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Master's Thesis of Public Administration

**The Success factors of Rural
Development Program:**

A Comparative Case Study on Sam Sang

Project in Laos

**농촌개발사업의 성공요인에 관한
비교 연구:**

라오스의 삼상 프로젝트를 중심으로

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**The Success factors of Rural
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A Comparative Case Study on Sam Sang
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Abstract

The Success factors of Rural Development Program: A Comparative Case Study on Sam Sang Project in Laos

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The purpose of this study is to inquire into the success and failure factors of Sam Sang project and its beneficiary from this project. The Sam Sang project makes an effort to achieve to improve citizen living standard in local community that had focused on rural villages which are poor, not be good infrastructure, low income and other facilities; and also for creating new conditions and new requirements of developing country, achieving targets to reduce poverty of households to below 10% and achieve MDGs by 2015; to graduate the Nation form Less Developing Country (LDC) by 2020. The comparative case study is examined depending on qualitative data from field survey based on Sam Sang project implementation in Pakseuang village, Luangpabang district and Nayangneua village, Nambak district, Luangpabang province, Lao PDR. The study discloses Sam Sang project implementation

synopsis, influential factors of succeed and failure, and the particular roles of actors how be influenced the Sam Sang implementation in village level among two villages and how Nayangneua case is more successful than Pakseuang case. A set of fourteen issues based on local government leadership and village's participation with the respective success factors of implementing project such as roles of district chief, and roles of public organization in district level; and villagers' participation, and working process that played important roles on implementing Sam Sang project to create village as development unit. The comparative analysis uncovers a several numbers of significant differences on these four independent variables among Pakseuang village is less success or failed and Nayangneua village is more successful. Especially, the issues of clear understanding of Pakseuang village failed on public officials in district facilitated to stimulate job creation such as supporting capital sources and job training; and villager participation on solving problem, decision-making with the issue that happened on Sam Sang implementation period. By contrast, Nayangneua case did not have any these problems as Pakseuang village. These essential differences are the most important achievement of the study and consequently theoretical advancement was created for forward research and development in the field of rural development and local government administration. In practical circumstances, if the major findings and implication of the study are applied to other districts or provinces in Laos considering the independent variables as identical in nature of uniqueness of rural development perspective, it may contribute to better improvement of Sam Sang project implementation. The local

government may consider the recommendations for sustainable development and improvement of Sam Sang project in phase II. The comparative study makes space to forward research and development and speeds up more profound analysis of research problem by using the theories, methods, concepts and contents used. Besides that, a comparative study could be made between two consecutive Sam Sang cycles of the same province or among two or more districts of different areas for Sam Sang project implementation in future. Finally, the study can be utilized by local government officials, policy implementers, researchers and development partners in the field of rural development programs in Laos.

Key Words: Rural Development, local government, civil participation, Sam Sang project, and Comparative case study.

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Contents

Abstract	i
Contents	iv
List of Tables	viii
List of Figures and Diagrams	ix
Chapter I: Introduction	1
I.1. Background and Purposes of the Study	1
I.2. Method and Scope of the Study	3
Chapter II: Theoretical Background	5
II.1. Rural Development	5
II.2. Governance	7
II.3. Leadership	9
II.4. Relationship between governance and leadership	11
II.5. Civil Participation	13
II.6. Critical Review	15
Chapter III: Research Design and Analytical Framework	22

III.1. Analytical Framework	22
III.1.1. Local Government	22
III.1.2. Participation of villages	25
III.2. Methodology and Case Study Design	28
Chapter IV: Overview of Sam Sang Project in	
Laos	34
IV.1. Historical of Sam Sang Project	34
IV.2. Purpose of the Sam Sang	37
IV.3. Sam Sang Strategy	37
IV.4. Sam Sang Implementation Units	42
IV.5. Comparative Case Study between Before and After Verification Stages in Luangpabang province in 2012-2015 Cycle.	46
Chapter v: Analysis	54
V.1. Successful Village	54
V.1.1. Local Government	54
V.1.1.1. Chief of District	54
V.1.1.2. Public Organization in District level	57

V.1.2. participation of Village	61
V.1.2.1. Chief of Village	61
V.1.2.2. Leaders of Production Group	63
V.1.2.3. Members of Production Group	64
V.2. Unsuccessful Village	67
V.2.1. Local Government	67
V.2.1.1. Chief of District	67
V.2.1.2. Public Organization	70
V.2.2. participation of Village	74
V.2.2.1. Chief of Village	74
V.2.2.2. Leaders of Production Group	76
V.2.2.3. Members of Production Group	77
V.3. Comparison between Nayangneua village and Pakseuang village	80
V.4. Syntheses	84
V.4.1. Leadership of Local Government	85
V.4.2. Villages' Participation	86
Chapter VI: Conclusion	89
VI.1. Summary of Analysis	89

VI.1.1. Leadership of Local Government	89
VI.1.2. Villager Participation	90
VI.2. Recommendation	91
VI.2.1. Local Government	91
VI.2.2. Civil Participation	92
VI.3. Contribution	92
VI.4. Limitations of the Study	93
References	95
List of Abbreviations and Acronyms	97
Annexation	99
Korean Abstract	103
Acknowledgements	106

List of Tables

Table 3.1: The Number and Category of Respondents in Nayangneua Village and Pakseuang Village

Table: 4.1. Meuangkhay village

Table: 4.2. Pakseuang

Table: 4.3. Group of Production

Table: 4.4. Revenue in Luangpabang district (After Sam Sang 2015)

Table: 4.5. Nambak district (After Sam Sang 2015)

Table: 4.6. Revenue in Phonxay district (Before Sam Sang 2011-2012)

Table: 4.7. Phonxay district (After Sam Sang (2015)

Table: V.3.1. Comparison on Leadership of Local Government

Table: V.3.2. Comparison on Participation of Village

Table: V.3.3. Summarized of Successful and Unsuccessful factors

List of Figures and Diagrams

Figure 5.1: Disseminated policies, rules, and legislation

Figure 5.2: Giving suggestion, advice and steering

Figure 5.3: Monitoring and be closely with villagers.

Figure 5.4: Promote villagers on creating production group.

Figure 5.5: facilitate to stimulate job creation

Figure 5.6: Listened to villagers' opinion

Figure 5.7: Resolving the problems and making decisions

Figure 5.8: Participation in planning process and giving opinion.

Figure 5.9: Participation on checking and evaluating

Figure 5.10: Participation on solving problem, decision-making.

Figure 5.11: Participated on implementing process by contributing workforce and money.

Figure 5.12: Participation to receive direct and indirect interests.

Figure 5.13: Participation on getting the impact.

Figure 5.14: Disseminated policies, rules, and legislation

Figure 5.15: Giving suggestion, advice and steering

Figure 5.16: Monitoring and be closely with villagers.

Figure 5.17: Promote villagers on creating production group.

Figure 5.18: facilitate to stimulate job creation.

Figure 5.19: Listened to villagers' opinion.

Figure 5.20: Resolving the problems and making decisions

Figure 5.21: Participation in planning process and giving opinion.

Figure 5.22: Participation on checking and evaluating.

Figure 5.23: Participation on solving problem, decision-making.

Figure 5.24: Participated on implementing process by contributing workforce and money.

Figure 5.25: Participation to receive direct and indirect interests.

Figure 5.26: Participation on getting the impact.

Diagram.3.1. Analytical Framework

Chapter I: Introduction

I.1. Background and Purposes of the Study

Laos is the developing country with the population of 6,492,400 million, Lao Statistic Bureau 2015 (LSB), living in an area 236,800 square kilometers. The Cross Domestic Product (GDP) is divided by economic sectors such as: agriculture 23.15%, industry 32.42%, and services 37.87% (Lao Static Bureau, 2014). The country has made impressive progressiveness economic growth, with the proportion of poor people falling from 39 per cent of the population in the mid-1990s to 27.6 per cent in 2010. The Laos is also more rural in character than any other country in South-East Asia. More than three quarter of the total population live in rural areas (4,305,295.0, 2014) and depends on agriculture and natural resources for survival. Poverty is particularly concentrated in these areas. From the past, the government of Laos has been implemented a number of rural development and poverty reduction program such as: poverty reduction fund (PRF), food security program by GIZ, Lao Saemul Undong, and rural upland development program. Under these rural development and poverty reduction programs, Sam Sang project is the biggest project for rural development and poverty reduction that has been implemented as an experimental program by on 15 June 2012. Since 2012 to 2015, the programs mainly focus on the three pillars such as: Province, District and village; create province to be a unit of strategy, create district to be a comprehensively strong unit and create a village to be a development unit.

There are 15 ministries of central government are participating to support Sam Sang policy with providing development strategies and finance. This project has been implemented in 109 villages in 17 provinces as an experimental program. (KRID January, 2015). As the result, Sam Sang projects mainly achieved a great success as the government desired. In socio-economic development may be said that people are eager to have participated in development because they actually benefit from these projects though public investment into the development in various provinces and villages receive the benefit from bank loan to promote production value poverty results benefit from the training, to help producing various technical knowledge and get the benefit from the private sectors participations and other. Social and cultural had developed in Sam Sang village, educational school has grown; people in the age of schooling can attend the primary educational system. At the present, there are 104 villages in 109 villages pilot certified home health model. And also Sam Sang implementation in the previous time, district and village in Sam Sang pilot project can generate revenue budget increase much when compared with previous experimental work, which became the basis of the financial sector to be increased each year.

This research will identify, analyze and discuss of main factor of Sam Sang implementation which focus on local government, and civil participation. Moreover, the research will be conducted in comparative study between Nayangneua village in Nambak district, Luangpabang province; and Pakseuang village in Luangpabang district, Luangpabang province Laos. The main purpose of the study is to find out the success factors in Sam Sang

project implementation in Nayangneua village in Nambak district, Luangpabang province; and Pakseuang village in Luangpabang district, Luangpabang province Laos. And then the research will analyze why the implementation of Sam Sang project are differences on the results in Nayangneua village (successful) and in Pakseuang village (failure). Moreover, the research will be made to review the result of Sam Sang project. So the research questions of this research will be as follow:

1. How does Sam Sang project implement in Laos?
2. What factors do influence the success and failure in implementing the Sam Sang project?
3. What roles of actor do influence the processing of Sam Sang project implementation in Laos?

I.2. Method and Scope of the Study

As the Sam Sang project is one of the socio-economic development and poverty reduction programs in rural areas, so it is very much effective to use case of rural units in local areas. Also the case study in-depth knowledge and understanding about the practical situation. In this study, the author attempts to discuss the case related to the framework of Sam Sang project in Luangpabang province that implemented in village level and finally this research will compare the results of Sam Sang implementing in two villages which regarding influences of factors of leadership, and civil participation.

Therefore, the scopes of the studies are:

1. To review existing information of implementing Sam Sang project

2. To assess the extent and coverage of the project
3. To explain the success and failure factors of the project with the necessary conclusions.

The scope of the study is based on case study design and the unit of analysis is in two villages: Nayangneua village is one of villages in Nambak district Luanpabang province and headed by the chief of village, who is the chief executive of the village administration, represent the village and is responsible to the district, and all villagers, in the implementation of his or her role, authority and duties which has tasks to implement the constitution, laws, orders, socio-economic development plans to improve the living condition of the population; to protect natural resources and the environment.

Pakseuang village is one of the villages in Luangpabang district, Luangpabang province and headed by the chief of village, who is the chief executive of the village administration, represent the village and is responsible to the district, and all villagers, in the implementation of his or her role, authority and duties which has tasks to implement the constitution, laws, orders, socio-economic development plans to improve the living condition of the population; to protect natural resources and the environment.

Chapter II: Theoretical Background

II.1. Rural Development

There are many ways to define areas that are rural. Although the general idea relates to areas that have a relatively low population density compared to city, areas where agriculture and related activities usually dominate the landscape and economy, and places where transport and communications need to cover relatively large distances making travel and provision relatively difficult and costly. However, definition includes the town that are located in these areas and which are linked to them culturally and economically by acting as a focal point for people living in the surrounding areas –places they can meet, exchange goods and services, and find transport to larger urban centers.

The definition of rural development has evolved through time as a result of changes in the perceived mechanisms and / or goals of development. A reasonable definition of rural development would be: development that benefits rural populations; where development is understood as the sustained improvement of the population's standards of living or welfare. This definition of rural development, however, has to be further qualified. Since the 1970's rural development as a concept has been highly associated with the promotion of the standards of living and as a precondition for reducing rural poverty. This pro-poor bias was born from the understanding that, particularly in societies where wealth is extremely concentrated, mean income could grow without improving the well-being of the most dispossessed. Thus, if the

general definition of rural development is accepted, i.e. the improvement of the welfare of all members of the rural populations, then this pro-poor bias is justified. On the other hand, the focus on human capital formation, through the provision of social services in rural areas has been constantly stressed since the 1970's. Originally, this focus stemmed from social equity considerations: it is far that all of society's members have access to service like education and health. However the development of endogenous growth theory in the late 1980's provided macro-foundations for this priority, as this theory proved how permanent growth / development is possible (even in the presence of constant returns to scale) when there is balanced investment in both human and physical capital at the same time.

Rural areas around the world are not homogeneous. They differ across and within countries in terms of demographic trend, economic activities and natural endowments. Urbanization is much more advanced in developed countries. Within developing countries, the gulf is widening between rural and urban areas in terms of development. Condition for rural people across the developing world are worse than for their urban compatriots when measured by almost any development indicator, from extreme poverty, to child mortality and access to electricity and sanitation (OECD).

Most of the population of developing countries resides in rural areas, which are characterized by high level of poverty and a lack of opportunities. The absolute number of rural people are expected to continue to grow in Southeast Asia and especially in Sub-Saharan Africa. At the same time, the gulf between rural and urban areas in terms of development is widening

within developing countries. Some developing regions have managed to tackle rural development much more successfully than others. Differences across developing countries call for context-specific approaches to tackle their problems and to exploit their opportunities. Changes in both demography and the environment, along with weak governance systems, are among the most important changes to be faced by rural areas of developing countries in the coming decades (FAO).

II.2. Governance

In its most general sense, governance means the capacity of government –again functioning with or without the private sector–to steer an economy and society toward collective goals. The word governance has its root in a Greek word meaning to steer. While the meaning of contemporary words may stray far from their original etymology, in this case it is useful to think of governance as some form of collective steering for the society. Governing is about setting goals for the society, finding the means to reach those goals, and then assessing the success or failure of those efforts as the precursor to a subsequent round of governance activities. If one begins with this rather generic conception of governance then one can be, and should be, agnostic about the means by which the steering is actually accomplished.

Governance has been refined to structures and processes that are designed to ensure accountability, transparency, responsiveness, rule of law, stability, equity and inclusiveness, empowerment, and broad-based participation. Governance also represents norms, values and rules of the game

through which public affairs are managed in a manner that is transparent, participatory, inclusive and responsive. In a broad sense, governance is about the culture and institutional environment in which citizens and stakeholders interact among themselves and participate in public affairs. It is more than the organs of the government. Furthermore, governance is about the performance of agents in carrying out the wishes of principals, and not about the goals that principals set. The government is an organization which can do its functions better or worse; governance is thus about execution, or what has traditionally fallen within the domain of public administration (Francis Fukuyama 2013).

Besides that, international agencies such as UNDP, the World Bank, the OECD Development Assistance Committee (DAC) and others define governance as the exercise of authority and power in order to manage a country's economic, political and administrative affairs. The 2009 Global Motoring Report sees governance as power relationship, formal and informal processes of formulating policies and allocating resources, processes of decision-making and mechanism for holding governments accountable.

Often there is a tendency to equate governance with management, the latter primarily referring to the planning, implementation and motoring functions in order to achieve pre-define results. Management encompasses processes, structures and arrangements that are designed to mobilize and transform the available physical, human and financial resources to achieve concrete outcomes. Management refers to individuals or group of people who are given the authority to achieve the desire results. Governance systems set the parameters under which management and administrative systems will

operate. Governance is about how power is distributed and shared, how policies are formulated, priorities set and stakeholders made accountable. Governance is also highly contextual concept, the process and practices that will apply vary significantly given the environment in which they are applied. Governance in the public sector needs to take into account legal and constitutional accountability and responsibilities. In the non-governmental sector, representing stakeholder interests may be a determining factor in the governance to be applied.

Governance challenges and socio-economic development are highly interconnected, particularly in the developing world. The development can only occur if a country has effective institution in place. If administrative bodies at local, regional or national level are not able to co-ordinate and efficiently perform their assign tasks, it is very difficult to promote growth, reduce poverty, fight corruption, improve social outcomes and solve all the other problems currently facing the developing world. Governance challenges include the establishment of efficient co-ordination mechanism across different levels of government; democratization; corruption control; local empowerment and capacity building. Improving in all these domains will be crucial, in particular for closing the rural-urban gap. Rural areas are often left behind other regions due to the inability of government to expand their control over them and manage local resources in efficient ways (OECD)

II.3. Leadership

Leadership has various meanings and is a complex social

phenomenon lacking clear boundaries (OECD, 2001). Therefore, it is natural to say, “There are almost as many definitions of leadership as there are writers on the subject” (Goodwin, 2006: 6). The definition may come closest to a consensus on the meaning of leadership is the one defining leadership as a process of social influence. However, the uncertainty and elusiveness of leadership as an academic concept does not mean that leadership is not a significant factor in explaining and understanding social phenomena.

Simplistic definitions of leadership abound in “how-to” leadership books in corporate, political, social, and administrative contexts. A common perspective in such books is to define leadership by one important aspect, such as the ability to influence others, the ability to change organizations, the ability to provide a vision, the ability to create consensus to move forward, the use of emotional intelligence (Goleman, Boyatzis, and McKee 2002), or even the use of common sense (Cain 1999). A strength of this approach is the focus that it brings to a complex concept and, when done well, the valid insights that the reader may be able to apply to his or her understanding and context. A weakness of this approach is that it inevitably omits many leadership roles and may even belittle other perspectives (Kotter 1990; Zaleznik 1977).

