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DIRECTORATE OF INTELLIGENCE

Intelligence Report

GEOGRAPHIC BRIEF ON LAOS

CONFIDENTIAL

February 1967 CIA/BI GR 67-14

WARNING

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FOREWORD

This report is designed as a brief orientation aid for use by personnel concerned with events or programs in Laos. It was produced solely by the Central Intelligence Agency and constitutes an enlarged version of a contribution on the geography of Laos prepared by the Office of Basic Intelligence for a project of the Office of Research and Reports.

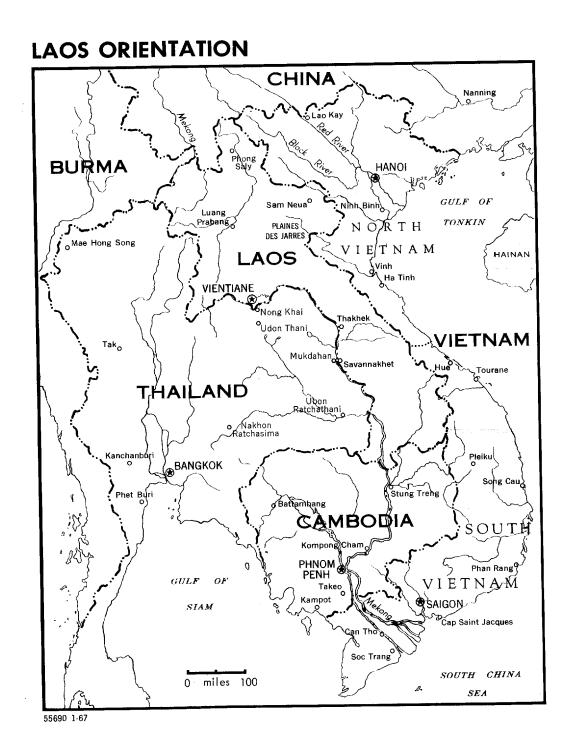
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I. LOCATION AND SIZE

Laos is situated in the northern part of continental Southeast Asia between the Communist areas of China and North Vietnam and the non-Communist areas of Burma, Thailand, Cambodia, and South Vietnam (see Map 55690). The country is significantly located as an avenue for Communist infiltration into South Vietnam and Thailand and as a base for activities directed against these countries.

With an area of 91,000 square miles (about equal to that of Wisconsin and Indiana combined) Laos is the largest of the "Indochina" countries. The country extends almost 700 miles on a northwest-southeast axis. It is widest across the northern third, where it bulges to just over 300 miles; the southern two-thirds averages slightly over 100 miles in width, narrowing to about 60 miles at one point. All of the narrow southern part of Laos is readily accessible to aircraft based in northeast Thailand and to carrier-based planes operating from the South China Sea, which is only 50 miles from some parts of southern Laos.

II. BOUNDARIES

Laos is bounded by China, Burma, Thailand, Cambodia, and the two component parts of Vietnam. The total length of its international boundaries is about 3,200 miles. The boundary with China is demarcated; that is, its location is marked physically on the ground with pillars. The other boundaries are only delimited; their alignment has been agreed upon and described in a treaty or other formal document, but they have not been marked on the ground. The segment of the Laos-Thailand boundary along the Mekong River and the part of the Laos-Cambodia boundary along the Tonlé (River) Repou, however, may also be considered demarcated, as each is established by the thalweg (line of the deepest navigable channel) of the river.

Only the Laos-North Vietnam boundary is in dispute. The alignment shown on North Vietnamese maps published in 1964 appears to be a deliberate cartographic misrepresentation in two areas, one in the vicinity of Route 7 and the other west of the boundary segment that is bisected by the 17th parallel. In these areas the Communist maps show a North Vietnamese infringement on Laotian territory.

III. TERRAIN

The terrain of Laos is predominantly rugged and mountainous; relatively flat areas are restricted to a few plateaus and the river plains (see Map 55692). Most of the area north of Vientiane traditionally has been known as the West Tonkin Highland and the West Laos Highland, which are separated by the divide between the Mekong drainage system on the west and the drainage systems of streams flowing into the Gulf of Tonkin on the east. In the West Tonkin Highland the predominant trend of the major mountains and valleys is northwest-southeast, and egress from the eastern ends of the valleys is toward

