENCY	3. ARCHITECTURAL & ENGINEERING					
5. VOLUNTARY AGENCY	4. CONSTRUCTION					
6. OTHER:	5. OTHER COMMERCIAL					
	6. INDIVIDUAL					
	7. OTHER:					

PART I - PROJECT IMPACT

I-A. GENERAL NARRATIVE STATEMENT ON PROJECT EFFECTIVENESS, SIGNIFICANCE & EFFICIENCY.

This summary narrative should begin with a brief (one or two paragraph) statement of the principal events in the history of the project since the last PAR. Following this should come a concise narrative statement which evaluates the overall efficiency, effectiveness and significance of the project from the standpoint of:

- (1) overall performance and effectiveness of project implementation in achieving stated project targets;
- (2) the contribution to achievement of sector and goal plans;
- (3) anticipated results compared to costs, i.e., efficiency in resource utilization;
- (4) the continued relevance, importance and significance of the project to country development and/or the furtherance of U.S. objectives.

Include in the above outline, as necessary and appropriate, significant remedial actions undertaken or planned. The narrative can best be done after the rest of PART I is completed. It should integrate the partial analyses in I-B and I-C into an overall balanced appraisal of the project's impact. The narrative can refer to other sections of the PAR which are pertinent. If the evaluation in the previous PAR has not significantly changed, or if the project is too new to have achieved significant results, this Part should so state.

008 NARRATIVE FOR PART I-A (Continue on form AID 1020-25 I as necessary):

There is no previous PAR for this project. Following is a brief summary of the history of the project from its beginning:

The Community Education project was established in FY 64, although prior to that a small amount of support for the elementary school system, primarily

MISSION DIRECTOR APPROVAL →	SIGNATURE <i>Charles A. Keams</i>	DATE 1/28/69
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PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

commodity support for school supplies, was provided under the omnibus National Development project and the Teacher Training project.

From its inception in FY 64 until the present, the Community Education project has followed broad, open-ended project goals subsidiary to the Sector Goals listed in 011. The project goals have been as follows: "strengthen administration", "expand the school system", "improve teacher qualifications", "formulate curricula suited to Laos." Major attention has been given to the administration and expansion of the school system and a lesser amount to in-service training for teachers and to curriculum development. Between July 1, 1963 and June 30, 1968 the enrollment in public elementary schools increased from 108,000 to 167,000, the number of schools in operation increased from 1600 to 2050, the number of school personnel increased from 3600 to 5300, and the basic infrastructure for national and provincial school administration was established.

The Lao educational system, in brief, divides both the elementary and secondary program into two cycles -- Grades 1-3 and Grades 4-6 for the elementary level and Grades 7-10 and Grades 11-13, following the French pattern, for the secondary level. Examinations are crucial academic hurdles at the end of each cycle. The Community Education project is concerned with Grades 1-6, but recently has given special attention to the development of the second cycle of elementary education, Grades 4-6.

The entire educational system in Laos is prescribed by Royal Ordinance 248, better known as the 1962 Education Reform Act. USAID has found the statement of principles and the general philosophy of the Act to be compatible with its own sector goals for educational development. The Act stresses the non-political, national role of education, the need for practical training for economic and social improvement, and the importance of community-oriented school activities and curricula. The Act gives particular emphasis to the community school concept in relation to schools which offer the first cycle of elementary education. It stipulates that these schools are to be known as Rural Centers of Community Education and are to provide basic education for adults and activities for village youth in addition to primary education for children. This broad concept of the role of the village school has not been implemented because emphasis has been given to helping the village teachers provide the best possible education for children, and it is doubtful that they can, or should, be expected to do more. The term Rural Centers of Community Education (or "CREC schools", as they are commonly called, using the French initials) has, in fact, come to mean considerably less than originally intended. A CREC school is now a village school which has an unqualified teacher who volunteers his services in return for a small allowance from the government. About 800 persons are now serving as CREC teachers. It is the government's plan to replace them with qualified teachers as soon as possible.

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The Ministry of Education does not have the administrative capability and the resources required to operate the broad rural centers of education as contemplated in the Act. Now and for some years in the future it appears wise to concentrate the scarce resources on the main task at hand, educating children. 2

Another group of educational personnel which should be mentioned are the Fundamental Educators, whom the Ministry of Education began employing in 1962. Approximately 140 "FE Workers" were trained as teachers of literacy and as agents for community development but, because of the need to devote resources to the improvement and expansion of regular classroom instruction for children, the Ministry was not able to give the FE Workers more than a token amount of support. Many of them have now transferred to the Commission for Rural Affairs or else have become regular classroom teachers.

A large amount of the input for this project has come from other activities. Since 1962, the Teacher Training project graduated over 2000 elementary teachers, the Educational Materials project produced 2,500,000 Lao language elementary textbooks, and the Rural Development activity supported the self-help construction or repair of over 1600 rural elementary classrooms. The Community Education project has provided six technicians as counterparts to national and provincial school administrators to assist with planning the expansion of the system and the efficient utilization of new buildings, teachers and textbooks. The project has also funded the construction of 24 large elementary schools in crowded urban areas and has provided commodities, POL, and school furniture to support the expanding program. Approximately 2000 teachers and school principals have been given one-month summer in-service training courses and 350 teachers and other school personnel have had short term participant training, mainly in Thailand.

(1) The goal of expanding the school system into rural areas is being achieved with high success quantitatively, but in the quality and effectiveness of its program, the school system still has many deficiencies. The grade pyramid is greatly out of proportion at the lower levels and much of the teaching being done in classrooms at all levels is less than efficient in terms of meeting the real needs of the students and the communities. There needs to be further development of leadership to plan and implement curriculum reform and to supervise and improve classroom instruction. The question of the priority to be given to foreign language instruction in the elementary schools also needs to be resolved.

(2) Except in areas where there is military insecurity, the Community Education project has had a significant role in strengthening the relationships between the central government and the villages through the establishment of rural schools.

PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

(3) The utilization of resources provided by USAID for this project has been satisfactory. Technicians, commodities, training, and construction have been related to the project goals and have achieved the results anticipated. The RLG's return from its investment in the project has not been entirely satisfactory, however. The inefficiencies noted in (1) above, such as the proportionately larger number of students in the lower grades and the low quality of much of the classroom instruction, cannot be considered an efficient return for the large investment the Lao Government makes in teachers' salaries. Furthermore, it has become obvious Laos cannot continue to expand and improve the school system unless it can also increase its internal financial resources to sustain the system.

(4) This PAR is based on the belief that the Community Education project will continue to be of vital importance to the development of Laos and of great relevance to U.S. objectives. New sub-sector goals have been written for the project in an attempt to be more precise about the project's objectives and methods. The targets and major steps listed in this PAR all relate to the following project goals: (a) increase the efficiency of the administration of the elementary school system, (b) increase the opportunities for children in rural areas to obtain a complete elementary education, (c) help the RLG develop additional financial resources to support the expanding school system, (d) establish methods of relating the elementary school program more closely to national social and economic objectives, and (e) develop systems for helping teachers implement curriculum reforms.

FY 76 has been set as an initial estimate of the date that the RLG can progress toward the above goals without full-time outside advisory assistance. It is possible that other donors could provide some of the training that is required, in which case USAID might phase out some of its support more quickly, but it does not appear possible to develop an adequate number of educational leaders trained in operating viable systems of curriculum development, supervision, and improved school administration prior to FY 76. It seems likely that it will be in the best interests of the U. S. to maintain a continuing, though perhaps reduced, concern for the development of education in Laos for a good many years ahead.

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PART 1-B - PROJECT EFFECTIVENESS

009

1-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

9. CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				6. PROJECTED TOTAL FOR PROJECT LIFE
		3. ACTUAL CUM. TO DATE	4. AS OF PRIOR JUNE 30		5. PLANNED BY NEXT JUNE 30	
			a. PLANNED	b. ACTUAL		
	1. Provide adequate administrative facilities for the 22 provincial school administrators and for the national Department of Elementary Education	19	19	19	20	23
	2. Develop national and provincial systems for making school budgets, procuring and distributing school supplies, and maintaining buildings and equipment		Present administrative systems are rudimentary. Planning is in process for a training course to improve procurement and distribution of school supplies.			
	3. Establish six-year elementary schools ("groupes scolaires") in 500 of the local administrative districts ("tassengs"), which is the approximate number of tassengs in secure areas.	200	200	200	220	500
	4. Establish three-year primary schools in 2000 villages, an average of 4 primary schools for each groupe scolaire.	1260	1260	1260	1300	2000
	5. Reach an enrollment level for children of ethnic minorities equal to the level of enrollment for low-land Lao children.		Adequate statistics are not yet available to determine progress toward achievement of this target. Teachers from minority groups are now being trained.			
	6. Attain an enrollment in Grades 4-6 equal to 40% of the total elementary school enrollment	22%	22%	22%	25%	40%

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PART I-B - PROJECT EFFECTIVENESS

009

I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

1. CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				6. PROJECTED TOTAL FOR PROJECT LIFE
		3. ACTUAL CUM. TO DATE	4. AS OF PRIOR JUNE 30		5. PLANNED BY NEXT JUNE 30	
			a. PLANNED	b. ACTUAL		
	7. Develop an RLG-administered system for the construction of schools in rural and urban areas by self-help methods of local financing.					
	8. Establish a means of collecting revenue from local sources to pay a share of the cost of teachers' salaries, textbooks, school furniture, and other operational expenses.					
	9. Establish Parent-Teacher Associations or other forms of voluntary community organization in support of 300 groupes scolaires (60% of the total number) as an initial goal.	20	20	20	50	300
	10. Add 2 specialists in curriculum development and 2 specialists in testing and guidance to the staff of the RLG Dept. of Elementary Education.	0	0	0	0	10
	11. Establish objectives for 8 major elementary curricula areas in terms of skills, attitudes and knowledge desirable for Laos.	0	0	0	0	8
	12. Review existing sequential curricula and textbooks in 8 major areas, and revise and coordinate as needed to fit objectives.	0	0	0	0	8

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PART I-B - PROJECT EFFECTIVENESS

009

I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

1. CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				
		3. ACTUAL CUM. TO DATE	4. AS OF PRIOR JUNE 30		5. PLANNED BY NEXT JUNE 30	6. PROJECTED TOTAL FOR PROJECT LIFE
			a. PLANNED	b. ACTUAL		
	13. Coordinate Grade 3 and Grade 6 examinations with curriculum objectives.	0	0	0	0	2
	14. Add 2 personnel qualified to make projections of enrollments, teacher requirements and costs to the staff of the RLG Office of Educational Planning.	0	0	0	0	2
	15. Establish a system of village demonstration schools in coordination with practice teaching programs at 7 teacher training institutions.	0	0	0	0	7
	16. Produce a series of 10 teachers' guides which outlines practical units of study in agriculture, handicrafts, community development and other subjects.	0	0	0	0	10
	17. Appoint a Teaching Counselor for each of the 22 school districts, to coordinate local in-service training programs and demonstration schools and to supervise curriculum implementation.	0	0	0	0	22
	18. Establish a national system of summer in-service training courses at 4 teacher training institutions which school personnel may take voluntarily for credit toward promotion.	0	0	0	0	4

PART I-B - Continued

010

B.2 - OVERALL ACHIEVEMENT OF PROJECT TARGETS

Place an "X" within the bracket on the following seven-point scale that represents your judgment of the overall progress towards project targets:



PART I-C - PROJECT SIGNIFICANCE

011

C.1 - RELATION TO SECTOR AND PROGRAM GOALS (See detailed instructions M.O. 1026.1)

This section is designed to indicate the potential and actual impact of the project on relevant sector and program goals. List the goals in col. b and rate potential and actual project impact in cols. c and d.

e. CODE NO. (AID/W USE ONLY)	SCALE FOR COLUMN c: 3= Very Important; 2= Important; 1= Secondary Importance SCALE FOR COLUMN d: 3= Superior/Outstanding; 2= Adequate/Satisfactory/Good; 1= Unsatisfactory/Marginal	c. POTENTIAL IMPACT ON EACH GOAL IF PROJECT ACHIEVES TARGETS	d. ACTUAL IMPACT ON GOAL TO DATE RELATIVE TO PROGRESS EXPECTED AT THIS STAGE
	b. SECTOR AND PROGRAM GOALS (LIST ONLY THOSE ON WHICH THE PROJECT HAS A SIGNIFICANT EFFECT)		
	(1) To assist the RLG to develop literate, skilled personnel with varying degrees of education to fill positions in government and business	2	2
	(2) To assist the RLG to meet legitimate desires & needs of the rural population for basic health, social & agricultural development in such a manner as to assimilate them into the social, political and economic streams of the Lao culture	3	2
	(3) To assist in the establishment of Lao as the language of instruction in Lao schools	2	2
	(4) To assist the RLG in changing or adapting curricula and programs at elementary, secondary, & technical levels to fit the needs of an agricultural economy & to prepare citizens to meet the country's real need for human development	3	1

For goals where column c. is rated 3 or 2 and column d. is rated 1, explain in the space for narrative. The narrative should also indicate the extent to which the potential impacts rated 3 or 2 in column c. are dependent on factors external to the achievement of the project targets, i.e., is there a substantial risk of the anticipated impact being forestalled by factors not involved in the achievement of project targets. If possible and relevant, it also would be useful to mention in the narrative your reading of any current indicators that longer-term purposes, beyond scheduled project targets, are likely or unlikely to be achieved. Each explanatory note must be identified by the number of the entry (col. b) to which it pertains.

012 NARRATIVE FOR PART I-C.1 (Continue on form AID 1020-25 1):

(1) This sector goal is addressed mainly to secondary and vocational education projects, but it relates to elementary education where proper foundations and orientation for future studies must be established. Simple manual, agricultural, scientific and business skills are beginning to be developed in the elementary schools but a great deal more effort needs to be made to direct the elementary education program toward meeting the need for trained manpower in Laos. In addition to providing a base for the development of a "hard core" of skilled personnel, the elementary education program must also enlarge the number of semi-skilled persons needed to support economic and social development.

(2) Elementary education plays a predominant role in the achievement of this sector goal. The project has already made a great impact on it through the

PAR CONTINUATION SHEET

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rapid expansion of the number of schools in rural areas. The teachers in the local schools, who are frequently the only government representatives in the villages, have been active agents for the improvement of rural life. The project will have greater impact on this goal when the following two targets are achieved: (a) the elementary curriculum is better adapted to rural conditions, and (b) the RLG makes a more conscious effort to establish schools for children of ethnic minorities. At present it is difficult to determine the amount of success achieved by elementary education in the assimilation of minority groups. More young men from the smaller ethnic groups should be trained as teachers and a survey should be carried out to determine what proportion of children from these groups are presently enrolled in schools.

(3) This goal is a means of adjusting the entire educational program more closely to the needs of Laos. The Lao language would be used as the medium of instruction for all elementary school subjects, except for the actual study of a foreign language, were it not for the fact that entrance into secondary schools still depends to some extent on a student's ability to use French. Teachers in the 4th, 5th and 6th grades are therefore under pressure to give an excessive amount of time to foreign language instruction and they also sometimes use French to teach geography, history and other subjects. Until there is a reform in the curriculum and entrance requirements for secondary schools, children in even the remotest elementary schools will continue their over-intensive study of the French language to the neglect of more practical needs. There is also an attitude prevalent in Laos, though perhaps not as strong here as in some other countries, that education should lead a person away from manual work. Part of this attitude is attributable to the intense study of languages and to the continuing influence in Laos of the European philosophy of education.

(4) The impact on this goal at the elementary level has been less than satisfactory because of the following: (a) the impediment of French language instruction, as discussed in (3) above, (b) the shortage of qualified personnel to guide curriculum improvement and to supervise the implementation of education reforms, and (c) the low professional qualifications of most teachers in the elementary schools.

The 1962 Education Reform Act provides an adequate legislative basis for adapting the curricula to suit the needs of Laos. The leadership needed to implement the Act is gradually being developed and teachers' qualifications are gradually improving through in-service and pre-service training. It remains for the RLG to resolve the dilemma arising from the demand for an excessive amount of instruction in a foreign language at the elementary level.