Leadership is ability to see a problem and be to solution. So many people are willing to talk about problems or can even empathize, but not many can see the problem or challenge and rise to it. It takes leader to truly see a problem as a challenge and want to drive forward it. That is what causes people to want to follow, and a true leader has a following (Andrea Walker-Leidy). Besides that, leadership can be defined as the ability to help people

achieve things they don't think is possible. Leaders are coached with a passion for developing people, not players; they get satisfaction from achieving objectives through others. Leaders inspire people through a shared vision and create an environment where people feel valued and fulfilled (Randy Stocklin).

Furthermore, many people give the meaning of leadership as the art of serving others by equipping them with training, tools and people as well as your time, energy and emotional intelligence so that they can realize their full potential, both personally and professionally (Daphne Mallory). On other view, leadership is being bold enough to have vision and humble enough to recognize achieving it will take the efforts of many people – people who are most fulfilled when they share their gifts and talents, rather than just work. Leaders create that culture, serve that greater good and let other soar (Kathy Heasley).

II.4. Relationship between governance & leadership

From the governance perspective, leadership has been seen as a central component for governance. In the governance system, public leadership plays importance roles to “institutionalize the organization” (Selznick, 1957: 17). More specifically, public leadership infuses a sense of public spirit into organizations and promotes institutional adaptations in the public interest. In this regard, leadership has been considered to be the flesh on the bones of the constitution. More specifically, the roles of leadership can be summarized as follows: First, leadership is critical to solving social

problems. Leadership can greatly contribute to defining policy goals and coping with the complexity of the public-policy domain. Generally, public policies are formed and implemented in ill-defined, networked, collaborative domains with imprecise boundaries and role ambiguity, additionally, institutions may be fragmented, and diverse stakeholders may participate in the policy processes. In this situation, leaders can make the shifting framework of individuals and organizations work together, increasing adaptations in the public interest, and enhancing management capacity (OECD, 2001). Second, leaders play a role as change agents. Borraz and John (2004) saw leaders as creative individuals who generate versions of change, new policy ideas, and technologies for solving social problems. To make sense of new situations, processes, personnel, and policy shifts, leaders must become knowledge brokers (Gibney, 2001) who stimulates stakeholders' engagement (Gomess and Liddle, 2010); who mix economic, social, environmental, and ethical considerations; and innovatively turn external stimuli into internal responses (Bennett and Krebs, 1994). They must align formal and informal elements and develop relationships on the basis of trust and mutuality so they can create and coordinate coherent strategies within ambiguous mandatory guidelines. Third, from the viewpoint of institutionalization, public leaders must maintain internal stability (Washington et al, 2007). That is, institutional leaders develop new versions, create new strategies, and move their organizations in new directions as they traverse through turbulence and uncertainty by using the variety of ceremonies, myths and communicative skills, including threats (Nye, 2008).

Four, leaders play the role of linking upper-level organizations and lower-level organizations (Likert, 1961: 105). For example leaders develop external support mechanisms that increase legitimacy of their organizations and practices. They do this by networking and interacting with a wide range of agencies and actors inside and outside the organization. This is helpful in overcoming external enemies and in trying to win over outside competitors.

Since leader plays multiple roles in governance systems, the concept of leadership should be expanded from one focused on the most visible individual to a more collective vision of leadership (Uphoff et al, 1998: 45) that reflects the fact that leaders must deal with various problems, and collective leadership is required to solve complex problems more efficiently. This enables the cadre to cope with various tasks that could not have been solved by one person alone and to deal with variety of tasks more efficiently and effectively. Furthermore, by adopting this expanded concept of leadership, we can include diverse actors who play different leadership roles, while avoiding depreciation of any of the various styles and leadership agendas.

II.5. Civil Participation

Civil participation is defined as individual and collective actions designed to identify and address issues of public concern. Civil participation has many elements, but in its most basic sense it is about decision making or governance and about who and how and by whom a community's resources the most basic principle of democratic governance, i.e. that sovereignty

resides ultimately in the people- in the citizenry. It is about the right of the people to define the public good, determine the policies by which they will seek the good, and reform or replace institutions that does not serve that good.

Regarding civic participation exists different definitions of the different insights. One of the more general definitions defines civil participation as a process of open, accountable, through which individuals and groups within communities can exchange views and influence decision-making through a democratic process of engaging people who play an active role in planning, development and operation of services that affect their daily life. Civic participation in governance is one of the most important policy instruments today through participation, consultation, and dialogue through exchange of ideas and best alternatives. Strengthening the relationship between government and citizens has a clear priority for today's democracies. In order to increase public participation in governance it's important to further develop the process of decentralization as a good option for spreading the responsibilities and powers into different levels of governance (Adv.Blendi Dibra)

Civic participation in local governance involve ordinary citizens assessing their own needs and participating in local project planning and budget motoring. It is important for improving public resource management and reducing corruption, by making public servants and political leaders accountable to the people. For civil participation to work, transparency of government information is needed, as well as the inclusion of members into decision-making from groups whose concerns are being addressed. Excluding

the weak and powerless from decision-making is a cause of poverty because it denies them rights and creates unequal power relationship (internet sources).

II.6. Critical review

In late 1980s, the Lao Government had already begun contemplating the establishment of a rural development committee. However, in its attempts to find the best accommodation between the Provinces and the Centre, it was not easy to agree on the appropriate roles, function, membership and placement of the committee. In March 1994, the Fifth Party Congress promulgated its germinal Resolution on Rural Development, which established guidelines and goals for future rural development activities. Rural development in our country is the identification and utilization of natural and social potential of the rural areas, mobilizing the sense of ownership by people of all ethnic groups in order to shift from traditional ways of living to the new ways which are in accordance with the guidelines for the improvement of the people's living conditions; change the characteristics of rural areas through development activities so that rural areas eventually become the firm basis for the task of national defense and construction of the new regime (Resolution of the Government of Lao PDR on Rural Development, 1994).

A recent World Bank study on social development in Lao PDR analyzed the first national survey of consumption and social indicators to establish a baseline profile of the poor. The incidence of poverty in Lao PDR is 46 percent with a large urban-rural differential of 53 percent of rural

individuals and 24 percent in urban areas. The South emerges with the highest regional incidence of poverty (59 percent) and severity of poverty, coincident with unfavorable nutrition and health indicators. High average incomes and modernized farming in the South points to sharp disparities between the poor there and the better off. Nationally, farmers are the poorest occupational group, followed by private and public sector employees. Families of self-employed people show the lowest poverty, consistent with the opportunities newly open to entrepreneurs in a transition economy. Income distribution is comparatively equal (.32 Gini coefficient) as would be expected in a low income, agricultural economy.

Phuoang Parisak Pravongviengkham in his paper has discussed the 16 an area-based livelihood system approach to rural development in the Lao PDR that rural development in the Lao PDR has long been recognized as the spearhead to eradication of mass poverty and sustainable improvement of the socio-economic well-being of rural people. It is one of eight national priority development programs of the government. With 83 percent of the population in rural areas and two-thirds relying on subsistence agriculture and non-forest products, agriculture and forestry remains the pivot of rural livelihood. New approaches and mechanisms are bringing about more coordinated and harmonized rural development activities among major central line agencies and between central agencies and local governments (province/district and village levels), to respond fully to the needs and expectations of local communities. The need for an area-based livelihood systems approach to development is implied: in other words, a "Focal Site Strategy". Moreover, the

diversity of rural livelihood systems implies that development efforts must be decentralized to provinces, districts and villages. It has become government policy that local governments at district level are to be coordinating focal points for combined interventions among concerned central agencies. Greater community participation further implies the need for stronger partnerships between government services and local communities, building upon what is already there. This suggests a move to greater flexibility in implementation of policies, rules and regulations and the need to make adjustments to other inflexible national programs. To align itself to this more holistic approach to development, the Ministry of Agriculture and Forestry (MAF) has initiated policy and structural adjustments including the process to devolve greater responsibility for development to district offices and village. MAF believes that a shift to a more holistic rural development would provide a solid platform to ensure coordinated efforts fitting the specified needs of each rural focal site. The complexity and diversity of the rural livelihood systems and local traditions in resource management are considered in the process of shaping rural development policies/strategies and programs.

T Serrano-Tovar (January 2014), Multi-scale integrated analysis of rural Laos: study metabolic patterns of land uses across different levels and scales. This paper has presented an application of the Multi-Scale Integrated Analysis of Societal and Ecosystem Metabolism (MuSIASEM) approach to the analysis of rural land uses. Using secondary data on farming systems in Laos, the researchers illustrate how the concept of metabolic pattern can be used to establish links between the various indicators of performance of rural

systems. To this purpose, they characterize the socioeconomic activities in rural Laos by a series of quantitative indicators defined across: (i) different hierarchical levels of organization described at different scales (i.e. households, rural villages, administrative regions and the whole country) and (ii) different dimensions of analysis, including economic, agronomic, social, biophysical, and ecological analysis. The observed rural system is described in terms of an integrated set of flow elements (money, food, energy, water, fertilizer and other materials), which are mapped against two distinct fund elements: (i) a multi-level matrix of human activity (flows being expressed in terms of intensity per hour) and (ii) a multi-level matrix of land uses (flows being expressed as density per hectare). Their case study showed that in this way it is possible to move across different hierarchical levels, scales and dimensions, to arrive at an integrated representation of the metabolic pattern of farming systems.

Peter Warr (June 2010). Road and poverty in Laos: an econometric analysis has studied the relationship between poverty incidence and road development is analyzed econometrically in this paper, in the context of rural Laos. Between 1997–1998 and 2002–2003, rural poverty incidence in Laos declined by 9.5% of the rural population. Approximately 13% of this decline can be attributed to improved road access. There is now a high return to providing dry weather access to the most isolated households of Laos, those with no road access at all. They constitute 31.6% of all rural households in Laos and are being left behind by the development of the market economy. (ESA Working Paper No. 07-02 June 2007) in their paper has discussed a

Rural Development and Poverty Reduction: Is agriculture still the key? The balance of entry points for rural development and poverty reduction is bound to change, as food systems change both globally and, especially in developing countries. However, such a change hides both opportunities and threats. First, the role of agriculture in the structure of the economy will decline in the process of development. However, the data on the agricultural transformation shows that the labor share of agriculture declines much slower than the share of agriculture in national GDP. Unless policies and investments are put in place to foster agricultural productivity, there is a danger that the decline of agriculture will be accompanied by increased rural poverty some of which will find its way into the urban areas. At the same time, policies and programs which increase the human capital of the rural poor and allow them to enter a more remunerative labor markets are powerful tools to ensure a smooth transition of people out of agriculture without increasing poverty.

KIRD (January 2015) a studied is conducted under Lao People's Democratic Republic (Lao PDR) and Korean International Cooperation Agency (KOICA) have agreed to introduce Korean experience of Saemaul Undong (SMU) into Lao PDR to facilitate rural development and poverty reduction, which world widely known as a Korean model of rural development, was introduced to Korean in 1971 by the idea of late precedent of Korea, Park Chung Hee, and implemented as a nationwide rural development program. Korean government provided supporting measures such as financial subsidy, technical advices and training to village people to motivate and participate to the program. According to the mutual agreement

between the government of Lao PDR and the government of the Republic of Korea, KOICA has launched an ODA program in 2014 under the program title “Integrated Rural Development (IRD) in Lao PDR with Seamaul Undong’s Participatory Approach”, which will continue until 2019. Main purpose of the IRD in Lao PDR is to reduce poverty and to improve the living condition for rural people through income increase, infrastructure development, community building, improve health care, primary education and environment preservation by linking Seamaul Undong to Sam Sang policy.

As Sam Sang program is consist of three major implementation levels and among them district and village levels are the significant parts for Sam Sang to implement the program effectively and to achieve the government’s goals. In contrast, mainly the researchers and scholars have analyzed about rural development in broad meaning or do not focus on the role of district actors level and villagers who pay attention and play the importance role on rural development activities in the rural areas. Their principles are concerned about properly sustainable improvement of the socio-economic well-being of rural people such as income increase, improve infrastructure, primary education, health care and so on. Because of developing country as Laos, the populations are 83 per cent in rural areas and the two-thirds relying on subsistence agriculture. Urban-rural differences farmers are the poorest occupational group and income distribution is comparatively equal as would be expected in a low income agriculture economy. Furthermore as identified by various studies, there are some clear indications of rural development efforts must be decentralized at province, district and village that local

governments at district level are to be coordinating focal points for combine among central agencies and community participation further implies the need for stronger partnerships between government services and local communities. To find out the main success factors of Sam Sang project, this study focus on local government leadership in district level and villager's participation in village level through a comparative case study based on 2012-2015 Sam Sang project at Nayangneua village, NamBak district, and Pakseuang village, Luangpabang district, Luangpabang province, Laos under leadership and civil participation theories by using analytical framework.

Chapter III: Research Design

III.1. Analytical Framework

In rural development like Sam Sang project, the author is going to develop an analytical frame in dealing with the theoretical analysis that I have already mentioned three schools of thought: poverty, rural development and Sam Sang policy in theoretical background. The observation that the success factors of rural development program, especially Sam Sang project depends on some causal factors in local government level and village level such as mayor, local organization and civil participation. The framework for analyzing the characteristic of success factors of Sam Sang implementation (Figure 1) lies in directing attention to the dynamic relation within and between the local governments level and villages which will be linked with a set of factors such as leadership of local government and civil participation. Therefore, the analytical framework of this study has two dimensions: (1) district, (2) village.

III.1.1. Local Government

Local administration is the state administration at the local level. There are three levels of local administration in the Lao PDR: Province, District and Village. At the provincial level, there are provinces, cities and, if required, a Special Zone; At the district level, there are districts and municipalities; At the village level, there are villages. The government delegates responsibility to the local administration authorities to manage the

territory, natural resources and population in order to preserve and develop into a modern, civil and prosperous society. The local administration has the role to represent the locality and be responsible to the government in administering political, socio-economic and cultural affairs; human resource management; the utilization and preservation/protection of natural resources, the environment and other resources; national and local defense and security and other foreign relations responsibilities assigned by the government. The head of the provincial administration is the Governor. The head of the city is the Mayor. The head of the district is the Chief of District. The head of the municipality is the Chief of the Municipality. The head of the village is the Village Chief.

The authority and duties of local administration are to implement the constitution, laws, resolutions, orders, socio-economic development plans and state budget plans within its' area of responsibility; to prepare a strategic plan incorporating: socio-economic development plans, state budget plans and defense and security plans based on national strategic plans; to manage political, socio-economic and cultural affairs, natural resources, environment and national defense and security; to issue resolutions, decisions, orders, instructions, and notifications regarding socio-economic and cultural management, national defense and security in accordance with laws; to supervise the performance of the organizations under its' responsibility; to collaborate and cooperate with foreign countries as directed by the government; and to assume other authorities and duties in accordance with laws.

The organization and functions of the local administration are implemented in accordance with the principle of centralized democracy and deconcentration, which divides responsibility among management levels. The village level reports to the district level, the district level reports to the provincial level and the provincial level reports to the government under the guidance and responsibility of the Party Committee based on the constitution and laws. Local administration is authorized to conduct meetings to discuss and decide on important local issues.

Mayor: is the highest-ranking official in a municipal government such as that of a city or a town. Worldwide, there is a wide variance in local laws and customs regarding the powers and responsibilities of a mayor, as well as the means by which a mayor is elected or otherwise mandated. Depending on the system chosen, a mayor may be the chief executive officer of the municipal government, may simply chair a multi-member governing body with little or no independent power, or may play a solely ceremonial role. Options for selection of a mayor include direct election by the public, or selection by an elected governing council or board.

Organization: A social unit of people that is structured and managed to meet a need or to pursue collective goals. All organizations have a management structure that determines relationships between the different activities and the members, and subdivides and assigns roles, responsibilities, and authority to carry out different tasks. Organizations are open systems--they affect and are affected by their environment. In Laos, the field offices of the lines ministries and

equivalent organization are parts of the organization structure of the district administration. The role of the field offices is to manage their own sector's responsibilities as assigned by the province and line ministries and equivalent organizations; implement legal acts of higher authorities and socio-economic development plans of the province, and district.

III.1.2. Participation of villages

A village is a clustered human settlement or community, larger than a hamlet but smaller than a town, with a population ranging from a few hundred to a few thousand. Though often located in rural areas, the term urban village is also applied to certain urban neighborhoods. Villages are normally permanent, with fixed dwellings; however, transient villages can occur. Further, the dwellings of a village are fairly close to one another, not scattered broadly over the landscape, as a dispersed settlement. In Laos, a village is created, merged, divided, abolished or its land area defined by the governor or mayor in accordance with the proposal of the district chief or mayor of municipality. The criteria to create a village are a suitable geographical for administrative services. The village in urban area should have a population of at least 1,000; the village in low land area should have a population of at least 500; the village in high land should have a population of at least 200; and socio-economic development conditions must be sustainable.

Chief of Village: who is the chief executive of the village administration, represent the village and is responsible to the district, or Municipality administration and all villagers, in the implementation of his or

her role, authority and duties. The chief of village shall have the authority and duties such as to implement the constitutions, laws, regulations, orders, socio-economic development plans to improve the living conditions of the population; to protect natural resources and the environment; and maintain peace and security and the orderliness in the village; to motivate, promote and facilitate the participation of civil society organizations and all economic parties and ethnic people in the socio-economic development of the village; to preserve and promote national traditions and culture of the multi-ethnic Lao people, to promote education within the community and to manage the people in the village; to support the people to get a more stable employment and sustainable livelihood etc.