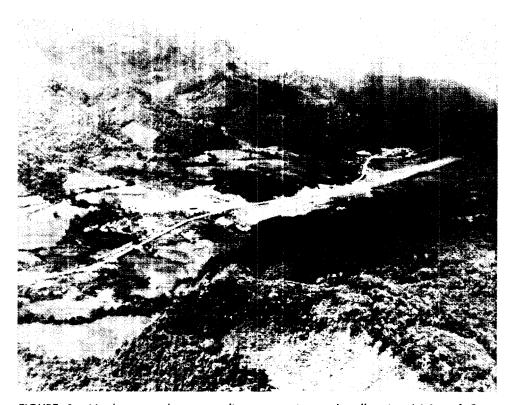


FIGURE 1. Northwest-southeast trending mountains and valley in vicinity of Samneua, in West Tonkin Highland Region. Forests are relatively open in this area, where maximum rainfall is less than 65 inches annually. The road in the photograph is Route 6, which extends from the North Vietnam border to Samneua and then southwestward. The landing strip shown has a length of about 3,000 feet and a temporary surface, probably of laterite. September 1959

the North Vietnam coast (see Figure 1). In the West Laos Highland the major trend is north-south (see Figure 2). Many of the mountains in both areas are steep sided; elevations are commonly 3,000 to 6,000 feet and occasionally more than 8,000 feet. The intervening valleys are narrow, often almost impassable, gorges. An intricate network of secondary ridges and valleys that branch off the main features makes cross-country movement, even on foot, very difficult (see Figure 3). Locally, small plateaus, mainly of limestone, are bounded by precipitous scarps.

South of the northern highlands and extending in a northwest-southeast direction to the southern border of Laos is the Chaîne Annamitique. Elevations of 8,000 feet are common near the northern limits of this region, but in the latitude of the town of Savannakhet only a few peaks exceed 4,000 feet. Immediately to the south of Savannakhet, in the eastward extensions of the range, elevations again increase. The main Annam range and its outliers—such as the rugged

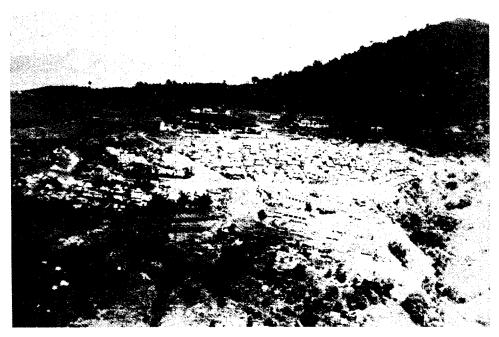


FIGURE 2. Phong Saly village in West Laos Highland Region. October 1953

limestone areas northeast of Khammouane (Thakhek)—are imposing obstacles to east-west traffic, but a few relatively low mountain passes exist, such as Deo Mu Gia, 1,371 feet above sea level and traversed by Route 15/12 (see Maps 55691 and 55692). Since the stream divide is near the eastern edge of the range, eastward-draining valleys are short, narrow, and steep. The westward-draining valleys within the Mekong watershed have gentler slopes and are more open.

The chief relatively level areas in Laos are the Plateau du Tranninh, the Plateau des Bolovens, and the Savannakhet and Vientiane plains along the Mekong River. Southeast of Luang Prabang, roughly centered on the town of Xieng Khouang, is the rectangular Plateau du Tranninh, which has been compared to a high fortification surrounded by many lines of ramparts and moats. Its military importance is due largely to the fact that it affords extensive areas of level land, which provide sites for airbases in the midst of very rugged mountains. At a general elevation of about 3,700 feet the surface of the plateau is divided by hills into three plains areas, the largest being the Plaine des Jarres (see Figure 4 and Map 55695). The Plateau des Bolovens, east of Pakse, rises in prominent sandstone escarpments often 1,000 feet above the surrounding valleys. The plateau surface, lying at an approximate elevation of about 3,300 feet, generally is undulating but is surmounted by isolated hills with local relief of several hundred feet. Much of the surface is composed of lava; two large flows descend west and north, respectively, through openings in the escarpment

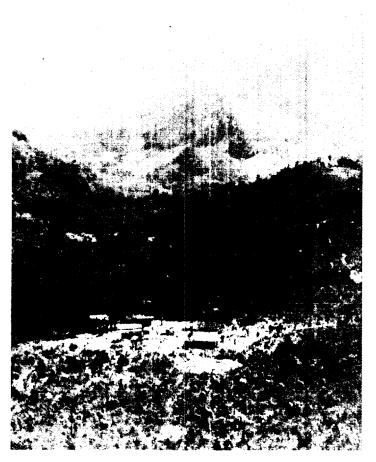


FIGURE 3. Representative terrain in Xieng Khouang Province. Steep-sided mountains and narrow, ravinelike valleys are common to much of this area, making movement extremely difficult. 1960

and reach the Sé (River) Done Valley at two locations, in the vicinity of Pakse and to the west of Saravane. These flows provide long ramps of gentle incline between the lowland and the plateau surface. Route 23, which connects Saravane with Pakse via the Plateau des Bolovens, follows these ramps (see Map 55691).

