

OFFICE OF THE DIRECTOR

Tommy,

To a large extent your
memo has been adopted
as policy. Should be kept
as part of your files on
origin of cluster program.

Boj

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THE LAO-US/AID Rural Development Program

I. PURPOSE:

The purpose of the Rural Development program is to assist the villagers of Laos establish and use effective procedures in analyzing their community problems and in planning and developing cooperative self-help rural improvement projects.

The program is a coordinated program with the various technical ministries of the RIG and US/AID carrying responsibility for activities within their respective subject matter fields. The Rural Development Program of the Commission for Rural Affairs and US/AID staff provides a central administrative and coordinating service.

The LAO-US/AID Rural Development program fosters the growth of local self-government, strengthens the villagers' capacities for self-government, and assists them to secure and to use the technical assistance of the RIG-US/AID agencies in developing and carrying out projects in agriculture, local facilities, health, environmental sanitation, roads, irrigation dams and ditches. The program intends progressively to involve the villagers in an understanding of the Rural Development Program and to provide maximum opportunity for participation in the plan.

II. Currently, the LAO-US/AID program is operating in 13 of the provinces where security permits freedom of movement. The present staffing pattern of the US/AID personnel indicates the following deployment of staff:

AREA OFFICE - LUANG PRABANG

Mr. Elliott - Area Coordinator

Mr. Dwane Hammer - Appointed. Will begin work about September 15-October

1, 1963

IVS - Mr. Joseph G. Flipse, Houei Sai Construction
Michael Cunningham, Houei Sai Youth Worker
Mr. Plummer Team Leader
Mr. Henry Holmes
Mr. Valdemar H. Petersen

AREA OFFICE VIENTIANE (Covers three sub-areas)

Sub-Area Office Sayaboury -

Mr. Silas J. Smucker - Area Advisor
J. L. Williamson - Community Development Advisor
IVS Staff
Myron D. Paine - Team Leader - Agricultural Engineer
Hollingsworth, General Agriculture
Brooke Greene, Agronomy and Refugee relief
Arnold J. Radi, Agronomy
Craig Maxwell Animal Husbandry
Patrick McFighe Youth worker
Edward P. Hogan Road Construction

Sub-Area Office Vientiane

J. O. Clark, Community Development Advisor
F. C. Swezy Community Development Advisor
IVS - (Phone Hong)
Phillip L. Clifford Youth work
James H. Haldeman General agriculture

Sub-Area Office Paksane

R. J. Bilinski Community Development Advisor

G. W. Balley Community Development Advisor

AREA OFFICE SAVANNAKHET

Arthur W. Bechtel Area Coordinator

James D. Kraus Community Development Advisor

IVS -

Richard D. Carter Poultry - Team Leader

AREA OFFICE PAKSE (Headquarters for five other provinces)

J. W. MacQueen Area Coordinator

G. L. Penrose Community Development Advisor

R. E. Moffett Community Development Advisor

B. O. Bailey Community Development Advisor

Jack D. Doolan Program Assistant

IVS

Oliver St. Pee Team Leader, Education

Benjamin Bachman Teacher Training

David Barte Teacher Training

Jo Ann Barte Public Health

Wayne J. Perkins Animal husbandry

John W. Steele Construction

Kenneth Lewis Agriculture

Since January 1, 1959, the Lao-US/AID Rural Development Program has implemented 2,596 self help projects and 28 provincial development projects. US/AID contributions were matched by villagers in the form of labor (primarily) and local materials. The 293 projects initiated in fiscal 1963 and the estimated 300 projected for fiscal 1964 will require accelerated effort to increase cooperating organizations, contacts with the village, tassengs and muong leaders. Provisions must be made for field training and educational activities to develop, utilize and maintain the organization of local government.

PROPOSAL: IT IS RECOMMENDED THAT U

1. The Ministry for Rural Affairs, the Ministry of Education (Fundamental Education Division) United Nations and US/AID consult and develop ways of cooperatively working at the village level to facilitate the objectives of the Rural Development Program

For purposes of discussion, the following is a summary outline of informal discussions held between the members of the Commission for Rural Affairs and the Commission for Fundamental Education, members of the United Nations Staff and US/AID.