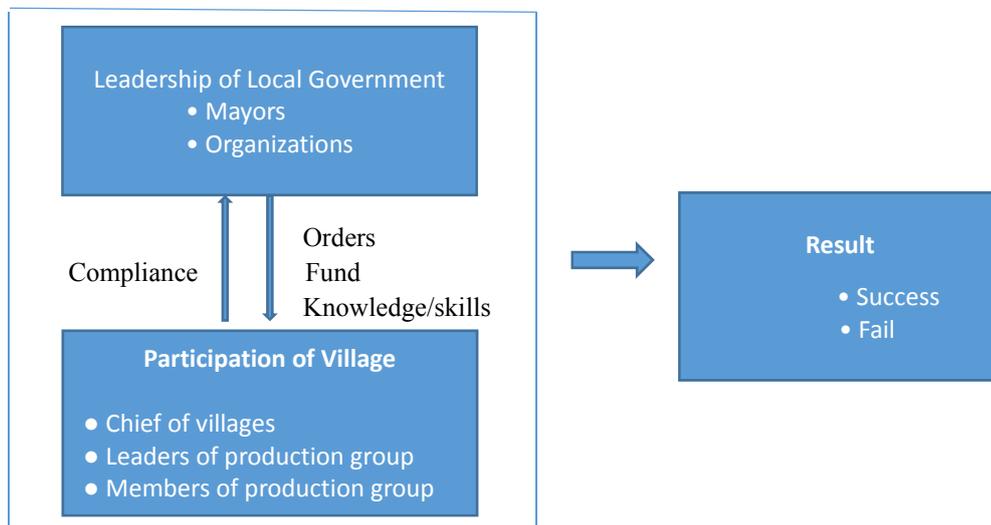
Leaders of production group: Leader of production group is a person who leads the group of production and plays an important role on the production process such as to motivate, promote and facilitate the participation of all members in production group, to support the group members to get more stable employment and sustainable livelihood. Also, the leaders of production group coordinate directly with local government officials for creating job training programs or doing workshop so leaders of production group are important to mobilize socio-economic development in the village.

Members of production group: Members of group production are people, who live in the village as village members and belonging to some kinds of economic sectors such as agricultural, industrial and services sectors. Under groups of production, they share some common sense, experiences,

knowledge and skills that related to their sectors and have a fare on dividing interests among the group members.

In this study using leadership of local government, and participate in villages factors because of the factors affect success factor for implementing Sam Sang project in Laos. Focusing these factors will be useful to analyze mayor's leadership, local government officials' leadership, villager's participation and working process. Furthermore, there are many factors related to success and failure of implementation Sam Sang project in Laos. In this study, the author shall explain that leadership of local government, and participate in villages factors as independent variable and how relation between those factors on Sam Sang project. Analyzing all factors implementation project will deeply for research in success and failure in two villages. Finally, the author shall draw a diagram of analytical framework for this study.

Diagam.3.1. Analytical Framework



In this study, leadership of local government, and participation of village factors will be analyzed for comparing between Nayangneua village in Nambak district, and Pakseuang village in Luangpabang district, Luangpabang province. The author uses those three factors because of rural development in Laos case the two factors having the significant strong connection affected Sam Sang implementation in village level. To discuss between two villages by comparing both of them, it will be obtained which factor have the same result and which factor have different value. Furthermore, the author will examine the results and achievement of the Sam Sang and characteristics of the Sam Sang project through the characteristics of the relationship between leadership, and civil participation.

III.2. Methodology and Case Study Design

In this study, the author shall use comparative case study design to explain the success and failure factors between Nayangneua village in Nambak district, and Pakseuang village in Luangpabang district, Luangpang province, Laos. Comparison in its broadest sense is the process of discover similarities and differences among the phenomena. Rather than being a second order activity tacked onto more basic cognitive processes. In two cases select a small geographical area which limited number of individuals as the subjects of the study. The comparative case studies are based on both case studies and qualitative analysis by collecting data from preliminary and secondary sources which that existing literatures such as official government report, research papers, newspaper report, seminar papers, e-sources, library

and other related documents and using survey questionnaire. At the same time, I would like to identify three success factors (independent variables) such as leadership of local government: mayor and local organizations, and villages' participation: villagers' participation and work processing that effecting the Sam Sang implementation.

In the pursuit of satisfying the purposes, the recently study will be employed in four steps methodology:

1. The first step deals with analysis of each available statistics on project content, allocation and coverage. And indicative list of the sources of secondary data is given below:

- a. Documents of government:
 - Sam Sang policy
 - Provincial annual evaluated report on Sam Sang project
 - District final report
 - Department of Agriculture in district (Final report)
- b. Direct observation and participant observation
- c. Physical artifacts
- d. Interviews
- e. Archival records (Service records, organizational chart, budgets etc.)

2. The second step consists of related with leadership of local government, village participation, and working process done by Sam Sang project in 2015 at Nayangneua village in Nambak district, and Pakseuang village in Luanpabang district Luangpabang province. These two cases are the

empirical evidence of successful village and unsuccessful village according to the prescribed circular and results of Sam Sang project. The case studies are done by the author during October, 2016.

3. The third step deals with a self-administered by using survey questionnaire to examine the success and failure impact of rural development program in the Sam Sang project implementation such as in village level that is related to chief of district, public officials in district level, chief of villager, leaders of production groups, and villagers are related to target group of people. By this self-administered questionnaire, the author examined the actual scenario happened between Nayangneua village and Pakseuang village. Also this questionnaire ventilate of understanding of public officials and villagers about the project activities by using famous Likert type scale (5 levels scale) system. On this questionnaire, the author is able to cover 100 respondents out of 325 families' members who were the villagers of both Nayangneua village and Pakseuang village

4. The fourth step will deal with direct interview method among the numbers of chief of village, leaders of group production, and villagers in Pakseuang village; and Nayangneua village who are the key person for Sam Sang project implementation process by being used open-ended questionnaire. Using this question, the author was able to cover 100 of 325 families' members of Nayangneua village and Pakseuang village.

The research works based on comparative study analysis between two villages in Luangpabang province, Laos. The study has been embarked on the basis of two principal sources of data collection. The data for this study was

collected both from primary and secondary data sources. As primary sources data will be collected through case studies, survey questionnaire and direct interview. Furthermore, The secondary sources of this study will be collected such as, facts and data drawn from the existing literatures like research papers, newspaper reports, seminar papers, reports, e-resources on the Sam Sang project and analysis of current document, organization and division evaluation and reports. Primary data was collected from two villages sample groups: chief of villages, leaders of production groups, members of production group and villagers. Therefore it was convenient to collect data.

Table 3.1: The Number and Category of Respondents in Nayangneua Village and Pakseuang Village

No.	Category of Respondents	Personal Data	Number	%
1	Nayangneua Village			
	Gender	Male	32	64%
		Female	18	36%
	Ages	Ages less than 20 years	4	8%
		Ages 21-35 years	17	34%
		Ages 36-50 years	19	38%
		Ages more than 51 years	10	20%
	Education Background	Primary School	45	90%

		High School	2	4%
	Village Leaders	Chief of village	1	2%
		Vice Chief of Village	4	8%
	Head of Production Group	Be divided by each group	7	14%
	Production Group Member	Belong to each group	38	76%
2	Pakseuang Village			
	Gender	Male	28	56%
		Female	22	44%
	Ages	Ages less than 20 years	8	16%
		Ages 21-35 years	10	20%
		Ages 36-50 years	12	24%
		Ages more than 51 years	20	40%
	Education Background	Primary School	16	32%
		High School	25	50%
		Polytechnic School	6	12%
		University	3	6%
	Village Leaders	Chief of village	1	2%
		Vice Chief of	4	8%

		Village		
	Head of Production Group	Be divided by each group	4	8%%
	Production Group Member	Belong to each group	41	82%

Source: Field Survey, 2016

The survey questionnaires were developed both in Lao and English, to communicate and easy understanding the content of the research to the most of participants. There were 50 respondents out of 184 families in Nayangneua village of Nambak district, Luangpabang province and 50 respondents out of 138 families in Pakseuang village of Luangpabang district, Luangpabang province. Primary atda were analyzed and created chart, graphs and table by using MS Exel program and analytical part was presented to explain significant incident and personal experiences and opinions of the respondents' open-ended questions.

Chapter IV: Overview of Sam Sang Project in

Laos

IV.1. Historical Background of Sam Sang Project

Among the 4.2 million rural people of Laos (2000), representing 80% of the total country populations of 5.2 million, about 40% (approximately 2 million people) are estimated to live in poverty. These people, comprising about 300,000 households scattered in more than 6,300 villages, are largely small farmers who depend on precarious livelihoods and live in remote and highly diversified biophysical environments. Generally, they have undergone several forms of disruption. The vast majority of these 2 million rural poor belong to the country's many ethnic minorities. Most of these villagers live in upland forested areas and practice slash-and-burn shifting cultivation to produce upland rice and other crops for their families or consumption by their animals. They also raise livestock, notably chickens, pigs, buffalo, and cattle. Some lowland poor have moved from upland areas where they were actually better off. To compensate for rice shortages, they usually generate income by: (i) collecting and selling various non-timber forest products (NTFPs) and wildlife from the forest; (ii) selling small livestock products (when they can afford to own livestock); (iii) hiring out family labor to richer farmers in their own or different villages; (iv) producing and selling opium; and (v) selling vegetable or handicraft products.

In late 1980s, the Lao government had already begun contemplating the establishment of a rural development committee. However, in its attempts to find the best accommodation between provinces and the center, it was not easy to agree on the appropriate roles, function, membership and placement of the committee. In March 1994, the Fifth Party Congress promulgated its germinal Resolution on Rural development, which established guidelines and goals for future rural development activities: Rural development in our country is the identification and utilization of natural and social potential of the rural areas, mobilizing the sense of ownership by people of all ethnic groups in order to shift from traditional ways of living to the new way which are in accordance with the guidelines for the improvement of the people's living conditions; change the characteristics of rural areas through development activities so rural areas eventually become the firm basis for the task of national defense and construction of the new regime (Resolution of the Government of Laos on Rural Development, 1994).

The objectives of the National Rural Development Programs are to alleviate poverty among rural populations in remote areas and more specifically: to provide food security; to promote commercialization of agricultural production; to eliminate shifting cultivation; and to improve access to development services. The Rural Development Program consists of the following elements: decentralization of projects at the Provincial level; a programmatic approach for each Province; emphasis on bottom-up community development; project design based on socio-economic analysis;

cooperation with NGOs; coordination with donors at the Provincial level; and an initial emphasis on work in target provinces.

Sam Sang pilot projects is the largest rural development programs of the Lao government. Politburo Resolution (No.03/CPP issued 15, February 2012) seeks to accelerate local economic development through targeted dissemination of Party resolutions and Government of Lao PDR policies; decentralized public administration; and development of targeted villages. The Sam Sang (“Three Builds”) directive proposes villages as the development unit (i.e. delivery of rural development outputs), districts as the integration unit (i.e. coordination across sector agencies to ensure effective and efficient delivery in villages), and provinces as the strategic unit (i.e. resource allocation priorities). The Politburo Resolution reinforces and complements instructions issued by the Prime Minister in 2009 and the 2003 Law on Local Administration No. 03/NA. Sam Sang represents a significant policy change because it requires wide-ranging reforms to public administration functional assignments. Because of this, the resolution was designed to be piloted, then its early implementation evaluated and reported to Leaders before they make decisions about scaled-up implementation. The Sam Sang pilot, launched in October 2012 and completed in early 2015, directed 15 ministries to delegate more responsibilities, functions and resources to local administrations, particularly at district level. Income generation and commercial production are among the priority development projects of the Sam Sang pilot (e.g. documentation for the pilot emphasizes each pilot district and village should have prioritized development programs

and good processing programs). The pilot was implemented nationwide in 109 targeted villages (out of 8,470) located in 51 targeted districts (out of 145). Of those targeted villages, 30 are covered by the second Poverty Reduction Fund (PRF-II) and 22 have sub-projects implemented with PRF-II support.

IV.2. Purposes of Sam Sang Project

The main purpose of Sam Sang project is first, to create on formulation of provinces as strategic units, districts as comprehensively strong units and villages as development units into details in order to have legal references and government policy, aimed at formulation of People's Democratic State that is more stable. Second, to enhance integrated leadership role of the Party Committee members in relation to enhancing the ownership and accountability in government governance and socioeconomic management of local administrations; to make services and government governance more smooth that are closely related to increase in political capacity building at grass-root level and integrated rural development, which is the formulation of development villages according to 4 contexts and 4 targets of Resolution No. 3 of Politburo. Third, to interpret principle of centralized democracy in Party's leadership and principle of centralized consensus in government governance in conformity with new conditions and new requirements of developing countries, achieving targets to reduce poverty of households to below 10% and achieve MDGs by 2015; to graduate the Nation from LDC status by 2020.

IV.3. Sam Sang Strategy

Sam Sang strategy was fused on three level of local government body. First, to continue to formulate provinces as strategic units that clarify the rights and responsibilities for government governance-administration, socioeconomic and cultural administration that are assigned to local administrations by giving more responsibilities to provinces in implementing technical tasks and projects (except for national mega projects). At the same time, the distribution of interests also must be proportionate with extent of responsibilities in order to motivate active provincial ownership; provinces must take into consideration common interests of the Nation and contribute to obligation fulfillment before the central administration in accordance with regulations. Assign the mechanism and regulations managing provincial personnel that are in line with guideline defining rights for appointment or removal of positions at level of provincial office directors and below to provincial governors, but the mechanism and regulations must be in compliance with position criteria issued by central level ministries-organizations and in consultation with vertical sectors to have their written comments. Study to define principles regarding decisions that provinces are not allowed to make by themselves (provinces have no right to decide), especially with regard to management, extraction and use of natural resources; management and use revenue collected that is exceeded the plan; leasing-concession or disposal of State assets, approvals and issuance of business registration, management of public vehicles and assets and others. Formulation of provinces as strategic units must be in connection with strengthening defense and security by enabling provinces to take

responsibility for one direction of the country. Continue to study with the view to establish Provincial People's Councils in the future based on actual conditions, so there is need to increase effectiveness of government and social governance at local level.

Second, formulation districts as comprehensively strong units, the formulation districts as comprehensively strong units must be in connection with enhancing the interpreted leadership role of the District Party Committees and enhancing administrative role of District Administrations; first of all, a district must be a planning unit and a budgeting unit under the province. Define rights and responsibilities for government administration, socio-economic and cultural administration to assign to districts as appropriate based on criteria for planning units and budgeting units under provinces by giving more responsibility to districts for addressing poverty, formulating development villages and rural towns. Study to define principles regarding decisions that districts are not allowed to make by themselves (districts have no right to decide), especially with regard to management, extraction and use of natural resources; management and use revenue collected that is exceeded the plan; leasing-concession or disposal of State assets, approvals and issuance of business registration, management of public vehicles and assets and others. Define the appropriate mechanism and regulations for the management of personnel by giving the right to appoint or remove personnel in positions at level of district office directors and below based on position criteria and in collaboration with the provincial governor to have the governor's written comments. Improve and restructure organization

of District Administration to make it suitable to current situations; along with reshuffle of personnel according to job description as well as work requirements and priority development projects of each district. Continue to research the possibility to establish Cities and Municipalities by clearly interpreting and defining fundamental roles; at the same time, number of villages and inhabitants under one administrative zone of one district also needs to be defined as appropriate in order to be able to distribute development and administration as appropriate. Research the involvement of districts in recurrent budget allocation for defense and security activities, focusing on districts as Defense and Security Units that are strong, capable to operate independently; formulate districts as non-depleting sources of human forces and arm forces for grass-root defense and security.

Third, formulating villages as development units, each locality continues to encourage the movements to develop 4 contents and 4 targets; considering these as competition movement “maintain - develop” in coming years in order to address poverty of people according to targets and goals of MDG by 2015; cluster villages based appropriate criteria in order to develop standardized villages according to laws and development criteria; pay attention to village setting to make sure it is suitable to infrastructure, social, economic and cultural systems to maximize benefits; at the same time the location of clustered villages must be clearly defined, especially clustered villages near borders and other clustered villages, which have sustainable development and to serve specific objectives of village clustering. Continue to implement Village Chief Elections; as well as appointments of public servants to as

Village Chiefs where necessary. Implement salary incentives for Village Chiefs and deputies; increase these incentives as appropriate to social and living conditions of the locality as well as the actual responsibility and tasks of Village Chiefs. In addition to incentives for Village Chiefs and deputies, study to provide incentives to other personnel involved in village administration to motivate ownership in duty fulfillment. Continue to consider the status to be given to Village Chiefs, who are the heads of lowest local administrations to be embedded in laws. Consider the mandates to be given to village-level organizations in municipalities and rural villages, including number of personnel working in village administration to have unified system and appropriate to actual situations. Consider regulations for issuance of documents or certificates of Village Chiefs and define formats and contents of documents to have a unified system defined, printed and affixed stamps for sale by concerned government organization as the monopolized supplier. Define revenue units (custom-tax) for villages and strict regulations; as well as to define expenditure regulations for management-administration village tasks, including regulations for creation of reserves, funds, collection of fees and service charges of village for transparency. Implement regular and systematic short-term trainings to enhance political-administration ideological and legal knowledge and other basic knowledge for Village Chiefs and village administrative staff. Consider establishment of a service or extension station to promote production at the focused development point of the village to provide technical advice and service to villagers in commercialized production, this station and its staff are under the district. Increase security in

close connection with addressing wrongdoings at grass-root level, each village must tightly manage its habitants and strictly control migration of habitants; implement Guideline for formulating villages as (defense) watch towers and clustered village forceful defending forces to strengthen people's fronts.

IV.4. Sam Sang Implementation Units

Formulating Provinces as Strategic Units: Generally, province in Laos is a strategic unit by itself because of each province is significant in domination and administration, geographical-politics, national defense, economic infrastructure and cultural history. So, to build province as strategy units means to formulate the strengthening of these tasks as one of national strategic unit. To create condition and based necessary factors for formulating province as strategy unit as follow:

- 1). Province as the highest level of local government must have accountability governing in macro-level under defining more clearly about boundary of province responsibility, especially, responsibility of setting legislation under law being the means of administration and social-economic management in provinces.
- 2). To assign accountability and to distribute fairly benefit or interests in each local government level. The ministries must own research goals themselves which duty has been given to the province, when measuring research in Ministry sets to combine for discussed creating a uniform list connect with vertical divisions in provincial level. The province must focus on research what is the decentralization of the Ministry by potential strength and ability in

province itself and courage to affirm and dividing division of administrative level from the Ministry. Permission or authority as decentralized provinces linked to delegate responsibility and a shared benefit to the province properly. This must consult the spirit that the province must understand the need of central government must balance the benefits to the country; in the contrary, central government also perceived needs of the province. Authority delegated responsibility and allocated benefits to the province are divided in accordance with the reality of situation in each province. After delivery, the Ministry must monitor the situation to see reality again to recognize provinces work is complete or incomplete and any false. Then combine with provinces improve themselves. That authority, delegated responsibility and allocation of shared interests between the province and Ministry, the process is continuously evolving and taking times to test for getting the result. Then Improvement, formulating legislation is related to traditional administrative and management administration in Laos become a centralized systems uniform basis of clear process-oriented measures as the management and administrative law are sacred.