Of the river plains, the most important are those centered on Savannakhet and on the capital city of Vientiane. The Savannakhet Plain, an undulating area between the Mekong River and the Chaîne Annamitique, is approximately 100



FIGURE 4. View of grass-covered Plaine des Jarres, a part of the Plateau du Tranninh. Trees on the plain generally are restricted to the riverbanks. 1963

miles long and up to 80 miles wide. The plain centered on Vientiane, some 70 miles long from north to south and 20 to 40 miles wide, is almost flat and is largely covered by swamps and marshes.

IV. VEGETATION

Most of Laos has a dense cover of broadleaf evergreen forest. Undergrowth varies, from a low carpet of ferns and other small plants where the high forest canopy is continuous, to a thick tangled mass of vines, bamboo, and smaller trees where the canopy is broken and admits sunlight. Such dense vegetation combined with rugged terrain creates a formidable obstacle to cross-country movement except along established routes. The forests are more open (1) in the area centered roughly on the stretch of the Nam (River) Hou between Luang Prabang and Dien Bien Phu, (2) on the Savannakhet Plain, and (3) on the Plateau du Tranninh and the Plateau des Bolovens. The plains on the Plateau du Tranninh are largely grass covered (see Figure 4), as are some mountain slopes that formerly were used for slash-and-burn agriculture.

V. CLIMATE

Laos has a monsoonal climate characterized by two major seasons—the wet southwest monsoon from mid-May to mid-September, and the dry northeast monsoon from mid-October to mid-March. These major seasons are separated

by two rather short transitional periods—the spring transition from mid-March to mid-May, and the autumn transition from mid-September to mid-October.

The southwest monsoon is a season of heavy and frequent precipitation. Approximately 70 percent of the yearly rainfall occurs during this period; rivers overflow their banks, the ground becomes saturated and muddy, surface travel becomes difficult or impossible, and air transport is often curtailed. Humidities are highest, cloudiness is at a maximum, and except at higher elevations, mean daily Fahrenheit maximum temperatures are in the high 80's.

In contrast, the northeast monsoon is a season of little or no precipitation. The lowest temperatures and relative humidities and the clearest skies experienced in Laos occur during this time.

The spring transitional season is characterized by increases in the frequency and amount of precipitation and increasing relative humidity. Maximum annual temperatures occur at this time, generally near the end of April. The autumn transitional season is characterized by decreasing precipitation, temperature, and relative humidity. Temperature changes are more rapid in autumn than in spring. The table on page 7 shows mean monthly and annual precipitation for selected locations in Laos.

VI. ETHNOGRAPHY

Although Laos has an estimated population of only 2,000,000 (1966), it is ethnographically complex. At least two-thirds of the population belong to the Tai ethnic group. The major part of this group is comprised of the Lao, but various other minority tribes—referred to as the Tribal Tai—are also included. A number of smaller indigenous minority groups comprise most of the remaining population. The largest of these is the group known as the Lao Theung (mountain Lao) or Phoutheng (mountain people) but commonly called by the derogatory generic term "Kha" (slave). Other important indigenous groups are the Meo (about 100,000), the Yao (Man) (25,000 to 50,000), and various Tibeto-Burman peoples (15,000 to 25,000). Important nonindigenous Asian minorities include an estimated 35,000 Vietnamese in government-controlled areas, and up to 60,000 Chinese. There are small groups of Indians, Pakistanis, Cambodians, and Thai, as well as some 8,000 French and about 1,700 Americans.

The distribution of the major ethnic groups is shown on Map 55861. The Lao and other Tai groups inhabit the lowlands, mainly the river valleys; only occasionally are they found at higher elevations. The non-Tai groups characteristically live at higher elevations, in the mountains or on the high plateaus. Usually, the Lao Theung (Kha) and the Yao live at elevations up to 3,000 feet; the Meo and Tibeto-Burmans, above 3,000 feet (see Figures 5 and 6). The Vietnamese and Chinese are generally found in urban areas.

