

PD-APSA-786
65705

TERMINAL

PROJECT APPRAISAL REPORT (PAR)

REPORT U-446

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1. PROJECT NO. 730-11-995-335	2. PAR FOR PERIOD: FY 71 TO FY 74	3. COUNTRY Vietnam	4. PAR SERIAL NO. 730-74-074
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5. PROJECT TITLE

ETHNIC MINORITIES

6. PROJECT DURATION: Began FY 68 Ends FY 74	7. DATE LATEST PROP -	8. DATE LATEST PIP -	9. DATE PRIOR PAR -
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10. U.S. FUNDING	a. Cumulative Obligation Thru Prior FY: \$	b. Current FY Estimated Budget: \$	c. Estimated Budget to completion After Current FY: \$
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11. KEY ACTION AGENTS (Contractor, Participating Agency or Voluntary Agency)

a. NAME G. Tracy Atwood	b. CONTRACT, PASA OR VOL. AG. NO. AID 730-3561
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I. NEW ACTIONS PROPOSED AND REQUESTED AS A RESULT OF THIS EVALUATION

A. ACTION (X)			B. LIST OF ACTIONS	C. PROPOSED ACTION COMPLETION DATE
U.S. A.I.D.	A.I.D. W	HOST		
			<p>This project is scheduled to terminate June 30, 1974. All residual activities including disposition of participants and commodities will be monitored by ADLD.</p> <p><u>CLEARANCES:</u></p> <p>Thomas W. Thorsen, ADLD <i>[Signature]</i> Date 5-16-74</p>	

D. REPLANNING REQUIRES REVISED OR NEW:	<input type="checkbox"/> PROP	<input type="checkbox"/> PIP	<input type="checkbox"/> PROAG	<input type="checkbox"/> P/O/T	<input type="checkbox"/> P/O/C	<input type="checkbox"/> P/O/P	E. DATE REVIEW PANEL MET Not Panelled
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PROJECT MANAGER: TYPED NAME, SIGNED INITIALS AND DATE John N. Hayes <i>[Signature]</i> 5-16-74	SIGNED INITIALS AND DATE <i>[Signature]</i> Peter W. Askin, A/ADPROG 5/17/74
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ETHNIC MINORITIES

PROJECT 335

Historical Summary: In 1958, Ethnic Minority populations in the highlands of South Vietnam rebelled against what they felt was a threat to destroy them and their culture. Subsequently, the GVN began to coordinate a series of activities with American advisors in order to gain needed support from the highlanders. By 1964, a Directorate of Montagnard Affairs had been established. By 1966, it was redesignated the Special Commissariat for Highland Affairs and, in 1967, it became the Ministry for the Development of Ethnic Minorities (MDEM).

It was not until mid-1971 that MDEM became well-enough organized and staffed to be able to function with some degree of self-sufficiency. Trained cadre teams, working under the Ministry's supervision, built hundreds of school classrooms, maternity-dispensaries and assisted with secondary roads and bridges. They taught literacy classes, served as agriculture extension agents, assisted in the implementation of land reform programs, and advised village and hamlet chiefs on administration. Under Project 335, continual training is being provided for cadre members and Highlanders, village self development activities have increased, boarding schools have been provided, irrigation projects have been funded, and working relationships have been established with several other ministries for the first time, with strong prospects that more will be established.

Major Accomplishments: Interministerial coordination has been effected with the Ministries of Education and Agriculture and with the Central Reconstruction and Development Council of the Prime Ministry. By the end of 1973, the first comprehensive Five Year Agriculture Development Plan for Montagnards was completed by MDEM, with advice and assistance from the Project 335 contract American technician. Utilization of STRD Cadre in technical and administrative areas has developed skills among a select group of Highlanders that will aid MDEM's attempts to help its people at the village and hamlet levels. This project activity has been funded largely by DOD-purchased piasters under Project 335. Although slow in starting, Village Self Development is beginning to enhance the prospects for Highlander self sufficiency.

Major Constraints Encountered: MDEM's major grievance is incursion by ethnic Vietnamese into territory traditionally claimed by Montagnards. In the early 1960's, there were less than 50,000 Vietnamese in the seven major Highland provinces. By 1973, the number approached

500,000. This has impeded land reform activity seriously. Although project activity for ethnic minorities has emphasized special training and management as basic steps toward self sufficiency, the education process has been painfully slow. There is reluctance by other ministries to assist the Highlanders in their development efforts. This is changing slowly.

Disposition of Equipment and Commodities: Two FY 1973 PIO/Cs totalling US\$ 181,900 for STRD Cadre commodities are now at CLA. Equipment and commodities on hand are in minimal quantities, primarily for STRD Cadre, and they are warehoused properly, to be distributed as needed.

