

Sam Sang Rural Community Development Model of Lao PDR in Approach to Successful Implementation

— Lessons from Korea's Saemaul Undong —

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라오스 삼상농촌개발모델의 성공적 추진

— 한국 새마을운동의 교훈 —

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Abstract

Saemaul Undong (SMU) initiated in Korea in the 1970's is widely acknowledged as a successful model for rural community development, despite its limitations. This paper investigates the success factors of the SMU model and the lessons thereof for Sam Sang Model of Lao PDR, which appears ineffective over the years. Results show that land reforms, social ties among villages, strong institutional support and leadership and incentive system as well as "top-down" and "bottom-up" development approaches are among the factors that significantly contributed to the success of the SMU. However, rural development program would not be effective if residents are unwilling to participate. Therefore, to successfully achieve rural community development in Lao PDR, the government should through the Sam Sang model employ top-down and bottom-up approaches to enhance local participation and address the exact needs of the local people.

Key words: Rural Community Development, Saemaul Undong, Lao PDR, Top-down, Bottom-up Development, Extension Service

국문초록

본 연구의 목적은 라오스 정부가 농업 농촌 발전을 목적으로 2012년부터 국가 정책으로 추진하고 있는 삼상(Sam Sang, 정치적 실천공약, 분산·분권, 국가적 목표) 농촌발전 프로그램을 소개하고, 한국의 1970년대 새마을운동의 교훈을 분석하여, 라오스 삼상모델에 적용할 수 있는 가능성을 제시하는 것이다. 본 연구의 결과 라오스 정부가 추진하고 있는 삼상 농촌개발정책에 적용할 수 있는 교훈을 다음과 같이 제시하고 있다. 상·하향식의 통합적 개발 접근은 한국 농촌발전에 매우 중요한 영향을 미친 것으로 평가하고 있으며, 놀라운 정책결과를 가져온 요인으로 분석하고 있다. 그리고 주민참여의 중요성을 부각하고 있으며 정책을 집행하는 초기단계에는 마을과 마을주민들의 역량강화를 위해서 정부의 적절한 개입과 역할을 강조하며 이를 통한 주민참여를 유도하여 궁극적으로는 자립적 의지를 통한 지속가능한 농촌개발접근이 되어야 한다고 주장하고 있다.

주요어: 농촌개발, 새마을운동, 라오스, 상·하향식 개발, 농촌지도

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1. Introduction

Lao People's Democratic Republic(Lao PDR) is landlocked, mostly mountainous and forested. The country has a population of approximately 6.5 million and is classified as a "least developed country" (LDC), defined by low per capita income of USD 1,650 in 2014(World Bank, 2015), medium level of human development and limited economic diversification. The growth has been primarily based on natural resources, such as hydropower and mining. The vast majority of the population lives in rural areas with over 70 percent of the population engaged in subsistence agriculture.

Lao PDR and South Korea, it can be seen that there are many similarities and major differences between these two countries. The similarities are both countries are poor after getting independence, both countries relied on the agricultural sector and more or less similar culture, i.e. willing to cooperate and help each other among neighborhood remain in rural communities. Therefore, the remarkable economic growth of the Republic of Korea(ROK) in the 1970s has been a topic of interest by academia and development practitioners for many years. Research indicates that absolute rural poverty in ROK declined from 27.9 percent in 1970 to 10.8 percent in 1978. Many experts have, at least in part attributed this transformation of the rural ROK to the launching and implementation of the Saemaul Undong(SMU – New Village Movement), an integrated local development program that flourished between 1971 and 1979(Park, 2009). The overall achievements of the program included the rehabilitation of village infrastructure, improvement in overall living conditions in rural areas and a significant increase in rural household incomes. The implementation usually took place in three stages, focusing on basic infrastructure-Stage 1, development-Stage 2 and dissemination Stage-3(Asian Development Bank, 2012). In addition, the Lao PDR government launched the Sam Sang "three building" decentralization policy, which focuses on improving the delivery of public services at the local level. The policy aims to enhance government ownership and accountability in governance and socioeconomic management of local administration, resulting in improved public service delivery. This is implemented by delegating responsibilities to local authorities and enhancing the

capacity and potentials at local level, particularly those in the targeted provinces, districts and villages, to create a new paradigm for poverty eradication and improve livelihoods for the rural poor. To date the Sam Sang policy has been implemented in 51 districts covering 103 villages. Midterm evaluation of the Sam Sang pilot was completed in 2015. These reforms have been evaluated by government reports and measures had produced more or less positive results in terms of its directive, processes, and outcomes to date as well as practical challenges as integrated into the development of the community as a whole. In other words, the rural sectors of Korea had transformed during the last 1970-1979 years as the result of SMU.