PART I-C -- Continued

C.2 -- GENERAL QUESTIONS

These questions concern developments since the prior PAR. For each question place "Y" for Yes, "N" for No, or "NA" for Not Applicable in the right hand column. For each question where "Y" is entered, explain briefly in the space below the table.	MARK IN THIS COL.
013 Have there been any significant, unusual or unanticipated results not covered so far in this PAR?	N
014 Have means, conditions or activities other than project measures had a substantial effect on project output or accomplishments?	Y
015 Have any problems arisen as the result of advice or action or major contributions to the project by another donor?	Y
016 If the answer to 014 or 015 is yes, or for any other reason, is the project now less necessary, unnecessary or subject to modification or earlier termination?	N
017 Have any important lessons, positive or negative, emerged which might have broad applicability?	N
018 Has this project revealed any requirement for research or new technical aids on which AID/W should take the initiative?	N
019 Do any aspects of the project lend themselves to publicity in newspapers, magazines, television or films in the United States?	Y
020 Has there been a lack of effective cooperating country media coverage? (Make sure AID/W has copies of existing coverage.)	N

021 NARRATIVE FOR PART I-C.2 Identify each explanatory note by the number of the entry to which it pertains. (Continue on form AID 1020-25 I as necessary):

014

Continued military activity in many parts of Laos has disrupted the orderly expansion of the elementary school system. Further expansion of the school system also depends upon the ability of the RLG to increase its internal financial resources to pay for increased operational costs of the schools. Efforts have been made to organize voluntary community support for the schools through self-help school construction and PTAs, but it seems certain that some form of local taxation will need to be established to sustain the schools and other government services.

015

As discussed in 012(3), the influence of French educational philosophy on secondary education has deterred implementation of reforms in elementary education.

017

An "N" answer is given because the lessons that have emerged in Laos are basically consistent with reports on the growth of elementary education in other developing countries.

019

Intense desire on the part of refugees for their children; self-help construction and RLG and USAID support for schools of refugee children. 2.5 million Lao textbooks printed by USAID now in use in elementary schools. Parent-Teacher Associations begin in Laos.

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PART II - IMPLEMENTATION REPORT

II-A - STATUS OF SCHEDULE

022 A-1 - INDIVIDUAL ACTIONS (See detailed instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project implementation Plan, Part I.

(a)		(b) STATUS - PLACE AN "X" IN ONE COLUMN		
		(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS			
	There is no PIP for this project at present. However the following major actions would be suitable for the PIP, Part I.			
1	Construct 22 office/warehouses for provincial school administrators		X	
2	Develop a standard list of annual requirements for school supplies, a cataloging and requisitioning system, and improved warehousing methods		X	
3	Provide in-service training courses in the above procedures for 22 administrators			
	a. Provide participant training for course leader		X	
	b. Plan course, select participants		X	
4	Analyze existing elementary school districts in relation to tasseng districts and plan priority construction of upper elementary classrooms in context of tassengs		X	
5	Survey existing school facilities for minority groups, refugees and forward areas and plan priority construction according to needs		X	
6	Construct 300 classrooms per year in rural areas by self-help methods according to above priorities		X	
7	Carry out 10 pilot self-help school construction projects in urban areas			
	a. Establish procedures for 3-sided financing (community, RLG, USAID) of contracted construction		X	
8	Organize 50 Parent-Teacher Associations each year in support of tasseng elementary schools		X	
9	Establish RLG-administered system for printing textbooks			
	a. Increase capability and quality of local printing plants		X	
10	Designate elementary schools in areas closely related to 7 teacher training institutions as demonstration schools and practice teaching centers			
	a. Establish pilot practice teaching centers		X	
11	Implement an organized practice teaching program for student teachers in the demonstration schools			
	a. Plan program, develop regulations		X	

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PART II - Continued

023

II-A.2 - OVERALL TIMELINESS

In general, project implementation is (place an "X" in one block):

(a) On schedule	X
(b) Ahead of schedule	
(c) Behind schedule	
(1) AID/W Program Approval	
(2) Implementing Agency (Contractor/Participating Agency/Voluntary Agency)	
(3) Technicians	
(4) Participants	
(5) Commodities (non-FFF)	
(6) Cooperating Country	
(7) Commodities (FFF)	
(8) Other (specify):	

BLOCK (c): If marked, place an "X" in any of the blocks one thru eight that apply. This is limited to key aspects of implementation, e.g., timely delivery of commodities, return of participants to assume their project responsibilities, cooperating country funding, arrival of technicians.

II-B - RESOURCE INPUTS

This section appraises the effectiveness of U.S. resource inputs. There follow illustrative lists of factors, grouped under Implementing Agency, Participant Training and Commodities, that might influence the effectiveness of each of these types of project resources. In the blocks after only those factors which significantly affect project accomplishments, write the letter P if effect is positive or satisfactory, or the letter N if effect is negative or less than satisfactory.

1. FACTORS-IMPLEMENTING AGENCY (Contract/Participating Agency/Voluntary Agency)

024	IF NO IMPLEMENTING AGENCY IN THIS PROJECT. PLACE AN "X" IN THIS BLOCK:	X	032 Quality, comprehensiveness and candor of required reports	
			033 Promptness of required reports	
025	Adequacy of technical knowledge		034 Adherence to work schedule	
026	Understanding of project purposes		035 Working relations with Americans	
027	Project planning and management		036 Working relations with cooperating country nationals	
028	Ability to adapt technical knowledge to local situation		037 Adaptation to local working and living environment	
029	Effective use of participant training element		038 Home office backstopping and substantive interest	
030	Ability to train and utilize local staff		039 Timely recruiting of qualified technicians	
031	Adherence to AID administrative and other requirements		040 Other (describe):	

2. FACTORS-PARTICIPANT TRAINING

041	IF NO PARTICIPANT ELEMENT IN PROJECT. PLACE AN "X" IN THIS BLOCK:		TRAINING UTILIZATION AND FOLLOW UP	
			052 Appropriateness of original selection	
	PREDEPARTURE		053 Relevance of training for present project purposes	P
042	English language ability		054 Appropriateness of post-training placement	P
043	Availability of host country funding		055 Utility of training regardless of changes in project	
044	Host country operational considerations (e.g., selection procedures)		056 Ability to get meritorious ideas accepted by supervisors	
045	Technical/professional qualifications	N	057 Adequacy of performance	P
046	Quality of technical orientation		058 Continuance on project	P
047	Quality of general orientation		059 Availability of necessary facilities and equipment	
048	Participants' collaboration in planning content of program		060 Mission or contractor follow-up activity	
049	Collaboration by participants' supervisors in planning training	P	061 Other (describe):	
050	Participants' availability for training			
051	Other (describe):			

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PART II-B - Continued

3. FACTORS-COMMODITIES

PLACE AN "X" IN APPROPRIATE BLOCK:	052 FFF	053 NON-FFF	054 NO COMMODITY ELEMENT		072 Control measures against damage and deterioration in shipment.	
065 Timeliness of AID/W program approval (i.e., PIO/C, Transfer Authorization).					073 Control measures against deterioration in storage.	
066 Quality of commodities, adherence to specifications, marking.				P	074 Readiness and availability of facilities.	
067 Timeliness in procurement or reconditioning.				P	075 Appropriateness of use of commodities.	P
068 Timeliness of shipment to port of entry.					076 Maintenance and spares support.	
069 Adequacy of port and inland storage facilities.					077 Adequacy of property records, accounting and controls.	
070 Timeliness of shipment from port to site.					078 Other (Describe):	
071 Control measures against loss and theft.						

Indicate in a concise narrative statement (under the heading a. Overall Implementation Performance, below) your summary appraisal of the status of project implementation, covering both significant achievements and problem areas. This should include any comments about the adequacy of provision of direct hire technicians as well as an overall appraisal of the comments provided under the three headings (b, c & d) which follow. For projects which include a dollar input for generation of local currency to meet local cost requirements, indicate the status of that input (see Detailed Instructions).

Discuss separately (under separate headings b, c & d) the status of Implementing Agency Actions, Participants and Commodities. Where above listed factors are causing significant problems (marked N), describe briefly in the appropriate narrative section: (1) the cause and source of the problem, (2) the consequences of not correcting it, and (3) what corrective action has been taken, called for, or planned by the Mission. Identify each factor discussed by its number.

079 **NARRATIVE FOR PART II-B:** (After narrative section a. Overall Implementation Performance, below, follow, on form AID 1020-25 I as needed, with the following narrative section headings: b. Implementing Agency, c. Participants, d. Commodities. List all narrative section headings in order. For any headings which are not applicable, mark them as such and follow immediately below with the next narrative section heading.)

a. Overall Implementation Performance.

There have been no significant delays in the implementation of this project but the project could proceed at a faster pace if more technicians were available. In FY 69, the number of Community Education Advisors was reduced from six to five. If greater attention is to be given to the development of systems to implement reforms at the national level, there will need to be a reassignment of some of the Community Education Advisors from an area to the national level.

Participant training has been carried out on schedule and commodity support has been timely and satisfactory. USAID local funding has been provided under this project to support in-service training, to construct school furniture, and for other purposes consistent with project planning and appropriate to project goals. USAID local funding is being reduced by gradually transferring items to the RLG budget and by decreasing the maintenance allowances provided for in-service training.

b. Implementing Agency

Not applicable.

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PAR CONTINUATION SHEET

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c. Participants - 045

Participant training needed for this project would be readily available in Thailand were it not for the low level of professional qualifications of the personnel who require the training. Although the Thai have been quite willing to provide special courses for Lao participants when possible, the adjustments that need to be made are seldom entirely satisfactory. When Lao personnel are available with qualifications equal to Thai standards, there is no difficulty in their entering Thai institutions, but there are few such Lao personnel available for the present.

d. Commodities

Commodity support for this project is now largely limited to instructional materials for in-service training courses and school supplies for refugee and forward areas. Attempts are being made to have UNICEF provide these commodities. The Mission's Common Use supply system (from which such items as poster paper, rulers, paint and other materials needed for the construction of teaching aids can be readily drawn) has eliminated almost all long delays in procuring needed commodities. There are no significant problems.

PART III - ROLE OF THE COOPERATING COUNTRY

The following list of illustrative items are to be considered by the evaluator. In the block after only those items which significantly affect project effectiveness, write the letter P if the effect of the item is positive or satisfactory, or the letter N if the effect of the item is negative or less than satisfactory.

SPECIFIC OPERATIONAL FACTORS:	
080 Coordination and cooperation within and between ministries. (See first paragraph below)	
081 Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	
082 Availability of reliable data for project planning, control and evaluation.	
083 Competence and/or continuity in executive leadership of project.	P
084 Host country project funding. (See comment for 088)	P
085 Legislative changes relevant to project purposes.	P
086 Existence and adequacy of a project-related LDC organization.	P
087 Resolution of procedural and bureaucratic problems.	
088 Availability of LDC physical resource inputs and/or supporting services and facilities.	N
089 Maintenance of facilities and equipment.	
090 Resolution of tribal, class or caste problems.	
091 Receptivity to change and innovation.	P
092 Political conditions specific to project.	P
093 Capacity to transform ideas into actions, i.e., ability to implement project plans.	N
094 Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	P
095 Extent of LDC efforts to widen the dissemination of project benefits and services.	P
096 Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.	P
097 Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	
098 Other:	
HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:	
099 Level of technical education and/or technical experience.	N
100 Planning and management skills.	N
101 Amount of technician man years available.	N
102 Continuity of staff.	P
103 Willingness to work in rural areas.	
104 Pay and allowances. (See comment for 088)	
105 Other:	

In the space below for narrative provide a succinct discussion and overall appraisal of the quality of country performance related to this project, particularly over the past year. Consider important trends and prospects. See Detailed Instructions for an illustrative list of considerations to be covered.

For only those items marked N include brief statements covering the nature of the problem, its impact on the achievement of project targets (i.e., its importance) and the nature and cost of corrective action taken or planned. Identify each explanatory note.

106 NARRATIVE FOR PART III (Continue on form AID 1020-25 1):

Many of the factors listed in Part III are relevant to the project and come close to being of significant importance; there needs to be more coordination within and between ministries, more use should be made of private schools, more reliable data is needed for project planning, better systems of maintenance are required, more teachers are needed in rural areas, and teachers' salaries should be raised. It is probable that many of these factors will be of vital significance to the project in the future.

There is no question of the Lao Government's willingness to support elementary education. The development of the school system is a political necessity, and the RLG has seen fit to devote 16% of its civilian budget to education. Government funds are supplemented by local voluntary support, both of which reflect the great demand for education. As noted under 014, the government is near the limit of its present ability to finance the expanding elementary education program and it is probable that a local tax system will have to be established.

PAR CONTINUATION SHEET

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The low quality of the educational program has also been discussed elsewhere. The RLG is generally aware of the deficiencies in the system and is seeking to develop the skilled personnel needed to bring about improvements. The system has two invaluable assets: (a) the 1962 Education Reform Act, which establishes the legislative basis for the changes that are needed, and (b) competent, aggressive executive leadership. The weakness of the system lies in the shortage of middle level technical, supervisory and managerial skills and in the low professional qualifications of the teachers.

The RLG has been acutely conscious of the political and social need for schools in rural areas but it has been less conscious of the specific educational needs of ethnic minorities. It has not yet taken full advantage of the role that education can play in assimilating these groups socially and in unifying the nation politically.

088

The RLG has allocated a large percentage of its resources to education and, up to the present, host country project funding (factor 084) has had a positive effect on the project. However, practically all of the funds have been used to pay teachers' salaries with very limited funds available for other operational costs. RLG supporting services and facilities have been largely sustained by USAID. The situation will worsen in the future unless the RLG establishes additional sources of revenue to support government services.

093

The implementation of curriculum reforms has been hindered by the limited availability of leadership and professional skills. The situation is gradually improving through in-service, pre-service, and participant training programs.

099

A "qualified" teacher for the primary level is a person with 8 years of education, including two years of teacher training. A "qualified" teacher of Grades 4-6 is a person with 10 years of education, including two years of teacher training. Few administrators in the elementary school system have much education beyond the 10th grade level.

100

The system suffers from a shortage of skilled manpower capable of making reliable projections of enrollments and costs, of planning school budgets, and of operating a system for procuring and distributing school supplies. Participant and in-service training courses will be developed to remedy these weaknesses.

101

Personnel who have achieved suitable academic qualifications are very few in number and are usually lacking any type of work experience when they first assume positions of high responsibility.

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PART IV - PROGRAMMING IMPLICATIONS

IV-A - EFFECT ON PURPOSE AND DESIGN

Indicate in a brief narrative whether the Mission experience to date with this project and/or changing country circumstances call for some adjustment in project purposes or design, and why, and the approximate cost implications. Cover any of the following considerations or others that may be relevant. (See Detailed Instructions for additional illustrative considerations.) Relevant experience or country situations that were described earlier can simply be referenced. The spelling out of specific changes should be left to the appropriate programming documents, but a brief indication of the type of change contemplated should be given here to clarify the need for change. For example, changes might be indicated if they would:

1. better achieve program/project purposes;
2. address more critical or higher priority purposes within a goal plan;
3. produce desired results at less cost;
4. give more assurance of lasting institutional development upon U.S. withdrawal.

107 NARRATIVE FOR PART IV-A (Continue on form AID 1020-25 I):

The Community Education project has reached a turning point which should be reflected in revised project goals when the PROP and PIP are prepared.

First, the goals the project has been following in the past have been too open-ended -- no educational system ever finishes adapting curricula, strengthening administration, or improving the qualifications of teachers. The project will better achieve its purposes and will give more assurance of lasting institutional development upon U. S. withdrawal if targets are set to develop systems to accomplish the broad goals. If the Ministry of Education institutionalizes viable systems for continuously evaluating the curriculum, for budgeting, for procuring school supplies, for supervising classroom instruction, for providing in-service training on a voluntary basis and so forth, then U. S. withdrawal can take place with assurance that the momentum for improvement will continue.

Secondly, it is essential that a high priority goal be adopted to help the RLG increase its ability to support the expanding school system.

(continued on page 9A)

IV-B - PROPOSED ACTION

108 This project should be (Place an "X" in appropriate block(s)):

1. Continued as presently scheduled in PIP.	No PIP	
2. Continued with minor changes in the PIP, made at Mission level (not requiring submission of an amended PIP to AID/W).		
3. Continued with significant changes in the PIP (but not sufficient to require a revised PROP). A formally revised PIP will follow.		
4. Extended beyond its present schedule to (Date): Mo. ___ Day ___ Yr. ___. Explain in narrative, PROP will follow.		
5. Substantively revised. PROP will follow.		
6. Evaluated in depth to determine its effectiveness, future scope, and duration.		
7. Discontinued earlier than presently scheduled. Date recommended for termination: Mo. ___ Day ___ Yr. __.		
8. Other. Explain in narrative.	Prepare initial PROP and PIP	X

109 NARRATIVE FOR PART IV-B:

A PROP and PIP will be submitted with changes in targets and emphasis as explained above.

PAR CONTINUATION SHEET

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Thirdly, project emphasis should be changed from support for the administration and expansion of the school system to support for developing methods to improve the quality and effectiveness of the operation in order to help the Lao Government to make more efficient use of its limited resources. Methods need to be established for relating the elementary school program more closely to national social and economic objectives and for helping teachers implement curriculum reforms.

Changes in project goals will necessitate rewriting the position descriptions for some of the Community Education Advisors but will have no appreciable effect on project costs.