Formulating Districts as Comprehensively Strong Units: Political, administrative and organization in political system is strengthening; human resources, working skill and leading-guidance in each organizations are movement of its role effectively. The national defense and security has been strengthened political-concept, the moral of revolution, strong organizational; Steering commands, with discipline. There are technical specifications and independent fighting unit, be able to skills training and

command guard militia movement maintain calm in the village. Economic: there are mainly convenience infrastructure systems in telecommunications transport and media for villages accessing including favorable conditions to facilitate capacity productive expansion. The process promoting of production and rural economic development has been is taken broadly to ensure food security. The cultural-social: Basic infrastructure and instrument of technical education, especially primary education is enough to ensure children of primary school age. Basic infrastructure and primarily Public Health, Especially about the preventing disease, promoting health care quality in certain; Addressing inequality in society slightly calm down the order. Traditional culture of ethnic is preserve and enhance. The foreign affair: to be capable defense and security in bordering areas, build good cohesion and trade cooperation between people of its proximity to the city.

To formulate Districts as Comprehensively Strong Units must be focused on strengthening the implementation of the following tasks:

- Needs to improve and raise leadership abilities of district leaders could lead and raise capacity of administrative – social-economic management in district administration level.
- Focus on **social-economic** development with the new financial products linked to solving poverty and achieve the Millennium Development Goal by starting family foundations up.

Developed economic plan in the pilot districts are different from common district such as: to show the significant projects focusing to solve the actual problem by focus funding, focus staff of the project to

reality. In district development plan must to show in the pilot village at trial 3 direction.

- To delegate task and responsibility and allocation of benefits to address appropriate on the specific conditions and actually districts capability.
- To focus on hiring public employees with a sufficient number of jobs and training to upgrade knowledge and ability to specifically recognize the ability to perform unit the decentralization setting by provinces to measure coordination mechanism between provinces and districts flexibility better.

Formulating Villages as Development Units: Village is the smallest governed bottom units in Laos which is an objective in building developed village with 2 things: Objective 1): To make village as strong unit can perform the administration and management social-economical division in the village as well. Objective 2): To make village become a small town in rural area, so the village will be chosen a target to qualify and be able to create a small town in rural. Village to build as developed village by trial 3 direction will differ with the focal village to create a common development such as: the village can be expanded recommendation citizens, including the development of social-economic infrastructure in term of the small town. That means village should have some conditions on the production of goods and services to make money addressing poverty and create wealth community center providing public services and serving various other facilities for surrounding villages. The target village by trial 3 direction must have strongly security

which a strengthening political system with foundation has been improved. Building target village to become a small town in rural must be a priority in development focus to enhance its potential. So, to create plan to develop should target on focal village firstly and district development plans have to include these villages.

IV.5. Comparative Case Study between Before and After Verification Stages in Luangpabang province in 2012-2015 Cycle

After politburo resolution No. 03/CPP issued 15, February 2012 by creating provinces to be strategy unit, districts as comprehensive strong units and village as developing units; Provincial Party leaders in Luangpabang lead - guidance at both close and extended the legislation the province is well defined and decided to choose 3 districts and 6 target villages to test Sam Sang pilot project such as: in Luangpabang district, there are Pakseuang and Meuangkhay village; in Nambak district there are Namtheaumtay and Nayangneua village; in Phonxay district including Phonthong and Thapho village. The departments of provinces (15 divisions) worked in local to improve its vertical sectors with the demoted since the division of the district and the village, which began Sam Sang pilot projects since the middle of 2012 to 2015 had some success such as:

To create village as development unit that focused budget to build an economic infrastructure in Sam Sang pilot village. There are many main successful results as below:

Based on the table below, it shows the numbers of project that were

implemented in Meuangkhay village one of Sam Sang village in Luangpabang district, Luangpabang province in 2012-2015. Mainly of projects were completed 100% such as construction of water supply project, building village's office and others excepting some of them are still continue in Sam Sang phase II among 2016-2019 such as building district hospital, construct community market etc.

Table: 4.1. Meuangkhay village

No	Project implemented	Percent (100%)
1	upgrade small road in village	80%
2	Build an agricultural technical center	65%
3	Build district hospital	40%
4	Construct community market	50%
5	Land arrangement project	100%
6	Survey village plan project	100%
7	Building village office project (100% citizen budget)	100%
8	Construct water supply project	100%
9	Setting speaker project	100%

Source: Official Documents, Evaluated Sam Sang Project in Luangpabang Province (2015)

Based on the table below, it shows the numbers of project that were implemented in Pakseuang village one of Sam Sang village in Luangpabang district, Luangpabang province in 2012-2015. Mainly of projects were completed 100% such as construction of water supply project, land arrangement project and others excepting some of them are still continue in

Sam Sang phase II among 2016-2019 such as construct community market, constructing high school project etc.

Table: 4.2. Pakseuang

No	Project implemented	Percent (100%)
1	upgrade small road in village	90%
2	Construct high school project	80%
3	Setting light on the Nam Seuang bridge	100%
4	Construct community market and bus station	
5	Land arrangement project	100%
6	Survey village plan project	100%
7	Construct water supply project	100%
8	Setting speaker project	100%

Source: Official Documents, Evaluated Sam Sang Project in Luangpabang Province (2015)

Based on the table below, it shows the numbers of group of productions that were created after implementing Sam Sang project in six villages in Luangpabang province in 2012-2015. Mainly group of productions were formulated on agricultural sectors such as growing vegetable groups, planting rice groups, planting tobacco tree groups and others and still continue in Sam Sang phase II among 2016-2019.

Table: 4.3. Group of Production

No.	Group of production	Amount (group)
------------	----------------------------	-----------------------

1	Growing vegetable	16
2	Planting rice	12
3	Feeding chicken	20
4	Pick feeding	25
5	Planting tobacco tree	10
6	Fish feeding	8
7	Buffalo-cow feeding	15
8	Using irrigation damp	4
	Total:	110

Source: Official Documents, Evaluated Sam Sang Project in Luangpabang Province (2015)

Based on the table below, it shows the revenues that collected by taxing in Luangpabang district, Luangpabang province in 2015. Especially, it shows the revenue or tax collection in Pakseung village and Meuangkhay village after implementing Sam Sang project. The revenues were increasing in both villages.

Table: 4.4. Revenue in Luangpabang district (After Sam Sang 2015)

No.	After Sam Sang (2015)	Predictable revenue	Real revenu (8 month)
1	Luangpabang district	25.51 billion kip	22.03 billion
2	Pakseuang village	101,857,000 kip	49,316,000 kip
3	Meuangkhay	42,250,000 kip	27,065,000 kip

Source: Official Documents, Evaluated Sam Sang Project in Luangpabang Province (2015)

Based on the table below, it shows the revenues that collected by taxing in Nambak district, Luangpabang province in 2015. Especially, it shows the revenue or tax collection in Namthoamthay village and Nayangneua village after implementing Sam Sang project. The revenues were increasing in both villages.

Table: 4.5. Nambak district (After Sam Sang 2015)

No.	After Sam Sang (2015)	Predictable revenue	Real revenue(7month)
1	Nambak district	6.983, 106.103 kip	6,831,291,630 kip
2	Namthoamthay village	133,050,000 kip	103,994,000 kip
3	Nayangneua village	46,500,000 kip	29,102,000 kip

Source: Official Documents, Evaluated Sam Sang Project in Luangpabang Province (2015)

Based on the table below, it shows the revenues that collected by taxing in Phonxay district, Luangpabang province in 2012 before implementing Sam Sang project. Especially, it shows the revenue or tax collection in Thapho village and Phonthong village before implementing Sam Sang project.

Table: 4.6. Revenue in Phonxay district (Before Sam Sang 2011-2012)

No.	Before Sam Sang (2011-2012)	Predictable revenue	Real revenue
1	Phonxay district	801.633 , 000 kip	1,024,826 , 152 kip
2	Thapho village	28,307,000 kip	12,420,000 kip
3	Phonthong village	63,137,000 kip	44,828,000 kip

Source: Official Documents, Evaluated Sam Sang Project in Luangpabang Province (2015)

Based on the table below, it shows the revenues that collected by taxing in Phonxay district, Luangpabang province in 2015. Especially, it shows the revenue or tax collection in Thapho village and Phonthong village after implementing Sam Sang project. The revenues were increasing in both villages comparing with the revenues before implementing Sam Sang project.

Table: 4.7. Phonxay district (After Sam Sang (2015))

No.	After Sam Sang (2015)	Predictable revenue	Real revenue(7month)
1	Phonxay district	2,219,630,000 kip	1,532,935,000 kip
2	Thapho village	28,307,000 kip	29,775,000
3	Phonthong village	63,137,000	66,703,000 kip

Source: Official Documents, Evaluated Sam Sang Project in Luangpabang Province (2015).

Analysis 1: Nayangneua village, Nambak district,

Luangpabang province.

Nayangneua village is a part of development group in Nayang villages, which is located in the municipality of 10 km boundaries connection near villages such as: the northern part shares border with Namay village, Nayangthay in the south, Vienghinsoung and Houayha village in the east, and Houayhit in the west; there are 10 units with a total of 184 family households of population 806 people, 410 women, consists of 2 ethnic groups, including

ethnic Lao (Lue) representing 97.84% and Kmue ethnic covers 12,16% of the population. In Nayangneua village there are 192 workers, 112 are women. Main occupation is farming covering 135 families, 73.37%; services business are 32 families covering 17,39% and gardening have 17 families covers 9.24% of all families.

People infected with diligence, with a harmony, a road be able to use throughout the year, with system power grids, communication facilities, there is a La river as water for agricultural production facilities, with elementary school, secondary school, and health care facilities to appropriate development and source of natural, cultural tourism, and natural resource. The signing of the links among the resolutions, orders, regulations and procedures of the central command to staff, the local governance and indigenous peoples are by means of a capacitor, a unit management unit home since the age of 15 years, by pattern of describing, discussing comparison, probing the search and sharing together. Then that can be able to make village authority, party members and people have been known to understand better about Sam Sang policy.

Analysis 2: Pakseuang village, Luangpabang district, Luangpabang province.

Pakseuang village is one of six villages located in Pakseuang group, Luangpabang district, Luangpabang province. Pakseuang is included 7 units with 138 families, specific population of 722 people, 365 women, the main professional production jobs are production goods, running business, trade

and cattle. The organization of village is consist of one head of village, two assistants of head of village, three head of youth union, three head of women union,...The economy of the village's gross domestic product reached 6,773,770.99 kip, GDP per capital average 10,435,900 kip/person/year, equivalent to \$ 1,321 / person / year can eliminate the poverty; Village Financial Empowerment Fund for women investment cycle of 300 million kip, there are 156 fund members. And contained public employees in 4 units of governance in village level by divided tasks in each unit such: national defense – security unit, administration unit, economic unit and social-cultural unit. Pakseuang village has trained to advice village authority staff that has been divided in 2 parts: the general knowledge and academic skills. The general knowledge sections implemented including 8 chapters are: Chapter 1: location, role and setting village, Chapter 2: The role, duties and scope of village authority, Chapter 3: The organizational structure of the village, Chapter 4: The scope of the chief of village and deputy chief, Chapter 5: election chief of village, Chapter 6: The meeting of authorities and village meetings, Chapter 7: village finance, Chapter 8: poverty criteria and standards of developing village.

Chapter V: Analysis

In this chapter, the author would like to compare the gaps between two villages on the implementation Sam Sang project using respondents' answers based on survey questionnaires consecutively and discuss the result of the surveys by using the average given values of respondents in each question with graphical interpretation. Moreover it will add the responses extra points from field survey and respondents' opinion about the restriction of implementing Sam Sang project. Finally, the author will synthesize these results with major finding.

V.1. Successful Village (Nayangneua village)

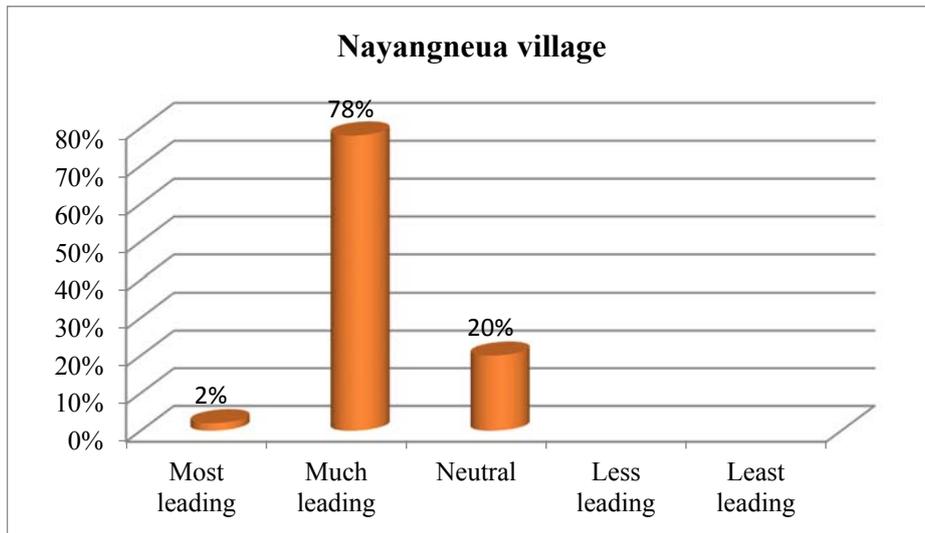
V.1.1. Local Government

V.1.1.1. Chief of District

In this section I prepared a survey questionnaire for data collection about the leading-steering situation of local government officials in district level including Chief of district and local government officials in district level that implemented Sam Sang policies in village level. Firstly, the respondents were asked about the leader in district disseminated policies, rules, and regulation related to Sam Sang project and given average values are most of them replied on the much leading degree (78%), next, the respondents gave the answers on the neutral degree (20%), and only 2% in most leading degree

which means the leader in Nambak district is able to disseminate policy, rule and legislation on Sam Sang implementation in much leading degree for villagers understanding these tasks and there are only some of them understand in neutral degree (Figure 5.1)

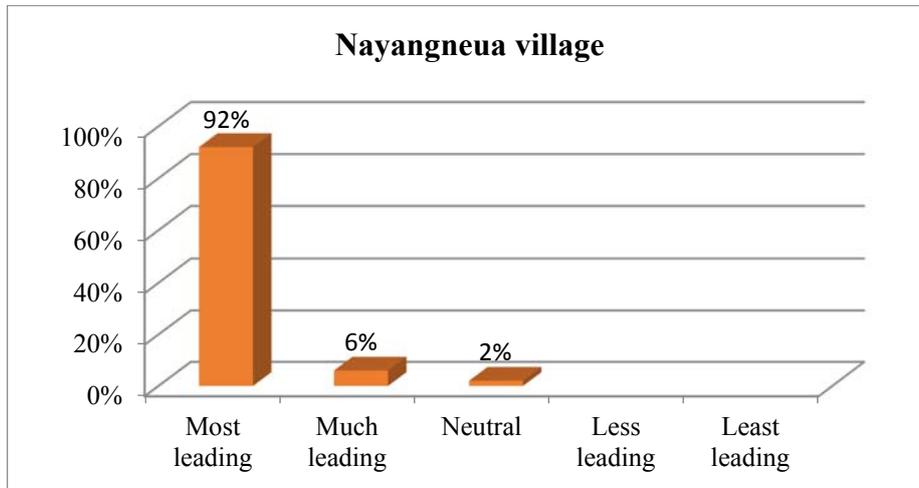
Figure 5.1: Disseminated policies, rules, and legislation



Source: Field survey, 2016

Secondly, the respondents were asked related to leader gives suggestion, advices, and steering Sam Sang activities such as education, health care, and local economy as the result. Mainly respondents answered on the most leading degree (92%), second, there are only 6% on the much degree, and 2% in neutral leading which means that Nambak district leader can success on giving suggestion, advice and steering in much leading degree (Figure 5.2).

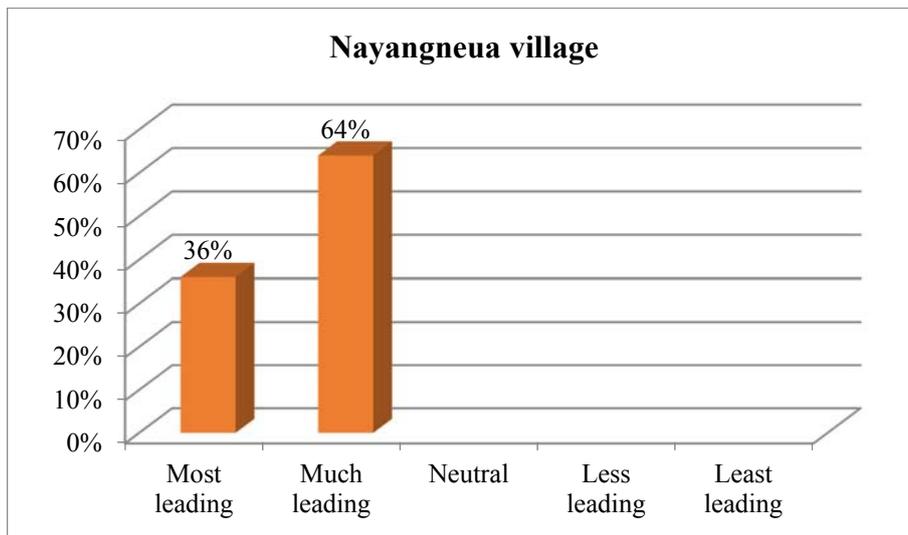
Figure 5.2: Giving suggestion, advice and steering.