I. Introduction:

There are certain objectives common to the above organizations and it is felt these objectives could more easily be realized by joint effort than by a series of independent programs. There is a high degree

of concensus that "our chief aim is not wells, roads, schools, dispensaries and crops. It is stable self-reliant communities with an assured sense of social and political responsibility".

There is agreement that an effective development program will help the people organize themselves, exercise initiative in improving their communities and ways of living through cooperative, self help activities.

There is agreement that coordination of technical services is of crucial importance at all levels of administration and that these services should be provided on the basis of actual village needs.

There is agreement that the village is the basic unit for Rural Development, that the village should have representative organization, i.e., a Village Council through which the village people can develop initiative and self-confidence in their determination of priorities and in the allocation of their resources.

There are some areas concerning which there is disagreement. Some feel that the "generalist" or all-purpose worker is ineffective; that the "team" approach - six to eight highly specialized technicians working in a given area is the ideal means of aiding a village. Others hold a slightly different point of view: one or two skilled persons living and working in a village with adequate technical backstopping constitutes the most effective way of working with villagers.

There are also varying points of view as to the nature of kinds and amounts of support which ought to be given to village projects. One position feels that improvements programs ought to be developed solely around indigenous resources; another position would provide assistance

of a kind which is needed but not available to the villagers except through outside support agencies.

It is obvious that these are "minor" differences. In fact, they may rest entirely on imagined rather than real points of views. It is obvious, that these differences ought to be discussed by those agencies and organizations having common purposes for the people of Laos.

IV Objectives. Self-Help Project

The objective of this project is to assist the Royal Lao Government establish an increasingly effective rural development self-help program. The program will work to bring about improved coordination of the village, tasseng, muong, the technical services and cooperating support agencies and organizations directly dealing with village life. There are ³ areas of primary concern:

1. Helping villagers to increase their incomes
2. Helping villagers improve their levels of living
3. Fostering the initiation and spread of local self Government.

V Suggested Course of Action

- A. The Rural Development program will use the (Muong) cluster, * (cultural unit) as the basic unit of operation.

These units will be designated by the Chao Khoueng and/or the Provincial Council as critically important, etc. areas requiring development.

1. Some criteria for selection might be:

- a. Security
- b. Visibility - available to numbers of people from adjacent areas.

* Define! of P. 9, Pattern of Work.

- c. Need
- d. Willingness to cooperate with the Rural Development Program
- e. Accessibility (for servicing)
- f. Others

B. Following the Selection of strategic areas. The Provincial Council will assign Rural Development workers to designated areas utilizing the regular administrative line of the Khoueng, Muong, tasseng, Ban for operational activities.

It is suggested that Fundamental Education ^{and/or CRA} staff be utilized as village cluster Rural Development workers and that they

1. live in a strategic area
2. collect essential information about the village required for program planning
3. help villagers organize Rural Development Committees ^{on the order of USDA County Extension Commodity Committees}
4. help Committees and villagers identify urgent problems.
5. help villagers work out corrective programs for problems that are most important to them
6. help organize specific projects to develop these plans
7. Arrange for needed materials and technical assistance which the villagers can not provide for themselves.

It is suggested that American IVS team members be assigned to counterpart roles with the Fundamental Education ^{agri. ext. or other RLG} Teams and that they work with the Rural Development workers in each of the above 7 assignments.

It is suggested that the F. E. Rural Development workers Team Leader and the IVS team leader cooperatively plan and develop work assignments

at the cluster (basic unit of operation) level.

It is suggested that the Primary Inspector and the USAID Area Coordinator cooperatively be responsible for the supervision, backstopping, and implementing of Rural Development - IVS teams in the field - under the direction of the Chao Khoueng and/or Provincial Council.

The Rural Development program will be supported by the coordinated technical resources of other substantive Provincial services such as agriculture, health, education, and by other Co-operating agencies (U.N.; US/AID, etc.). In turn the Rural Development program will make its Rural Development Teams (P. Ed. - IVS) and village organizations available for the use of other Provincial Ministries' programs and will assist their technicians and support their activities.