Phase Return: George C. Ridenour

AID 1020-25 (7-68) PROJECT APPRAISAL REPORT (PAR) (U-446) See M.O. 1026.1	SECURITY CLASSIFICATION UNCLASSIFIED	001 PROJECT NUMBER 439-11-690-064
002 PAR MO. DAY YR. AS OF: 02 01 69 003 U.S. OBLIGATION SPAN FY 67 Thru FY 74 004 PROJECT TITLE EDUCATION DEVELOPMENT Secondary Education <i>extra</i>		

006 FUNDING TABLE											
AID DOLLAR FINANCING OBLIGATIONS (\$000)	TOTAL	CONTRACT (NON-ADD)	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
			AID	PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 19 68)	873	737	-	-	387	72	-	64	-	-	350
PROPOSED OPERATIONAL YEAR (FY 19 69)	785	654	-	-	350	50	-	80	-	1	304

CCC VALUE OF P.L. 480 COMMODITIES (\$000) → Thru Actual Year : Operational Year Program :

007 IMPLEMENTING AGENCY TABLE

If contractors or participating agencies are employed, enter the name and contract or PASA number of each in appropriate spaces below; in the case of voluntary agencies, enter name and registration number from M.O. 1551.1, Attachment A. Enter the appropriate descriptive code in columns b and c, using the coding guide provided below.

TYPE CODE b	TYPE CODE c	e. IMPLEMENTING AGENCY	TYPE CODE		d. CONTRACT/ PASA/ VOLAG NO.	e. LEAVE BLANK FOR AID/W USE
			b.	c.		
1. U.S. CONTRACTOR 2. LOCAL CONTRACTOR 3. THIRD COUNTRY CONTRACTOR 4. PARTICIPATING AGENCY 5. VOLUNTARY AGENCY 9. OTHER:	0. PARTICIPATING AGENCY 1. UNIVERSITY 2. NON-PROFIT INSTITUTION 3. ARCHITECTURAL & ENGINEERING 4. CONSTRUCTION 5. OTHER COMMERCIAL 6. INDIVIDUAL 7. OTHER:	1. University of Hawaii	1	1	AID/ea-1	
		2.				
		3.				

PART I - PROJECT IMPACT

I-A. GENERAL NARRATIVE STATEMENT ON PROJECT EFFECTIVENESS, SIGNIFICANCE & EFFICIENCY.

This summary narrative should begin with a brief (one or two paragraph) statement of the principal events in the history of the project since the last PAR. Following this should come a concise narrative statement which evaluates the overall efficiency, effectiveness and significance of the project from the standpoint of:

- (1) overall performance and effectiveness of project implementation in achieving stated project targets;
- (2) the contribution to achievement of sector and goal plans;
- (3) anticipated results compared to costs, i.e., efficiency in resource utilization;
- (4) the continued relevance, importance and significance of the project to country development and/or the furtherance of U.S. objectives.

Include in the above outline, as necessary and appropriate, significant remedial actions undertaken or planned. The narrative can best be done after the rest of PART I is completed. It should integrate the partial analyses in I-B and I-C into an overall balanced appraisal of the project's impact. The narrative can refer to other sections of the PAR which are pertinent. If the evaluation in the previous PAR has not significantly changed, or if the project is too new to have achieved significant results, this Part should so state.

008 NARRATIVE FOR PART I-A (Continue on form AID 1020-25 I as necessary):

There is no previous PAR for this project. Following is a brief summary of the history of the project from its beginning:

The development of the comprehensive-type secondary school program using the Lao language as the medium of instruction came as a result of more than

MISSION DIRECTOR APPROVAL →	SIGNATURE <i>Walter A. Warren</i>	DATE MAR 4 1969
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PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

a year's joint deliberation and study of the educational needs of Laos as specifically related to the social, political and economic needs of the country. The Education Reform Act of 1962 proclaimed by Royal Decree, and the report of a four-man University of Hawaii study team, provided the guidelines for cooperative efforts between the Lao Ministry of Education and USAID.

The information and supporting data obtained from the above activities resulted in a USAID/University of Hawaii contract in 1967.

The project agreement provided for the building (\$350,000) and equipping (\$95,000 and K7,000,000) of a comprehensive secondary school by USAID on property in suburban Vientiane provided by the RLG. Funds provided by USAID (\$387,000) procured technical assistance from the University of Hawaii to assist the Ministry and the Lao faculty develop the curriculum, instructional materials and modern techniques of instruction. A team of six specialists from the University is at work in Vientiane. The RLG provided an unusually capable directress (who has played a key role in the project) and vice director, an administrative assistant, a secretary, two custodians and an alert young faculty of an equivalent of eight (part- and full-time) positions for each academic level. Their education ranges from grade 10 to graduate level work. To upgrade the skills, USAID is providing a \$50,000 to \$90,000 (progressive) annual participant training program.

Fa Ngum Comprehensive School opened in October 1967. It now has 200 students (100 at respective grade levels of 7 and 8) selected by comprehensive examination from 1600 applicants. The curriculum offers five tracks: academic, agriculture, commercial, home economics and industrial arts. Each student who completes the four-year cycle (grades 7-10) will have some salable skills and be soundly prepared for further formal academic or trade education and training.

A vocational guidance program resulted in the following realistic choices: 11% of the students chose the academic track, 32% agriculture, 20% commercial, 13% home economics and 24% industrial arts. The academic students chose commercial as their minor.

Lao textbooks and other instructional materials are developed from daily lesson plans. At the end of the second year after the initiation of each grade level, the accumulated course content will be published locally as a textbook. USAID will underwrite the costs.

(1) Overall performance and effectiveness of project implementation in achieving stated project targets has been highly satisfactory. These targets are: (a) to assist the RLG to develop a national comprehensive high

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school program including an appropriate curriculum, (b) to establish Lao as the language of instruction including the development of Lao textbooks and other teaching materials, (c) to train Lao administrators and teachers in such manner that they can become independent of foreign assistance, and (d) to develop a hard core of literate and skilled personnel. The curriculum has been developed cooperatively and approved. Lao language is being successfully used daily in all academic disciplines, administrators and teachers are learning modern techniques at a satisfactory rate, and the current subject matter examinations and demonstrated skills show that the students are progressing toward end skill levels.

(2) The project has contributed to the achievement of each of the sector and goal plans, more to some than to others. See 011, Part 1C, page 3. At the present time the project contributes to goal (2) primarily in that 45% of its students come from rural areas. If and when they return to their homes after graduation, the project will have a greater impact on goal (2). The development of the second school in a strictly rural setting will further the contribution of the project.

(3) Anticipated results seem to indicate that programmed resources have been put to good use. The accomplishments listed in (1) above are substantial. Financial returns on educational investments are seldom immediate. It is honestly anticipated that the graduates of the comprehensive schools will provide skills and leadership in business, industry, agriculture, government and family development.

(4) The project is and will continue to be relevant, important, and significant to the development of Laos and to U. S. objectives in Laos. Students are learning necessary skills and attitudes for scientific thinking, respect for work and education (and excellence in each), respect for and care of property and tools, morality and health appropriate for the modern world, and concern for their fellow men.

As noted in 002, the terminal date of the project has been fixed at FY 74. However, if a reappraisal at a future date indicates that 10 (four more than the current project) comprehensive high schools and/or that the second cycle (grades 11-13) should be developed (see 109 page 9), the target closure date should be changed.

PART I-B - PROJECT EFFECTIVENESS

009

I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

1. CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				6. PROJECTED TOTAL FOR PROJECT LIFE
		3. ACTUAL CUM. TO DATE	4. AS OF PRIOR JUNE 30		5. PLANNED BY NEXT JUNE 30	
			a. PLANNED	b. ACTUAL		
	The following data were taken in part from the PIP (Part II) dated 10-17-67. PIP is being revised.					To FY 74
	Construction of buildings completed (School #1)	9	3	3	12	12
	Adoption of curricula (grades 7, 8, 9, 10)	2	1	1	2	4
	Teachers and administrators (full-time) on board	16	8	8	20	181
	First-year student enrollment at end of each academic year	100	100	100	100	100 (per school)
	Total graduates, first cycle	-	-	-	-	90 annually
	Construction of buildings for School #2					12
	Construction of buildings for School #3					12

PART I-B - Continued

010

B.2 - OVERALL ACHIEVEMENT OF PROJECT TARGETS

Place an "X" within the bracket on the following seven-point scale that represents your judgment of the overall progress towards project targets:



PART I-C - PROJECT SIGNIFICANCE

011

C.1 - RELATION TO SECTOR AND PROGRAM GOALS (See detailed instructions M.O. 1026.1)

This section is designed to indicate the potential and actual impact of the project on relevant sector and program goals. List the goals in col. b and rate potential and actual project impact in cols. c and d.

c. CODE NO. (AID/W USE ONLY)	SCALE FOR COLUMN c: 3= Very important; 2= Important; 1= Secondary importance SCALE FOR COLUMN d: 3= Superior/Outstanding; 2= Adequate/Satisfactory/Good; 1= Unsatisfactory/Marginal	c. POTENTIAL IMPACT ON EACH GOAL IF PROJECT ACHIEVES TARGETS	d. ACTUAL IMPACT ON GOAL TO DATE RELATIVE TO PROGRESS EXPECTED AT THIS STAGE
	b. SECTOR AND PROGRAM GOALS (LIST ONLY THOSE ON WHICH THE PROJECT HAS A SIGNIFICANT EFFECT)		
	(1) To assist the RLG to develop literate, skilled personnel with varying degrees of education to fill positions in government and business.	3	3
	(2) To assist the RLG to meet legitimate desires & needs of the rural population for basic health, social & agricultural development in such a manner as to assimilate them into the social, political & economic streams of the Lao culture	2	2
	(3) To assist in the establishment of Lao as the language of instruction in Lao schools	3	3
	(4) To assist the RLG in changing or adapting curricula and programs at elementary, secondary & technical levels to fit the needs of an agricultural economy & to prepare citizens to meet the country's real need for human development	3	3

For goals where column c. is rated 3 or 2 and column d. is rated 1, explain in the space for narrative. The narrative should also indicate the extent to which the potential impacts rated 3 or 2 in column c. are dependent on factors external to the achievement of the project targets, i.e., is there a substantial risk of the anticipated impact being forestalled by factors not involved in the achievement of project targets. If possible and relevant, it also would be useful to mention in the narrative your reading of any current indicators that longer-term purposes, beyond scheduled project targets, are likely or unlikely to be achieved. Each explanatory note must be identified by the number of the entry (col. b) to which it pertains.

012 NARRATIVE FOR PART I-C.1 (Continue on form AID 1020-25 I):

(1) Fa Ngum School has demonstrated quality comprehensive education sufficiently well to receive the endorsement of many eminent Lao nationals and observers from other countries. In a speech delivered to the Primary School Inspectors Conference held in Savannakhet in January 1968, the National Director of Secondary Education stated that he had worked hard, and will continue to do so, to establish the Fa Ngum type of school throughout the nation. The Minister of Education publicly endorsed the school in speeches at the National Education Center and at the Vientiane Technical School. The Ministry of Education has requested USAID to develop a second comprehensive school to be located in the Phone Hong area of Vientiane Province. The Minister of Finance has promised financial support for the ongoing faculty, supply and service costs for the present and newly-requested (\$25,000 each per annum). The Ministry of Plan has placed the "Phone Hong" school at highest priority. (See also 005 (3) and (4) page 1B.)

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(2) The curriculum and special activities of the school give special attention in the inculcation of Lao traditions and the development of strong and proud Lao nationalism. The students, speaking, singing, writing and reading in their national language, demonstrate daily the development of the skills of responsible citizenship, concern for the problems of Laos and hope for its future. As they return to their communities after graduation to assume adult responsibilities in government and the larger community, their skills, ideas, attitudes and general behavior are bound to have a major impact on the full life of each community.

(3) Contrary to the expressed opinion that the Lao language was not sufficiently developed to permit its use in secondary education, it has and is being successfully used in all academic disciplines. As in all languages, some technical terms are created, adapted or borrowed from other languages. The students and teachers all report greater facility and comfort in explaining and learning procedures, reasons, etc., in their native language and writing. The only marked deviation is in the agreed procedure to use the Arabic numeral system in mathematics and science rather than the Sanskrit.

(4) The RLG has approved a fully modern comprehensive curriculum. Prior to the development of this project, academic and vocational offerings at the secondary level were separated completely by institution, building and faculty. The comprehensive school offers five tracks, as explained in 018, Page 1A.

PART I-C - Continued

C.2 - GENERAL QUESTIONS

These questions concern developments since the prior PAR. For each question place "Y" for Yes, "N" for No, or "NA" for Not Applicable in the right hand column. For each question where "Y" is entered, explain briefly in the space below the table.	MARK IN THIS COL.
013 Have there been any significant, unusual or unanticipated results not covered so far in this PAR?	N
014 Have means, conditions or activities other than project measures had a substantial effect on project output or accomplishments?	N
015 Have any problems arisen as the result of advice or action or major contributions to the project by another donor?	Y
016 If the answer to 014 or 015 is yes, or for any other reason, is the project now less necessary, unnecessary or subject to modification or earlier termination?	N
017 Have any important lessons, positive or negative, emerged which might have broad applicability?	Y
018 Has this project revealed any requirement for research or new technical aids on which AID/W should take the initiative?	N
019 Do any aspects of the project lend themselves to publicity in newspapers, magazines, television or films in the United States?	Y
020 Has there been a lack of effective cooperating country media coverage? (Make sure AID/W has copies of existing coverage.)	N
021 <u>NARRATIVE FOR PART I-C.2</u> Identify each explanatory note by the number of the entry to which it pertains. (Continue on form AID 1020-25 I as necessary):	

015 The Lao-French Cultural Accord of 1966 as revised states that all national secondary schools using the Lao language as the medium of instruction shall require the first foreign language to be French. The Cultural Affairs Office of the French Embassy provides teachers from France to teach French language classes at Fa Ngum. The revised Accord further states that any such secondary school will require four hours (per week) of French, four hours of English and four hours of Lao. This excessive language study requirement not only destroyed the proper balance of offerings but projected the possibility that most of our students would end their four years of study without appropriate competence in either foreign language. Fortunately, a recent ruling of the Cabinet provides a choice of foreign language study at the beginning of the second year of studies.

017 One of the important learnings from this project is that timing is crucial. The project was superbly timed, being phased with a growing nationalism. The second learning is that vigorous support from all possibly related divisions and sections of USAID and the host agencies, the Ministries of Education, Finance and Plan, is essential. The project has been unusually blessed in this respect. The third learning is that the quantity and quality of contract personnel must be appropriate for the task (see 079b page 7A).

018 Five areas of local research needs are apparent: (1) to discover the unique learning process of the Lao student, (2) to determine more precisely the quality of the learnings of the students at each academic level, (3) to develop appropriate aptitude assessments to aid the RLG in selecting and placing all of its

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high school students throughout the nation; (4) to apply linguistic analyses to give direction to the stabilization of the national Lao language, and (5) to secure reasonably accurate manpower needs for the nation. These research concerns are local in nature and could be pursued by the local Mission. AID/W suggestions and assistance would be welcomed.

019 The project buildings, agriculture land use, developed visual aids, student behavior in learning situations and modern techniques of teaching, all can provide useful and interesting audio-visual publicity materials.

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439-11-690-064

PART II - IMPLEMENTATION REPORT

II-A - STATUS OF SCHEDULE

022 A-1 - INDIVIDUAL ACTIONS (See detailed instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project Implementation Plan, Part I.

(a) PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(b) STATUS - PLACE AN "X" IN ONE COLUMN		
		(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
	Items 1-10 are taken from PIP (Part I) dated 10-17-67. PIP being revised.			
1	ProAg and PIO/T (Hawaii contract) signed by USAID/RLG		X	
2	Ministry of Finance, through appropriate RLG offices, signs arreté making land available to the Ministry of Education for the new schools		X	
3	Construction of three buildings to accommodate up to 250 students		X	
4	Through an arreté Ministry of Education provides for a comprehensive secondary school named Fa Ngum		X	
5	RLG appoints directress and 17 full-time teachers; IVS provides two teachers of English		X	
6	Students selected by national achievement tests		X	
7	Curriculum for four-year program developed and approved with five tracks: academic, agriculture, commercial, home economics and industrial arts		X	
8	Construction of 12 buildings (including No. 3 above) to accommodate up to 800 students. The finish work of Phase II buildings was so unsatisfactory that the contractor was required to replace all cabinet and trim work	X		
9	RLG requests second comprehensive secondary school to be built at Phone Hong-Ban Thalot		X	
10	Discussion of need for a total of six (or more) comprehensive schools		X	

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PART II - Continued

023 II-A.2 - OVERALL TIMELINESS

In general, project implementation is (place an "X" in one block):

(a) On schedule	X
(b) Ahead of schedule	
(c) Behind schedule	
(1) AID/W Program Approval	
(2) Implementing Agency (Contractor/Participating Agency/Voluntary Agency)	
(3) Technicians	
(4) Participants	
(5) Commodities (non-FFF)	
(6) Cooperating Country	
(7) Commodities (FFF)	
(8) Other (specify):	

BLOCK (c): If marked, place an "X" in any of the blocks one thru eight that apply. This is limited to key aspects of implementation, e.g., timely delivery of commodities, return of participants to assume their project responsibilities, cooperating country funding, arrival of technicians.