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Mean Precipitation in Laos

						4							Inches
Station *	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Annual b
Attopeu	0.1	0.4	1.4	3.2	10.4	14.1	22.0	23.0	19.0	6.3	1.5	0.3	101.5
Luang Prabang	9.0	0.7	1.2	4.3	6.4	6.1	9.3	11.5	6.7	3.0	1.2	9.0	51.6
Pak Sane	0.2	1.5	4.8	7.3	19.1	25.1	25.7	18.7	14.6	4.0	1.0	9.0	122.4
Pak Song	9.0	1.1	3.5	7.3	13.9	15.9	42.9	33.7	22.9	9.3	4.7	1.6	157.4
Phong Saly	0.7	1.2	1.4	3.9	7.5	6.6	13.7	14.2	6.5	3.8	2.0	1.2	62.9
Samneua	0.1	6.0	1.8	4.5	6.7	6.2	10.6	10.0	8.3	3.2	8.0	0.5	53.6
Vientiane	0.3	9.0	1.4	3.8	10.5	11.6	10.1	12.8	12.2	4.1	8.0	0.1	68.4
Xieng Khouang	Đ	9.0	2.1	4.9	6.5	8.9	14.9	12.9	7.7	3.2	9.0	0.1	62.4
													•

* Locations are shown on Map 55692.

b Figures may not add to total because of rounding. < <0.05 inch.



FIGURE 5. Tribal Lao Theung (Kha) village on mountain ridge in southern Laos. The longhouses are characteristic of most tribal villages in southern Laos. 1965

The linguistic situation is equally complex, with all of the major linguistic stocks of Southeast Asia represented in Laos. The Tai linguistic stock, numerically and culturally the most important, is represented by many languages, dialects, and subdialects, including Lao—the official language of the nation, the primary tongue of most people, and the "lingua franca" of the remainder. Because of the complicated linguistic milieu, many Laotians, especially members of minority groups, speak two or even three languages.

VII. SETTLEMENT

A. Towns

Laos contains few towns* and only about 8 percent of the total population is urban. Since Laos gained its independence from France in 1954, however, there has been a trend toward urban growth. In large part this trend has reflected the pressure of the country's constant state of war. The administrative and military significance of a few towns in particular has increased as the greater physical security of urban centers attracted people from rural areas. This factor, combined with the relatively higher standard of living in the towns, has resulted in the growth of the urban population from about 70,000 in 1954 to about 180,000 in 1963.

[•] The term town is used here to designate an urban area with a population of 2,500 or more.



FIGURE 6. Group of women from a Meo tribe. The silver rings worn around the neck are an indication of personal wealth. Silver is usually procured with proceeds from the sale or barter of opium processed from poppies grown by the tribes. 1952

Most of the towns are located in the Mekong River plain, with others sparsely distributed in plateau areas and river valleys. In the river basins, towns generally exhibit an elongated form because of the concentration of nearly all activity along the riverbanks (see Figure 7). In contrast, towns on the level sites afforded by the plateaus are usually more compact and generally have nucleated patterns. Most urban areas are small and are generally administrative, military, and transportation centers for the agriculturally based economy.



FIGURE 7. Section of Vientiane. Note the generally elongated pattern of Vientiane along the Mekong River, part of which is visible at the right. Vientiane airfield is at left foreground. 1963



FIGURE 8. Main street in Thakhek. In most towns, masonry buildings are Chinese business establishments, public buildings, or residences of the upper classes. Open sewer gutters, noticeable on left of road, are common. 1960

The chief urban areas and their estimated populations as of 1963* are: Vientiane, the administrative capital (180,000); Luang Prabang, the royal capital, i.e., the residence of the King (20,000); Savannakhet/Seno (30,000); Pakse (25,000); Thakhek (6,000); and Xieng Khouang (4,000). See Map 55692 for the location of towns.

In appearance the towns reflect a thin veneer of Chinese and European influence superimposed upon the basically Laotian culture of most of the urban population. Traditional Lao huts and Buddhist temples and shrines generally surround centrally located Chinese shophouse areas and French-constructed residential and administrative buildings. Laotian dwellings, built on stilts about 5 feet above the ground, are crudely made of bamboo or other local wood with thatched or corrugated metal roofs. Chinese sections, generally constituting the commercial centers of the towns, consist of two-story, masonry shophouses (see Figure 8). Larger public buildings and residences of the upper class are usually constructed of masonry along European lines. In most towns the street pattern forms an irregular grid. The main traffic arteries in the cities are asphalt surfaced, about 2 lanes wide; secondary streets are generally laterite surfaced, one to two lanes wide. Most towns have only one through route and no bypass routes.

