

I. Summary Description, Including Tabulation of Planned Inputs

This is a Royal Thai Government project of the National Security Command (NSC) with U.S. assistance. Its purpose is to deploy development task forces of RTC agencies structured around an NSC combined military force to introduce a government presence into remote rural areas in which there is evidence of Communist subversion.

The major purpose of the MDU project is to win and/or hold the loyalty of villagers in remote, disaffected areas by bringing responsive government to the people and by creating an awareness in rural areas of the functions and responsibilities of both the government and the people. To achieve this primary objective MDUs carry out construction activities (roads, small dams, etc.), conduct programs in a variety of areas (e.g., agriculture and health), and provide other essential government services.

There are currently MDUs in operation in 20 border changwats plus Sakol Nakhon and Kalasin. USOM assistance, which commenced in FY 64, consists of providing a small construction spread to new units; the RTC fund; all other costs associated with Mobile Development Units. The National Security Command plans to establish 20 MDUs; USOM support to this activity will terminate in FY 71 with the funding of unit 20.

II. Setting and Environment

In 1962, the Royal Thai Government gave recognition to the serious threat of the increasing Communist subversion in the Northeast. Prime Minister Sarit organized the National Security Command to study the security situation and devise means of dealing with it. The NSC determined that a major factor in the security climate was the failure of the existing government structure to reach the remote rural areas with needed services. Plans were formulated for a task force of technicians from the regular line ministries around a nucleus of military personnel to provide administration, leadership and government presence. This task force was to be deployed in remote, disaffected areas to work in the villages for an extended period of time in an attempt to win or hold the loyalty of the people to the central government by providing services and introducing a development program. The first such task force, or Mobile Development Unit, was fielded in August 1962, to Amphoe Kuchinarai, Changwat Kalasin.*

*See FY 70 E-1 for map of MDU changwats

Generally MDUs operate in areas more remote or more hazardous than areas in which the civilian development agencies operate. The strength of the military chain of command, the intensive nature of the program, and the focus on civic action also distinguish it from civilian agencies.

Operational MDU's now number 22 and are working in selected areas along the borders of Thailand with Laos, Cambodia, Burma and Malaysia. MDU 23, to cover Changwats Chantabura and Trad, will be deployed in mid-1969; negotiations are now under way.

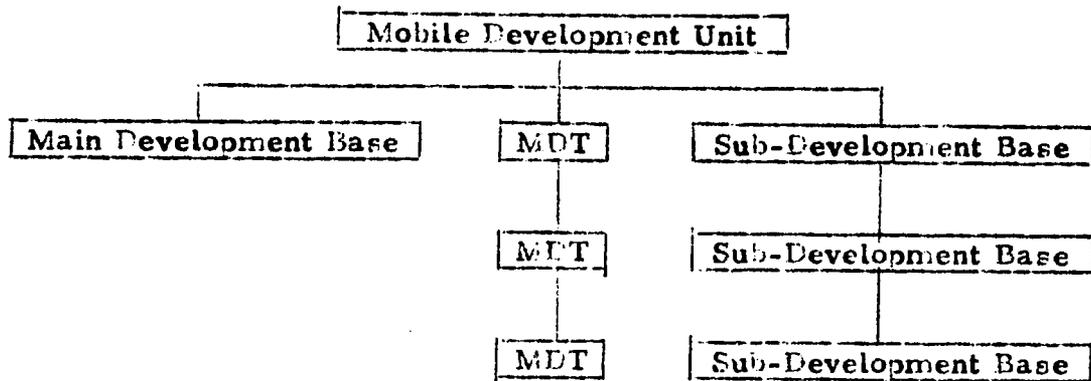
The National Security Command has addressed itself to the serious problem of grassroot development in Thailand. With its experience in planning and fielding 22 MDUs, the NSC has evolved a procedure for bringing representatives from all agencies involved in rural development together for planning and committing resources available from each to the village level. The NSC formalizes no development plan for an MDU province until each RTG development agency has been consulted, has provided the benefit of its expertise, and has indicated the level of support it can provide. Changwat (province) and amphoe (district) officials participate in the planning and training on an equal footing with the representatives of the central government.

The geographical focus of the MDU's has not been restricted to any one specific part of the kingdom. Initial action was in the Northeast and still continues there; new sites for MDU's are selected by the Council of Ministers based on intelligence reports of insurgent activity.