Source: Field survey, 2016

Thirdly, the respondents were asked deal with district leader monitors Sam Sang project with villagers closely and given average value are mainly villagers gave their answers on much leading degree (64%), and there are one third replied on the most leading which means that totally villagers in Nayangneua village were led by district leader among much to the most leading degree (Figure 5.3).

Figure 5.3: Monitoring and be closely with villagers



Source: Field survey, 2016

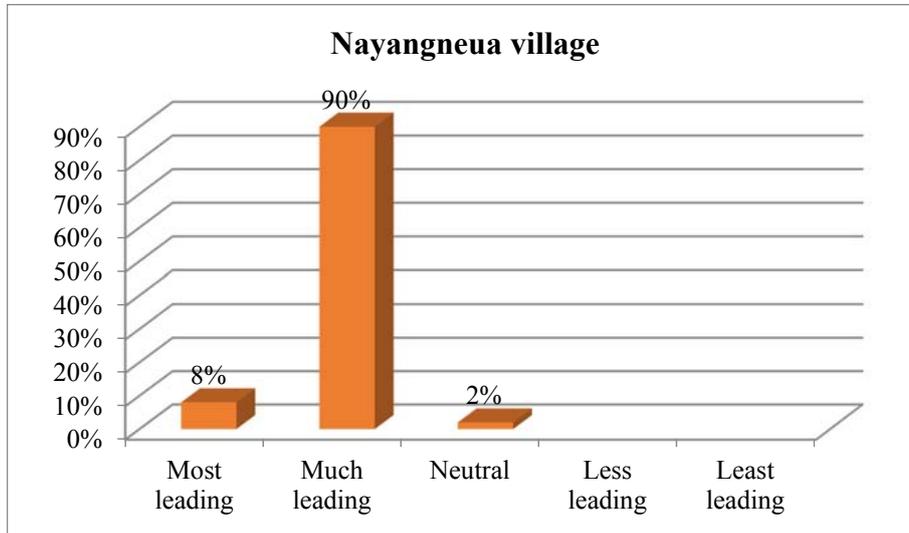
V.1.1.2. Public Organization in District level

The role of the field offices is to manage their own sector's responsibilities as assigned by the province, capital city and line ministries and equivalent organizations; implement legal acts of higher authorities and socio-economic development plans of the province, capital city and district. Further details of the organization structure, personnel, authority and duties of field offices of the line ministries and equivalent organizations of the district are outline by specific regulations.

Firstly, the respondents were asked whether public officials in district level promote villagers to create production groups such as weaving group, agricultural group and services group and given average values are most of villagers gave the answers on much leading degree (90%); next, there are some of replies on most leading degree and only 2% is on neutral leading degree which means that government official in Nambak district could

success on promoting Nayangneua villagers to create group of production in much leading degree (Figure 5.4)

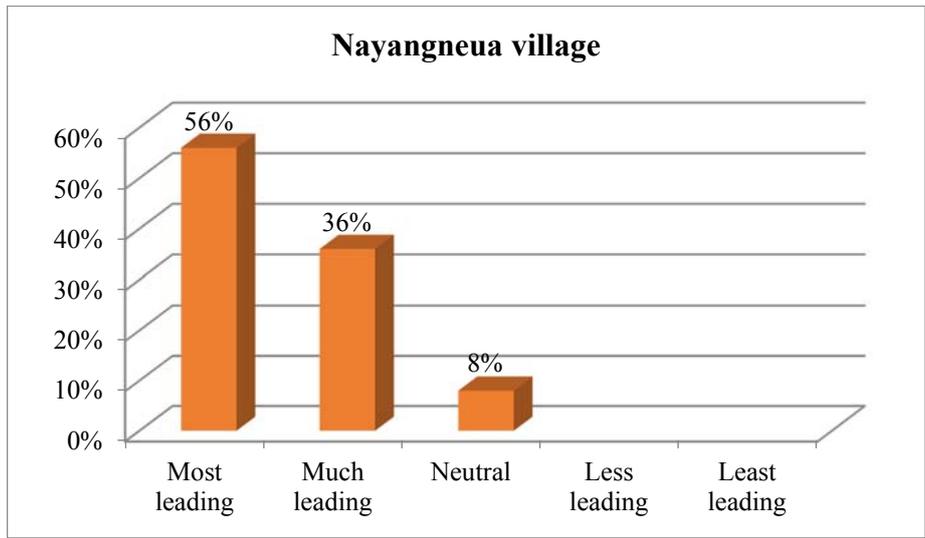
Figure 5.4: Promote villagers on creating production group



Source: Field survey, 2016

Secondly, the respondents were asked whether public officials in district level facilitate to stimulate job creation such as supporting capital sources and job training and given average values are more than half of responses replied on the most leading degree; next, nearly half of answers are on much leading degree; and there are only 8% of the answer is on the neutral leading degree which means that government officials in Nambak district is be able to success the most on facilitating to stimulate job creation in Nayangneua village (Figure 5.5)

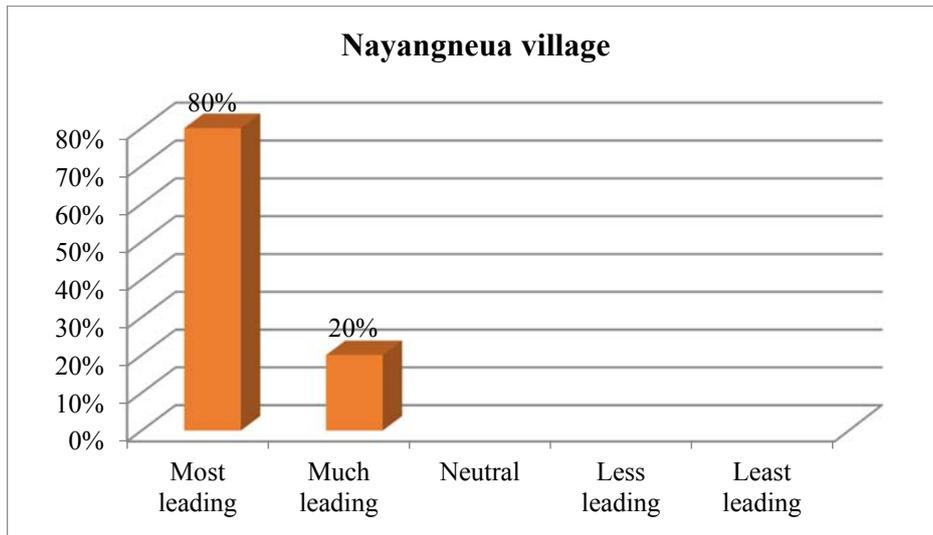
Figure 5.5: facilitate to stimulate job creation



Source: Field survey, 2016

Thirdly, the respondents were asked whether district public officials listen to villagers' opinions during implementing project and given average values are most of villagers gave the answers on the most leading degree (80%); and there are only 20% reply on much leading degree which means that government officials in Nambak district could achieve the goal of listening to villagers' opinions on the most leading degree (Figure 5.6).

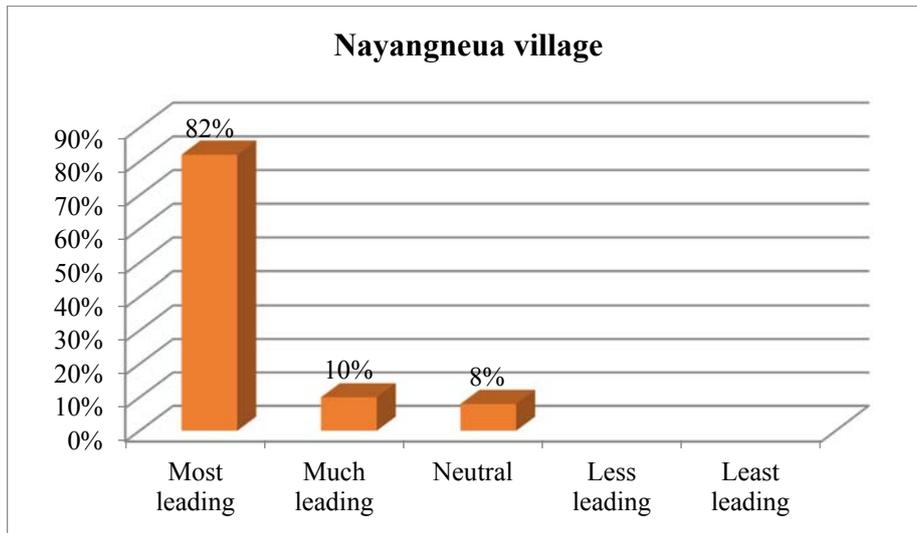
Figure 5.6: Listened to villagers' opinion.



Source: Field survey, 2016

Fourthly, the respondents were asked whether district public officials, how to resolve the problems and making decisions dealing with Sam Sang implementation and given average values are most of respondents' answers were on most leading degree (82%); next, there are 10% of the answers on the much leading degree and only 8% is on neutral leading degree which means government officials in Nambak district was able to success in the most for resolving problems and making decisions process (Figure 5.7).

Figure 5.7: Resolving the problems and making decisions



Source: Field survey, 2016

V.1.2. Participation of Village

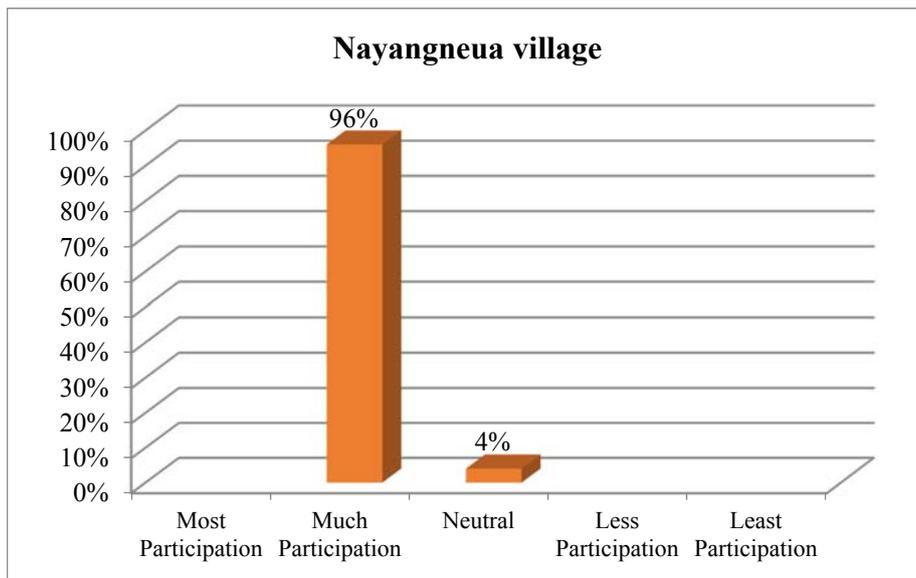
V.1.2.1. Chief of Village

Village's participation is concerned with Sam Sang implementation in village level that deal with chief of village, leaders of production group, members of production group and several issues such as villagers participated in planning process, giving their opinion on Sam Snag activities; participated on implementing process by contributing workforce and money; participated in following up to check and evaluate; participated on solving problem, decision-making on the issue during implementation period; participated to receive direct and indirect interests; and participated with getting the impact on the implementation projects as follow:

Firstly, the respondents were asked whether villagers participate on planning process and giving opinions and given average values are the most of villagers in Nayangneua village gave the answers on much participation

degree (96%); and there are only 4% of respondents replied on neutral participation degree which means that most of villagers paid attention on planning process and giving their opinions on much participation degree (Figure 5.8).

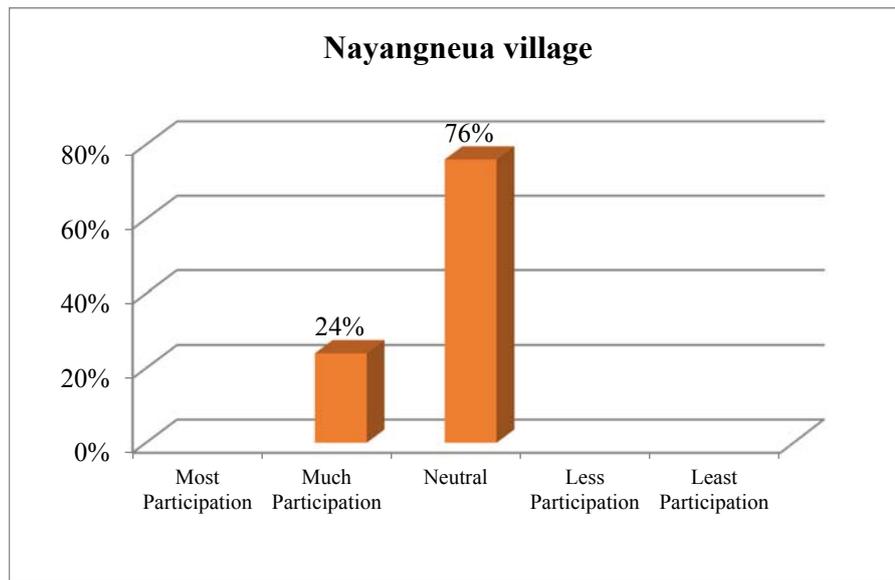
Figure 5.8: Participation in planning process and giving opinion.



Source: Field survey, 2016

Secondly, the respondents were asked whether the participation in following up to check and evaluate project and given average values are mainly of villagers in Nayangneua village gave the answers on participation on checking and evaluating process in neutral participation degree (86%), and next there are 24% of villagers' answers in much participation degree which means that Nayangnea villagers paid attention on checking and evaluating process between neutral and much participation degree (Figure 5.10)

Figure 5.9: Participation on checking and evaluating

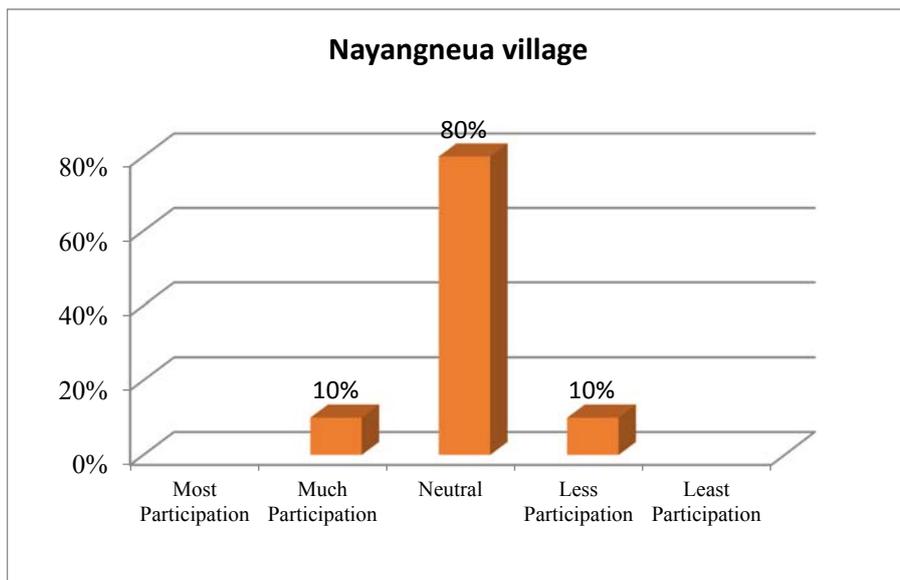


Source: field survey, 2016

V.1.2.2. Leaders of Production Group

Thirdly, the respondents were asked whether participation on solving problems and decision-making with the issue that happened during Sam Sang implementation period and given average values are the respondents gave the answers on neutral participation (80%), next they replied this question on much and less participation (10%) which means that most of villagers in Nayangneua village paid attention on solving problem and decision-making on neutral participation degree (Figure 5.11).

Figure5.10: Participation on solving problem, decision-making.

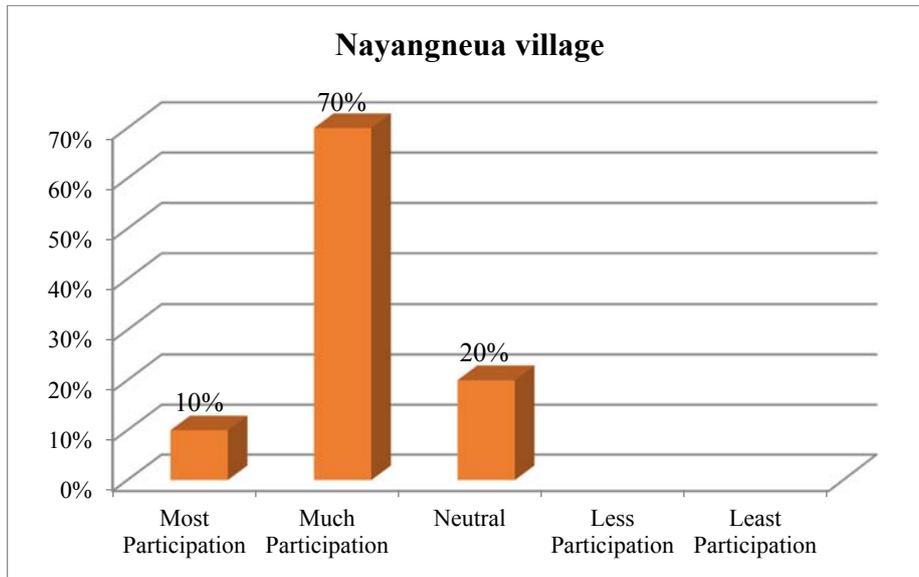


Source: field survey 2016

V.1.2.3. Members of Production group

Fourthly, the respondents were asked related to participation on implementing process by contributing workforce and money and given average values are two third of respondents replied on much participation degree, moreover there are 20% of them gave the answers on neutral participation degree, and only 10% on the most participation degree which means that mainly of Nayangneua villagers paid attention on implementing process on much participation than other degree (Figure 5.9).