B. Villages

The village is the characteristic form of settlement in Laos; there are an estimated 10,000 to 11,000 villages, which together account for the largest part of the total population.

The villages vary in appearance, size, shape, setting, and permanence. They range in size from tiny hamlets of a few families to relatively large settlements of hundreds of inhabitants. Some are permanently located; others change their locus every few years. Some are unpatterned arrays of buildings, compact or scattered; others are laid out in a formalized pattern with each building having a rigidly prescribed place.

The greatest concentration of villages occupies the plains and lower valleys contiguous to the Mekong River and its tributaries. These villages are primarily permanently established Lao settlements based on rice agriculture. The pattern of Lao village settlement also extends from this preferred area up into the fertile valleys of the tributary streams. In these higher valleys, Lao villages merge with the settlements of the various ethnic minorities, particularly those of the Tai tribal groups. Like the Lao, the Tai groups are primarily wetland rice farmers and their settlements are distinguishable from those of the Lao only in matters of detail.

The villages of the other ethnic tribal groups are generally concentrated in the upland forests which, being unsuitable for the cultivation of wetland rice,

^{*} The continuing influx of refugees from the countryside has undoubtedly enlarged these population figures.

have no appeal to the Lao or Tai. As the upland groups practice a shifting (slash-and-burn) type of agriculture, they live in rather widely separated, semi-permanent villages. Further, there is an altitudinal stratification of the tribal settlements. The Lao Theung (Kha) and the Yao villages are usually found at elevations up to 3,000 feet above sea level; the Meo from 3,000 to 4,500 feet; and the Tibeto-Burmans at between 5,000 and 8,000 feet.

C. The Cluster Village Program

The strategic importance of rural settlements to the political and economic well-being of Laos is reflected in the combined efforts of the US and Laotian governments to further the development of the cluster village program (now known as *Khet Phatanakhane* but formerly called the *Mu Ban Samaki* program). A "cluster" is a grouping of villages selected for improvement because of its "visibility" to other rural villages as well as for economic, social, and political-strategic reasons. The cluster village program has the specific objective of displaying the concern of the Laotian government for the villager and his needs. In effect, the program aims to build the confidence of the rural population in the central government and create the necessary community ambience for economic and social development. The location of existing cluster villages is shown on Map 55862.

VIII. ECONOMY

The economy of Laos is probably the most primitive in Southeast Asia. It is primarily agricultural, with agriculture supporting some 90 to 95 percent of the population. Modern industry is extremely limited.

Laotian agriculture is almost completely subsistence in character and is largely outside the monetary economy. Farmers and their families, living in villages, work small fields by age-old methods to provide their own food and a small surplus to barter for other essentials.

Less than 5 percent of the country is under cultivation. An overwhelming proportion of the cultivated land is planted to rice, the great staple food of Laos. Wetland rice, produced along the rivers, accounts for most of the crop, but probably 40 percent of the population grow dryland rice under a system of shifting cultivation that is often supplemented by hunting and fishing (see Figures 9 and 10). The production of milled rice fell from approximately 620,000 metric tons in 1955 to 450,000 metric tons in 1960 because of a labor shortage and the insecurity caused by fighting between progovernment and Communist forces. In 1965 the output rose to 540,000 tons, but Laos must still import 50,000 to 60,000 metric tons of rice per year, chiefly from Thailand. As a step toward overcoming Laotian dependence on imported rice, efforts are being made to develop dependable irrigation water supplies for an additional 25,000 acres of riceland in fiscal year 1967.



FIGURE 9. Lao Theung (Kha) tribesmen of southern Laos carving steaks from a freshly killed wild elephant. The tribespeople supplement their precarious slash-and-burn agriculture by hunting and fishing. 1957

In addition to rice, Laos grows corn, coffee, tobacco, cotton, sugarcane, manioc, opium poppies, peanuts, soybeans, and various other vegetables and fruits. Large quantities of corn are grown, mainly by the hill people for domestic consumption. Coffee production, centered on the Plateau des Bolovens in southern Laos, should increase as coffee bushes planted in recent years become productive. Domestic tobacco, grown mainly in the Vientiane area, is becoming