A. Organization of MDU's - The organization of each MDU is based on the principle of participation of as many local officials as possible, both military and civilian.

Each MDU normally consists of:

- A Main Development Base
- Sub-Development Bases (SDB)
- Mobile Development Teams (MDT)



The total number of MDT's and SDB's is determined by the size of the overall MDU commitment to an area. For example MDU's in Pattalung and Surat Thani each deployed two Mobile Development Teams. MDU/Pattalung has 3 Sub-Development Bases concentrating in 9 villages and MDU Surat Thani has 3 working in 12 villages.

The NCC selects from among the ranks of the combined Thai armed forces officers who have exhibited superior qualities of leadership and administration. Generally, the MDU is composed of 120 officers and technicians from civilian agencies and from the Ministry of Defense as follows:

	<u>MDR</u>	<u>MDT</u>	<u>SDB</u>
Ministry of Defense	35	10	3
Ministry of Interior	10	2	2
Ministry of Public Health	3	2	1
Ministry of Agriculture	2	1	1
Ministry of National Development	4	-	-
Ministry of Education	2	-	-
Ministry of Public Relations	2	2	-
	<u>48</u>	<u>17</u>	<u>7</u>

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B. Stages of MDU Operations

1. Survey

a. After an area has been selected as a potential MDU province by the Prime Minister, the NSC - in conjunction with the line agencies operating in the changwat and with the guidance of the provincial governor - conducts a preliminary survey to determine the changwat's security/development needs - both immediate and long-range. Collection of data and development of a tentative plan takes about one month.

b. After the tentative MDU plan is reviewed in Bangkok and informal commitments of support are given by RTC Ministries involved, formal negotiations and reconnaissance are held in the province. These usually last three days.

Meetings are co-chaired by the Governor and the Deputy Chief-of-Staff, NSC, Lt. Gen. Kriangsak Chomanan. Representatives of agencies involved in changwat development (e. g., Community Development, Agriculture, Irrigation, Health and Education) participate. Extensive reconnaissance is made by air and land. Several groups cover the entire province and visit each area considered as MDU Main and Sub-Development Bases. These bases are usually chosen according to a combination of the following criteria:

- 1) insurgency in the area,
- 2) population density and inaccessibility,
- 3) development and security needs,
- 4) previous level of RTC support or neglect.

At final negotiations on the third day each representative makes a definite commitment in the name of his department and the NSC states what its contribution will be. *

* It should be noted that once the MDU plan for a changwat is approved by the Prime Minister, funds are made available to the MDU Commander for activities without further approval from higher officials.

2. Training

Before actual operations commence, the NSC, in conjunction with RTC departments and the provincial governor, conducts an intensive training course for local officials who will work as part of the MDU. For example, 150 officials connected with MDU's in Phattalung and Surat Thani received three weeks of instruction, including observation visits to existing MDUs, in subjects such as:

- Methods of organization, Mission and Implementation of MDU's.
- Role of other RTC Departments in MDU.
- Principles of Community Development.
- Area Studies (Phattalung and Surat Thani).
- Intelligence Compilation and Reporting.
- NSC Public Relations Policies.
- MDU Radio Communications Systems.
- MDU Case Studies (lessons from previous MDU's).
- Visual Aids.

3. Operations

Stage I - (45-60 days)

During the first stage of MDU operations, 18-man Mobile Development Teams - composed of 10 NSC personnel, one doctor, one sanitarian, one public welfare official, two public relations officials, two local officials and the deputy district officer - carry out small development projects and civic action and public relations activity in order to demonstrate government presence and concern. High impact activities might include: medical clinics, demonstrations of new crops, pesticides and fertilizers, construction of village meeting halls or shallow wells, showing of films and presenting folk plays. During this stage, the MDTs are able to compare the existent situation with the results of the preliminary survey to determine whether priorities established as a result of the survey are valid.

Stage II - (approximately one year)

The MDU Main Development and Sub-Development Base Teams follow-up the work started by the MDTs on a more responsive and

intensive scale. The various RTG agencies continue their part in the MDU program by constructing roads (Highway Department), building schools (Education Ministry), and so forth.