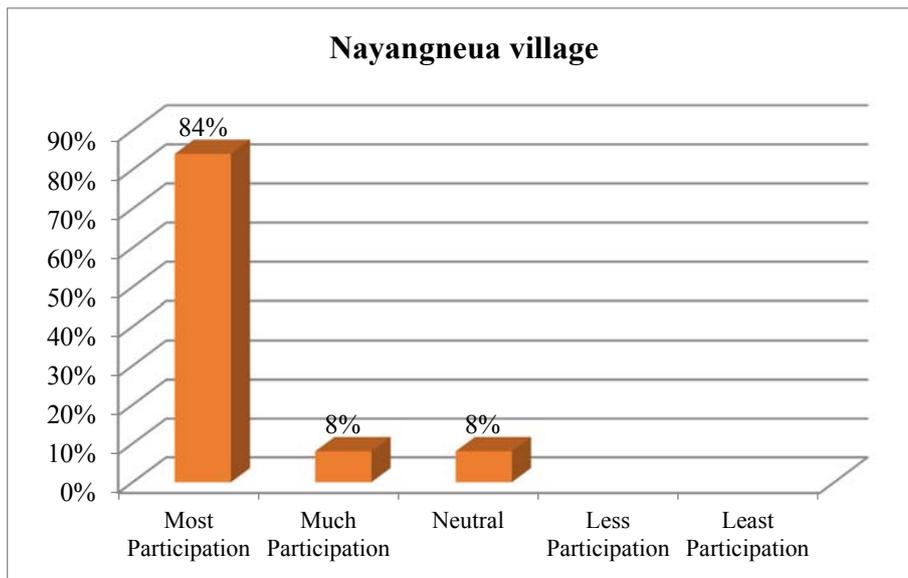
Figure 5.11: Participated on implementing process by contributing workforce and money



Source: field survey 2016

Fifth, the respondents were asked about participation to receive direct and indirect interests from implementing this project and given average values are the villagers gave the answers on most participation degree (84%), next they replied on the much participation degree (8%), and also 8% on neutral participation degree which means that mainly villagers in Nayangneua village paid attention on receiving direct and indirect interests from this project on much participation (Figure 5.12).

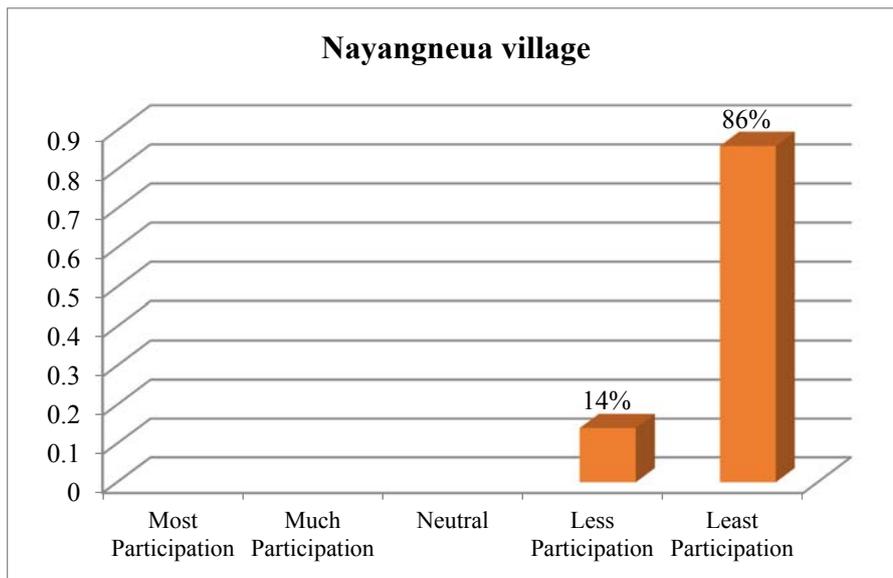
Figure 5.12: Participation to receive direct and indirect interests



Source: field survey 2016

Finally, the respondents were asked whether participation on getting the impact on this project implementation such as plan of village improvement and replacing new occupations and given average values are the respondents answered the question on the least participation degree (86%), and there are 14% on less participation degree; which means that most of villagers in Nayangneua village do not get the negative impacts form this project, and only the less numbers of them get the impact but in the less degree (Figure 5.13).

Figure 5.13: Participation on getting the impact



Source: field survey 2016

V.2. Unsuccessful Village (Pakseuang village)

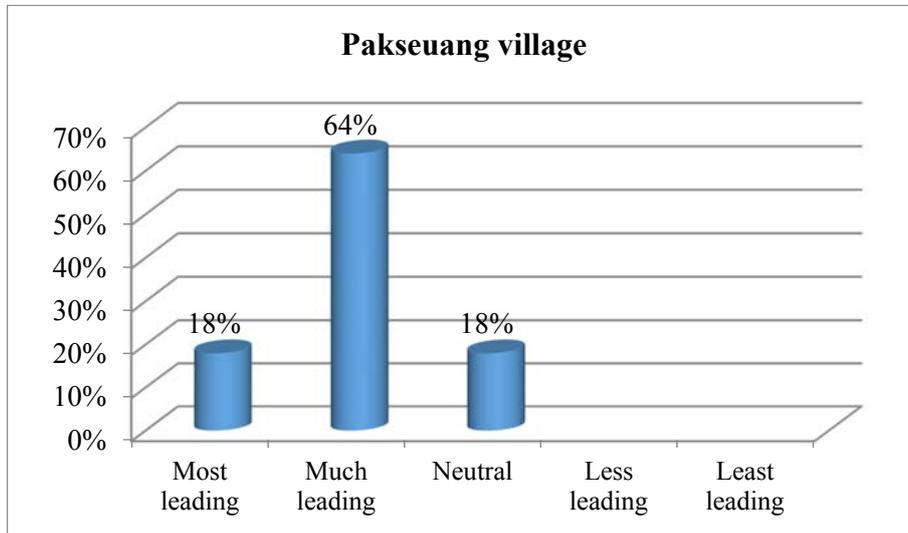
V.2.1. Local Government

V.2.1.1. Chief of District

Firstly, the respondents were asked about the leader in district disseminated policies, rules, and regulation related to Sam Sang project and given average values are most of them replied on the much leading degree (64%), next, the respondents gave the answers on the neutral degree (18%), and also 18% in most leading degree which means the leader in Luangpabang district could success and be able to disseminate policy, rule and legislation on Sam Sang implementation in much leading degree for villagers understanding

these tasks and there are only some of them understand in most and neutral degree (Figure 5.14).

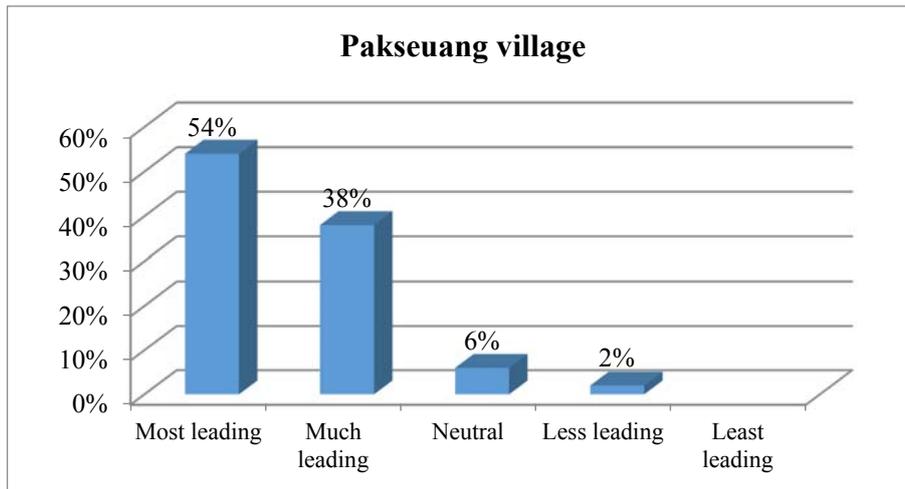
Figure 5.14: Disseminated policies, rules, and legislation



Source: Field survey, 2016

Secondly, the respondents were asked related to leader gives suggestion, advices, and steering Sam Sang activities such as education, health care, and local economy as the result. The respondents gave the answers on the most leading degree (54%), second, there are only 38% on much leading degree, 6% on neutral leading degree, and 2% on less leading degree which means that Luangpabang district leader can success on giving suggestion, advice and steering there are more than half of villagers replied in the most leading degree and more than one third is on much leading degree (Figure 5.2).

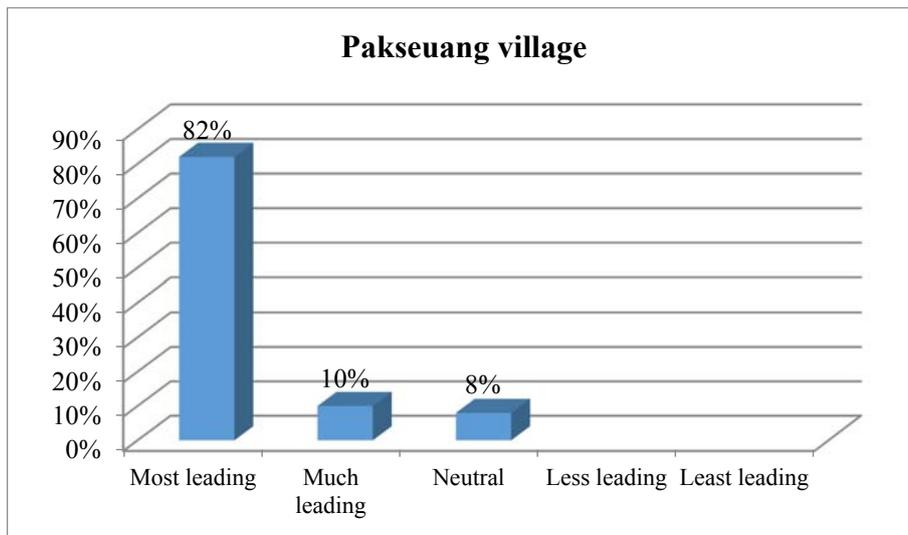
Figure 5.15: Giving suggestion, advice and steering



Source: Field survey, 2016

Thirdly, the respondents were asked deal with district leader monitors Sam Sang project with villagers closely and given average value are the respondents gave the answers on the most leading degree (82%), there are 10% replied on much leading degree, and only 8% is on neutral degree which means that totally villagers in Pakseuang village were led by district leader can success on the most leading degree, there are only small number on much and neutral leading degree (Figure 5.16).

Figure 5.16: Monitoring and be closely with villagers

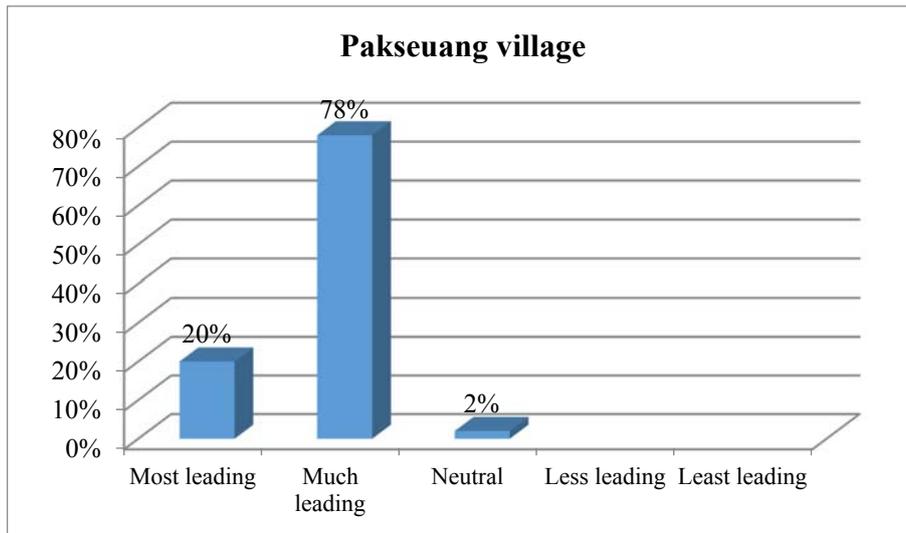


Source: Field survey, 2016

V.2.1.2. Public Organization

Firstly, the respondents were asked whether public officials in district level promote villagers to create production groups such as weaving group, agricultural group and services group and given average values are the respondents gave the answers on the much leading degree (78%); next, there are some of replies on most leading degree (20%), and only 2% is on neutral leading degree which means that government official in Luangpabang district could success on promoting Pakseuang villagers to create group of production in the most leading degree and some among on much leading degree (Figure 5.17).

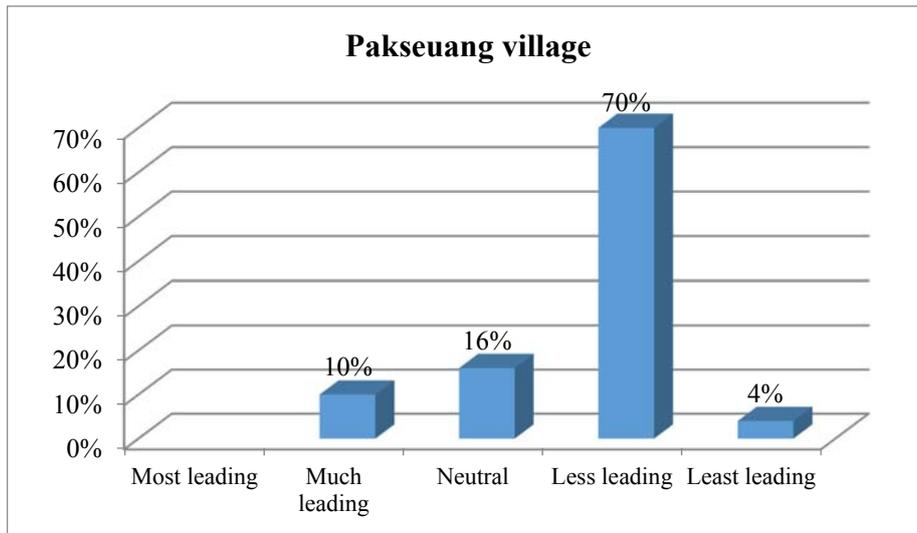
Figure 5.17: Promote villagers on creating production group



Source: Field survey, 2016

Secondly, the respondents were asked whether public officials in district level facilitate to stimulate job creation such as supporting capital sources and job training and given average values are the respondents' responses replied on less leading degree (70%); next, there are some answers on neutral leading degree (16%); and only 10% of the answer is on much leading degree and 4% on the least leading degree which means that government officials in Luangpabang district is not able to success on facilitating to stimulate job creation in Nayangneua village because more than two third of answers are on the neutral and 16% on less degree (Figure 5.5).

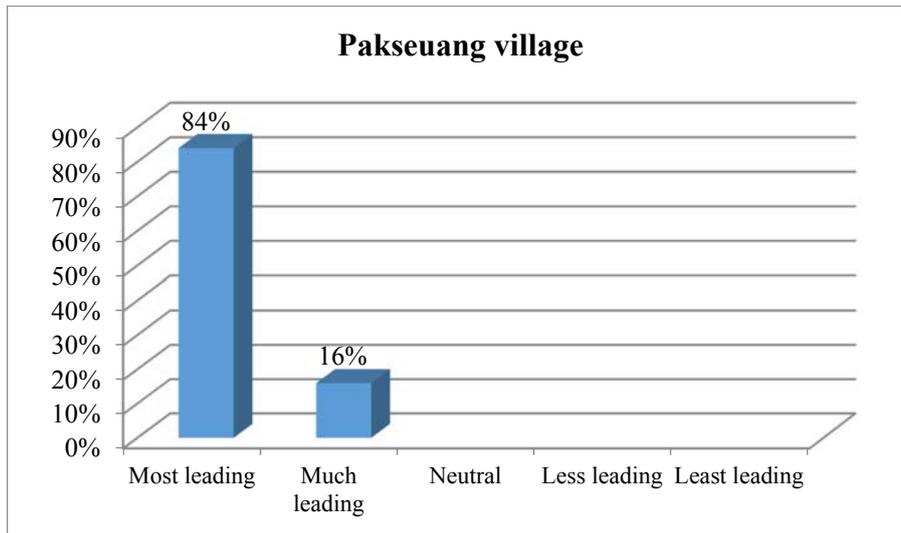
Figure 5.18: facilitate to stimulate job creation



Source: Field survey, 2016

Thirdly, the respondents were asked whether district public officials listen to villagers' opinions during implementing project and given average values are the villagers gave the answers on the most leading degree (84%); and there are only 16% reply on much leading degree which means that government officials in Luangpabang district could achieve the succeed of listening to villagers' opinions on the most leading degree and much degree (Figure 5.19).

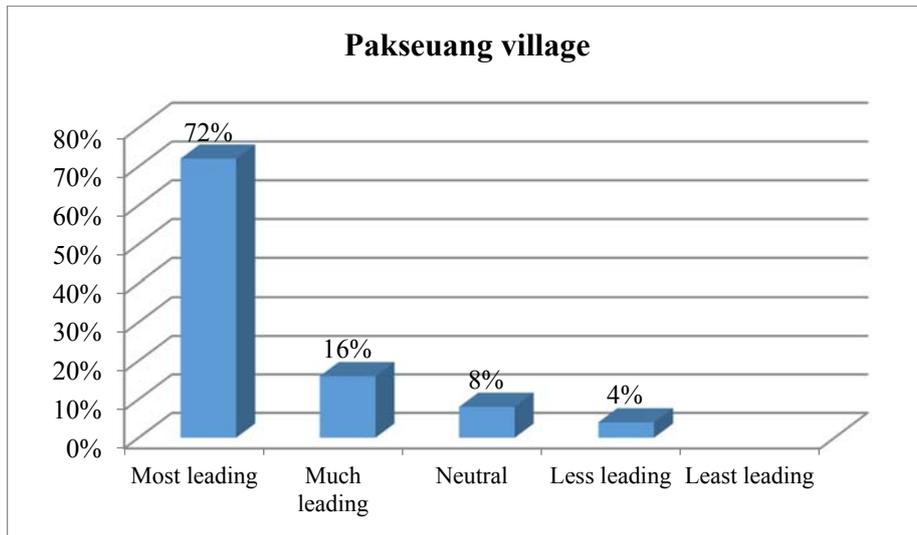
Figure 5.19: Listened to villagers' opinion



Source: Field survey, 2016

Fourthly, the respondents were asked whether district public officials, how to resolve the problems and making decisions dealing with Sam Sang implementation and given average values are the respondents' answers in Pakseuang village were on the most leading degree (72%); next, there are 16% of the answers on much leading degree, 8% on neutral and only 4% is on less leading degree which means government officials in Luangpabang district was able to success in the most for resolving the problems and making decisions process (Figure 5.20).