II-B - RESOURCE INPUTS

This section appraises the effectiveness of U.S. resource inputs. There follow illustrative lists of factors, grouped under Implementing Agency, Participant Training and Commodities, that might influence the effectiveness of each of these types of project resources. In the blocks after only those factors which significantly affect project accomplishments, write the letter P if effect is positive or satisfactory, or the letter N if effect is negative or less than satisfactory.

1. FACTORS-IMPLEMENTING AGENCY (Contract/Participating Agency/Voluntary Agency)

024 IF NO IMPLEMENTING AGENCY IN THIS PROJECT. PLACE AN "X" IN THIS BLOCK:		032 Quality, comprehensiveness and candor of required reports	P
		033 Promptness of required reports	P
025 Adequacy of technical knowledge	P	034 Adherence to work schedule	P
026 Understanding of project purposes	P	035 Working relations with Americans	P
027 Project planning and management	P	036 Working relations with cooperating country nationals	P
028 Ability to adapt technical knowledge to local situation	P	037 Adaptation to local working and living environment	P
029 Effective use of participant training element	P	038 Home office backstopping and substantive interest	P
030 Ability to train and utilize local staff	P	039 Timely recruiting of qualified technicians	P
031 Adherence to AID administrative and other requirements	P	040 Other (describe):	

2. FACTORS-PARTICIPANT TRAINING

041 IF NO PARTICIPANT ELEMENT IN PROJECT. PLACE AN "X" IN THIS BLOCK:		TRAINING UTILIZATION AND FOLLOW UP	
		052 Appropriateness of original selection	P
PREDEPARTURE			
042 English language ability	P	053 Relevance of training for present project purposes	P
043 Availability of host country funding	N	054 Appropriateness of post-training placement	P
044 Host country operational considerations (e.g., selection procedures)	P	055 Utility of training regardless of changes in project	
045 Technical/professional qualifications	P	056 Ability to get meritorious ideas accepted by supervisors	
046 Quality of technical orientation		057 Adequacy of performance	P
047 Quality of general orientation		058 Continuance on project	P
048 Participants' collaboration in planning content of program		059 Availability of necessary facilities and equipment	
049 Collaboration by participants' supervisors in planning training	P	060 Mission or contractor follow-up activity	P
050 Participants' availability for training	N	061 Other (describe):	
051 Other (describe):			

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PART II-B - Continued

3. FACTORS-COMMODITIES

PLACE AN "X" IN APPROPRIATE BLOCK:	042 FFF	043 NON-FFF	044 NO COMMODITY ELEMENT		072 Control measures against damage and deterioration in shipment.	P
065 Timeliness of AID/W program approval (i.e., PIO/C, Transfer Authorization).				P	073 Control measures against deterioration in storage.	
066 Quality of commodities, adherence to specifications, marking.				N	074 Readiness and availability of facilities.	N
067 Timeliness in procurement or reconditioning.				N	075 Appropriateness of use of commodities.	P
068 Timeliness of shipment to port of entry.					076 Maintenance and spares support.	
069 Adequacy of port and inland storage facilities.					077 Adequacy of property records, accounting and controls.	P
070 Timeliness of shipment from port to site.					078 Other (Describe):	
071 Control measures against loss and theft.						

Indicate in a concise narrative statement (under the heading a. Overall Implementation Performance, below) your summary appraisal of the status of project implementation, covering both significant achievements and problem areas. This should include any comments about the adequacy of provision of direct hire technicians as well as an overall appraisal of the comments provided under the three headings (b, c & d) which follow. For projects which include a dollar input for generation of local currency to meet local cost requirements, indicate the status of that input (see Detailed Instructions).

Discuss separately (under separate headings b, c & d) the status of Implementing Agency Actions, Participants and Commodities. Where above listed factors are causing significant problems (marked N), describe briefly in the appropriate narrative section: (1) the cause and source of the problem, (2) the consequences of not correcting it, and (3) what corrective action has been taken, called for, or planned by the Mission. Identify each factor discussed by its number.

079 NARRATIVE FOR PART II-B: (After narrative section a. Overall Implementation Performance, below, follow, on form AID 1020-25 as needed, with the following narrative section headings: b. Implementing Agency, c. Participants, d. Commodities. List all narrative section headings in order. For any headings which are not applicable, mark them as such and follow immediately below with the next narrative section heading.)

a. Overall Implementation Performance.

The overall progress of the project has been very satisfactory. The school opened on schedule with highly-motivated teachers and students. The project is in the second year of operation and a good school program can be observed every day. The inadequacies presented in 043 and 050 above are relative. It would be desirable to have Laos fund the participant training but the RLG at present does not have the necessary funds. The availability of qualified participant trainees is relative. It would be desirable if participants could transfer immediately into collegiate work in Thailand, but language differences and inadequacy of high school background preclude this possibility in most cases.

The delays and problems presented in 066, 067 and 074 deprived the second year students of some appropriate laboratory experiences. Makeshift use of temporary classrooms provided some opportunities and it is hoped that during their final two years the missed experience can be included.

Participant training has been on schedule and is producing much-needed personnel. USAID local funding has been provided for the construction of school furniture, the provision of field trip costs and for occasional operational supplies not available in the OSM Common Use warehouse. Efforts are being made to have the RLG work toward absorbing the field trip costs and they are increasing their input in operational supplies.

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PAR CONTINUATION SHEET

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b. Implementing Agency

The University of Hawaii contract personnel have been timely and appropriately chosen. Each has had extensive successful experience in the area of his specialty in Hawaii and has demonstrated capability of working with their Lao counterparts. USAID and the University planned well in seeking and securing a university professor as Chief of Party and public school teachers as subject matter consultants.

c. Participant Training

043 The host country makes no financial contribution to the secondary education participant training program. At present they do not have the funds.

050 Appropriate training for future secondary school teachers is available in the U. S. and Thailand. The number of applicants is always adequate for the grants available in the U. S. Some slots remain unfilled for grants to Thailand. Several factors in addition to the general competition for needed trained personnel contribute to this problem. First, the Thai school and university school calendar honors the weather; using a May-to-January school year they avoid the enervating hot months of February, March and April. Thus there is a conflict between the Thai and the Laos-U. S. school schedules which use the September-June span. Students who go to Thailand lose a semester of Lao credit as they must leave in January for Thai language training and orientation. Others put higher value on U. S. training and take the long chance of being selected in April or later for a September grant in the U. S. Those not so favored are thus denied both Thai and U. S. grants.

d. Commodities and Facilities

066 For all but a few instances the commodity procurement has been satisfactory. OSM/USAID/Laos has worked diligently at servicing the project. Their Common Use warehouse has been vital to the project operation, which is at the end of a 13,000 mile pipeline. One early problem was the arrival of 60-cycle U. S. electrical products (the local power is 50 cycles) in spite of highlighted specifications in PIO/Cs. More recently the situation has been improved.

067 Most items are arriving on time. Two major items not yet arrived have held up our program to some extent. The minibus for the school was first requested April 5, 1967. Field trips have been reduced and those taken were provided transportation by hired private truck. The tractor and equipment are needed for training and for the development and maintenance of field crops

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in the agriculture program. The request for the tractor was initiated April 4, 1968. Our Office of Supply Management has repeatedly followed up the U. S. mainland purchase and shipment.

074 Phase II construction was delayed four months (due date 15 days before school started) because of the ineptitude of the low bid contractor and his workers. Unacceptable cabinet work had to be replaced, "completed" finishes redone and much painting had to be redone two or three times to arrive at acceptable levels of performance. Makeshift laboratories in regular classrooms were used to help solve the problem and OICC terminated the services of that contractor and will recontract the remainder of Phase II construction.

077 The University of Hawaii Contract Team, in collaboration with the USAID Management Office and Office of Supply Management, has developed an adequate system of property records and control of property received for the school. As the property is transferred to Lao personnel, in-service training is continued on the spot.

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PART III - ROLE OF THE COOPERATING COUNTRY

The following list of illustrative items are to be considered by the evaluator. In the block after only those items which significantly affect project effectiveness, write the letter P if the effect of the item is positive or satisfactory, or the letter N if the effect of the item is negative or less than satisfactory.

SPECIFIC OPERATIONAL FACTORS:

080 Coordination and cooperation within and between ministries.	P
081 Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	
082 Availability of reliable data for project planning, control and evaluation.	N
083 Competence and/or continuity in executive leadership of project.	P
084 Host country project funding.	N
085 Legislative changes relevant to project purposes.	P
086 Existence and adequacy of a project-related LDC organization.	P
087 Resolution of procedural and bureaucratic problems.	
088 Availability of LDC physical resource inputs and/or supporting services and facilities.	N
089 Maintenance of facilities and equipment.	
090 Resolution of tribal, class or caste problems.	
091 Receptivity to change and innovation.	P
092 Political conditions specific to project.	P
093 Capacity to transform ideas into actions, i.e., ability to implement project plans.	P
094 Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	P
095 Extent of LDC efforts to widen the dissemination of project benefits and services.	P
096 Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.	P
097 Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	
098 Other:	

HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:

099 Level of technical education and/or technical experience.	N
100 Planning and management skills.	N
101 Amount of technician man years available.	N
102 Continuity of staff.	P
103 Willingness to work in rural areas.	
104 Pay and allowances.	N
105 Other:	

In the space below for narrative provide a succinct discussion and overall appraisal of the quality of country performance related to this project, particularly over the past year. Consider important trends and prospects. See Detailed Instructions for an illustrative list of considerations to be covered.

For only those items marked N include brief statements covering the nature of the problem, its impact on the achievement of project targets (i.e., its importance) and the nature and cost of corrective action taken or planned. Identify each explanatory note.

106 NARRATIVE FOR PART III (Continue on form AID 1020-25 1):

The comprehensive offering of the project schools and the use of the Lao language as the medium of instruction in the secondary schools are unique in Laos. The RLG considers the project "pilot" or even "experimental" in nature and properly so. If full consideration is given to the implications of the two previous sentences and the changes that have had to be made to implement the project, the support of the RLG has been highly commendable. They have provided the school with the best teaching and administrative personnel available. Teachers have been given reduced schedules in order to prepare textbooks and other instructional materials. All government officials have been cordial and cooperative in working out operational problems. They have furnished some operational supplies to the maximum of their resources. They have constructed two custodian-guard residences on the site.

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As noted on 015, the RLG Cabinet made a significant and favorable interpretation of the Lao-French Cultural Accord to provide opportunity for more efficient foreign language study.

080 The Ministry of Education works closely with other ministries as related to this project. The Ministry of Agriculture reviewed and approved the agriculture track, the Ministry of Finance assured certain operational funds for each school and the Ministry for the Plan placed the new second school on highest priority.

082 See 018, pages 4 and 4A

084 The RLG now allocates 16% of its budget to education. While this is a favorable percentage, the total amount of funds is inadequate to develop and maintain an adequate comprehensive school program without foreign aid (see 088).

088 As U. S. funds are withdrawn, the Ministry of Education will need to step up their absorption of operational costs of the project. Host country project funding (084) has had a positive effect on the project but practically all of the funds have been used to pay teachers' salaries with very limited funds available for other operational costs. RLG supporting services and facilities have been largely sustained by USAID. The situation will worsen in the future unless the RLG establishes additional sources of revenue to support government services.

099 The pace of the current participant training program must be continued for the duration of the project. The cost will progress from the current \$50,000 per annum to \$90,000. The educational level of the current faculty ranges from grade 10 to post-baccalaureate work; as the higher grade levels develop, the training of the teachers must keep pace.

100 Planning and management skills are being upgraded through in-service training and are also included in the 099 operation.

101 The Ministry of Education needs more manpower in secondary education and further sophistication in the nature of a comprehensive secondary school, how it is developed and the nature of its graduates. In-service training will be continued and participant training will enter this sphere.

104 Teachers' salaries must be increased to compete with other trained personnel demands and to reduce the magnitude of the "moonlighting" pursuits of the teachers. The Ministries of Finance, Plan and Education are studying new sources of revenue and it has been stated unofficially that the Southeast Asia Study Committee on Economic Development will make a similar study.

PART IV - PROGRAMMING IMPLICATIONS

IV-A - EFFECT ON PURPOSE AND DESIGN

Indicate in a brief narrative whether the Mission experience to date with this project and/or changing country circumstances call for some adjustment in project purposes or design, and why, and the approximate cost implications. Cover any of the following considerations or others that may be relevant. (See Detailed Instructions for additional illustrative considerations.) Relevant experience or country situations that were described earlier can simply be referenced. The spelling out of specific changes should be left to the appropriate programming documents, but a brief indication of the type of change contemplated should be given here to clarify the need for change. For example, changes might be indicated if they would:

1. better achieve program/project purposes;
2. address more critical or higher priority purposes within a goal plan;
3. produce desired results at less cost;
4. give more assurance of lasting institutional development upon U.S. withdrawal. ✓

107 NARRATIVE FOR PART IV-A (Continue on form AID 1020-25 I):

Now that the project has had sufficient experience to assure its success for the first cycle (grades 7 through 10) and a request has been made by the RLG to build schools similar to the prototype, it is reasonable to assume that this type of school will become truly national in availability. To fully implement the Education Reform Act of 1962 and to provide needed skilled personnel which the comprehensive school graduate typifies, the second cycle (grades 11 through 13) should be provided. A subsequent PROP will include this proposal. For each school the current project buildings and equipment package would suffice. The cost would be primarily for continuing contract consultation services at \$150,000 per year and extended participant training at \$90,000 per year. The establishment of the second cycle will better achieve project purposes and will give more assurance of lasting institutional development after U. S. withdrawal. The need for additional schools offering both first and second cycle programs is apparent from the fact that in 1968 only 81 students received high school diplomas (French baccalaureate) in the entire nation; 41 of these were Lao citizens, of whom 22 have Lao names. !

IV-B - PROPOSED ACTION

108 This project should be (Place an "X" in appropriate block(s)):

1. Continued as presently scheduled in <u>PIP</u> .	X
2. Continued with minor changes in the PIP, made at Mission level (not requiring submission of an amended PIP to AID/W).	
3. Continued with significant changes in the PIP (but not sufficient to require a revised PROP). A formally revised PIP will follow.	
4. Extended beyond its present schedule to (Date): Mo. <u>08</u> Day <u>31</u> Yr. <u>76</u> . Explain in narrative, PROP will follow.	X
5. Substantively revised. PROP will follow.	
6. Evaluated in depth to determine its effectiveness, future scope, and duration.	
7. Discontinued earlier than presently scheduled. Date recommended for termination: Mo. ___ Day ___ Yr. ___	
8. Other. Explain in narrative.	

109 NARRATIVE FOR PART IV-B:

The current first cycle (grades 7-10) shall progress through the cycle. It is recommended that thoughtful consideration be given to the development of the second cycle (grades 11-13). PROP will follow.

↓ "Project Proposal" PROP (once)
 PIP (once)
 PIP = "Project Implementation Plan" PA R (annually)

George A. Ridenour

AID 1020-25 (7-68)		SECURITY CLASSIFICATION		001 PROJECT NUMBER	
PROJECT APPRAISAL REPORT (PAR) (U-446) See M.O. 1026.1		UNCLASSIFIED		439-11-310-010	
002 PAR	MO.	DAY	YR.	003 U.S. OBLIGATION SPAN	004 PROJECT TITLE
AS OF:	01	15	69	FY 56 Thru FY 80	Development of Lao National Road System (General) <i>extra</i>
005 COOPERATING COUNTRY - REGION - AID/W OFFICE					
USAID Laos					

006 FUNDING TABLE

AID DOLLAR FINANCING-OBLIGATIONS (\$000)	TOTAL	CONTRACT (NON-ADD)	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
			AID	PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 19 68)	24050	4518	131	4701	1288	62		14207		431	3230
PROPOSED OPERATIONAL YEAR (FY 19 69)	2609	358		900		15		1300		36	358

CCC VALUE OF P.L. 480 COMMODITIES (\$000) → Thru Actual Year : Operational Year Program :

007 IMPLEMENTING AGENCY TABLE

If contractors or participating agencies are employed, enter the name and contract or PASA number of each in appropriate spaces below; in the case of voluntary agencies, enter name and registration number from M.O. 1551.1, Attachment A. Enter the appropriate descriptive code in columns b and c, using the coding guide provided below.