The Rural Development area coverage project pattern of operation provides an effective method of achieving co-ordination. Each worker knows what projects have highest priority in the villages in his group. The worker can arrange a schedule with the Muong Rural Development Committee for the technicians and material assistance needed to supplement the villager's efforts to be on hand where they are wanted. This will create optimum teaching-learning situations, save the technicians time and help to create favorable working conditions.

PATTERNS OF WORK

Each F. E. Dr. worker with IVS counterpart will be assigned to work in a "cluster", cultural unit of from 6-8 villages.

These groups of villages are located adjacent to other groups so that a large area, if possible a whole muong is covered.

A supervisor - Team Leader - will be assigned to work under the Chao Muong to assist the workers to solve their problems and to develop the Rural Development activities of the Muong.

Technical representatives of the various ministries on the Muong and Provincial Khoueng staff will provide technical advice and direction for Rural Development projects in their respective program areas.

Coordination of the respective technical branches' support will be arranged through the Muong and Provincial Rural Development Councils.

Special training projects will be conducted for the village leaders.

VILLAGE PROJECT PLAN

Each village will be taught to carefully plan selected projects. These projects will be put into orderly form, approved by the village Development Committee, passed on the Muong Committee for approval and finally submitted to the Provincial Council for technical approval and final approval.

Each project will include the following elements recorded on a village project approval form which will constitute the beginning of the administrative and fiscal accounting record of the project:

1. The location and purpose of the project
2. The estimated time of completion
3. The estimated cost
4. The village contribution in work and materials
5. The contribution requested from the Rural Development Program
6. The contribution requested from related development programs; i.e., Agriculture, Education, health, public works, etc.
7. The village group responsible for organizing and carrying out the project.
8. The approval of the appropriate technical agency involved.
9. The agency organization or village group responsible for the maintenance and/or the continued operation of the project when completed.
10. The approval of the Muong Rural Development Committee
11. The approval of the Provincial Rural Development Committee.

AREA COVERAGE PROJECT DESCRIPTION

Initially three strategic areas will be selected in each of the 13 provinces or in Provinces where Fundamental Education and IVS teams are available. This would mean a maximum of 39 areas with an estimated coverage of 234 villages.

This suggestion illustrates the nature and potential of the Cluster type of approach. It provides

1. Coverage for a number of villages and impact on the life of large numbers of people with relative economy.
2. a base for improved coordination of government services, support in extending the effectiveness of the various technical services.
3. The means for widening participation in and utilization of better area and national development programs.
4. The facilities for initiating and fostering the development of local institutions that people can use to carry out the functions of local self-government.

Rural Development requires advance planning with specified goals, methods and personnel; on the basis of which activities are developed as means of achieving selected goals. In writing work plans and projects, provisions will have to be provided for the people's participation in order to assure that planning is related to the villagers' - not the technician's sense of need.