Figure 5.20: Resolving the problems and making decisions



Source: Field survey, 2016

V.2.2. Participation of Village

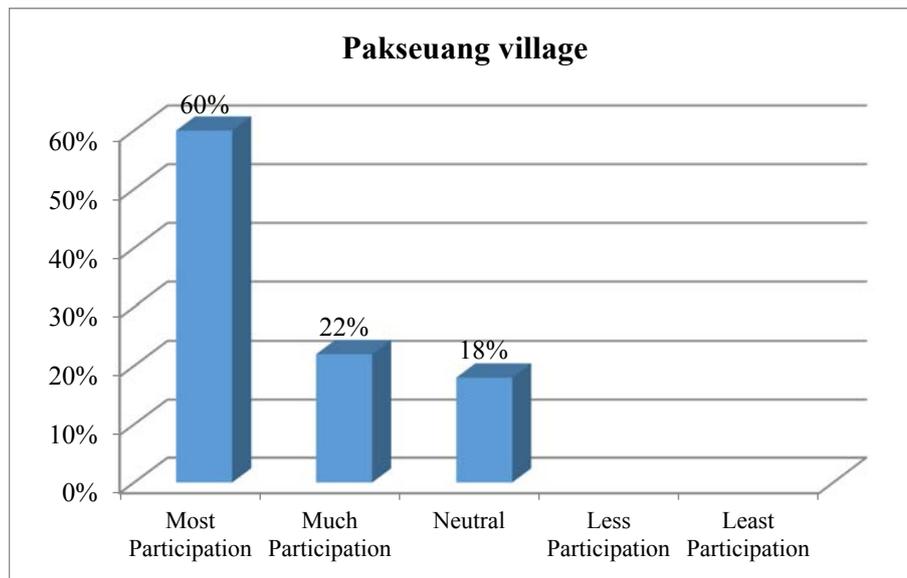
V.2.2.1. Chief of Village

Village's participation is concerned with Sam Sang implementation in village level that deal with villagers' participation and several issues such as villagers participated in planning process, giving their opinion on Sam Snag activities; participated on implementing process by contributing workforce and money; participated in following up to check and evaluate; participated on solving problem, decision-making on the issue during implementation period; participated to receive direct and indirect interests; and participated with getting the impact on the implementation projects as follow:

Firstly, the respondents were asked whether villagers participate on planning process and giving opinions and given average values are the villagers in Pakseuang village gave the answers on the most participation

degree (60%), much participation 22% and there are only 18% of respondents replied on neutral participation degree which means that mainly of villagers paid attention on planning process and giving their opinions on the most participation degree and much participation degree (Figure 5.21).

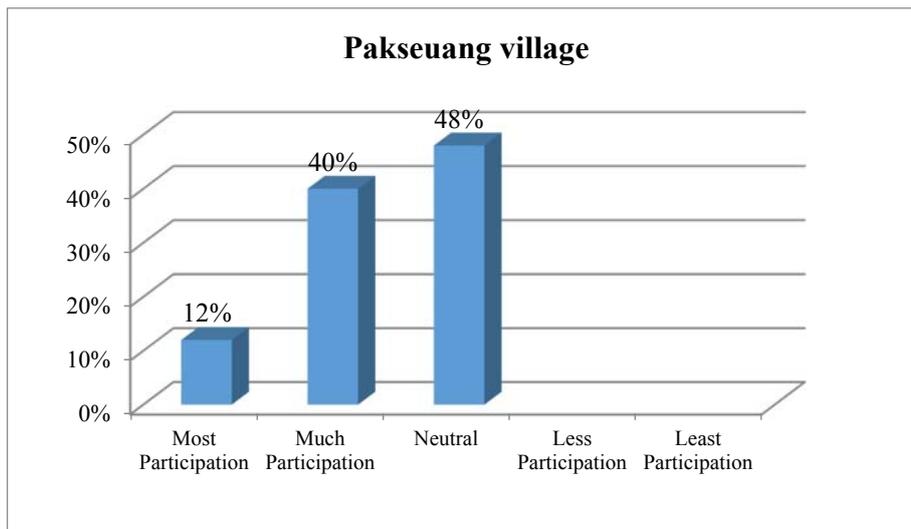
Figure 5.21: Participation in planning process and giving opinion



Source: Field survey, 2016

Secondly, the respondents were asked whether the participation in following up to check and evaluate project and given average values are the villagers in Pakseuang village gave the answers on participation on checking and evaluating process on neutral participation degree (48%), on much participation degree (40%) and next there are 12% of villagers' answers in the most participation degree which means that Pakseuang villagers paid attention on checking and evaluating process between much and neutral participation degree(Figure 5.23)

Figure 5.22: Participation on checking and evaluating

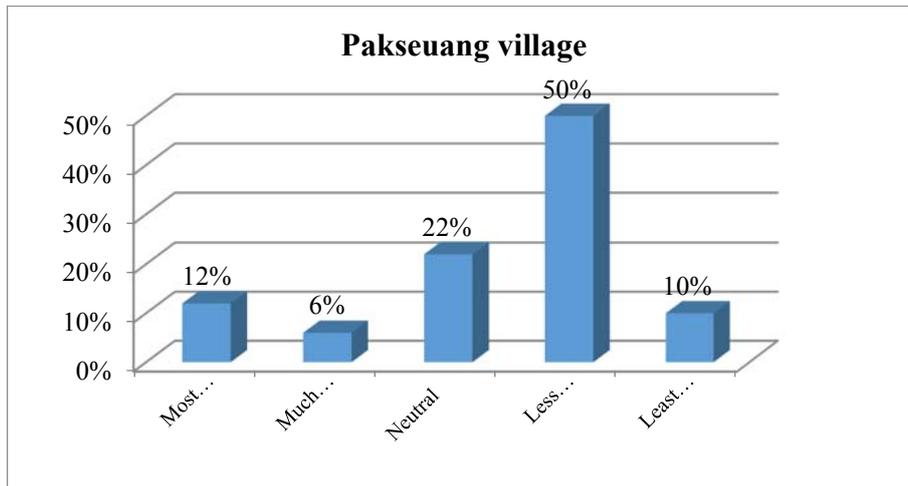


Source: field survey, 2016

V.2.2.2. Leaders of Production group

Thirdly, the respondents were asked whether participation on solving problems and decision-making with the issue that happened during Sam Sang implementation period and given average values are the respondents gave the answers on less participation (50%), next on neutral participation degree (22%), on the most participation degree (12), on the least participation degree (10%), and they replied this question on muc participation (6%) which means that half of villagers in Pakseuang village paid attention on solving problem and decision-making on less participation degree and on neutral degree 22% (Figure 5.24).

Figure5.23: Participation on solving problem, decision-making

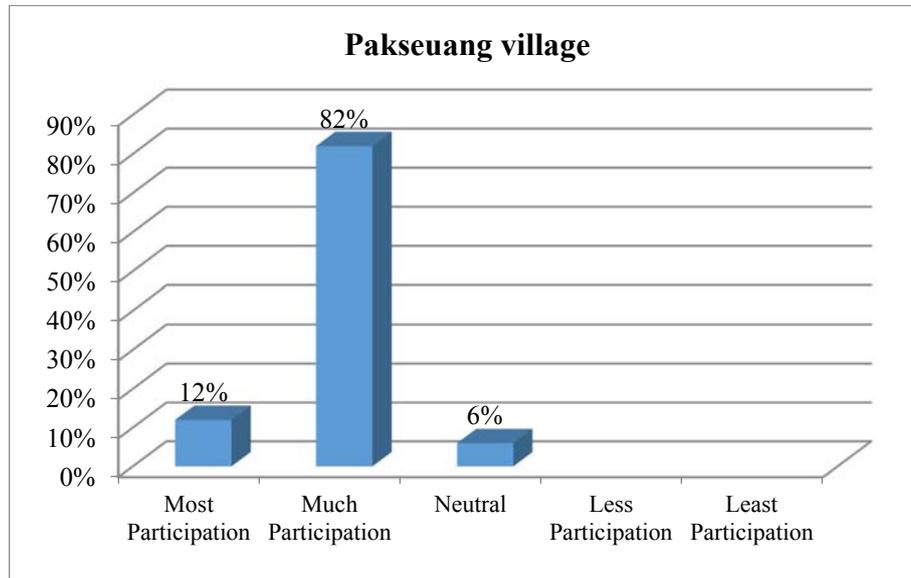


Source: field survey 2016

V.2.2.3. Members of Production group

Fourthly, the respondents were asked related to participation on implementing process by contributing workforce and money and given average values are the respondents replied on the much participation degree (82%), moreover there are 12% of them gave the answers on most participation degree, and only 6% on neutral participation degree which means that mainly of Pakseuang villagers paid attention on implementing process on the most participation than other degree (Figure 5.22).

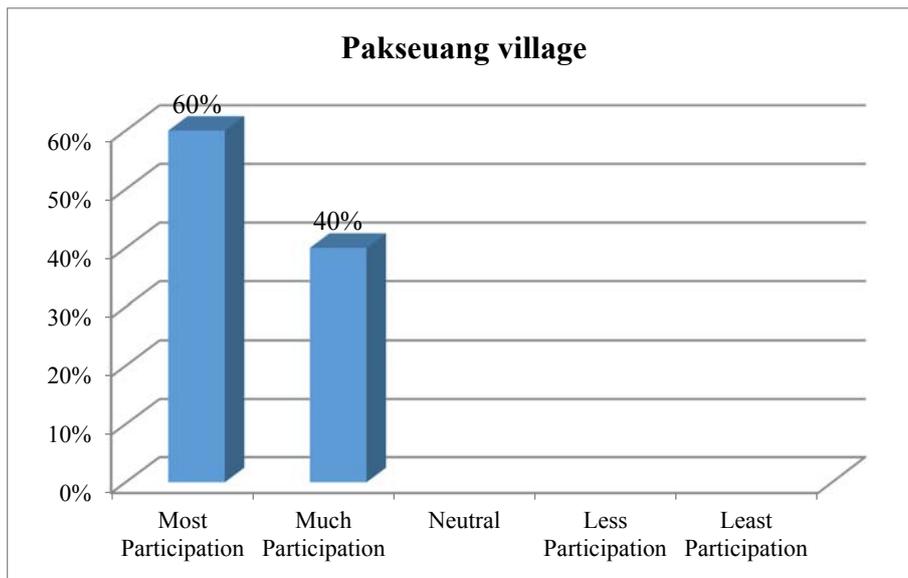
Figure 5.24: Participated on implementing process by contributing workforce and money



Source: field survey 2016

Fifth, the respondents were asked about participation to receive direct and indirect interests from implementing this project and given average values are the villagers gave the answers on the most participation degree (60%), and next they replied on much participation degree (40%); which means that mainly villagers in Pakseuang village paid attention on receiving direct and indirect interests from this project on the most and much participation degree (Figure 5.25).

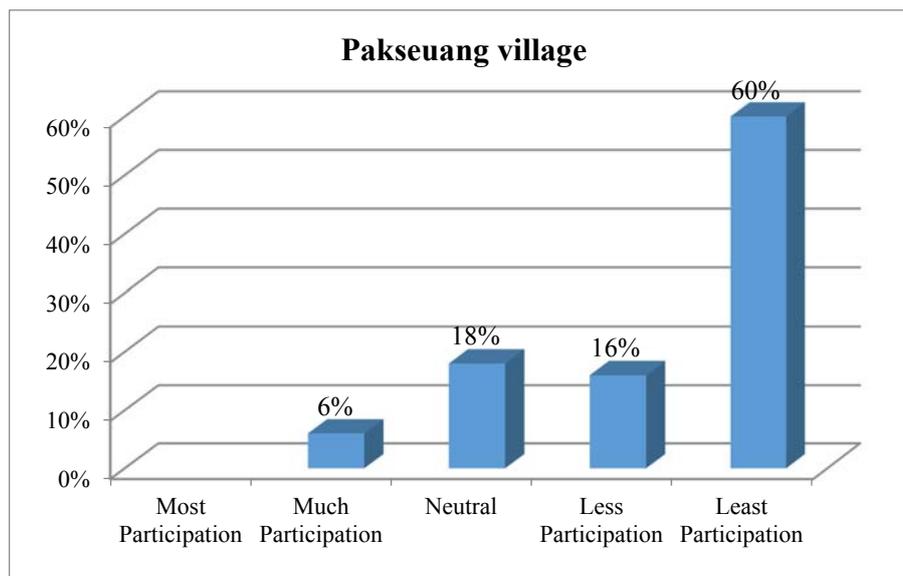
Figure 5.25: Participation to receive direct and indirect interests.



Source: field survey 2016

Finally, the respondents were asked whether participation on getting the impact on this project implementation such as plan of village improvement and replacing new occupations and given average values are the respondents answered the question on the least participation degree (60%), on neutral participation degree (18%), on less participation degree (16%), and there are 6% on much participation degree; which means that more than half of villagers in Pakseuang village do not get the negative impacts from this project, but there are 6% of them get the negative impact from implementing this project on much degree (Figure 5.13).

Figure 5.26: Participation on getting the impact



Source: field survey 2016

V.3. Comparison between Nayangneua village and Pakseuang village

Based on the leadership of local government factor, participation of village factor and working process factor in Nayangneua village in Nambak district, and Pakseuang village in Luangpabang district are able to compare each factors and sub-factors in implementing Sam Sang project as the following below:

Table: V.3.1. Comparison on Leadership of Local Government

Chief of District factors	Successful village	Unsuccessful village
	(Nayangneua village)	(Pakseuang village)

Disseminate policies, rules and legislations	Much leading	Much leading
Giving suggestion, advice and steering	Most leading	Most leading
Monitoring and be closely with villagers	Much leading	Most leading
public organization in district level factor		
Promote villagers on creating production group	Much leading	Much leading
facilitate to stimulate job creation	Most leading	Less leading
Listened to villagers' opinion	Much leading	Most leading
Resolving the problems and making decisions	Most leading	Most leading

Based on the above table, it shows that the leadership of local government factors such as Disseminate policies, rules and legislations, Giving suggestion, advice and steering, Promote villagers on creating production group, Resolving the problems and making decisions, and Resolving the problems and making decisions between Nayangneua village in Nambak district and Pakseuang village in Luangpabang district have the same type of leading degree on the leadership of chief of district and leadership of public organization in district level. By contrast, there are significant differences for leadership of chief of district and leadership of public organization in district such as facilitate to stimulate job creation. Furthermore, there are some differences in Monitoring and be closely with villagers and Listened to villagers' opinion.

Table: V.3.2. Comparison on Participation of Village

Villagers' participation	Successful village	Unsuccessful village
	(Nayangneua village)	(Pakseuang village)
Participation in planning process and giving opinion	Much participation	Most participation
Participated on implementing process by contributing workforce and money.	Much participation	Neutral participation
Participation on checking and evaluating	Neutral participate	Much participation
Participation on solving problem, decision-making	Neutral participation	Less participation
Participation to receive direct and indirect interests	Most participation	Most participation
Participation on getting the impact	Least participation	Least participation

Based on the above table, it shows that villages' participation factors such as participation to receive direct and indirect interests and participation on getting the impact between Nayangneua village in Nambak district and Pakseuang village in Luangpabang district have the same type of participation degree on participation in village factor. Furthermore, there are some differences in participation in planning process and giving opinion, participated on implementing process by contributing workforce and money, and participation on checking and evaluating. By contrast, there is significant difference for partici

pation in village such as Participation on checking and evaluating.

Table: V.3.3. Summarized of Successful and Unsuccessful factors

Successful Factors	Unsuccessful Factors
Disseminate policies, rules and legislations	facilitate to stimulate job creation
Giving suggestion, advice and steering	Participated on implementing process by contributing workforce and money.
Monitoring and be closely with villagers	Participation on checking and evaluating
Promote villagers on creating production group	Participation on solving problem, decision-making

Based on the table, it shows that Sam Sang implementation in village level can achieve the goals on interaction between local government organizations (Chief of District and public officials), and the participation of villagers through local governance systems and civil participation that pay attention on rural development programs. For local organization in district level can disseminate policies, rules and legislation; giving suggestion, advice and steering; promote villagers on creating production groups; getting feedback from villagers' opinions; and resolving the problems and making decisions. All of these tasks, the side of government organization in district level including chief of district and public officials play importance roles for co-ordinate and work well on this project. Moreover, villagers in Sam Sang villages have a good participation on planning process and giving opinion, participate on receiving direct and indirect interest.

By contrast, during implemented Sam Sang project in village level among local government and villages had some significant barriers that make twice of actors unsuccessful in some tasks or purposes such as facilitate to stimulate job creation, on the local government side can promote villagers on creating production group and short term job training programs to support villagers having more occupations and improving living standard. In another hand, villagers have lack of money and face with the difficulties on reaching capital sources which was provided by government financial institutes (bank and micro finance) so it is hard to start up business. Furthermore, on the participation in implementing process by contributing workforce and money, participating on checking, evaluating and solving problems, villagers have less opportunity to participate the tasks related to transparency of government information and created unequal of relationship between local government officials and villagers' participation on implementation Sam Sang project in village level.

V.4. Syntheses

I have already introduced evidences from survey on villagers in Pakseuang village, Luangpabang district and Nayangneua village, Nambak district, Luangpabang province and identified significant differences during Sam Sang Sam Sang implementation among two villages. The discussion is based on the two main areas (district level and village level) and four key factors of implementing Sam Sang project. In this section, the major finding will be focused on leadership in district level and civil participation in village

level how they are interacted among them to produce a positive and negative result on Sam Sang implementation in two villages.