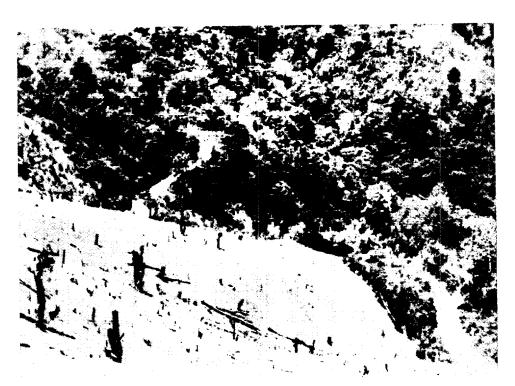


FIGURE 10. Mountain slope that has been cleared by slashing and burning forest cover, preparatory to planting rice, corn, manioc, or millet. As no irrigation is involved in this shifting agriculture, the crop is completely dependent upon the vagaries of the monsoonal rains and is also open to depredation by wildlife of the surrounding jungle.

increasingly important to the cigarette industry in Vientiane. Opium poppies are grown and processed by some of the hill tribes.

The only significant modern industrial enterprise in Laos is the French-owned tin mine at Ban Phon Tiou, northeast of Khammouane, which produced 578 metric tons of 50 percent tin concentrate in 1965.

Salt deposits exist in different parts of Laos. About 2,500 metric tons of salt a year are processed on a small scale, using primitive methods, to satisfy local needs. The forest industry provides lumber, benzoin, sticklac, and resin.

The planned Nam Ngum hydroelectric project, a component of the overall Mekong River Project, will in its first stage supply electricity to Vientiane, the Nam Ngum Valley, and Thailand (see Map 55692). The potential capacity of this project is 120,000 kilowatts. Upon completion, the project will make an important contribution to the economic development of Laos, as it will be able to supply electricity, for example, for exploitation of mineral resources of the Xieng Khouang area if those resources prove to be commercially exploitable.



FIGURE 11. Opium poppyfield of Meo village. The poppy is the "cash crop" of the Meo and some other mountain tribes. Moneywise, opium smuggled out of the country is the most important export of Laos. 1963

The value of legal Laotian exports for 1965 is estimated at \$1.0 million. The most important export, opium, is taken out of the country illegally (see Figure 11). Its value is estimated at about \$2 million yearly. The main legal exports are tin concentrates, green coffee, wood, and benzoin. Tin generally represents 60 to 80 percent of the total annual legal exports of Laos.

The principal recipients of Laotian exports are Malaysia and Singapore, which receive all the tin concentrates exported from Laos and most of the coffee. Thailand imports Laotian agricultural and forestry products, partly to be mixed with Thai products for reexport.

Import statistics for Laos reveal that in the calendar year 1965 foodstuffs represented about 32 percent of the total imports (estimated to be about \$32.9 million) and that rice represented 43 percent of the total foodstuffs imported. Other imports included chemicals, petroleum products, paper products, scientific instruments, and ceramic and glass products.

Thailand and the United States were the largest suppliers of Laotian imports in 1965. The United Kingdom, Indonesia, Malaysia, Japan, Taiwan, and Hong Kong were other suppliers of products needed by Laos. Imports from Indonesia and Malaysia were mainly petroleum products.

IX. TRANSPORTATION

Transportation facilities in Laos are among the poorest and most primitive in Southeast Asia. The country has a sparse road network and no railroads (see Map 55691). Inland waterway traffic is extensive but largely local in character.



FIGURE 12. Route 6 in the general area of Samneua, near the North Vietnam border. Dirt roads such as this are often dry-season roads only; during the rainy season, land-slides and washouts may limit vehicular traffic to local segments of the road. 1964



FIGURE 13. Sé (River) Kong near Ban Bac in the vicinity of Route 92. Rapids restrict navigation of many rivers to smaller country craft. 1965



FIGURE 14. Khone Falls on the Mekong River. The falls and rapids in this area near the Laos – Cambodia border prevent large boats from reaching Vientiane. 1958

Air transport is extremely important, as it is often the only means of supplying remote areas.

The principal road in Laos is Route 13, which extends from the Cambodian border along the banks of the Mekong River to Vientiane and then north to Luang Prabang. It is an all-weather road from Pakse to Vientiane, and work is underway to make the Vientiane-Luang Prabang segment an all-weather road.

In general, most of the other roads in Laos, including those of the extensive Communist-built network in the eastern part of the country, are dry-season roads with some segments usable the year around (see Figure 12). Coolies and animals play a major part in the movement of materials over tracks and trails. The existence of road connections with North Vietnam and Communist China facilitates the use of Laos as a corridor for Communist movement to South Vietnam.