TYPE CODE b	TYPE CODE c	a. IMPLEMENTING AGENCY	TYPE CODE		d. CONTRACT/ PASA/ VOLAG NO.	e. LEAVE BLANK FOR AID/W USE
			b.	c.		
1. U.S. CONTRACTOR 2. LOCAL CONTRACTOR 3. THIRD COUNTRY CONTRACTOR 4. PARTICIPATING AGENCY 5. VOLUNTARY AGENCY 6. OTHER:	0. PARTICIPATING AGENCY 1. UNIVERSITY 2. NON-PROFIT INSTITUTION 3. ARCHITECTURAL & ENGINEERING 4. CONSTRUCTION 5. OTHER COMMERCIAL 6. INDIVIDUAL 7. OTHER:	1. Bureau of Public Roads			FE 5-00	
		2.				
		3.				

PART I - PROJECT IMPACT

I-A. GENERAL NARRATIVE STATEMENT ON PROJECT EFFECTIVENESS, SIGNIFICANCE & EFFICIENCY.

This summary narrative should begin with a brief (one or two paragraph) statement of the principal events in the history of the project since the last PAR. Following this should come a concise narrative statement which evaluates the overall efficiency, effectiveness and significance of the project from the standpoint of:

- (1) overall performance and effectiveness of project implementation in achieving stated project targets;
- (2) the contribution to achievement of sector and goal plans;
- (3) anticipated results compared to costs, i.e., efficiency in resource utilization;
- (4) the continued relevance, importance and significance of the project to country development and/or the furtherance of U.S. objectives.

Include in the above outline, as necessary and appropriate, significant remedial actions undertaken or planned. The narrative can best be done after the rest of PART I is completed. It should integrate the partial analyses in I-B and I-C into an overall balanced appraisal of the project's impact. The narrative can refer to other sections of the PAR which are pertinent. If the evaluation in the previous PAR has not significantly changed, or if the project is too new to have achieved significant results, this Part should so state.

008 NARRATIVE FOR PART I-A (Continue on form AID 1020-25 if necessary):

There is no previous PAR for this project. There follows a brief summary of the history of the project from its beginning:

MISSION DIRECTOR APPROVAL →	SIGNATURE	DATE
	<i>George A. Ridenour</i>	April 3, 69

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Both project funding and physical work began in FY '56.

Prior to FY '61, a few Bureau of Public Roads (BPR) technicians had been assigned to USAID on TDY to assist in various specific road projects sponsored by the Mission and which were being accomplished by contractors and A & E consultants.

A PASA was signed by BPR and AID on March 21, 1960, and on July 1, 1960, the Highway Division, USAID/Laos, staffed by BPR personnel, assumed responsibility for the highway program in Laos. The PASA provided that BPR would supply a field staff of technicians as required and that operations would have as their purpose and goal "the development of an effective Lao highway department and the expeditious, economical and successful implementation of a program for the development of the Lao National Road System . . ." and listed six specific projects considered to be the principal elements of such a program. These were:

- 1 - Construction of Vientiane - Thadeua Road
- 2 - Construction of Nam Cadinh - Nam Hinboun Road
- 3 - Rehabilitation of Vientiane - Luang Prabang Road
- 4 - Rehabilitation of Savannakhet - Lao Bao Road
- 5 - Rehabilitation of Poukhoun - Xieng Khouang Road
- 6 - Rehabilitation of Pakse - Attapeu Road

The PASA further stated "It is anticipated that the completion of the project will take a minimum of four years and probably longer." This was an understatement as explained in (4) on page 1B.

The project was interrupted by the coup and political unrest which occurred in 1960-1961 but was resumed in 1963 when the USAID Highway Division was expanded to complete survey and design work and to supervise contract construction of the 100-km. section of RIG-13 between Nam Cadinh and Nam Hinboun. Beginning with FY '66, the USAID Highway Division was further expanded to implement full-scale training and advisory functions in each of the provincial divisions of the RLG Ministry of Public Works, and to staff the Vientiane-Luang Prabang Road rehabilitation project. A separate PAR will be submitted for the latter sub-activity.

(1) Over-all performance and effectiveness has been satisfactory, most especially so in the goal of achieving a national road system meeting the country's basic economic, political and military needs in the areas presently under RLG control. Progress in strengthening the Lao highway department has been very slow but there have been gains as indicated in Item 009, page 2.

(2) This project has contributed to the achievement of sector and goal plans. See Item 011, page 3.

(3) The project has produced savings to both USAID and RLG programs through elimination of costly air transport of commodities and personnel. Opening of through routes and feeder roads has increased trade, permitted development of

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irrigation projects resulting in increased agricultural production, and generally benefited living standards. An annual savings of approximately \$250,000 was realized in reduction of scheduled weekly flights to southern Laos when RIG-13 was opened to through traffic in 1966. RIG-13 is the main land artery connecting southern Laos with the rest of the country.

(4) This project has continued relevance in furtherance of U.S. objectives and in-country economic and political development. The maintenance of the present highway system is essential to the existence and growth of the country and this project is necessary to assure that adequate Lao maintenance capability is developed.

The U.S. obligation span has been shown as extending until 1980 as it probably will require at least that length of time to provide the necessary education and on-the-job experience for the professional personnel required to administer a capable highway department. The host country probably will require at least that length of time to attain the financial capability to support the highway program without U.S. input.

Under existing conditions, U.S. input must be continued at not less than its present level if other U.S. programs as presently constituted are to be successful because dependable transportation is a prerequisite. The present U.S. input is the bare minimum that will permit maintenance of the existing system and the addition of approximately 100 kms. of farm-to-market road each year. It does not permit the much-needed improvement of RIG-13 to the minimal modern standards which would reduce both trucking costs and road maintenance costs.

As the host country becomes financially and professionally capable of full responsibility for the maintenance program, hopefully within 5 years, advice and assistance through on-the-job training will be required to develop Lao capability in initiating and administering contract construction projects. It is intended, funds permitting, to then initiate a contract construction program for improvement of RIG-13 road and bridge sections. This will permit training of the young engineering graduates in the survey, design, inspection and administration phases of contract construction, a capability that a highway department must have. Funding limitations and lack of sufficiently educated personnel prevent any such training at this time.

The alternative to accomplishing the goal of an effective Lao highway department without U.S. input continuing until 1980 is to provide the necessary expertise through A & E consultant contracts; such procedure is not within the financial capability of the RIG now or within the foreseeable future.

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PART I-B -- PROJECT EFFECTIVENESS

009

I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

1. CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				
		3. ACTUAL CUM. TO DATE	4. AS OF PRIOR JUNE 80		5. PLANNED BY NEXT JUNE 80	6. PROJECTED TOTAL FOR PROJECT LIFE
			a. PLANNED	b. ACTUAL		
	<p>There is no PIP for this project at present. However, the following elements would be suitable for the PIP, Part II:</p> <p>1. Strengthen the organization and the engineering and operational capabilities of the RIG Ministry of Public Works.</p> <p>2. Develop and maintain a national road system which meets Laos's basic political, economic and military requirements, including, but not necessarily restricted to the following particular project:</p> <p>1 - Construction of Vientiane-Thadeua Road</p> <p>2 - Construction of Nam Cadinh-Nam Hinboun Road</p> <p>3 - Rehabilitation of Vientiane-Luang Prabang Road (evaluated in separate PAR)</p> <p>4 - Rehabilitation of Lao Bao Road</p> <p>5 - Rehabilitation of Poukhoun-Xieng Khouang Road</p> <p>6 - Rehabilitation of Pakse-Attopeu Road</p>					
		Completed				
		Completed				
		83%	70%	70%	100%	
		Cancelled - located in enemy-controlled area				
		Cancelled - located in enemy-controlled area				
		Cancelled - located in enemy-controlled area				

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In order to provide the proper perspective in appraising this project, it is necessary to describe the relationship between the USAID Highway Division and the Ministry of Public Works. All road construction and maintenance operations under this project are performed by RLG personnel working under RLG supervision. USAID technicians advise and suggest procedures and methods best suited to the operations and monitor the program to assure that there is conformance with the provisions of the ProAg. Except for the operation of the central warehouse at central depot, USAID technicians cannot and do not order, supervise or direct RLG personnel. It is necessary for USAID to supervise the warehouse operations due to their value and complexity and because no qualified Lao Nationals are available to assume this responsibility.

The Mission, utilizing BPR supply channels, provides the Ministry of Public Works with equipment units, spare parts, bridge elements, culverts, tools and miscellaneous supplies required in the highway program. Salaries of RLG personnel, other than those in the RLG Civil Service, and the costs of locally produced materials such as lumber, are jointly funded by the RLG and USAID, with each providing approximately 50% of such costs for the FY '69 program.

Strengthen the RLG Ministry of Public Works (Element 1):

This element can best be described by dividing it into two parts, (a) strengthening the supervisory-administrative capabilities of the organization, and (b) improvement of the manual skills and capabilities of the operational sections of the agency. Under (a), expansion of the existing inadequate supervisory-administrative headquarters organization has been hampered by the complicated RLG procedures necessary to create new civil service positions, financial inability to fund additional positions, and lack of personnel with sufficient education and experience to qualify for the positions. Some progress has been made in that the Ministry agreed in principle to the recommended changes in the organization and has begun to implement them. The Direction of Road and Bridges in the Ministry of Public Works, previously supervised solely by a Director and small clerical staff, has been reinforced with a deputy in charge of engineering and an administrative officer. Control of vehicular registration and issuance of driver licenses was removed from Roads and Bridges and established as a separate function in the Ministry. In addition to these organizational changes, recommended procedures to improve fiscal reporting, project justification during programming, and a control system for POL issues and receipts have been adopted. The Ministry of Public Works is genuinely interested in strengthening its capabilities and is cooperating with USAID advisors.

Under (b) good progress has been made in improving manual skills and capabilities. The operator-mechanic school at the central repair depot has been in operation since FY '66 and continues to produce qualified equipment operators and apprentice mechanics. On-the-job training supplements this preliminary instruction and periodically refresher courses are scheduled at the school. Quality of

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access road construction completed during the last two fiscal years compares favorably with that completed by contractor forces. Ministry forces are now adept at forming concrete piers and erecting Bailey bridges. However, many years will be required to produce journeymen mechanics fully capable of complete overhaul and repair of all equipment, and to train personnel in the re-quisitioning, stock control and accounting procedures necessary in a highway organization of this size. As an indication of the time required, it is noted that the foreign instructors are required to have from 5 to 8 years of experience in their fields in order to qualify for employment and they must be supervised by American personnel. *unclear*

Develop and maintain a National Road System (Element 2):

Progress toward this goal has been good. RIG-13 South has been opened to through traffic from Vientiane to southern Laos and is being maintained to permit traffic during all seasons of the year. The principal freight artery into Laos, the highway link from the Mekong River ferry crossing at Thadeua into Vientiane, has been reconstructed and paved to modern standards; RIG-13 North has been reconstructed to Vang Vieng and Muong Kassy and is maintained for all-weather travel, and RIG-10 connecting southern Laos with the highways systems of Thailand has been widened and paved and sub-standard bridges removed and replaced. Access roads have been constructed to developing agricultural areas and feeder roads have been improved and are maintained. Under the existing unfavorable security conditions there remains only one principal route considered necessary to complete an adequate national highway system, a 60-km. link from RIG-13 at Xieng Ngeun to Muong Nane. This would tie in the important Sayaboury-Nam Tane-Muong Phiang area to the national highway system by means of a ferry across the Mekong at Thadeua.

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PART I-B - Continued

010

B.2 - OVERALL ACHIEVEMENT OF PROJECT TARGETS

Place an "X" within the bracket on the following seven-point scale that represents your judgment of the overall progress towards project targets:



PART I-C - PROJECT SIGNIFICANCE

011

C.1 - RELATION TO SECTOR AND PROGRAM GOALS (See detailed instructions M.O. 1026.1)

This section is designed to indicate the potential and actual impact of the project on relevant sector and program goals. List the goals in col. b and rate potential and actual project impact in cols. c and d.

e. CODE NO. (AID/W USE ONLY)	SCALE FOR COLUMN c: 3= Very important; 2= Important; 1= Secondary importance SCALE FOR COLUMN d: 3= Superior/Outstanding; 2= Adequate/Satisfactory/Good; 1= Unsatisfactory/Marginal	c. POTENTIAL IMPACT ON EACH GOAL IF PROJECT ACHIEVES TARGETS	d. ACTUAL IMPACT ON GOAL TO DATE RELATIVE TO PROGRESS EXPECTED AT THIS STAGE
	b. SECTOR AND PROGRAM GOALS (LIST ONLY THOSE ON WHICH THE PROJECT HAS A SIGNIFICANT EFFECT)		
	(1) To contribute to the economy, security and stability of Laos through the development and maintenance of an adequate national highway system.	3	2
	(2) To contribute to RLG and USAID programs by assuring adequate and reliable ground transportation is available.	3	2
	(3) To strengthen the RLG through development of a capable and competent highway department.	3	1
	(4)		

For goals where column c. is rated 3 or 2 and column d. is rated 1, explain in the space for narrative. The narrative should also indicate the extent to which the potential impacts rated 3 or 2 in column c. are dependent on factors external to the achievement of the project targets, i.e., is there a substantial risk of the anticipated impact being forestalled by factors not involved in the achievement of project targets. If possible and relevant, it also would be useful to mention in the narrative your reading of any current indicators that longer-term purposes, beyond scheduled project targets, are likely or unlikely to be achieved. Each explanatory note must be identified by the number of the entry (col. b) to which it pertains.

012 NARRATIVE FOR PART I-C.1 (Continue on form AID 1020-25 I):

(1) Improvement of existing roads to all-weather standards, construction of new roads into previously inaccessible areas, and maintenance of all routes has had a large impact on the economy of the country. Commodities have been brought into areas where previously trade did not exist, agricultural production has increased and the economy in general has been improved. The additional transportation facilities have enabled military supplies and troops to move rapidly from one area to another, thus improving security. Government officials have been able to visit areas previously not readily accessible and have provided information on government activities and goals. These contacts and information furnished assist in the unification and stability of the Kingdom.

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(2) There are few if any of the programs in progress or planned that do not depend in some manner upon reliable ground transportation. Collapse of the road system either through enemy action or failure to achieve the goals of this project would directly and adversely affect almost all other programs in Laos.

(3) A fully capable and competent highway department is a basic necessity in land-locked Laos. To achieve such an organization, a staff of properly educated and experienced personnel must be provided. Lack of such human resources, together with financial instability, have combined to produce only marginal gains to date in achieving this goal.

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PART I-C - Continued

C.2 - GENERAL QUESTIONS

These questions concern developments since the prior PAR. For each question place "Y" for Yes, "N" for No, or "NA" for Not Applicable in the right hand column. For each question where "Y" is entered, explain briefly in the space below the table.	MARK IN THIS COL.
013 Have there been any significant, unusual or unanticipated results not covered so far in this PAR?	N
014 Have means, conditions or activities other than project measures had a substantial effect on project output or accomplishments?	Y
015 Have any problems arisen as the result of advice or action or major contributions to the project by another donor?	Y
016 If the answer to 014 or 015 is yes, or for any other reason, is the project now less necessary, unnecessary or subject to modification or earlier termination?	N
017 Have any important lessons, positive or negative, emerged which might have broad applicability?	N
018 Has this project revealed any requirement for research or new technical aids on which AID/W should take the initiative?	N
019 Do any aspects of the project lend themselves to publicity in newspapers, magazines, television or films in the United States?	Y
020 Has there been a lack of effective cooperating country media coverage? (Make sure AID/W has copies of existing coverage.)	N
021 NARRATIVE FOR PART I-C.2 Identify each explanatory note by the number of the entry to which it pertains. (Continue on form AID 1020-25 I as necessary):	

There has been no prior PAR for this project.

014

Sabotage and terrorist activities have seriously hampered project accomplishments. Over 20 bridges were damaged or destroyed in the last two years, delaying or preventing travel until repairs could be made or temporary facilities established.

015

Construction of bridges by the French Aid Mission without regard to engineering criteria established by this project resulted in additional cost to the USAID in constructing approaches to the structures erected on the Nam Cadinh section of RIG-13 South.

019

Road construction projects produce results that can be shown, especially through use of before and after photos, in newspapers, magazines and in films.

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PART II - IMPLEMENTATION REPORT

II-A - STATUS OF SCHEDULE

022 A-1 - **INDIVIDUAL ACTIONS** (See detailed instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project Implementation Plan, Part I.