V.4.1. Leadership of Local Government

Government officials in district level are deal with implementation Sam sang project there are 15 field offices of the line ministries and to be part of the organization structure of the district administration. According to leadership of public officials in districts level are focused on 7 issues that have been reached in different level of succeed and failure in two Sam Sang villages such as most of villagers in two villages have clearly understood on disseminating policy, rules and legislation related to formulating Sam Sang project. On the other hand, supervising, giving suggestion, and steering tasks were rated by respondents in two villages more than two third satisfied with supervising of public officials. Moreover, both districts were able to achieve the purposes of promoting villagers to create a group of production such as weaving group, agricultural group and service group for distributing the income. In contrast, on facilitated to stimulate job creation such as support capital sources, job training, in Pakseuang village does not work well because of two third of respondents less level and 16% of respondents replied on neutral degree but there are only 10% agreed with much degree; so when we took tern looking back on promoting village's leaders to create a group of production, such as weaving group, agricultural group and service group for distributing the income but these groups are hardly accessible the source of money to create a job or job training for making income cause of limitation of

bank loan. In contrast, Nayangneua village, more than half of respondents could reach the capital sources and had train a job and 36% in much degree, only 8% are in neutral level. And these can conclude that Nayangneua village is more successful than Pakseuang village. Also public official in two districts listened to villagers' opinion, and gave the suggestion how to solve the problem and how to make decision. Mainly respondents in both villages understood more clearly and more than two third is in much level degree.

V.4.2. Villages' Participation

Under civil participation 6 issues have been touched such as villagers' participation in planning process, giving their opinion on Sam Sang activities in the village. There was more effective in these processes of civil participation, most of respondents' responses in both villages paid attention very much participating. Besides that, participation on implementing process by contributing workforce and money and joined the activities. This step is extremely important to measure of succeed or failure without contributing workforce and money from villagers, Sam Sang project could not achieve the goal of rural development. In Pakseuang village, the respondents replied the neutral participation degree slightly differences with Nayangneua village on 70% much participation so two villages are slightly different participants for these tasks. Moreover, in Pakseuang village almost half of respondents participated in following up to check and evaluate projects in much degree, 40% in intermediate degree and 12% in the most comparing with Nayangneua village only one third are in much participation degree and two third in neutral

degree. So in Nayangneua village is less participation than Pakseuang village in evaluation process. In another hand, on participation to solve the problem, decision-making with the issue that happened during Sam sang implementation; half of respondents' answers in pakseuang village were less participation comparing with Nayangneua village more than two third replied in intermediate degree. In this point can be concluded that Nayangneua village was more participation. And also two villages satisfied for receiving the most maximized direct and indirect interest from this project. But in contrast, in participation with getting the impact on project implementation most of respondents' answers in two villages did not get the negative impact there are only 6% in Pakseuang village getting the impact on the project in much degree.

From the above synthesis on comparative discussion and major finding in two main areas of Sam Sang implementation in two villages were covered four factors. From these factors, the author can come to the conclusion that Sam Sang project in Pakseuang village Luangpabang district and Nayangneua village Nambak district Luangpabang province got the different results. In cases of Pakseuang and Nayangneua village, both of them were successful in disseminate policies, legislation; give suggestion, advise; monitor and work with village closely; promote villages creating production groups; listen to villagers' opinion. And villagers participation in planning process, participation on implementing process by contributing workforce and money, participation in checking and evaluating. In contrast, Pakseuang village was unsuccessful on public officials in district facilitated to stimulate

job creation such as supporting capital sources and job training; and villager participation on solving problem, decision-making with the issue that happened on Sam Sang implementation.

Moreover, according to direct interview in Pakseuang village most of the interviewees replied that the huge problems happened on this project are clean water supplies did not work well because of scarcity of water resources to produce clean water for using in daily lives, there is not enough money providing by the bank or government financial institute for production units to use on running family business such as planting crop, feeding animal and services, there is not a permanent market for selling their products because local government assigned private sectors to build the market but it is still not happen at the present, the roads in the village were constructed under low standard without light and easily be damaged, and air pollution from factories near the village. In Nayangneua case is only one issue that the road in the village was constructed under low standard and easy be damaged and to be a cause of difficulties for transporting their products and communicate with other villages. So at the end of this study I can conclude on comparison two cases that Nayangneua village in Nambak district is more successful than Pakseuang village in Luangpabang district.

Chapter VI: Conclusion

In this chapter I have made conclusion the analysis of the study, summarized the leadership in governance of public organizations in district level and civil participation on implementing Sam Sang projects, and gave recommendation for further improvement of rural development program and analytical framework for further research and also outlines the limitation of the study.

VI.1. Summary of Analysis

The discussion is based on two main areas of rural development programs focused on Sam Sang project including four key factors: Local government: roles of district chief, and roles of public organization in district level; Village participation: civil participation, and working process that played important roles on implementing Sam Sang project to create village as development unit. It is summarized only extremely differences or gaps of these independent variables identified in analytical framework, so I am able to find out why Pakseuang village case was less successful or failed comparing with Nayangneua village was more successful case.

VI.1.1. Leadership of Local Government

Among seven issues of leading-steering of public officials in district level on working with villagers during Sam Sang project, it has been found from analysis that there is significant difference on one issue: public officials

in district facilitated to stimulate job creation such as supporting capital sources and job training was abided by prescribed rules of Sam Sang project between Pakseuang village in Luangpabang district and Nayangneua village in Nambak district. This result demonstrates that Pakseuang village was unsuccessful to abide by Sam Sang policy to formulate village as development unit should be achieved 19 standards as having accumulation or village fund and accessible service credit, and village has a group of producing goods and services. Even though, the results of survey in Pakseuang village there were some groups of production but they hardly reached the capital sources from bank or financial institute by limiting number of money on providing service credit.

VI.1.2. Village's Participation

Among seven issues of villager participation to formulate village as development unit on Sam sang pilot project, it has been found from analysis that there is extremely gap on one issue: villager participation on solving problem, decision-making with the issue that happened on Sam Sang implementation period was abided by prescribed rules of Sam Sang policy between Pakseuang village in Luangpabang district and Nayangneua village in Nambak district. This result displays that Pakseuang village was unsuccessful to abide by theory of civil participation about decision-making or governance and about who and how and by whom a community's resources the most basic principle of democratic governance. Although, more than half of respondents' answers in Pakseuang village were most participated in

planning process, and giving their opinion, but in contrast they had less opportunity to participate on solving problem and made a decision with the issues happened in their village during Sam Sang implementation.

VI.2. Recommendation

In this study, I have discussed theoretical background by using two schools of thought be about relationship between rural development and governance that have been described related to leadership and civil participation with respective theories and arguments by prominent scholars. According to Sam Sang project implementation, I make the conclusion in favor of leadership and civil participation. Because two of these have a comparative advantage in case of there are influential pieces of supervising local government especially district government officials and villagers participation on rural development programs. Also these conditions have been proven to be useful instruments of critical factors in the different levels of rural development. Finally analytical framework has been constructed according to local government and civil participation.

VI.2.1. Local Government

Local government should provide sufficient capital sources for utilizing produced goods on production groups such as people in Sam Sang village has more priority than other village to loan money from Agriculture Promotion Bank and Nayobay Bank or other financial institute.

Local government should plan for creating more job training

programs for Sam Sang villagers to ensure their income stability or to improve living standard local people.

Local government should be strongly checking the transparency on implementing subprojects under Sam Sang project to control using budgets and construction standard.

VI.2.2. Civil Participation

For success policy on rural development program of Sam Sang project. Local government should increase an opportunity for villagers to participate on decision-making to resolve the problem or difficulty on the implementation Sam Sang policy.

Local government should bring more responsibilities to villagers for choosing the ways to create their own community through exchange knowledge and skills.

VI.3. Contribution

From the point of view of theories the analytical framework was constructed on two characteristics of Sam Sang policy implementation in village level as formulating village become a development unit that focused on local government in district level in leadership and civil participation with four factors such as chief of district, public organization in district level, villager participation, and working process. The success of creating village as development unit on Sam Sang project mainly deals with these success factors of relationship between governance and leadership among government officials in district and villager pay attention on government policy as civil

participation I have found extremely differences in leading-supervising of district government officials to work in Sam Sang project and villagers participation between Pakseuang and nayangneua village that are important in exploration and analysis the issue of succeed and failure in Sam Sang project. Because of these major finding reveal that effective Sam Sang project implementation and this comparative case study is based on two villages out of six villages in Luangpabang province, it may obviously be possible to generalize throughout the province. The significant gaps between Pakseuang village and Nayangneua village are the most important achievement of this study and so theoretical advancement has been created for further research and development in the field of rural development program in Laos. In practical context, whether the major finding and recommendations of the study are applied to another village and district considering the independent variables as homogenous in nature of uniqueness of country perspective, it may also contribute to better improvement of Sam Sang project. Finally, the study can be helpful contribution to the rural development policy makers, policy implementers, researchers and other rural government officials.

VI.4. Limitations of the Study

The case studies have been performed in Luangpabang province out of seventeen provinces covering 109 villages in Laos. Though the nature of Sam Sang project is similar throughout the country but in each province had own directions themselves or might be different in working process and specific goals. If I am able to cover more villages in Luangpabang province, it

would bring more vibrant view and results. I could conduct 2 case studies in March 2016. Due to expenditure and limitation of times, I was only able to send survey questionnaire to my relatives for collecting data in October 2016. And these two villages are distinguished so far away each other cause of different district and including transportation system is not convenience to use public transportation. Moreover the process before being able to do a field survey is so complicated there are many steps of getting permission from province to district and village

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List of Abbreviations and Acronyms

CPP	Central People's Party
CPCS	Central Party Committee's Secretariat
ESA	Ecological Society of America
GDP	Gross Domestic Product
IRD	Integrated Rural Development
KRID	Korean Institute for Rural Development
KOICA	Korean International Cooperation Agency
LSB	Lao Statistic Bureau
Lao PDR	Lao People's Democratic Republic
LDC	Less Develop Country
MOHA	Ministry of Home Affair
MOF	Ministry of Finance
MPI	Ministry of Planning and Investment
MAF	Ministry of Agriculture and Forestry
MPWT	Ministry of Public Works and Transport
MOIC	Ministry of Industry and Commerce
MONRE	Ministry of Natural Resources and Environment
MOES	Ministry of Education and Sport
MOH	Ministry of Health
MICT	Ministry of Information, Culture and Tourism
MOLSW	Ministry of Labor and Social Welfare
MEM	Ministry of Energy and Mine

MOST	Ministry of Science and Technology
MPTC	Ministry of Post, Telecommunication and Communication
MOJ	Ministry of Justice
MDG	Millennium Development Goals
NCRDPE	National Communittee for Rural Development and Poverty Eradicate
NA	National Assembly
OECD	The Organization for Economic Co-operation and Develoment
ODA	Official Development Assistance
PO	President Office
PRF	Poverty Reduction Fund
PM	Prime Minister
SMU	Saemul Undong

Annexation

Lao People's Democratic Republic
Peace Independence Democracy Unity Prosperity

Survey Questionnaire

I am Phonepasith KHOMTHAVONNG studying Master's program at Graduate School of Public Administration in Seoul National University, South Korea, and I am a government official working for Faculty of Economics and Tourism Souphanouvong University. At the moment I am conducting my Master degree thesis on "The success factors of rural development program: Comparative case study on Sam sang project in Laos. There are two villages are sample groups such as nayangneua village Nambak district, and pakseuang village Luangpabang district, Luangpabang province.

I know that you are a very important and responsible person for this project and your valuable time, kind response and active participation will be highly appreciated. I promise you that data and information collected through this questionnaire will be used only for academic purposes and your valuable answers and comments will be kept in completely confidential. I will be highly glad and grateful if you complete this questionnaire and return it to me within the shortest possible time.

Thank you for your kind cooperation and participation in this survey

Notification for answering the questions

Please put the check (\surd) on the box for your answers that you think the most suitable for you.

I. Information of the Respondent

1. Gender: Male Female
2. Age: Ages less than 20 years Ages 21-35 years Ages 36-50 years
 Ages more than 51 years

3. Educational Background: Primary School High School
 Polytechnic School University

II. Leadership of Local Government

No.	Mayor and Local Organization	Leading Degree (Scale)				
		Most	Much	Neutral	Less	Least
		5	4	3	2	1
01	Disseminated policies, rules, legislation related to Sam Sang tasks to local villagers.					
02	Gave suggestion, advice to steering Sam Sang activities such as: education, health care, agriculture, local economy.					
03	Monitored the Sam Sang tasks and villagers closely.					
04	Public official of district promotes village leaders creating production group, Sam Sang movement group such as: weaving group, agriculture group....					
05	Public official of district facilitates to stimulate job creation such as: support capital sources, job training..					
06	Public official of district listens to villager opinion about Sam Sang projects.					
07	Public official of district gives the suggestion how to solve the problems, how to make decisions.					
08	Public official of district have promoted preserving local art and culture.					
09	Public official of district encourages female-male equality in participating Sam Sang activities.					
10	Public official of district promotes to preserve the environment such as: reserve forest, source of water,					

	reducing pollution.					
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III. Villages' Participation

N o.	Chief of Village, Leaders of Group Production and Members of Group Production	Participation Degree				
		Most	Much	Neutral	Less	Least
		5	4	3	2	1
01	Participation in planning process, giving their opinion on Sam Sang activities.					
02	Participation on doing process, production group activities in the village.					
03	Participation in following up to check and evaluate Sam sang projects.					
04	Participation on encouraging to preserve environment, culture of the village.					
05	Participation on solving problem, decision making with the issue happened in the Sam Sang.					
06	Participation to receive direct and indirect interests.					
07	Participation with getting the impact on Sam Sang projects such as: village plan improvement, replacing new occupation.					

IV. Villagers' Satisfaction

N o.	Contents	Satisfaction Degree				
		Most	Much	Neutral	Less	Least
		5	4	3	2	1
01	Dividing management governing level and duty in each level is clearly.					
02	Coordination among district government official and local is fluent.					

03	Have better living standard being able to provide basic needs such as: foods, clothes, medicine..					
04	Having better infrastructure systems such as: electricity, clean water, road, market					
05	Having job stability with ensured of earning such as: have production groups, divide fair interests.					
06	Live style – culture of village have been promoted and reserved such as: weaving, handicraft, local activities					
07	Village environment was better rearranged such as: providing a garbage place, separate land using etc...					
08	The role between male and female was encouraged equally such as: more female participates in social activities.					

V. Interview Questions

1. Do you think that Sam Sang Project implementation had the difficulties? What are they?
2. What do you think about Sam Sang Project have to improve?
3. Do you think that pre-Sam Sang and Post-Sam Sang have the significant differences? What are they?

Thank you very much
End of Survey

농촌개발사업의 성공요인에 관한 비교 연구:

라오스의 삼상 프로젝트를 중심으로

Phonepasith KHOMTHAVONG

서울대학교 행정대학원

글로벌행정 전공

이 연구는 삼상 프로젝트의 성공 및 실패 요인에 관해 확인하고, 이 사업의 수혜에 관해 다루는 것을 목적으로 한다. 삼상 프로젝트는 소득수준이 낮고, 기반이 잘 형성되어 있지 않은 지방 공동체에서 주민의 삶의 수준을 제고하기 위한 노력의 일환으로, 개발도상국이 새로이 직면한 현실과 필요성에 대응하여, 2015년까지 밀레니엄개발 목표(MDG)를 달성하고, 2020년에는 저개발국(LDC)에서 벗어날 수 있도록 한다. 이러한 배경에서 이 연구는 지방발전사업의 성공요인을 탐색하기 위한 비교연구를 수행한다. 비교 대상은 라오스의 Pakseuang 마을, Luangpabang 지역, Nayangneua 마을, Nambak 지역, Luangpabang 주이다.

이 연구는 삼상 프로젝트 집행의 개요와 성공 및 실패 요인에 관해 논의한다. 그리고 행위자들의 역할이 두 개의 마을에서의 사업 집행의 성과에 어떠한 영향을 미쳤는지에 관해 확인하며, Nayangneua 사례가 Pakseuang 사례에 비해 얼마나 성공적이었는지에 관해 평가

한다. 지방정부의 리더십 및 참여와 관련된 14개의 사안이 제시되었고, 상대적인 성공의 요인으로 구역 수준에서 공공조직 및 수장의 역할이 고려되었다. 그리고 마을 주민의 참여와 수행의 과정은 삼상 프로젝트에 있어서 마을이 하나의 단위체가 되도록 중요한 역할을 하였음을 확인하였다. 사례 간의 비교를 통해 Nayangneua 마을이 Pakseuang 마을에 비해 보다 성공적이 되도록 하는 4가지의 유의미한 변수를 확인하였다. 특히 Pakseuang 마을은 물적 자원 및 교육훈련의 지원을 통한 일자리 창출, 마을 주민의 참여를 통한 문제 해결, 정책결정 등에서 효과를 보지 못했다. 반면에, Nayangneua 사례에서는 위와 같은 문제가 나타나지 않았다. 이러한 중요한 차이의 발견은 향후의 연구 및 지역 발전을 위한 이론적 기여가 된다. 실천적으로는 이 연구의 주요한 발견과 함의가 라오스의 다른 지역에 적용되는 경우를 고려한다면, 차기 삼상 프로젝트의 집행에 진보를 가져올 것이라 판단된다. 지방정부는 지속 가능한 발전과 삼상 프로젝트의 개선을 기대하고 있을 것이다. 비교연구는 이론, 방법론, 개념과 내용에 관한 심도 있는 분석을 통해 향후의 연구와 발전에 기여를 할 수 있다. 뿐만 아니라, 같은 지역에서 서로 다른 기간에 수행된 삼상 프로젝트 사이의 비교 연구, 또는 더 많은 지역 사이의 비교연구를 수행하는 기초를 제공할 수 있다. 이 연구는 라오스의 지방정부 공무원, 정책 집행자, 연구자들과 발전협력자들에게 많은 함의를 제공한다.

주요어: 지방 발전, 지방정부, 시민참여, 삼상프로젝트, 비교사례연구

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