Many of the rivers of Laos (see Figure 13) are navigable for country craft (pirogues); in addition, relatively large boats ply the Mekong River, the main

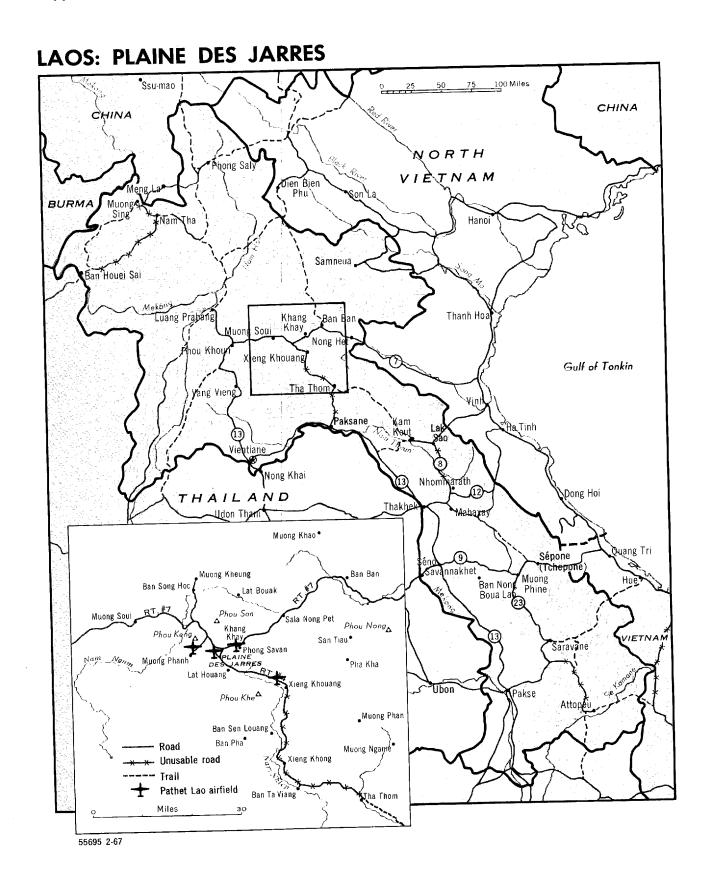
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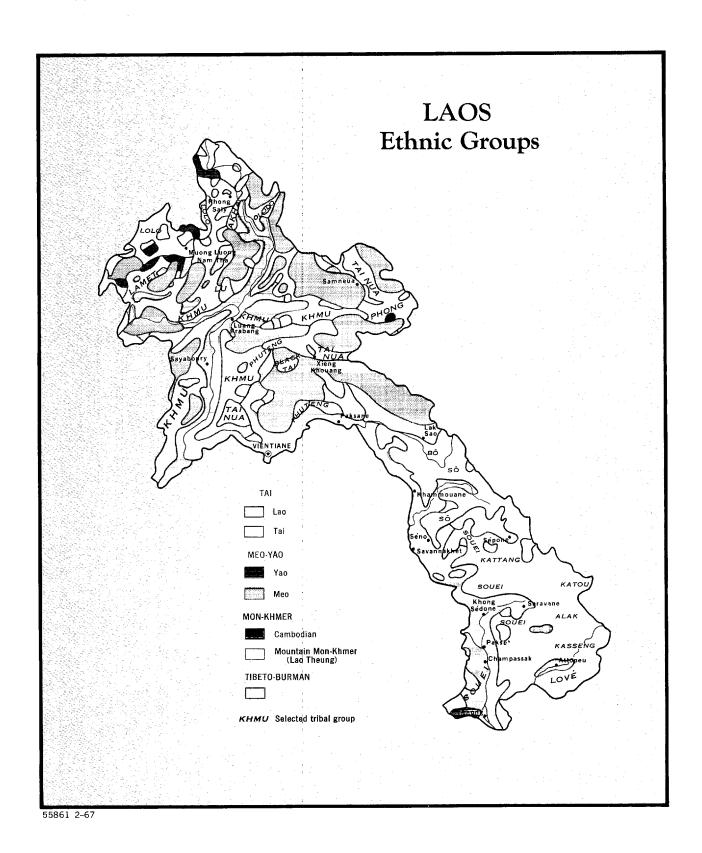
riverine artery of Laos. Navigability of the Mekong, however, is interrupted by several rapids; the Khone Falls (see Figure 14) are the main impediment.