This paper explores the factors and practices responsible for successful rural development in the South Korea and further, compare them with the unsuccessful case of Lao PDR. This study I believe will help policy makers or stakeholders involved in rural development program to adopt new strategies or reform policies to improve the rural community development projects ongoing in Lao PDR.

This study aims to analyse the rural development process through integrated approach by mainly using the descriptive explanatory method based on the analysis of historical archives and the development strategy as well as the achievements of SMU(1970-1979), and evaluation report of the Sam Sang pilot implemented in Lao PDR(2012-2015).

2. Literature Review and Research Method

2.1. Rural Community Development

Rural community development is a process mainly conducted by community members themselves. It is a process where local people can not only create more jobs, income and infrastructure, but also help their community become fundamentally better able to manage change. Rural community development builds the five capitals of a community: physical, financial, human, social and environmental. It is through participation in their community that people rethink problems and expand contacts and networks;

building social capital. They learn new skills, building human capital. They develop new economic options, building physical and financial capital. They also can improve their environment. Community development improves the ability of communities to collectively make better decisions about the use of resources such as infrastructure, labor and knowledge(Pawar, 2010), broadly defined community development as a participatory process that involves bringing together, mobilizing or organizing people, keeping them together and enabling them to work together to address their needs and issues so as to facilitate their own, their communities' and their society's comprehensive development.

2.2. Integration Approach

By distinguishing the five models of community development used in Asia-Pacific region based on the work of international agencies involved(Pawar, 2010). He also argued that the top-down community development approach has been widely used in the 1950s and 1960s, but they have produced mixed outcomes since the flow of national level development plan to the local level implementation takes much time and passes many stages where a lot of coordination and integration are required and consequently most of the efforts are diminished on the way before reaching to the grassroots level community people. On the other hand, there are successful participatory people-center community developments that demonstrate it is possible to achieve comprehensive development through community development practice at grassroots level bottom-up community development approach, in order to local people based development, cooperatives, participate activities, vulnerable groups, information and communication technology and state-initiated systems for local community development. "Korea's development under Park Chung Hee: Rapid industrialization, 1961-1979", which analyses the approach of SMU from top-down level due to internal and external political reasons. According to Kim(2014), top-down rural development was utilized by promoting the renewal of the Korean people's spirit of self-reliance and independence and their determination to strive for their own betterment through national development to socially and economically strengthen the nation(Kim, 2004; Choe, 2005). The Saemaul Undong integrated three areas,

namely income generation, infrastructure, and work ethics(Yoon, 2010).

The case of SMU, integrated approach is the combination of top-down and bottom-up approaches, the government administrative planed and implemented at the initial stage to stimulate people's participation which led to build a basic foundation for the bottom-up approach. Culturally, under South Korean Confucianism, and economically, the government's limitation of funds since it partly depended on the foreign aid from the United States, it might be difficult for rural people to start the development project (Korean Overseas Information Service, 1977).

In order to compare the rural development policies of the two countries, a qualitative explanatory method is applied. Due to the limited accessible information about the Sam Sang and 1970's SMU documentations, the researchers depends on the historical archives, government reports and journal articles. The study emphasizes the explanatory research as a means to introduce and explain the history and interaction between the government and rural people that leads to the rural development as well as to show the impressive outcome in the early phase of both countries.

3. Comparison of Sam Sang Model with Saemaul Undong

3.1. Overview of The Sam Sang Model

3.1.1. The Sam Sang directive

Lao PDR has the administrative structure for four levels of government includes: (1) central, (2) provincial, (3) district, and (4) village. The Sam Sang "Three Build" was government policy, with the directive process province as the strategic unite, district as the integration unit and villages as the development unit in terms of rural development and poverty reduction, strengthened and decentralized administration, and with building the capacity and solidarity of rural communities in Lao PDR(Sam Sang Guiding Committee, 2013).