Stage III

MDU assistance continues, but on a reduced level, until the responsible RTG agencies can assume the MDU functions. The NSC decreases its staff proportionately to augment in line agency personnel; ultimately, line agencies should assume complete operational control, with only a small number of NSC personnel remaining for intelligence-gathering purposes.

C. MDU Construction Company Support (MDUCC)

1. Background

In FY 67 a construction company was organized under the NSC with USOM support to provide a self-contained unit for building all-weather roads into the remote areas opened up by MDUs. The construction company comprises three elements each designed to construct about 75 kilometers of service track and all-weather, laterite-surfaced rural roads in a single dry season. The three MDUCC units are now deployed in changwats Ubon, Si Sa Ket and Buri Ram. Initially, AID equipped the construction company and trained the operators through a PASA with the U.S. Army Corps of Engineers (ECAD). Technical assistance was provided for maintenance, and operation of the machinery. Participant training is also provided to increase the technical competence of both the engineering staff of the NSC and the construction company. The ECAD team composed of one U.S. engineering officer and four NCO's is currently working with the Base Log Command (the logistics and procurement section) of NSC to develop a better supply and maintenance capability. The target set for the phase-out of this U.S. advisory support to the construction company is the end of FY 70. The NSC has provided from regular budget over \$500,000 in supplemental and replacement machinery for the construction company. /U.S. support to the MDUCC other than technical assistance is planned. No

2. Reorganization of the MDUCC

In August 1968, the NSC deactivated the MDUCC Support Center in Ubon and placed each MDUCC construction group under the direct operational control of the MDU commander for the province to which it is assigned. The MDU commander now is directly responsible for maintenance, repair and requisition of parts for the MDUCC unit in his command.

A new Base Log Command has been established, with headquarters in Bangkok, to facilitate parts and other supply allocations. It is responsible for all third and fourth echelon equipment repair. Mobile maintenance teams are providing repair services to both the MDUCC construction group and other MDU's units.

A new parts requisition and allocation system is now being instituted to improve the efficiency of construction units.

D. Protein Expansion Project

The National Security Command began a project two years^{ago} to improve livestock quality and quantity by artificial insemination and to increase the technical capability of villagers concerning management and production of livestock. The NSC has indicated that it would request USOM assistance (in the form of small commodity inputs) for this activity.

If - after submission of a request and detailed plan - USOM determines to support the activity, a PROP amendment will be submitted for the approval of AID/V.

E. Youth Activities

Since FY 67, the MDU has engaged in a program to train rural youngsters in vocational skills, such as carpentry, masonry, auto mechanics, and cottage industries. Courses are open only to underprivileged youth and the MDU finds employment for each youth upon graduation. Initial youth activities have been supported completely by RTC counterpart funds and have been continued in existing MDU's through the regular National Security Command budget. Through 1969, 875 will have graduated from MDU training courses. An additional 1,800 will be trained by 1972.

F. Evaluations of Effectiveness of Existing Mobile Development Units Have Stressed the Following as Accomplishments:

1. Improvement of Local Government - One of the most significant achievements of existing MDUs have been stimulating improvement of the process of local administration. * Amphoe officials in particular, who are able to define development projects, can receive support from the MDU (in the form of equipment, materials, and a small budget allocation). In the past, these officials have tended to become more conscientious and aggressive in carrying out their duties after the arrival of a Mobile Development Unit. Additionally, amphoe officials witness the friendly relations between villagers and MDU personnel and through this process are able to learn how to better conduct themselves in their relationships with villagers.

2. Improved Coordination Among Line Agencies - Before an MDU enters a province, a meeting is held in the provincial capital at which RTC line agencies commit themselves to providing a level of financial and staff resources in support of the MDU.

MDU's normally will be responsible for short-range development projects only. Large infrastructure type projects: paved roads, large dams, and irrigation canals, etc. will be carried out by the responsible RTC agencies. In order to coordinate operations of both parties, the MDU's will assist in surveying local needs then present and follow-up on this data to the appropriate RTG agency.

3. Reduced Banditry and Petty Thievery - Existing MDUs have been effective in working with local police and arranging for random security patrols which have curbed banditry and petty theft. This government service which the villager wants and understands, cannot be overstressed. **

III. Planned Targets, Results, and Outputs

The primary objective of a Mobile Development Unit is to win and/or

* For details see Lee V. Huff, "The Thai Mobile Development Unit Program", reprinted in Southeast Asian Tribes, Minorities and Nations, Peter Kunstadter, ed., pp 474-477.