Participant Training beyond Project Termination: Five participants for long term training are funded to the end of FY 1974. Of these, four will continue their long-term training beyond FY 1974 until FY 1978.

Value of Past Allocations of Local Currency: Transfers to MDEM over the period 1969-1974 are as follows: AID dollars: \$ 247,825 (\$ 155,725 for participants; \$ 52,100 for commodities to support Highlander education; and \$ 40,000 for contract services); AID AAC and Trust Fund piasters for commodities and contract services: VN\$ 2,010,200,000. DOD support is as follows: US\$ 5,662,645 converted to VN\$ 1,232,448,000 for STRD Cadre pay, and VN\$ 844,029,000 in counterpart (MACV AIK) for STRD Cadre pay; and US\$ 185,900 for commodities, US\$ 4,000 of which went for VN\$ 2,000,000 for CLA transfers.

Planned GVN Local Currency Support: MDEM is supported at a level of VN\$ 1,420,000,000 in the CY 1974 GVN Regular Budget. We have no firm statement on future levels of support.

Other Donor Involvement or Interest: Voluntary agency work on literacy and general education, orphanages and public health is significant. The Summer Institute of Linguistics (SIL) conducts literacy training for all age groups and missionaries provide many services. The Canadian Government is interested in providing some support to a proposed Research and Demonstration Center for increasing cattle population in the Highlands. Planning has begun.

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II. PERFORMANCE OF KEY INPUTS AND ACTION AGENTS

A. INPUT OR ACTION AGENT CONTRACTOR, PARTICIPATING AGENCY OR VOLUNTARY AGENCY	B. PERFORMANCE AGAINST PLAN							C. IMPORTANCE FOR ACHIEVING PROJECT PURPOSE (X)					
	UNSATIS- FACTORY		SATISFACTORY			OUT- STANDING		LOW	MEDIUM			HIGH	
	1	2	3	4	5	6	7	1	2	3	4	5	
1. C. Tracy Atwood - AID 730-3561					X								X
2.													
3.													

Comment on key factors determining rating

The contract required the contractor to develop a five year plan for Agricultural Development in the Highlands. This draft plan has been completed. It describes historical and current Montagnard agricultural practices that are inadequate and wasteful of resources. It provides specific recommendations on the many facets of farming activities that must be changed if the National Agriculture Development program is to become a reality in the Highlands. The recommendations and proposals are coordinated with the National plan as developed by the Ministry of Agriculture and Land Development (MALD).

4. PARTICIPANT TRAINING				X									X
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Comment on key factors determining rating

One four-year degree candidate completed training and returned June 1972. One is now in training and due to return in 1976. Two others are expected to complete training in 1978. Additional short-term training was planned by MDEM, but has not been carried out.

5. COMMODITIES		X								X			
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Comment on key factors determining rating

Commodities ordered in September 1971 arrived in 1973. Commodities ordered as of June 1973 have only been approved for local procurement. These are to be utilized primarily for training.

6. COOPERATING COUNTRY	a. PERSONNEL				X									X
	b. OTHER													

Comment on key factors determining rating

There are only five persons on the MDEM staff who have a Bachelor's Degree or its equivalent. Nevertheless, the MDEM is making serious efforts to seek out and hire the best qualified EM personnel available to fill positions at all levels.

7. OTHER DONORS						X							
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Comment on key factors determining rating of Other Donors

European and American Missionary groups who provide training.

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III.A. KEY OUTPUT INDICATORS AND TARGETS - QUANTITATIVE

1. QUANTITATIVE INDICATORS FOR MAJOR OUTPUTS	CATEGORY	CUMU- LATIVE PRIOR FY	2. TARGETS (PERCENTAGE / RATE / AMOUNT)				END OF PROJECT
			CURRENT FY		FY _____	FY _____	
			TO DATE	TO END			
1. Participant training in United States. (1 year degree) (Man-months)	PLANNED	156	10	12	12	6	186
	ACTUAL PERFORMANCE	156	10				
	REPLANNED			12	12	6	186
2. Participant training in 3rd country. (1 year degree at Univ. of Philippines. Continues until 1978) (Man-months)	PLANNED	24	34	36	48	36	192
	ACTUAL PERFORMANCE	24	34				
	REPLANNED			36	48	36	192
3. Participant training: short term, specialized in third country. (Man-months)	PLANNED	91	30	35	-	-	126
	ACTUAL PERFORMANCE	91	30				
	REPLANNED			35	-	-	126
4. Village and Hamlet Chiefs, Deputy Chiefs, and Deputy Chiefs for Security (PSDF) trained at NMTC.	PLANNED	3840	700	-	-	-	4540
	ACTUAL PERFORMANCE	2645	0				
	REPLANNED			700	-	-	3,345
5. EM Province Service Chiefs and Deputy Chiefs trained at NMTC.	PLANNED	893	300	-	-	-	1103
	ACTUAL PERFORMANCE	768	300				
	REPLANNED						1068
6. Literacy teacher training at NMTC	PLANNED	600	100	-	-	-	700
	ACTUAL PERFORMANCE	557	0				
	REPLANNED			100	-	-	657
7. STRD Cadre Public Health Training, NMTC	PLANNED	500	100	-	-	-	600
	ACTUAL PERFORMANCE	429	54				
	REPLANNED			100	-	-	500
8. Agriculture, VSD and Rural Credit Training, NMTC	PLANNED	690	100	-	-	-	700
	ACTUAL PERFORMANCE	624	70				
	REPLANNED			100	-	-	700