Subsequent guidance from the National Assembly(Resolution of the NA Standing Committee No. 050/NA SC, dated June 13,

2012), Prime Minister (PM Ordinance No. 16/PM, dated June 15, 2012) and the Guiding Committee for Sam Sang Pilot Projects at the Central Level, and instructions issued by central and line ministries (MoF, 2012; MPI, 2012; Adam Smith International, 2015), suggest that Sam Sang is three things:

- (1) A political manifesto – for example, in his speech on February 5, 2013, HE President Choummaly Sayason said that *“Sam Sang is the deep comprehensive revolution under a new development context. It is called revolution because Sam Sang includes both short-term and long term strategies. Its strategic mission aims at securing the Lao PDR regime. The securitization of the regime is the fundamental condition for achieving our ambitious goals: National Prosperity, people’s spiritual and economic wellbeing, solidarity, democracy, justice and civilization”*.
- (2) An approach to decentralized administration – for example, in his February 5, 2013 speech, the President said that *“Sam Sang is to enable or empower local authorities. The adoption of Sam Sang is to strengthen the leading role and ruling capacity of the ruling Party. In addition to that, Sam Sang aims to increase the effectiveness of the government in the management-administration. Therefore, authorities, mandates and benefits will be appropriately decentralized and redistributed to local Party committees and authorities.”* This advice is complemented by central agency instructions to enable decentralized administrative functions – for example relating to the local tax collection and sharing or developing and managing public investments.
- (3) A national targeted development program – for example, in his February 5, 2013 speech, the President said that *“Sam Sang is to support the new transition period of development [i.e. Transition to meeting criteria for graduation from LDC status] so that each province, district and village...will make a real difference and change for the development of our nation”*.

Sam Sang is a means for rural communities, and the village and district administrations designed to support them, to engage and develop a voice in the strategic choices and political processes that determine *what* is done for social and economic development in Lao PDR as well as *how* it is delivered. Districts are the core

focus for efficient delivery of development change at village and household levels (Adam Smith International, 2015).

3.1.2. Achievements of Sam Sang Directive

According to the Report of the 7th NSEDP (National Socio Economic Development Plan). *Sam Sang* was being piloted in 109 targeted villages of 51 districts. This pilot implementation is ongoing and has contributed to strengthening local capacities and poverty reduction. Some highlights are as follows:

The process of dispatching government experts to help work at grass root levels has been strengthened. To date, 6,424 government officials have been dispatched to the village and Kum Ban level to work on a building political base; of these, 307 are from the central level, 579 are from the provincial level, 5,438 are from the district level, and some are student. The political system at the village and Kum Ban level has been significantly strengthened. The proportion of villages with solid political organizations possessing strong provincial Party unit leadership has increased to 68% of all villages in the country.

Emphasis has been on the development of economic infrastructure at a grassroots level and remote and poor areas to create necessary conditions for people to have and in remote expansion of commercial production. Income generation and commercial production are among the priority development projects of the *Sam Sang* pilot. Total road access covers 81% of all villages in 2012. If compared to the target set for 2015, road access to all villages is highly achievable. In addition to the expansion of road access to villages, road access to production areas has also been improved, which supports increased commercial production and market ability. There have been continued efforts to expand education networks as well as health and clean water systems to poor and remote rural areas. Based on a poverty assessment and village development criteria, number of villages achieved compulsory education, primary education, increased from 80% in 2011 to 88% of all villages in 2012, and health villages increased from 24.5% in 2011 to 40.9% of all villages in 2012.

3.2. Overview of Saemaul Undong

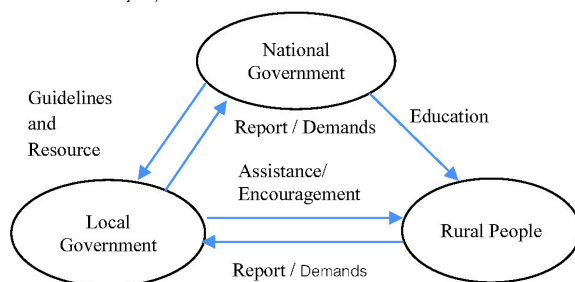
3.2.1. Concept of Saemaul Undong

Korean Overseas Information Service(1977) said that “SMU was defined as a movement for the improvement of living environment, spiritual enlightenment and training in basic democracy as well as for income generation”. The Saemaul Undong was initiated from the top-level leader; the process leading to its achievement was from the mutual cooperation between government and people in community through the fundamental guiding spirits. Kwon(2010), also added that SMU was a successful movement because the state and the community can work together in the development projects. Saemaul training or education has been known as one of the educational innovations, where it has played an integral role in making nationwide community development. Saemaul training or education have recognized the fact that it has been impetus of people’s full participation(김성수, 권도하, 이재식, & 최영창, 2005).

