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tent and experienced in the traditional methods of land identification and registration, but unfamiliar with the new practices, e.g. the use of aerial photography, required to complete Land-to-the-Tiller in the projected time frame. During the first several months of implementation however, many officials in the DGLA exhibited a remarkable adaptive capacity to the new methods and procedures.

The sheer volume of transfers involved requires not only new methods, but also a decentralization of responsibility. This has already been achieved to a large degree, and represents an outstanding achievement given the short period of operation. Instead of relying entirely on provincial land service employees as in previous programs, the GVN has recruited and trained one Village Land Registrar in each village who with the Village Agriculture and Land Reform Commissioner, has responsibility for taking applications, identifying the land, and maintaining the land register.

Some of the specific tasks with which the U.S. is assisting the Vietnamese Government are: developing training programs for Province personnel and officials in nearly 2,000 villages on the meaning of the new legislation and its detailed administration; developing and disseminating publicity about the program to the rural population; developing and improving procedures to handle the huge flow of applications; producing aerial photography for land identification; and using automated data processing for issuing new titles, updating land registers and compensating landlords.

ECONOMIC IMPACT

Although the Land-to-the-Tiller was designed as a political program and its primary impact will be political, there will nevertheless be positive economic benefits. The new landowners will have for possible investment purposes the income from the 25 to 35% of the crops which they previously paid to the landlords in rent. Because of their new tenure security they will also have a greater incentive to make long run improvements in the land. Some people have expressed concern that by fragmenting land holdings, the Land-to-the-Tiller law will prevent future agricultural development. It is important to recognize that no fragmentation of cultivation patterns is involved; titles are issued to present tenants or squatters against current cultivation patterns. The resulting widespread ownership pattern will perhaps make more difficult the consolidation of holdings and the development of large scale production, and properly so, because now the farmers will have to agree voluntarily to any absorption of their fields into larger farms. Thus Vietnam will avoid the illusory development which occurs when farms are consolidated and the previous tenants or farm laborers migrate to overcrowded cities without the job market to absorb them in useful labor. It is important to remember that small farms are not inconsistent with agricultural development. While the large farms in the United States, Canada, Australia and elsewhere produce the highest output per man, it is countries like Taiwan and Japan, with small farms, which have the world's highest agricultural output per hectare. Since land is scarcer than labor in Vietnam, it is the latter pattern that Vietnam will emulate, at least for the foreseeable future.

MONTAGNARD HAMLET IDENTIFICATION PROGRAM

A companion program to Land-to-the-Tiller is the Montagnard Hamlet Identification Program. A primary cause of Montagnard alienation from previous Vietnamese Governments has been encroachment upon lands traditionally held by Montagnards. The ethnic minority tribal people, numbering approximately 850,000, cultivate roughly 360,000 hectares of land in the Highlands of Central Vietnam.

The promulgation of Decree 138, November 9, 1970, establishes the legal basis for hamlet identification. Hamlet boundaries will be drawn to encompass both privately owned and communally used land which exists within the general hamlet confines. Identifying traditional hamlet landholdings is of the greatest importance in removing the danger of recurring land conflicts in the Highlands. The Ministry of Land Reform and Agriculture now considers this the priority program in the Highlands. At the heart of the hamlet identification program will be the delineation of each Montagnard hamlet's "living area". This living area will be held strictly for Montagnard use and control.

USAID/ADLR is working closely with the Directorate General of Land Affairs and the Ministry for Development of Ethnic Minorities in the preparation of an Implementation Circular which will clarify all points of Decree 138. Also being prepared is a work plan which will outline the role of the central government, the Province, Village and Hamlet in completing procedures for hamlet identification. For 1971, it is expected that 600 hamlets will be identified and "living area" boundaries drawn.

CHILD DEVELOPMENT IN MINNEAPOLIS

Mr. MONDALE. Mr. President, last weekend I had the opportunity to participate in a series of events celebrating the opening of the Northside Child Development Center in Minneapolis.

This child development program, sponsored by Control Data Corp., the Dayton-Hudson Corp., and the Federal Reserve bank, with financial support from the Federal Government, represents an extremely promising initiative in the field of development day care. It is symbolic of the encouraging day care initiatives in the Minneapolis area under the creative leadership of the Greater Minneapolis Day Care Association.

An editorial published recently in the Minneapolis Tribune summarizes well the significance of the new center and the entire movement for developmental day care in Minneapolis. I ask unanimous consent that this excellent editorial be printed in the RECORD.

There being no objection, the editorial was ordered to be printed in the RECORD, as follows:

[From the Minneapolis Tribune, Sept. 14, 1971]

CHILD-CARE CENTER FOR NORTH SIDE

The need for a vast expansion of daycare services in the United States becomes increasingly urgent. More and more mothers of small children are going to work, by choice or economic necessity or both. It has become national policy to encourage mothers on welfare to seek employment, if at all practical in their family circumstances. Existing licensed day-care facilities in the country can accommodate only 640,000 children, although about 4.6 million women with children under six years old now work, and many more would like to work. Employable women often cannot leave home for jobs; employers are unable to hire qualified women who cannot make provision for their children, and many children of working women are not properly cared for during the day. Meanwhile, families that might get along with little or no public welfare support are completely dependent.

Such problems are as familiar in Hennepin County as elsewhere, but progress in the last year has been encouraging. The Greater Minneapolis Day Care Association has been leading the movement to get new centers orga-

nized and functioning. The most significant achievement thus far is the new North Side Child Development Center, established through the efforts of the association, Control Data Corp., Dayton's department stores and the Federal Reserve Bank. The three business firms provided the local share of funds, to be matched three-to-one with federal money, and children of their employees will use the center. The Hennepin County Welfare Department, though not involved financially (except in potential savings), is cooperating in the project.

The North Side center is expected to be a prototype because it is the first in the country to use the federal funds available with such a combination of industry-community-government sponsorship. It is designed to give much more than routine care; an educational program will be offered 120 children ranging from 6 months to 12 years old. The center was launched last weekend with the enthusiastic support of Sen. Walter Mondale, who sees it as an example of the kind of constructive program his child-development bill, just passed by the Senate, aims to establish.

The organizations, business firms and residents involved in the planning and operation of the new center for children deserve goals, they will show the way for many congratulation. If they accomplish their more such centers.

ARE THE FARMERS' VOICES HEARD?

Mr. EAGLETON. Mr. President, as America becomes a more urban nation, national programs enacted by the Congress in areas such as highway safety, water pollution control, and environmental protection are increasingly being felt by our agricultural community. This is as it should be. Many of these programs extend the same kinds of protection afforded to residents of urban areas to those who comprise the agricultural sector of our economy, and who often reside in nonurbanized parts of our country. This continues the national trend toward erasing past differences between urban and industrial America and rural agricultural America.

But any of our national programs have been developed in response to needs experienced first, or in their most aggravated forms, in urban and suburban America. One result of this has been that the impact of these programs in the agricultural community have not always received the careful attention it deserved.

Developments in a number of areas over the past several months demonstrate that the special problems of agriculture are being examined more carefully in the adoption of national programs by the Congress and in their implementation by executive branch agencies.

In the August 25 issue of Hoard's Dairyman, Mr. Lynn Stalbaum, the Washington representative of the Associated Dairymen, reflects on several of these developments and the increasing progress being made by the legislative and executive branches of Government in adopting and carrying out our national program with increased awareness of their significance for agriculture.

Mr. President, I commend Mr. Stalbaum's article to the attention of the Senate for the important, and hopeful, lessons it contains. I ask unanimous con-