(a) PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(b) STATUS - PLACE AN "X" IN ONE COLUMN		
		(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
	There is no PIP for this project at present. However, the following major actions would be suitable for the PIP, Part I:			
1.	Provide sufficient engineers and equipment specialists to advise, train, and, in selected operations, to supervise RLG personnel engaged in all phases of the highway construction and maintenance program.		X	
2.	To provide dollar-purchased commodities deemed necessary to properly equip and operate an annual highway, bridge, and depot maintenance and improvement program.		X	
3.	To provide funds and facilities, either locally, in the U.S., or in third countries, to train Lao Nationals in all supervisory, administrative and operational phases of an adequate highway maintenance and construction program.		X	
4.	The RLG and USAID to provide counterpart funds to support the local currency expenses of the annual highway maintenance and improvement program.		X	
5.	The RLG to provide without cost the necessary rights-of-way, and sources of raw materials, such as sand, gravel, laterite and raw timber, required in the highway program.		X	
6.	The RLG to provide such supervisory, administrative and operational capabilities that exist or can be made to exist with which to perform all necessary functions.		X	
7.	The RLG to provide personnel as available for training and education in the various professions and skills necessary to properly staff an adequate highway department.	X		
	Insufficient personnel have been provided for training to date, due primarily to the limited number available with English language capabilities. Both the RLG and USAID have accelerated language training to overcome this deficiency.			
8.	The RLG to assume full responsibility for the entire highway program as soon as technical abilities and financial capabilities will permit.		X	

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PART II - Continued

023

II-A.2 - OVERALL TIMELINESS

In general, project implementation is (place an "X" in one block):

(a) On schedule	X
(b) Ahead of schedule	
(c) Behind schedule	
(1) AID/W Program Approval	
(2) Implementing Agency (Contractor/Participating Agency/Voluntary Agency)	
(3) Technicians	
(4) Participants	
(5) Commodities (non-FFF)	
(6) Cooperating Country	
(7) Commodities (FFF)	
(8) Other (specify):	

BLOCK (c): If marked, place an "X" in any of the blocks one thru eight that apply. This is limited to key aspects of implementation, e.g., timely delivery of commodities, return of participants to assume their project responsibilities, cooperating country funding, arrival of technicians.

II-B - RESOURCE INPUTS

This section appraises the effectiveness of U.S. resource inputs. There follow illustrative lists of factors, grouped under Implementing Agency, Participant Training and Commodities, that might influence the effectiveness of each of these types of project resources. In the blocks after only those factors which significantly affect project accomplishments, write the letter P if effect is positive or satisfactory, or the letter N if effect is negative or less than satisfactory.

1. FACTORS-IMPLEMENTING AGENCY (Contract/Participating Agency/Voluntary Agency)

024 IF NO IMPLEMENTING AGENCY IN THIS PROJECT. PLACE AN "X" IN THIS BLOCK:		032 Quality, comprehensiveness and candor of required reports	
		033 Promptness of required reports	
025 Adequacy of technical knowledge	P	034 Adherence to work schedule	
026 Understanding of project purposes	P	035 Working relations with Americans	
027 Project planning and management		036 Working relations with cooperating country nationals	P
028 Ability to adapt technical knowledge to local situation	P	037 Adaptation to local working and living environment	P
029 Effective use of participant training element		038 Home office backstopping and substantive interest	
030 Ability to train and utilize local staff	P	039 Timely recruiting of qualified technicians	
031 Adherence to AID administrative and other requirements		040 Other (describe):	

2. FACTORS-PARTICIPANT TRAINING

041 IF NO PARTICIPANT ELEMENT IN PROJECT. PLACE AN "X" IN THIS BLOCK:		TRAINING UTILIZATION AND FOLLOW UP	P
PREDEPARTURE		052 Appropriateness of original selection	
042 English language ability	N	053 Relevance of training for present project purposes	
043 Availability of host country funding		054 Appropriateness of post-training placement	
044 Host country operational considerations (e.g., selection procedures)		055 Utility of training regardless of changes in project	
045 Technical/professional qualifications	N	056 Ability to get meritorious ideas accepted by supervisors	
046 Quality of technical orientation		057 Adequacy of performance	
047 Quality of general orientation		058 Continuance on project	N
048 Participants' collaboration in planning content of program		059 Availability of necessary facilities and equipment	
049 Collaboration by participants' supervisors in planning training		060 Mission or contractor follow-up activity	P
050 Participants' availability for training	N	061 Other (describe):	
051 Other (describe):			

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PART II-B - Continued
3. FACTORS-COMMODITIES

PLACE AN "X" IN APPROPRIATE BLOCK:	065 FFF	065 NON-FFF	X	065 NO COMMODITY ELEMENT		
					072 Control measures against damage and deterioration in shipment.	
065 Timeliness of AID/W program approval (i.e., PIQ/C, Transfer Authorization).					073 Control measures against deterioration in storage.	
066 Quality of commodities, adherence to specifications, marking.			P		074 Readiness and availability of facilities.	
067 Timeliness in procurement or reconditioning.			P		075 Appropriateness of use of commodities.	P
068 Timeliness of shipment to port of entry.					076 Maintenance and spares support.	
069 Adequacy of port and inland storage facilities.					077 Adequacy of property records, accounting and controls.	N
070 Timeliness of shipment from port to site.					078 Other (Describe):	
071 Control measures against loss and theft.			P			

Indicate in a concise narrative statement (under the heading a. Overall Implementation Performance, below) your summary appraisal of the status of project implementation, covering both significant achievements and problem areas. This should include any comments about the adequacy of provision of direct hire technicians as well as an overall appraisal of the comments provided under the three headings (b, c & d) which follow. For projects which include a dollar input for generation of local currency to meet local cost requirements, indicate the status of that input (see Detailed Instructions).

Discuss separately (under separate headings b, c & d) the status of implementing Agency Actions, Participants and Commodities. Where above listed factors are causing significant problems (marked N), describe briefly in the appropriate narrative section: (1) the cause and source of the problem, (2) the consequences of not correcting it, and (3) what corrective action has been taken, called for, or planned by the Mission. Identify each factor discussed by its number.

079 **NARRATIVE FOR PART II-B:** (After narrative section a. Overall Implementation Performance, below, follow, on form AID 1020-25 I as needed, with the following narrative section headings: b. Implementing Agency, c. Participants, d. Commodities. List all narrative section headings in order. For any headings which are not applicable, mark them as such and follow immediately below with the next narrative section heading.)

a. Overall Implementation Performance.

Project implementation has been satisfactory. The BPR has provided the necessary qualified technicians in a timely manner; they have established good rapport with RLG counterparts in the Ministry of Public Works, and they are successful in guiding that organization into desirable improvements in organization, procedure and operations. These improvements are very slow in coming, but rapid progress was not expected due to the lack of sufficient RLG human resources.

On-the-job and classroom training and instruction in-country in manual skills have been expanded and are producing the expected volume of apprentices. Participant training in third countries has been less than desired due to the lack of qualified applicants.

The majority of commodities required for this project, consisting of heavy equipment units and spare parts, are purchased through BPR channels. Common use items, emergency off-shore procurement, and POL purchases are handled by USAID channels. Performance in both areas has been generally satisfactory. Delays have occurred for reasons beyond the control of either agency, such as short supply in the U.S. because of Vietnam requirements, unscheduled off-loading of supplies by steamship lines, dock strikes, etc. POL purchases and deliveries have been a problem area due to the lack of good business practices on the part of the suppliers in this area; recently initiated firm contract control procedures by USAID are improving this situation.

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PAR CONTINUATION SHEET

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(b) Implementing Agency

BPR actions under the PASA have been and are satisfactory.

(c) Participants

042 - It is extremely difficult to locate applicants with English language ability sufficient to qualify for participant training. Language classes have been established for Ministry of Public Works personnel having a proper educational background and these should soon produce applicants who can qualify.

045 - As in the above comment, it is difficult to locate applicants for participant training with the necessary technical and/or professional qualifications. There are few technical schools in the country and those that do exist have limited capabilities. The Ministry of Public Works has been encouraged and assisted in establishing its own courses of instruction in mathematics, English and Lao languages, and in basic surveying in order to produce engineering aide personnel and to provide higher caliber foremen.

050 - Explained in 042 and 045 above.

058 - Until recently no firm obligation to the RLG has been established with participants and many would remain with the Ministry only a short time, if at all, after returning from training. Present procedures require participants to sign an agreement to remain in RLG employ for at least the length of their training period. It is believed participants who did leave RLG employment remained in country.

(d) Commodities

077 - A complete and accurate property inventory has not yet been established by the Ministry of Public Works, though progress has been made in that direction. This is an operation requiring firm American supervision and control. Disposal and salvage procedures have been developed and placed into operation. Adequate accounting for and control of dry commodities has been established both at the central warehouse and at the field depots. A system of control of POL receipts and issues was proposed to and accepted by the Ministry of Public Works and has been implemented.

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PART III - ROLE OF THE COOPERATING COUNTRY

The following list of illustrative items are to be considered by the evaluator. In the block after only those items which significantly affect project effectiveness, write the letter P if the effect of the item is positive or satisfactory, or the letter N if the effect of the item is negative or less than satisfactory.

SPECIFIC OPERATIONAL FACTORS:

080 Coordination and cooperation within and between ministries.	P
081 Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	
082 Availability of reliable data for project planning, control and evaluation.	
083 Competence and/or continuity in executive leadership of project.	N
084 Host country project funding.	N
085 Legislative changes relevant to project purposes.	
086 Existence and adequacy of a project-related LDC organization.	N
087 Resolution of procedural and bureaucratic problems.	
088 Availability of LDC physical resource inputs and/or supporting services and facilities.	N
089 Maintenance of facilities and equipment.	N
090 Resolution of tribal, class or caste problems.	
091 Receptivity to change and innovation.	P
092 Political conditions specific to project.	
093 Capacity to transform ideas into actions, i.e., ability to implement project plans.	
094 Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	P
095 Extent of LDC efforts to widen the dissemination of project benefits and services.	
096 Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.	P
097 Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	
098 Other:	

HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:

099 Level of technical education and/or technical experience.	N
100 Planning and management skills.	N
101 Amount of technician man years available.	
102 Continuity of staff.	
103 Willingness to work in rural areas.	
104 Pay and allowances.	N
105 Other:	

In the space below for narrative provide a succinct discussion and overall appraisal of the quality of country performance related to this project, particularly over the past year. Consider important trends and prospects. See Detailed Instructions for an illustrative list of considerations to be covered.

For only those items marked N include brief statements covering the nature of the problem, its impact on the achievement of project targets (i.e., its importance) and the nature and cost of corrective action taken or planned. Identify each explanatory note.

106 NARRATIVE FOR PART III (Continue on form AID 1020-25 I):

General - The Ministry of Public Works is making an effort to improve the quality of performance. Financial input to the project was increased each year until FY '68 when National Budget limitations did not permit the increase requested by the Ministry. Suggested reorganization of the Direction of Roads and Bridges was accepted in principal by the Ministry, and better programming and fiscal reporting procedures have been adopted. The first commodity control measures, covering receipt and issue of POL products, was adopted. The Ministry is willing and anxious to revise and modernize its organization, procedures and methods, especially to attain equality with the more advanced neighboring nations in the region. Archaic procedures make it difficult to establish new civil service positions, funding for them is not available in a budget already in deficit, and properly educated and trained personnel are not presently available to fill the new positions if they were established and funded. There appears to be no alternative to continuing this project at its present resource input for at least five years if there is to be assurance that necessary highway transportation is available for RLG and USAID programs and for the further development of the country.

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083 - Having had no previous experience in administering a project such as this the Ministry executives cannot be expected to be fully competent. This country has had its own fairly stable government for only a few years, the French having performed the supervisory and administrative functions previously. Normally, highway department officials attain executive positions only after many years of experience at operating levels. It will require a number of years for them to acquire the necessary knowledge from their technical advisors; the time required will depend upon the opportunities for training that can be made available. For example, funding limitations presently do not permit any major contract construction projects and thus there is no way in which contract administration and supervision can be taught to RLG personnel.

084 - Host country funding of this project is less than satisfactory. The Ministry of Public Works has attempted to increase RLG funding without success during the last fiscal year. Pressure will be exerted to encourage greater participation in this project by foregoing low priority projects and expenditures.

086 - The existing RLG project-related organization is lacking both in experienced professional and supervisory personnel and in skilled technicians. There is presently no resource of educated and experienced personnel available to the Ministry and they can only be obtained through the education and training sponsored by this project. The alternative is to employ qualified foreign technicians, a procedure that would be exorbitant in cost in light of the present RLG budget difficulties.

088 - Physical resource inputs such as provision of rights-of-way, aggregate and timber sources, etc. have been satisfactory. Supporting services and facilities, such as administrative functions, maintenance and repair depots and campsites, have been readily made available to the project to the extent they have existed. The quality of administrative support leaves much to be desired due to the archaic procedures inherited from the colonial period; however, advice and suggestions have been accepted and revisions are being made. Maintenance and repair facilities are outmoded and unsuitable in many cases; their improvement or replacement is included in the project goal of strengthening the operational capabilities of the Ministry of Public Works.

089 - Maintenance of facilities and equipment has been unsatisfactory as the Lao have little mechanical background and do not realize the importance of proper care and maintenance of machines. It is difficult to transform a subsistence-existence orientated populace into a mechanically minded production-type people within a short time. However, progress is being made and as one RLG foreman learns the importance of maintenance and realizes he is accomplishing more than others because his equipment has performed satisfactorily, he becomes more firm in assuring that the equipment does have proper care.

099 - The level of technical education and experience in Laos is extremely low. There are only three technical schools, located in two cities, in the entire Kingdom, and there are no universities or colleges at all. As this country had until only

PAR CONTINUATION SHEET

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a few years ago only a subsistence economy with no industry whatever. there has been no opportunity for Lao nationals to gain any technical expertise. With the advent of outside assistance, small industries have begun to develop, construction projects have served as training facilities, and funds have been made available for participant training in other countries. The level of technical experience is now rising rapidly through this project and others that sponsor training.

100 - There has been little opportunity for the present government to develop extensive planning and management skills. (See 083 above) The necessary capabilities are being acquired through on-the-job training and from the advice and assistance of project technicians.

104 - Pay and allowances for Ministry of Public Works employees are inadequate. Due to the deficit budgeting already in effect, no government-wide salary increases are possible. As a result the less qualified of those sufficiently educated to perform administrative and clerical duties comprise the bulk of the RLG employees. Resolution of this problem is dependent upon an improved RLG tax structure and an expanding Lao economy.

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PART IV - PROGRAMMING IMPLICATIONS

IV-A - EFFECT ON PURPOSE AND DESIGN

Indicate in a brief narrative whether the Mission experience to date with this project and/or changing country circumstances call for some adjustment in project purposes or design, and why, and the approximate cost implications. Cover any of the following considerations or others that may be relevant. (See Detailed Instructions for additional illustrative considerations.) Relevant experience of country situations that were described earlier can simply be referenced. The spelling out of specific changes should be left to the appropriate programming documents, but a brief indication of the type of change contemplated should be given here to clarify the need for change.

For example, changes might be indicated if they would:

1. better achieve program/project purposes;
2. address more critical or higher priority purposes within a goal plan;
3. produce desired results at less cost;
4. give more assurance of lasting institutional development upon U.S. withdrawal.

107 NARRATIVE FOR PART IV-A (Continue on form AID 1020-25 I):

Mission experience to date with this project does not indicate a need for an adjustment in project purposes or design. The original goals, the development of an effective highway department and the development of the Lao National Road System are still valid and desirable objectives.

The project is addressed to RLG and USAID priority programs. The annual program of road construction sub-projects is discussed with and coordinated with USAID divisions, area coordinators, and RLG provincial officials prior to formalization and priority projects are included to the extent possible within capabilities.

More emphasis is required on increasing enrollment in higher educational and vocational institutions, and on provision of practical experience through on-the-job training. The present output of sufficiently educated youths is completely inadequate to provide the personnel necessary to staff and operate the technical organizations required in this developing country.

IV-B - PROPOSED ACTION

108 This project should be (Place an "X" in appropriate block(s)):

1. Continued as presently scheduled in PIP.	
2. Continued with minor changes in the PIP, made at Mission level (not requiring submission of an amended PIP to AID/W).	
3. Continued with significant changes in the PIP (but not sufficient to require a revised PROP). A formally revised PIP will follow.	
4. Extended beyond its present schedule to (Date): Mo. ___ Day ___ Yr. ___. Explain in narrative, PROP will follow.	
5. Substantively revised. PROP will follow.	
6. Evaluated in depth to determine its effectiveness, future scope, and duration.	
7. Discontinued earlier than presently scheduled. Date recommended for termination: Mo. ___ Day ___ Yr. ___	
8. Other. Explain in narrative. Prepare PIP	X

109 NARRATIVE FOR PART IV-B:

It is recommended that the project be continued as presently scheduled. Under the present financial and security conditions, it is not possible to enlarge the scope to construct badly needed major new routes. When and if security conditions appear to be permanently resolved and threats of sabotage are removed, it is recommended that the national road system be reviewed. There are several major routes whose construction and/or improvement would greatly benefit the economy of Laos. Adequate all-weather, dust-free routes through South Vietnam and Cambodia to seaports, for example, would eliminate the present monopoly on incoming freight that is enjoyed by Thailand.