To clearly explain about the strategy that the government selected to bring about community movement through rural people’s active participation in the projects(Kim, 2004), stated that the government would assist and support the community that help themselves. The government ranked the community in 3 categories: basic, self-helping and self-sufficient. Indicate, those communities would be given a strong support, assistance and got rewarded from the government.

The conceptual framework of this study designed in the following figure. As shown in the following diagram, the conceptual

〈Figure 1〉 Structure of Interaction among National Government, Local Government and Village People in the Saemaul Undong Project,



(Source: Choe, 2005).

framework of the study shows the relationship between the indicators which will be mainly analyzed. The process of rural development through SMU can be achieved by the interaction between National Government, Local Government and Rural People.

Saemaul Undong is a pan-national movement; Local Government is set up to carry on National Government’s guideline throughout the whole rural communities in South Korea. According to Choe, 2005, the Local Government is very important because it is set up as the role of the public delivery system at the community level to conduct the delivery system from National Government policies, and at the same time, report the demands of rural people back to the upper and central government. So it is considered that the SMU projects are set up based on community needs. The features of this model were investigated and that would be used as a reference for the improvement of the SamSang model of Lao PDR. The historical and current approach of rural development in Lao PDR was also analyzed for the purpose of comparison.

3.2.2. The Success of Saemaul Undong

The Saemaul Undong is the success achieved by Korea in a relatively short time in raising incomes and improving living standards in rural areas, thus narrowing the urban-rural divide(Reed, 2010). Korean rural villages could be transformed into the new settlement through Saemaul Undong. Rural household income began to exceed that of urban household in 1974. Table 1 shows the main achievements of Saemaul Undong from 1971 to 1980.

3.3. Comparative of Sam Sang Model with Saemaul Undong

The situation that existing in the two countries would reveal that there are a number of similarities as well as difference, which on one side contributed to success in case of Korea (SMU), while on the other side still have challenges in implementing rural community development as a Sam Sang model in approaches. There are some of the relevant issues to be highlighted in this

(Table 1) Achievement of Saemaul Undong (1971–1980)

Project	Unit	Goals (as set in 1971)	Achieved	Achievement rate (%)	Original Priority (1970)1
Sewage improvement	km	8,654	15,559	179	4
Village roads extension	km	26,266	43,558	166	3
Small dams	e.a.	22,787	31,625	139	N.A.
Fresh water reservoirs	e.a.	10,122	13,327	132	-9
Raceways	km	4,043	5,161	128	N.A.
Farm roads	km	49,167	61,797	126	10
Small bridges	e.a.	76,749	79,516	104	2
Village halls	Every 'Dong' 2	35,608	37,012	104	8
Village communications	Ri/Dong	18,633	18,633	100	11
Telephones	Thousand	2,834	2,778	98	12
Water supply	e.a.	32,624	28,130	86	7
Saemaul factory	e.a.	950	717	75	N.A.
Common warehouse	Every 'Dong'	34,665	22,143	64	N.A.
Stream maintenance	km	17,239	9,677	56	9
Beautification	Village	1,529	843	55	16
House renovation and improvement	e.a.	544,000	225,000	42	5, 6
Common workplace	e.a.	34,665	6,263	18	N.A.
Stalls	e.a.	32,729	4,476	14	N.A.

Source: (National Council of Saemaul Undong, 1999), Saemaul Undong in Korea, p 24.

section. The recent studies highlight emerging lessons in the implemented of Sam Sang. This study found mixed understanding of Sam Sang, with the level of understanding varying between the political, administrative decentralization and development dimensions and we will examine this with special reference to the role SMU played in shaping the rural economic transformation in Korea.

3.3.1. Political dimension

The Sam Sang implemented approach was the functional assignment and practical roles and responsibilities of government agencies and their staff under the directive at the province, district and village level in terms of rural development and poverty reduction, strengthened by building the capacity and solidarity of rural communities. The Sam Sang pilot implemented in three categories of district and village with different levels of development (developed, middle-poor, and poor) (Adam Smith International, 2015). However, by in practice they still limited understanding on driven by mass front organizations from national to village levels using their existing administrative budget.