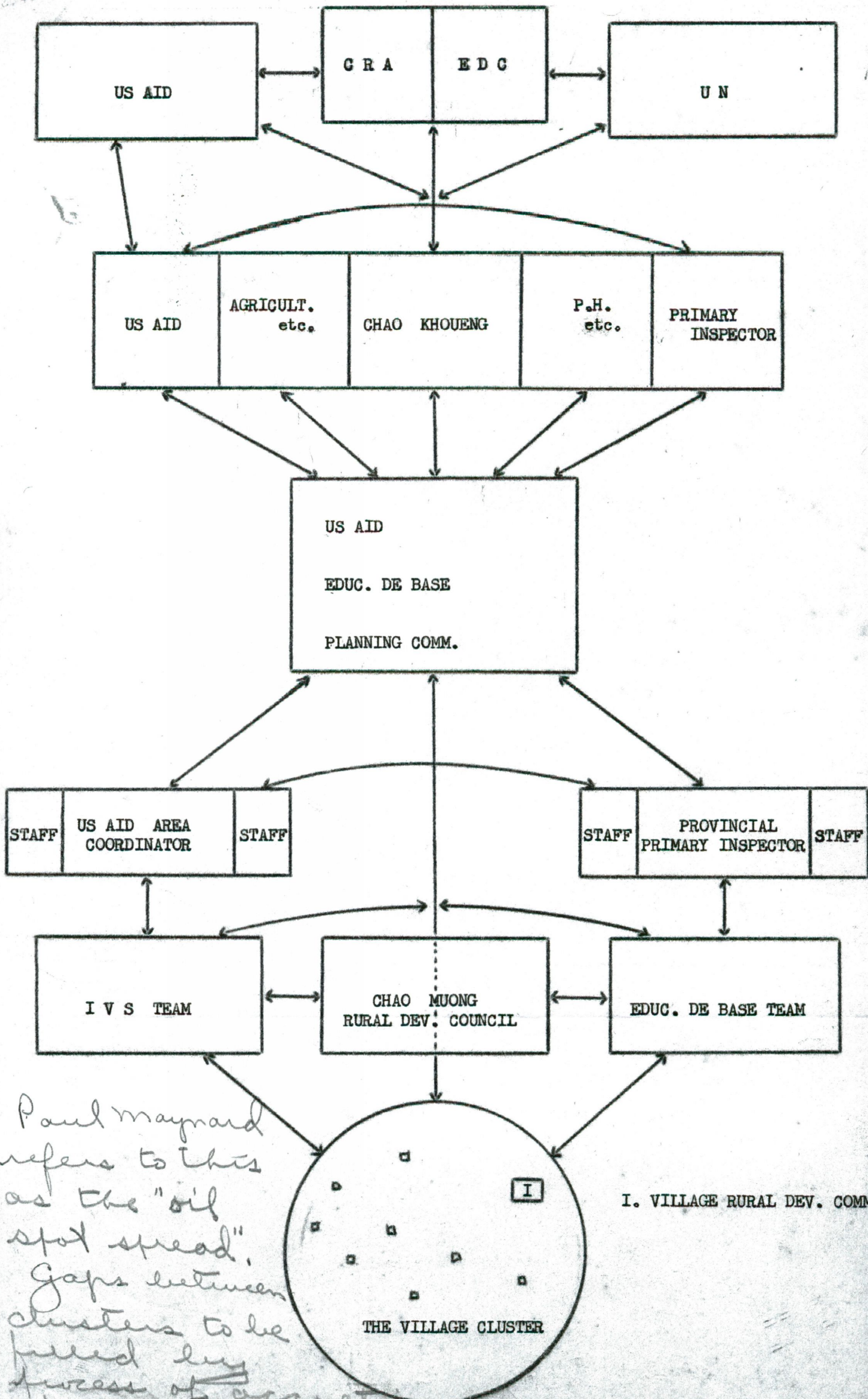
In order to conform to the Objectives of the Commission for Rural Affairs (RLG) the following goals requiring the support and participation of the various ministries and departments of the Government are suggested:

1. Increased agricultural and industrial income in the villages.
2. Improved and new construction of public properties with the village helping
3. Improved health and environmental sanitary facilities
4. Improved education, recreation and youth training
5. Promotion of village culture

6. Fostering of local government and training for self-government

VII Summary

The development of the National Rural Development Program rests on the self-help concept. The Program will be developed through the use of extension methods, stimulation, assistance, and training in new methods and skills. The villagers will be encouraged to assume an active role in the analysis of their common problems and in the planning of appropriate corrective programs. Every effort will be made to develop feelings of responsibility in the people for the development of their villages. The Government will provide assistance in those areas which are beyond the capacities of the villagers. People - not things - will be the most important focus of the entire activity. The Government's relationship to the village will be that of a partner. This relationship will be exemplified through the Rural Development worker who is a government employee at the village level. He will, on behalf of their Government, stimulate villagers to work for self-improvement and higher levels of living. He will show new ways of meeting old, recurring needs, encourage confidence, in their abilities to solve old problems and through the self-help methods. His will be the task of demonstrating that the government does not have to do all things for them; that they are capable of doing for themselves; that they are worthy of self-determination and self-government.



Paul Maynard refers to this as the "oil spot spread". Gaps between clusters to be filled by process of accretion like growth.

I. VILLAGE RURAL DEV. COMM.