** See Huff, op. cit.

hold the allegiance of people in insurgent-threatened areas by providing better security and improving the standard of living. Although this target is an intangible, other--more easily quantified goals--are indicative of progress. These goals, when reached, are considered by the NSC as one means of demonstrating to village people the RTG's concern for them.

1. Construction at the Local Level

The NSC and USOM expect that by the end of 1972 MDU's or regular RTG agencies in coordination with MDU's, will accomplish the following construction activities:

	<u>Completed end of 1968</u>	<u>Target end of 1972</u>
a. rural roads and tracks	3,000	5,000 +kms
b. new wells with pumps	450	1,000 +
c. water towers	115	200
d. development ponds (irrigation)	80	150
e. health/midwifery centers	60	100
f. village schools	800	1,200
g. bridges	650	1,000
h. small dams	100	250
i. village libraries	50	100

The key to success of MDUs, however, is not the number of kilometers of road constructed, the number of schools repaired or the myriad other construction projects completed. Rather, it is in the manner which these are executed. The team leader sets the tone for his group, and if he succeeds in communicating successfully with villagers, then the operation is likely to be a success.

2. Number of MDUs

The National Security Command plans to increase the number of MDUs at the rate of three a year until a total of 29 is reached. The reason for this comparatively slow rate is that the NSC does not want to expand beyond its capacity to staff the units with dedicated, high-calibre personnel. The NSC, so far, has found that enough qualified people can be found to staff only three new units yearly.

Since - with the exceptions Kalasin and Sakol Nakhon - MDUs operate only in border changwats, 29 MDUs will cover the entire border. With assistance to formation of the 29th unit in FY 71, USOM assistance to this activity will terminate.

IV. Course of Action

A. RTC

The National Security Command will establish MDU's 24 and 25 in 1969; 26, 27, and 28 in 1970, and 29 in 1971. Organization and implementation will follow the pattern described in the Setting and Environment.

B. USOM

1. Commodity Support

USOM will continue to provide a small road and village project spread (costing about \$225,000) to each new unit, consisting of a grader, front-end loader, crawler tractor, five dump trucks, and miscellaneous other equipment.

In addition, USOM will continue to furnish equipment to augment some of the existing units (about \$150,000 in FY 70) so that they will be more able to remain active after U.S. support to the MDU program has terminated in FY 71.

Commodity costs (excluding possible assistance to the Livestock project) are estimated at \$900,000 in FY 70 and \$250,000 in FY 71.

2. Participant Training

USOM will continue to provide third country participant training for selected MDU field and headquarters staffs and other RTC officials who have actively supported the MDU program. It is estimated that 20 people will be trained in FY 70 and FY 71, respectively.

3. PASA Advisory Support

USOM is now considering an additional year of advisory support to the NSC's Base Log Command in FY 70 through a PASA with the U.S. Army.

Assistance would be in maintenance, repair and supply procedures.

4. Direct Hire

One USOM direct-hire technician will continue to serve as MDU Project Officer with the NSC for the life of the project.

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(BUDGETARY PROJECT FUNDING (OBLIGATIONS IN \$000))

Page 1
Page 1 of 2
Country: Thailand

Project Title: Mobile Development Units

PROP DATE: 9/27/68
Original _____
Rev. No. _____
Project No. _____

Fiscal Years	Ap	L/G	Total	Cont	Personal Serv.		Participants		Commodities		Other Costs	
					AD	PASA	CONF	U.S. Agencies	CONF	Dir U.S. Ag	CONF	Dir & CONF U.S. Ag
Prior through Act. FY 62	BA	0	5225		85	165	6		1915			
Cont. FY 62	BA	0	955		20	20	15		900			
FY 63	BA	0	285		20	-	15		250			
B-1 FY												
B-2 FY												
B-3 FY												
B-4 FY												
B-5 FY												
Total			6465		125	185	90		6065			

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Table 1

Exchange Rate \$1 = 120

Project No. 493-11-810-171
Food for Freedom Committee

14 Fiscal Year

ALL-controlled
Local Currency
Sub. Country
Owned Owned

Regular Budget

Other Donor Funds

THAI

FT 63	-	-	-
FT 64	-	35	73*
FT 65	-	38	2,000*
FT 66	-	59	3,286
FT 67	-	23	**
FT 68	-	79	5,000

SIAM

FT 69	-	93	4,550
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LAOS

FT 70	-	110	6,000
FT 71	-	110	6,500
FT 72	-	-	7,000
Total Life	-	547	34,409

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* Computed on different basis. Records by which basis could be determined and accurate expenditure records are not available to U.S. agencies.