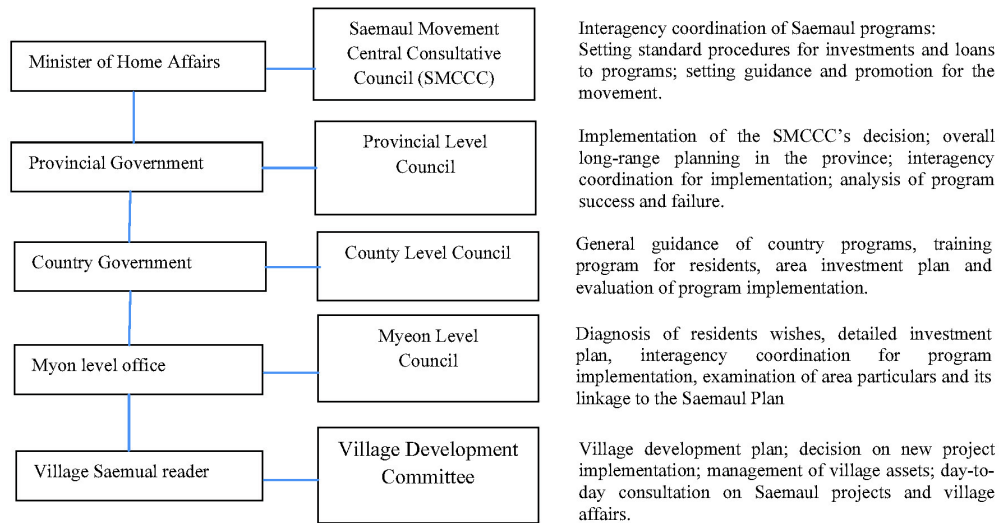
According to Korean Overseas Information Service, 1977, it

is said that “SMU was defined as a movement for the improvement of living environment, spiritual enlightenment and training in basic democracy as well as for increase income”. Though SMU was initiated from the top-level leader, the process leading to its achievement was from the mutual cooperation between government and people in the community through the fundamental guiding spirits. Kwon’s research (Kwon, H. J, 2010), also added that Saemaul Undong was a successful movement because the state and the community can work together in the development projects. To clearly explain about the strategy that the government selected to bring about community movement through rural people’s active participation in the projects (Kim, 2004), stated that the government would assist and support the community that help themselves. The government ranked the community in 3 categories: basic, self-helping and self-sufficient. Indicated, those communities would be given a strong support, assistance and got rewarded from the government.

3.3.2. Administrative Decentralization Approaches

The Sam Sang directive execution follows the top-down administrative hierarchy country system (central government →

(Figure 1) Organizational arrangement of the SMU



Source: Ministry of Home Affairs (1973), p.37; Kim (2013), p.68.

province → district → village). The decentralization work under Sam Sang has started with 15 targeted ministries issuing instructions for implementation of the Sam Sang pilot. However, Therefore, there is mixed understanding of the Sam Sang directive in practice – recent studies highlight emerging lessons in the implementation of the Sam Sang model, as limited understanding on delegation of responsibilities from the central to provincial and district staff to support the villagers in implementing pilot development projects; and limited transfer of fiscal responsibilities at this early stage (MoHA, 2015).

The SMU implementation, network was quite different (the central government → large cities, provinces → small cities, counties → up, myon → villages). The Korean government chose the village as the key unit of community involvement. Rural villages where traditional units for mutual help and cooperation. Thus, the government used this understanding of the roots of society to encourage each individual to participate in the development of their own community.