UNCLASSIFIED

George A. Ridenour

AID 1020-25 (7-69)				SECURITY CLASSIFICATION				001 PROJECT NUMBER							
PROJECT APPRAISAL REPORT (PAR)								UNCLASSIFIED				439-11-190-065			
(U-446) See M.O. 1026.1															
002 PAR		MO.	DAY	YR.	003 U.S. OBLIGATION SPAN				004 PROJECT TITLE						
AS OF:		11	30	68	FY 66 Thru FY 71				AGRICULTURE DEVELOPMENT FISHERIES						
005 COOPERATING COUNTRY - REGION - AID/W OFFICE								LAOS				AGRICULTURE DEVELOPMENT FISHERIES <i>extra</i>			

006 FUNDING TABLE

AID DOLLAR FINANCING-OBLIGATIONS (\$000)	TOTAL	CONTRACT (NON-ADD)	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
			AID	PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 19 68)	302	216	0	0	0	7	0	78	0	1	216
PROPOSED OPERATIONAL YEAR (FY 19 69)	85	63	0	0	0	4	0	15	0	3	63

CCC VALUE OF P.L. 480 COMMODITIES (\$000) → Thru Actual Year : NONE Operational Year Program : NONE

007 IMPLEMENTING AGENCY TABLE

If contractors or participating agencies are employed, enter the name and contract or PASA number of each in appropriate spaces below; in the case of voluntary agencies, enter name and registration number from M.O. 1551.1, Attachment A. Enter the appropriate descriptive code in columns b and c, using the coding guide provided below.

TYPE CODE b	TYPE CODE c	e. IMPLEMENTING AGENCY	TYPE CODE		d. CONTRACT/PASA/VOLAG NO.	f. LEAVE BLANK FOR AID/W USE
			b.	c.		
1. U.S. CONTRACTOR	0. PARTICIPATING AGENCY					
2. LOCAL CONTRACTOR	1. UNIVERSITY					
3. THIRD COUNTRY CONTRACTOR	2. NON-PROFIT INSTITUTION	1. U.S. Consultants, INC.	1	7	AID-439-699	
4. PARTICIPATING AGENCY	3. ARCHITECTURAL & ENGINEERING					
5. VOLUNTARY AGENCY	4. CONSTRUCTION					
6. OTHER:	5. OTHER COMMERCIAL					
	6. INDIVIDUAL					
	7. OTHER:	Technical Consultant				

PART I - PROJECT IMPACT

I-A. GENERAL NARRATIVE STATEMENT ON PROJECT EFFECTIVENESS, SIGNIFICANCE & EFFICIENCY.

This summary narrative should begin with a brief (one or two paragraph) statement of the principal events in the history of the project since the last PAR. Following this should come a concise narrative statement which evaluates the overall efficiency, effectiveness and significance of the project from the standpoint of:

- (1) overall performance and effectiveness of project implementation in achieving stated project targets;
- (2) the contribution to achievement of sector and goal plans;
- (3) anticipated results compared to costs, i.e., efficiency in resource utilization;
- (4) the continued relevance, importance and significance of the project to country development and/or the furtherance of U.S. objectives.

Include in the above outline, as necessary and appropriate, significant remedial actions undertaken or planned. The narrative can best be done after the rest of PART I is completed. It should integrate the partial analyses in I-B and I-C into an overall balanced appraisal of the project's impact. The narrative can refer to other sections of the PAR which are pertinent. If the evaluation in the previous PAR has not significantly changed, or if the project is too new to have achieved significant results, this Part should so state.

008 NARRATIVE FOR PART I-A (Continue on form AID 1020-25 if as necessary):

There is no previous PAR for this project. Following is a brief summary of the history of the project from its beginning.

Fish production may be increased by investing more capital and effort into one or both of these industries: fishing or fish culture. Although there is no record of how the decision was made, the Royal Lao Government (RLG) decided in the early 1950's to

MISSION DIRECTOR APPROVAL →	SIGNATURE <i>George A. Ridenour</i>	DATE 2/20/69
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PAR CONTINUATION SHEET

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concentrate on fish culture. Hatcheries and holding ponds were built and farmers were encouraged to stock fingerlings in ponds and raise them for both personal consumption and the market. Laos had three fish hatcheries in operation by 1955. Although some limited technical advice was given prior to FY'56, that year is the first time USAID programmed assistance directly to a fish culture project. The project was assisted by the Thai Government which in addition to selling fingerlings to the RLG also provided some free. USAID provided the RLG Directorate of Water and Forestry with three pumps and five jeeps (\$12,000.00), and three weeks participant training in Thailand for five civil servants (\$1,400.00) under the Inland Fish Culture project. It was planned to have a total of seven hatcheries in operation by June 1956 but only five were operational by September 1956. They were Nong Teng (13 km from Vientiane), Pakse, Savannakhet, Khong Sedone, and Thakhek fish culture stations. A hatchery was established later at Luang Prabang. No further USAID assistance was programmed directly to a fish culture project until FY'66, the first year of the present fisheries project. However in the period of 1956-1966 some technical assistance in fish pond construction and other aspects of fish culture was given to farmers and refugees by USAID community development advisors (CDA's) and especially by contract International Voluntary Services volunteers (IVS'ers).

The hatcheries were reduced to caretaker status (several were abandoned) in 1959 due to political unrest and little was done by the caretaker staffs. Small amounts of fingerlings were available from several of the hatcheries. Also fingerlings from Thailand were sold by dealers. Some ponds developed in this period with the assistance of CDA's and IVS'ers are still in operation but no statistics are available.

In 1965 USAID contracted for a fisheries feasibility study. As a result of the study a contract was made with U.S. Consultants, Inc. for a team of three Japanese fish culture specialists under the supervision of an American technician to assist the RLG develop fresh water fisheries, rehabilitate hatcheries and train Lao personnel in fish production. The contract team, which arrived in April 1966, recommended rehabilitating Nong Teng, Pakse and Luang Prabang hatcheries as a first step in revitalizing the RLG fisheries program. The Nong Teng station received fingerlings for production of new breeding stock from Thailand in 1967. The training of fish station personnel is done by the contract team but the training of farmers and other individuals interested in fish culture is done largely by RLG agriculture extension personnel and IVS'ers. An IVS'er also works with fish station personnel in Luang Prabang and is doing experimental work with water weeds and rice paddy fish culture. RLG Agriculture research stations also conduct research on rice paddy fish culture.

(1) - Progress has been slow and spotty, especially during the first eighteen months of the contract, primarily due to lack of RLG support. Progress has been considered quite adequate during the past year. Many of the RLG deficiencies have been corrected and three hatcheries have, for the most part, been brought up to minimum construction requirements. By the end of FY'69 much of the planned construction requirements will have been met.

It is expected that the present production goal of 2,500,000 fingerlings annually can be obtained in 1971. The solution to problems of low survival rate from sack fry to fingerling stage and of water acidity is being worked on by the contract specialists.

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More needs to be done to train station personnel in the technical aspects of fish production and in routine administration as well. Although accurate statistics are not available the rate of dissemination of fish culture information by Agriculture Extension Service and IVS⁰ers is regarded as satisfactory as good harvests have been observed and the demand for fingerlings far outpaces the supply.

(2) - The fisheries project contributes to sector and national goals by helping to improve the economy by increases in fish production. Greater fish production also results in some foreign exchange savings as fish and meats have been regularly imported from Thailand. This project improves the image of the RLG by assisting rural people economically, making a preferred Lao food more available in the market places and by helping to improve Lao health through providing more animal protein.

(3) - Anticipated results compared to costs of rehabilitating and operating hatcheries, training fish station personnel and producing breeding stock are favorable. Initial costs were higher than follow-on costs (see 006 - page 1) because of water systems and facilities construction and the purchase of basic equipment and supplies. The basic facilities are expected to be completed in FY⁰69 and with proper maintenance they should last for many years. It is planned that the hatcheries eventually will sell enough market fish to cover all costs of maintenance and operation including salaries. The costs given on the funding table (see 006 - page 1) do not include the relatively small costs of disseminating fish culture information by Agriculture Extension, CDA⁰s and IVS⁰ers.

It is difficult to judge whether greater benefits would have been obtained if the RLG had decided in the early 1950⁰s to put their efforts into improving fishing rather than develop fish culture. Capture fishing on the Mekong and other rivers in Laos produced the major proportion of fish consumed (it still does) and many people are involved. Assistance in providing better fishing gear, new boats, training, regulation of fishing, transportation, storage, refrigeration and marketing facilities may have provided greater immediate returns and help to the beleaguered Lao economy than placing emphasis on fish culture for which there was little or no tradition among the Lao. However the decision to emphasize fish culture was made and the 1965 contract study indicated that best returns would be obtained from our assistance by rehabilitating the RLG fish culture program.

(4) - Fish culture, now that it is established, is a very important factor in the production of animal protein for raising the living standards and upgrading the health of the Lao people. Fish is a preferred food in the Lao diet and farmers need little encouragement to produce it. It is believed that one additional year of technical and management assistance at the present level plus two additional years of reduced assistance by the contract team is necessary to bring RLG fisheries technicians up to a level of competence necessary for normal hatchery operations.

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PART I-B - PROJECT EFFECTIVENESS

069

I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

1. CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				
		3. ACTUAL CUM. TO DATE	4. AS OF PRIOR JUNE 30		5. PLANNED BY NEXT JUNE 30	6. PROJECTED TOTAL FOR PROJECT LIFE
			a. PLANNED	b. ACTUAL		
	There is no PIP for this project at present. However, the following steps would be suitable for the PIP, Part II: 1. Production at hatcheries: - Breeding stock <u>Nong Teng</u> - Sufficient stock has been produced to meet production goal of 1,000,000 fingerlings per year. <u>Luang Prabang</u> - Sufficient stock has been furnished to meet production goal of 500,000 fingerlings per year. <u>Pakse</u> - Sufficient stock has been furnished to meet production goal 1,000,000 fingerlings annually. Note: The breeding stock will be improved each year by selecting the best fish from the year's production. - Fingerlings Nong Teng Pakse Luang Prabang - Market Fish Nong Teng Pakse Luang Prabang 2. Participant Training Twelve staff members received three months Thailand training in fish culture during FY ⁶⁷ & FY ⁶⁸ . The Chief of the RIG Fisheries Branch is presently receiving six months fish culture training in Japan. Degree training in fisheries should be encouraged at Universities such as Bangkok and Tokyo. 3. On-the-job training for Station Personnel (proceeding at a slow rate) 4. Setting up accountability system for sale of fingerlings, marketing of fish and expenditure of revenue (only at Vientiane has a bank account been set up at the National Treasury. At the other two stations, as yet, there	(all figures based on renewal of hatcheries activity in 1966)				
		1,400	1,400	1,400	1,400	1,400
		700	700	700	700	700
		1,400	1,400	1,400	1,400	1,400
		187,512	190,000	130,820	446,000	1,000,000/year
		231,183	280,000	121,043	614,000	1,000,000/year
		175,335	85,000	50,790	215,000	500,000/year
		0	0	0	5 MT	35 MT per year
		0	0	0	10 MT	30 MT per year
		0	0	0	0	0

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PART I-B - Continued

010

B.2 - OVERALL ACHIEVEMENT OF PROJECT TARGETS

Place an "X" within the bracket on the following seven-point scale that represents your judgment of the overall progress towards project targets:



PART I-C - PROJECT SIGNIFICANCE

011

C.1 - RELATION TO SECTOR AND PROGRAM GOALS (See detailed instructions M.O. 1026.1)

This section is designed to indicate the potential and actual impact of the project on relevant sector and program goals. List the goals in col. b and rate potential and actual project impact in cols. c and d.

e. CODE NO. (AID/W USE ONLY)	SCALE FOR COLUMN c: 3= Very Important; 2= Important; 1= Secondary Importance SCALE FOR COLUMN d: 3= Superior/Outstanding; 2= Adequate/Satisfactory/Good; 1= Unsatisfactory/Marginal	c. POTENTIAL IMPACT ON EACH GOAL IF PROJECT ACHIEVES TARGETS	d. ACTUAL IMPACT ON GOAL TO DATE RELATIVE TO PROGRESS EXPECTED AT THIS STAGE
	b. SECTOR AND PROGRAM GOALS (LIST ONLY THOSE ON WHICH THE PROJECT HAS A SIGNIFICANT EFFECT)		
	(1) To develop a self-sufficient RIG Fisheries Service capable of providing sufficient fingerlings for Lao fish production requirements and advice through the Agriculture Extension Service to those interested in fish culture.	3	2
	(2) To strengthen the domestic Lao economy and also to save foreign exchange through increased fish production.	3	2
	(3) To improve the RIG image with the people by improving their economic lot and their health through increased fish production and consumption.	2	2
	(4)		

For goals where column c. is rated 3 or 2 and column d. is rated 1, explain in the space for narrative. The narrative should also indicate the extent to which the potential impacts rated 3 or 2 in column c. are dependent on factors external to the achievement of the project targets, i.e., is there a substantial risk of the anticipated impact being forestalled by factors not involved in the achievement of project targets. If possible and relevant, it also would be useful to mention in the narrative your reading of any current indicators that longer-term purposes, beyond scheduled project targets, are likely or unlikely to be achieved. Each explanatory note must be identified by the number of the entry (col. b) to which it pertains.

012 NARRATIVE FOR PART I-C.1 (Continue on form AID 1020-25 I): Security problems limit fingerlings distribution in certain areas and any further deterioration of security will affect distribution.

(1) - The attainment of this goal is essential if the fisheries project is to have any impact on goals (2) and (3). The culturing of market size fish at the fish stations not only offsets station expense but also gives the staff experience in fish farm operation. (Item 009 - Output Report and Forecast on pages 2 and 2 A indicates progress achieved and expected).

(2) - Not only does increased fish production expand the economy; it also reduces the need for fish imports from Thailand. A survey conducted at the fish markets in the major cities of Laos indicates that depending upon the location and season from 10 percent to 50 percent of the fish sold come from Thailand.

(3) - Studies show a strong preference for fish as a protein food in Laos. Fish is popular even though it is often priced above competing meats. Farmers are not afraid to invest their time in fish pond construction and money in fingerlings as fish is a preferred food for their own consumption as well as for sale in the local marketplace.

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PART I-C - Continued

C.2 - GENERAL QUESTIONS

These questions concern developments since the prior PAR. For each question place "Y" for Yes, "N" for No, or "NA" for Not Applicable in the right hand column. For each question where "Y" is entered, explain briefly in the space below the table.	MARK IN THIS COL.
013 Have there been any significant, unusual or unanticipated results not covered so far in this PAR?	N
014 Have means, conditions or activities other than project measures had a substantial effect on project output or accomplishments?	Y
015 Have any problems arisen as the result of advice or action or major contributions to the project by another donor?	N
016 If the answer to 014 or 015 is yes, or for any other reason, is the project now less necessary, unnecessary or subject to modification or earlier termination?	N
017 Have any important lessons, positive or negative, emerged which might have broad applicability?	Y
018 Has this project revealed any requirement for research or new technical aids on which AID/W should take the initiative?	Y
019 Do any aspects of the project lend themselves to publicity in newspapers, magazines, television or films in the United States?	Y
020 Has there been a lack of effective cooperating country media coverage? (Make sure AID/W has copies of existing coverage.)	N
021 <u>NARRATIVE FOR PART I-C.2</u> Identify each explanatory note by the number of the entry to which it pertains. (Continue on form AID 1020-25 I as necessary):	
014 - Security in some areas is limiting distribution of fingerlings.	
017 - Fish growth in a tropical climate is very rapid - about twice that in Japan and other countries of temperate climate.	
018 - In working with fish culture in Laos it has become more evident that a coordinated survey by Laos, Thailand, Cambodia, Vietnam and other countries, through which the Mekong flows, is necessary to rationally utilize the fish resources of this river. AID/W should encourage research by present international groups in this area.	
019 - Farmers increasing food production through fish culture lends itself to human interest photos and stories.	

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PART II - IMPLEMENTATION REPORT

II-A - STATUS OF SCHEDULE

022 A-1 - INDIVIDUAL ACTIONS (See detailed instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project Implementation Plan, Part I.

PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(b) STATUS - PLACE AN "X" IN ONE COLUMN		
		(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
	<p>There is no PIP prepared as yet but the following actions would apply:</p> <ul style="list-style-type: none"> - Preliminary surveys for evaluation of abandoned hatcheries for rehabilitation. (Complete) - Design of three hatcheries for rehabilitation. (Complete) - Construction of hatchery facilities. (90% complete) - Training RIG Station personnel (See 008, 3rd paragraph - page 1 A, and 079, 2nd paragraph on page 7) - Production at hatcheries (See 009 - page 2) <ul style="list-style-type: none"> - Breeding stock - Fingerlings - Market fish - Setting up accountability system for sale of fingerlings and market fish and expenditure of revenue. <p>(The bookkeeping of the RIG Fisheries is still far from sufficient. The Director of Forest and Water has promised to work on this matter. Also the USAID fisheries office will be relocated in the near future to the RIG Directorate of Forest and Water compound to aid in this).</p> - Training of fish culturalists and farmers. (by AGR Extension agents and IVS fisheries specialists) 			
			X	
			X	
			X	
		X		
			X	
		X		
				X

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PART II - Continued

023

II-A.2 - OVERALL TIMELINESS

In general, project implementation is (place an "X" in one block):

(a) On schedule	
(b) Ahead of schedule	
(c) Behind schedule	(fingerling production) X
(1) AID/W Program Approval	
(2) Implementing Agency (Contractor/Participating Agency/Voluntary Agency)	
(3) Technicians	
(4) Participants	
(5) Commodities (non-FFF)	
(6) Cooperating Country	
(7) Commodities (FFF)	
(8) Other (specify):	Predators and fry feeding problems X

BLOCK (c): If marked, place an "X" in any of the blocks one thru eight that apply. This is limited to key aspects of implementation, e.g., timely delivery of commodities, return of participants to assume their project responsibilities, cooperating country funding, arrival of technicians.

II-B - RESOURCE INPUTS

This section appraises the effectiveness of U.S. resource inputs. There follow illustrative lists of factors, grouped under Implementing Agency, Participant Training and Commodities, that might influence the effectiveness of each of these types of project resources. In the blocks after only those factors which significantly affect project accomplishments, write the letter P if effect is positive or satisfactory, or the letter N if effect is negative or less than satisfactory.

1. FACTORS-IMPLEMENTING AGENCY (Contract/Participating Agency/Voluntary Agency)

024 IF NO IMPLEMENTING AGENCY IN THIS PROJECT. PLACE AN "X" IN THIS BLOCK:		032 Quality, comprehensiveness and candor of required reports	
		033 Promptness of required reports	
025 Adequacy of technical knowledge	P	034 Adherence to work schedule	
026 Understanding of project purposes		035 Working relations with Americans	
027 Project planning and management	P	036 Working relations with cooperating country nationals	P
028 Ability to adapt technical knowledge to local situation	P	037 Adaptation to local working and living environment	P
029 Effective use of participant training element	P	038 Home office backstopping and substantive interest	P
030 Ability to train and utilize local staff		039 Timely recruiting of qualified technicians	
031 Adherence to AID administrative and other requirements		040 Other (describe):	

2. FACTORS-PARTICIPANT TRAINING

041 IF NO PARTICIPANT ELEMENT IN PROJECT. PLACE AN "X" IN THIS BLOCK:		TRAINING UTILIZATION AND FOLLOW UP	
		052 Appropriateness of original selection	P
PREDEPARTURE		053 Relevance of training for present project purposes	
042 English language ability		054 Appropriateness of post-training placement	P
043 Availability of host country funding		055 Utility of training regardless of changes in project	
044 Host country operational considerations (e.g., selection procedures)		056 Ability to get meritorious ideas accepted by supervisors	
045 Technical/professional qualifications	N	057 Adequacy of performance	P
046 Quality of technical orientation		058 Continuance on project	P
047 Quality of general orientation		059 Availability of necessary facilities and equipment	P
048 Participants' collaboration in planning content of program		060 Mission or contractor follow-up activity	
049 Collaboration by participants' supervisors in planning training		061 Other (describe):	
050 Participants' availability for training	N		
051 Other (describe):			

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PART II-B - Continued

3. FACTORS-COMMODITIES

PLACE AN "X" IN APPROPRIATE BLOCK:	062 PPP	063 NON-PPP	064 NO COMMODITY ELEMENT		072 Control measures against damage and deterioration in shipment.	
065 Timeliness of AID/W program approval (i.e., PIO/C, Transfer Authorization).					073 Control measures against deterioration in storage.	
066 Quality of commodities, adherence to specifications, marking.					074 Readiness and availability of facilities.	
067 Timeliness in procurement or reconditioning.				N	075 Appropriateness of use of commodities.	
068 Timeliness of shipment to port of entry.					076 Maintenance and spares support.	
069 Adequacy of port and inland storage facilities.					077 Adequacy of property records, accounting and controls.	N
070 Timeliness of shipment from port to site.					078 Other (Describe):	
071 Control measures against loss and theft.						

Indicate in a concise narrative statement (under the heading a. Overall Implementation Performance, below) your summary appraisal of the status of project implementation, covering both significant achievements and problem areas. This should include any comments about the adequacy of provision of direct hire technicians as well as an overall appraisal of the comments provided under the three headings (b, c & d) which follow. For projects which include a dollar input for generation of local currency to meet local cost requirements, indicate the status of that input (see Detailed Instructions).

Discuss separately (under separate headings b, c & d) the status of Implementing Agency Actions, Participants and Commodities. Where above listed factors are causing significant problems (marked N), describe briefly in the appropriate narrative section: (1) the cause and source of the problem, (2) the consequences of not correcting it, and (3) what corrective action has been taken, called for, or planned by the Mission. Identify each factor discussed by its number.

079 **NARRATIVE FOR PART II-B:** (After narrative section a. Overall Implementation Performance, below, follow, on form AID 1020-25 I as needed, with the following narrative section headings: b. Implementing Agency, c. Participants, d. Commodities. List all narrative section headings in order. For any headings which are not applicable, mark them as such and follow immediately below with the next narrative section heading.)

a. Overall Implementation Performance.

The station facilities (rearing ponds, warehouse, office, sorting tanks, hatching ponds, etc.) are being constructed on a fiscal year to fiscal year basis depending on availability of USAID funds. By the end of FY'69 most of the facilities required for the production goal will be completed. The production of breeding stock was accomplished in the first year of operation (July 1966 - June 1967) and at present there are sufficient adult carp at each of the three stations to attain the production goals set for each of the hatcheries. In addition to the common carp (*Cyprinus Carpio*), experimental culture of *Tilapia mossambica* and *Tilapia nilotica*, giant gouramy, snake skin gouramy, grass carp, silver carp, brocade carp and blue kissing gouramy are being conducted at the stations.

The training of the RLG station personnel has been continuous since the arrival of the contract personnel and they are now capable of taking care of routine operations of the station. The participants consisting of staff members of the RLG Directorate of Forest and Water have received brief training in Thailand and have been introduced to fish culture techniques. However, it is required that these personnel be given further training in more technical aspects of fish culture. This is being done at each of the three stations.

Fingerling production is behind the goal set for the first year of production (See 009 - page 2 - Column 2,3, and 4a & 4b). The causes for this lag are: 1) predators, 2) feeding problem and 3) water acidity. The contract specialists are presently working on solutions to these problems.

The market fish harvest is planned for June - July 1969. It is hoped that about 10 MT

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can be produced in this first year. It was recommended to the RLG Fisheries branch that an accountability system for the revenue from the sales of fish and the expenditure of this revenue be set up. They have agreed to take the necessary action to establish such a system and assistance is being given to them.

The training of farmers and fish culturalists in fish culture is being conducted with cooperation by the RLG Agriculture Extension Service, the RLG Fisheries Service, USAID Agriculture Extension Branch and the USAID Agriculture Fisheries Section. One of the accomplishments of the project is the avoidance of a duplicate extension service. The Fisheries Service was intent on establishing its own corps of extension agents but finally agreed to allowing the Agriculture extension agents to do the fisheries extension work.

b. Implementing Agency
Satisfactory

c. Participants

- 045 - In general the participants have not had any formal training in fish culture and only have had the equivalent of a high school education or less. This is a problem common to all technical fields in Laos and the answer is long term - an improved educational system.
- 050 - College trained professionals will be required for top management of the RLG Fisheries Service but candidates are difficult to find. Long term degree training for RLG Fisheries Service is programmed under Agriculture Extension as the Fisheries Project will terminate before the training can be accomplished.
- 054 - The participants upon returning from training in Thailand have either been assigned to one of the three stations or to a national post where their work requires them to use the training received.
- 058 - All except one out of the thirteen participants are working in fisheries.

d. Commodities

- 067 - Many procurements of special equipment require from six to eighteen months after the request is submitted for the commodities to arrive in Vientiane. This is standard for this isolated area and must be considered in project programming.
- 077 - At present only informal records are being kept by the Fisheries Service. The RLG has requested our assistance in improving their record - keeping and assistance is being given at each of the stations.

PART III - ROLE OF THE COOPERATING COUNTRY

The following list of illustrative items are to be considered by the evaluator. In the block after only those items which significantly affect project effectiveness, write the letter P if the effect of the item is positive or satisfactory, or the letter N if the effect of the item is negative or less than satisfactory.

SPECIFIC OPERATIONAL FACTORS:

080 Coordination and cooperation within and between ministries.	P
081 Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	P
082 Availability of reliable data for project planning, control and evaluation.	N
083 Competence and/or continuity in executive leadership of project.	
084 Host country project funding.	N
085 Legislative changes relevant to project purposes.	
086 Existence and adequacy of a project-related LDC organization.	
087 Resolution of procedural and bureaucratic problems.	N
088 Availability of LDC physical resource inputs and/or supporting services and facilities.	N
089 Maintenance of facilities and equipment.	N
090 Resolution of tribal, class or caste problems.	
091 Receptivity to change and innovation.	
092 Political conditions specific to project.	
093 Capacity to transform ideas into actions, i.e., ability to implement project plans.	
094 Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	
095 Extent of LDC efforts to widen the dissemination of project benefits and services.	
096 Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.	
097 Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	
098 Other:	

HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:

099 Level of technical education and/or technical experience.	N
100 Planning and management skills.	N
101 Amount of technician man years available.	N
102 Continuity of staff.	P
103 Willingness to work in rural areas.	P
104 Pay and allowances.	
105 Other:	

In the space below for narrative provide a succinct discussion and overall appraisal of the quality of country performance related to this project, particularly over the past year. Consider important trends and prospects. See Detailed Instructions for an illustrative list of considerations to be covered.

For only those items marked N include brief statements covering the nature of the problem, its impact on the achievement of project targets (i.e., its importance) and the nature and cost of corrective action taken or planned. Identify each explanatory note.

106 NARRATIVE FOR PART III (Continue on form AID 1020-25 I):

The RIG Directorate of Forest and Water is responsible for the operation and maintenance of the three fish culture stations. It was very difficult in the first eighteen months of the fisheries contract to get the RIG to provide fry feed, hire sufficient laborers, maintain nets and mechanical equipment and properly document station operations. During the past year, however, the RIG has provided more feed and more personnel. A real effort is being made by the RIG to account for receipt and disbursement of funds and to improve bookkeeping overall.

The sub-directorate for Fish and Wildlife in cooperation with the RIG Directorate of Agriculture, Extension Service, this year, is conducting 26 farmer leader training courses which included training in fish culture. This has already obtain results in that the farmers are showing increased interest in fish culture.

As an example of military cooperation, the commander of a military camp at Nong Hong in the Keng Kok area with technical guidance of the fisheries team and the Fisheries Service has had constructed a fish hatchery, fingerling culture ponds, and fish culture ponds. Personnel have been trained to operate the facilities. The Commander

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expects to produce a large percentage of the fish needed for his troops. It is expected that he will have several tons of fish in about a year.

There has been a noticeable change in the RIG staff at the stations in Pakse, Luang Prabang and Vientiane. They are showing much more interest in fish production now that they have learned how to produce fish fingerlings and raise them to marketable size without much difficulty.

- 082 - No statistical data is available in regard to fish catch, marketing, imports, etc. Improved record keeping (See 077 - Page 7 A) and statistical training provided by other projects for RIG personnel will help.
- 084 - RIG budget for Directorate of Forest and Water was insufficient for personnel required for complete operation of stations. Fisheries budget was insufficient to pay workers in April - July 1968. Workers at Nong Teng had to be reduced from the required 14 men to five during this period. This can be largely overcome by expenditure of revenue from sale of fingerling and market fish for operating expenses. There is an inter-governmental (RIG) agreement that the Fisheries program will be able to retain funds obtained from sales of fingerlings and/or commercial sales of marketable size fish and place such funds into a revolving fund, controlled and managed by Fisheries Section, for continued development of fish hatcheries, distribution centers etc.
- 087 - Very slow in establishing required procedure, such as procedure for accounting of station revenue and expenditures. (See 077 - Page 7 A)
- 088 - All presently utilized facilities are USAID furnished, except that the land and water are furnished by RIG. The RIG should be able to continue maintaining and operating the stations through the use of funds earned by the sale of fish.
- 089 - Maintenance, especially of mechanical equipment, such as pumps and vehicles, is substandard due to lack of trained personnel in the RIG. Guidance and training is being offered.
- 099 - The technical education and technical experience in the field of fish culture is very low. There are three persons with university training, five persons with six years of schooling and 25 persons with only a few years or no schooling at the three stations. Higher education is urgently needed. (See 050 - Page 7 A)
- 100 - Same as 099. There are too many assignments for top people and the development of middle management is important. The immediate answer is on-the-job training and the final solution is long term participant training.
- 101 - Planning and management skills are very limited. For example: satisfactory book-keeping for the revenue from the sale of fingerling and expenditure of the money has not been set up. Guidance and training is being given.

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439-11-190-065

PART IV - PROGRAMMING IMPLICATIONS

IV-A - EFFECT ON PURPOSE AND DESIGN

Indicate in a brief narrative whether the Mission experience to date with this project and/or changing country circumstances call for some adjustment in project purposes or design, and why, and the approximate cost implications. Cover any of the following considerations or others that may be relevant. (See Detailed Instructions for additional illustrative considerations.) Relevant experience or country situations that were described earlier can simply be referenced. The spelling out of specific changes should be left to the appropriate programming documents, but a brief indication of the type of change contemplated should be given here to clarify the need for change.

For example, changes might be indicated if they would:

1. better achieve program/project purposes;
2. address more critical or higher priority purposes within a goal plan;
3. produce desired results at less cost;
4. give more assurance of lasting institutional development upon U.S. withdrawal.

107 NARRATIVE FOR PART IV-A (Continue on form AID 1020-25 I):

Mission experience to date with this project indicate that now more emphasis on administration is required. It is necessary as indicated in 009 (4) page 2; 079 - fourth paragraph on Page 7; and 087 on Page 8 A, that RLG have assistance in setting up bookkeeping system for sales and expenditure, equipment maintenance records and supply control.

Also in the distribution of fingerlings it would be more economical to construct holding tanks at such places as Sam Thong, Sayaboury, Ban Houei Sai, Houei Khong, Hong Sa rather than distribute directly to the users from the hatcheries. These tanks do not need to be elaborate; just a concrete tank approximately three by five meters with a water supply and outlet facility is required. These tanks will be used to hold fingerlings for short periods of time for sales and distribution. They can be operated by the Forest and Water Service personnel in the area.

IV-B - PROPOSED ACTION

108 This project should be (Place an "X" in appropriate block(s)):

1. Continued as presently scheduled in PIP.	No PIP as yet for this project	
2. Continued with minor changes in the PIP, made at Mission level (not requiring submission of an amended PIP to AID/W).		
3. Continued with significant changes in the PIP (but not sufficient to require a revised PROP). A formally revised PIP will follow.		
4. Extended beyond its present schedule to (Date): Mo. <u>1</u> Day <u>1</u> Yr. <u>72</u> . Explain in narrative, PROP will follow.		X
5. Substantively revised. PROP will follow.		
6. Evaluated in depth to determine its effectiveness, future scope, and duration.		
7. Discontinued earlier than presently scheduled. Date recommended for termination: Mo. ___ Day ___ Yr. ___		
8. Other. Explain in narrative.	Prepare PROP & PIP	X

109 NARRATIVE FOR PART IV-B:

PIP and PROP will be prepared further emphasizing the recommendations contained in 107 above. Also it will extend the present schedule to April 1, 1972, which will leave the RLG much more technically capable, and develop financial self sufficiency for the fisheries program. The extension is required as there still remains considerable work in: (a) training station personnel in hatchery operations; (b) controlling predators; (c) producing more plankton; (d) finding economical methods of lowering water acidity to increase survival rates; (e) developing extension-type programs; (f) developing national policy for the future growth of the fisheries program.

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