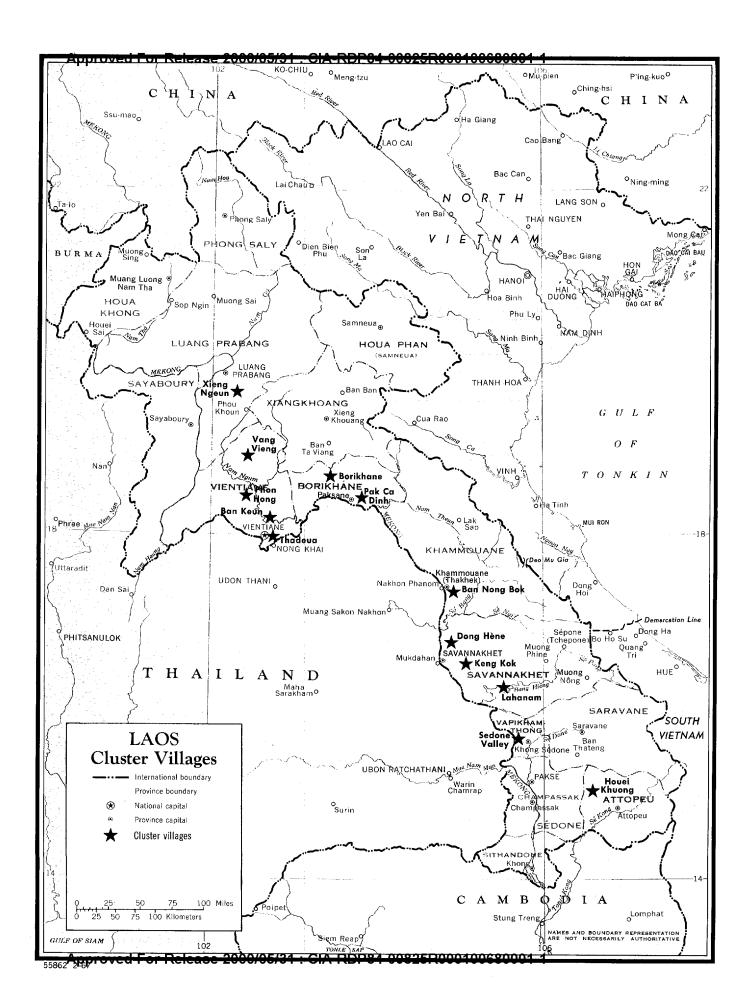
Because of the prime importance of air transport, Laos has an impressive number of smaller airfields in addition to the larger airfields such as at Vientiane. More than 200 airstrips are suitable for aircraft with short takeoff and landing (STOL) capability.

As a landlocked country, Laos is largely dependent upon Thai transportation lines for its imports from the non-Communist world. Much of this traffic moves from Bangkok to Nong Khai, Thailand, by rail or road and then across the Mekong River to Laos by ferry or small country craft.

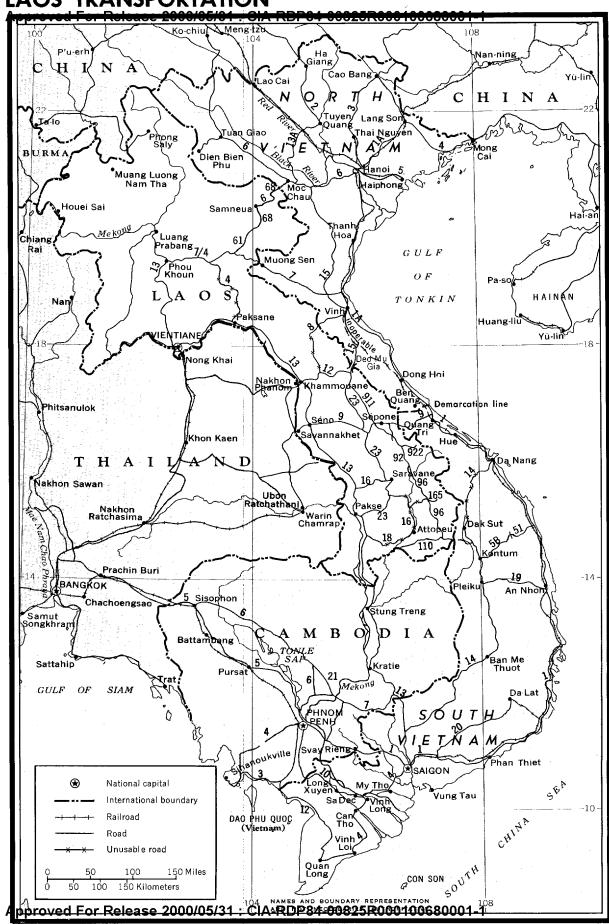








LAOS TRANSPORTATION



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