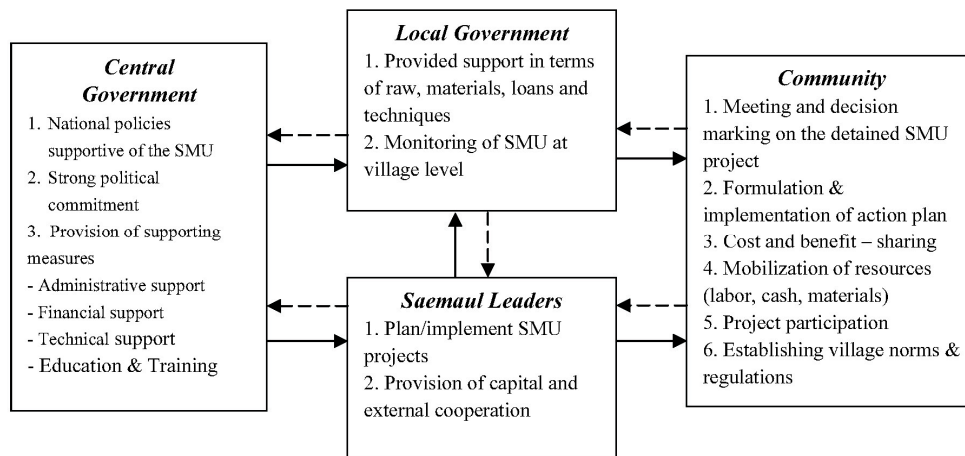
3.3.3. Development Dimensions

Implementation of *Sam Sang* started with organization strengthening and capacity building in selected provincial and district offices, some districts clearly understood the role of the district as an integrative unit, as understood the need for

coordinated planning and implementation, both vertically (*i.e.* Between national, provincial, district and village agencies) and horizontally (*i.e.* Between organizational divisions in a district). They have the skills and competencies to deliver the functions assigned to them under *Sam Sang* and to the manage the horizontal coordination, the staff in each district acknowledged that both vertical and horizontal coordination is a challenge in a resource-constrained environment among the responsibilities and budget. As well as some village contributes to development projects under the name of the Sam Sang directive, most village authorities are inclined to admit that all Sam Sang activities are carried by the government with no need for village contributions. This implies that they have no concept of participatory development or the use of self-mobilized resources for development.

To effectively promote SMU, The SMU Central Consultative Council was established as a formal organization in 1972, in order to plan and coordinate all activities that related to it. This organization was managed under the Ministry of Home and Affairs with all the concerned ministries and agencies as its members. And at each successive level; province, county, township and community, similar organizations were established to coordinate the final plans and activities by the SMU Central Consultative Council. The government officials became an agent to assist rural people rather than exploit difficult rules upon them. Rural people's needs were linked to a central government directive by

(Figure 2) The Conceptual Structure as a National Policy



Source: (Kim, Eun Mee 2014).

the local government, which had been set up as an instrument to channel the government guidelines and report the community's demand back to the government by communicating with Saemaul leaders(Park, 2009). After the initiation of SMU, the community development committee played a significant role in coordinating, discussing and deciding on Saemaul projects because Saemaul Leader who was chosen as a representative of the community was the chairperson (Chang, 2005). The following figure shows the conceptual structure as a national policy.

According to(Kim, 2014), each stakeholder shared roles in the process. Initiated by central government, directions, guidelines and coordinated projects were delivered to local government. Following the guidelines from central government, local government managed communities where they were in charge of and worked as a pipeline from central government to connect stakeholders in the system, coordinating with the representation of community, Saemaul Leader who represented the needs that had been actively participated in decision making process from

community members.

Saemaul Leaders who were elected by the community members and were transferred to have a program training at the training institute for Saemaul leaders, inaugurated in 1972, trainees from all social backgrounds participated. The Saemaul leaders' role was to contact public institutions in order to promote, determine and encouraged the community members to participate in. The selective strategy, community competitive, the support of the government would be more granted to the communities that had impressive achievements in the projects based on the government standard. Therefore, by allocating preferential support and recognizing the autonomy of Saemaul leaders who accomplished excellent results, the community that had government promoted active participation by community members. The joint efforts between government and community level achieved the result of the expansion of participation from rural people (Eom, 2011). The strong and active Saemaul leader would bring the community to achieve in developing.

(Table 2) Stage of Saemaul Undong

Stage	Focus	Projects
Stage 1	Improvement of the living environments and infrastructure	Replacement of straw-thatched roof with concrete, slate or steel tins Road improvement Installing of electrification
Stage 2	Improvement of income and consciousness reform	Farming arrangement: off season vegetable cultivation Saemaul education to reform consciousness
Stage 3	Capacity-building and attitudinal changes	Induce and internalize the development will of people based on innovation motivation

(Source: Choe, 2005).