** Basis for recording NSC budget on US ProAg changed to show Thai FT beginning in Oct. after US FT beginning in July

*** Estimated total budget for NSC to include personnel costs; actual break out for exclusive NSC operations still classified.

PROJECT AUTHORIZATION

1. PROJECT NUMBER 493-11-810-171	3. COUNTRY THAILAND	4. AUTH 0012
2. PROJECT TITLE MOBILE DEVELOPMENT UNIT		5. AUTHORIZATION DATE 1/12/70
		6. PROP DATED May 22, 1969

7. LIFE OF PROJECT

a. Number of Years of Funding: 8
Starting FY 1964; Terminal FY 1971

b. Estimated Duration of Physical Work
After Last Year of Funding (in Months): 12 months

FUNDING BY FISCAL YEAR (in U.S. \$ 000 or \$ equivalent)	DOLLARS		P.L. 480 CCC + FREIGHT	LOCAL CURRENCY Exchange Rate: \$1 = 20 7 ; (in U.S. \$000)			
	GRANT	LOAN		U.S. OWNED		HOST COUNTRY	
				GRANT	LOAN	JOINTLY PROGRAMMED	OTHER
Prior through Actual FY 69 (6/30/69)	5,225					327	14,909
Operational FY 70	540					110	6,000
Budget FY 71	700					110	6,500
B + 1 FY 72						--	7,000
B + 2 FY							
B + 3 FY							
All Subsequent FY's							
TOTAL	6,465					547	34,409

9. DESCRIBE SPECIAL FUNDING CONDITIONS OR RECOMMENDATIONS FOR IMPLEMENTATION, AND LIST KINDS AND QUANTITIES OF ANY P.L. 480 COMMODITIES

10. CONDITIONS OF APPROVAL OF PROJECT

(Use continuation sheet if necessary)

11. Approved in substance for the life of the project as described in the PROP, subject to the conditions cited in Block 10 above, and the availability of funds. Detailed planning with cooperating country and drafting of implementation documents is authorized.

This authorization is contingent upon timely completion of the self-help and other conditions listed in the PROP or attached thereto.

This authorization will be reviewed at such time as the objectives, scope and nature of the project and/or the magnitudes and scheduling of any inputs or outputs deviate so significantly from the project as originally authorized as to warrant submission of a new or revised PROP.

A.I.D. APPROVAL	CLEARANCES	DATE
	EA/EMG: PStearns <i>PJS</i>	10/29/69
	EA/SEA: WHWeinecke <i>WHM</i>	10/29/69
	EA/DP: CHBreecher <i>CHB</i>	11/18/69
AA/EA, <i>Richard L. O'Connor</i> SIGNATURE TITLE		
<i>1/12/70</i> DATE	A. CONT	

AIRGRAM

DEPARTMENT OF STATE

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FROM - Washington

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SUBJECT - PROP Approval, Mobile Development Units, 493-11-810-171

REFERENCE - TOAID A-884

BANGKOK
HECTO
ATT

The MDU PROP was approved by the Assistant Administrator, East Asia, on January 12, 1970. Attached is one copy each of the Project Authorization, the covering Action Memo to the AA/EA, and our response to questions posed by the Deputy Assistant Administrator, East Asia, during the PROP review meeting.

STATE

Attachments: a/s

ROGERS

PAGE 1 OF 1 PAGES

DRAFTED BY <i>Att</i> NTurnvick:mk	OFFICE EA/SEA	PHONE NO. 29083	DATE 1/15/70	APPROVED BY <i>[Signature]</i> EA/SEA: [Name]
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AID AND OTHER CLEARANCES
EA/SEA: GK Pierson *[Signature]* date *1/15*

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