Obviously, in the 1970s, Saemaul projects and activities had the most impressive results with the strong support from top-down level as well as the participation by the people in community level bottom-up. It modernized the whole rural society all over the nation in a short period of time. Due to the basic fundamentals, diligence, self-help, and cooperation, positive attitude in development for rural people was stimulated. Then, those people were cultivated that prosperity of the nation as well as individuals can be achieved depending on the spirits of the people, which they have experienced visible changes from the improvement of the community level projects brought by their own efforts. In this section, the impressive improvement outcomes of the given projects in community level will be shown in three divided stages.

4. Conclusion

This rapid appraisal study has identified the achievements of the Sam Sang pilot, as well as highlighted some weakness and threats in the period implemented. Sam Sang directive entails a significant transformation in which village is proposed as development units, district as integration or strengthening units, and provinces as strategic units. According to pilot implemented Sam Sang still have some challenges in practice as uncertainly about assigned functions under Sam Sang directive especially at the province and district levels, lack of practical experience and limited expertise for Sam Sang training; limited capacity of citizens and village committees to absorb coordinated and targeted development support; limited human resource capacity at provincial, district and village levels; and limited SME and other economic opportunities for smallholders to sustain development in many remote areas. Therefore, the remarkable from factors success of Korea's SMU can contribute to the Sam Sang strategy model for more widespread implementation of Sam Sang model to achieve rural development and poverty eradication targets by 2020 as well as meet the criteria for least developed country graduation by 2020.

Korea's SMU model integrated approach strategy top-down and bottom-up produced numbers of achievement in which the

role of the government and the people participation towards the program, play such a key factor in mobilizing to approach the achievement as aimed, by the followings are the analysis contributed to the success of the SMU: the role of the government and the role of rural people. *The first one:* is a strong guidance and support from the government, services, and assistance are provided in the community in various kinds, such as the introduction of new technologies, funds and materials for shaping the ground of development. One of the most important assistance to be noticed is the special support from the government for outstanding communities. They would be awarded with funds and special materials that necessary for the next development projects. As such, competition between communities tends to be an effective strategy for drawing attention from community members to put their efforts more into the implementation of SMU development projects. *The second:* is a wide range of participation from the rural people. This participation was drawn with the tangible and visible development projects that rural people could experience it as the movement progressed. These achievements brought about the confidence into rural people which later become the drive for other development projects. Some may see that the wide range participation of rural people is from the mobilization from the top level leaders. The study shows that the achievement of Saemaul is undertaken by the consensus, commitment of rural people towards community development projects. Since the benefits of each project are distributed to communities, the massive participation of rural people and cooperation in planning and implementing the Saemaul projects model it to be widespread across the nation.

This study has a number of limitations. First, it relies on secondary data for Korea's rural community development. Second, only the literature survey can be used to gather required data from Korea. Third, the period of Sam Sang model pilot implemented 2012-2015 very early and short duration of evaluation if comparing with SMU, therefore, is reflecting the situation of villages in the overall country of Lao PDR. Fourth, the period covered by the study of SMU is limited from 1971 to 1979. Therefore, the development efforts toward the rural sector prior to 1970 are beyond the scope of this study. Despite these limitations, this study should provide insightful information

and lessons for successful rural development and unsuccessful one. As the output of the study, it can provide useful suggestions for the development of rural development model that suit the country's situation based on the experience of Korea. The finding from this study will be valuable for the later studies in the field of rural development in the developing countries like Lao PDR.

5. Policy Suggestions

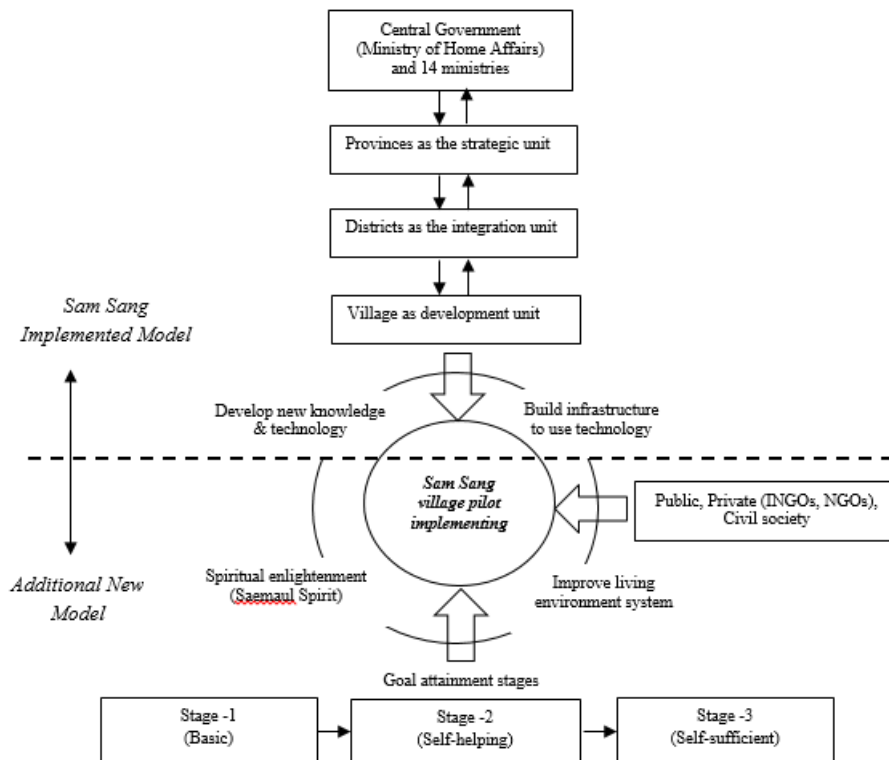
The lessons from the SMU can be a meaningful guideline for rural development programs especially the Sam Sang model, looking at the socioeconomic and environmental factors in Lao PDR. Figure 3 shows a conceptualize framework indicating some strategies that can be applied to the Lao PDR rural development programs.

The campaign of rural development must be equipped with slogan and principles based on tradition and norms of the country, which appeals to all rural people and easy for them to

understand for contributing to boosting up their morale for having positive attitudes towards the development. Such a case of SMU, rural people are firstly encouraged with visible improvements that have been done by their own efforts such as roof and fences repair, it helps rural people boost up their morale for self-help, diligence and cooperative respectively.

By the purpose of Sam Sang directive is village as development units, district as integration or strengthening units, and province as strategic units. Therefore, the core of policy management should be focused on the Ministry of Home Affairs for implementing the Sam Sang rural development model, with 14 line ministries are members. In a case of SMU, The SMU Central Consultative Council was established as a formal organization in 1972 in order to plan and coordinate all activities that related to it. This organization was managed under the Ministry of Home Affairs with all the concerned ministries and agencies as its members. And at each successive level; Province, County Township, and Community, similar organizations were established to coordinate the final plans and activities by the SMU Central

(Figure 3) Suggested Sam Sang Model for Rural Development of Lao PDR



Consultative Council.

The government must have the support package such as materials, fund, and technologies for development projects in the initial stage for all communities equally to make rural people gain confidence. When they gain confidence from the success of the projects in the first stage, other types of supports and classification are provided later in order to stimulate competition between communities for the next projects continuously.

Local communities should be organized themselves as integration to undertake planning and managing development and are expected to take over the management of support services and linkage between local government institutions and local community organizations could establish to cooperate in undertaking the responsibility for developing a local by vision and strategy; and design/planning, allocating resources, implementing and monitoring/evaluation of development activities.

One of the most important factors for SMU that is directly provided to rural people by the government is education. Therefore, the training center must be opened in order to train farmers for the greatest emphasis on the implication for development projects. All people in social ranking counting from the high ranking government officials, social elites, community leaders, mass media as well as the merchant are relatively included to be trained in their best understanding of the meaningful benefits of development. The objective of the education is to provide involved people with basic slogan and principles along with technical knowledge and skills for the development program. The curriculum of education should consist of current national context, planning, and implementation of the project, benefits from the projects, practical activities related to the development project and group discussion.

The government and leader of the nation must have a strong commitment and support for rural development in term of mobilizing people into rural development as; building trust in community members and confidence in the success of the rural development program, stimulating and igniting people's willpower and desire for the rural development. The case of SMU, President Park Chung Hee is not only the founder but he also the caretaker all along the development during the 1970s. Having been strong supported and closed supervision from the government, rural

people might contribute their support to the development willingly.

The government must have incentive systems for villagers to put their own effort into their development, the system that ensures to synchronize the efforts of all related authorities, including the channels for bottom -up communication and step by step, area by area development for goal attainment stages, instead of trying to develop all areas at once within the short period of time. The strategy to create like-minded groups to implement income generating activities with the support of private, NGOs and INGOs and specialized civil society in the forms of lower credit and the like should be reconsidered if it is feasible in practice.

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