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III.A. KEY OUTPUT INDICATORS AND TARGETS - QUANTITATIVE

I. QUANTITATIVE INDICATORS FOR MAJOR OUTPUTS	2. TARGETS (PERCENTAGE / RATE / AMOUNT)						
	CATEGORY	CUMULATIVE PRIOR FY	CURRENT FY		FY ____	FY ____	END OF PROJECT
			TO DATE	TO END			
Land Survey/Resettlement Training, NMTC	PLANNED	404	200	-	-	-	604
	ACTUAL PERFORMANCE	404	140				
	REPLANNED			240	-	-	644
STRC Cadre Information Training, NMTC	PLANNED	750	100	-	-	-	850
	ACTUAL PERFORMANCE	644	40				
	REPLANNED			100	-	-	744
STRC Cadre Social Welfare Training, NMTC	PLANNED	805	350	-	-	-	1155
	ACTUAL PERFORMANCE	200					
	REPLANNED			350	-	-	831
	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED						
	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED						
	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED						
	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED						

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III.B. KEY OUTPUT INDICATORS AND TARGETS - QUALITATIVE

1. QUALITATIVE INDICATORS FOR MAJOR OUTPUTS	2. COMMENT
1. Managerial procedures of the MDEM modernized.	1. The original reorganizations were made in June of 1971 when the present administration took over. Fortunately, they look upon all changes for improvement as experimental until proven workable and efficient. They are only starting the development of job descriptions for each staff member. More of this will be accomplished in CY 74.
2. Improved practices for the EM Services office to follow at the province level.	2. Just as the MDEM at the Saigon level has been slow to perceive its basic role, the same holds true in the provinces. Planning techniques are being tried to enable the province offices to see that they should carry out the majority of their functions through successful contacts with other technical service offices.
3. MDEM staff members increase the number and effectiveness of their contacts with other ministries.	3. Contacts with other ministries with a goal of positive results is a major role of the MDEM. Their function in this area is one of vigilance; to see that the EM people get their fair share of that which other ministries have to provide for the Vietnamese people in general. This program is underway.
4. Special training program in VSD management and Rural Credit.	4. This program was presented in two phases. A group of 169 STRD Cadre were trained by a staff of 8 Filipino CDO's. During the training period, fifteen NMTC instructors assisted. Imaginary projects were carried out, giving all trainees a chance to practice filling out application forms. The 15 NMTC instructors received training on how to teach future STRDC.
5. Proposals and plans submitted for upgrading of teaching staff at the NMTC.	5. The average number of years of public education of the NMTC staff is 8½. In-service seminars are held, but real change will come about from an infusion of more highly educated instructors. NDEM is providing NIA graduates.
6. The five year draft Agriculture plan provided by contract.	6. This plan has been completed and 200 copies have been reproduced. It will be studied by the Minister of the MDEM and staff members, who will then make recommendations to the Minister of Agriculture to put it into effect.
7. Job descriptions developed for all province/regional Ethnic Minority Service Offices.	7. Appointment to these province jobs was originally highly political. The first training for province officials was in 1971. There has been slow improvement in managerial ability. Other appointees will be replaced by NIA graduates.

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III.B. KEY OUTPUT INDICATORS AND TARGETS - QUALITATIVE

1. QUALITATIVE INDICATORS FOR MAJOR OUTPUTS	2. COMMENT
8. Reorganization of STRD Cadre	8. Reorganization into six-man teams for each village has proved to be of great value in that now one member of each team is tasked with a technical responsibility for which he has received training, viz: Health, Literacy, Social Welfare, Land Reform, VSD and Rural Credit and Agriculture.
9. Increase facilities for public education at the elementary, secondary and higher education levels.	9. There has been a substantial increase in enrollment for the 1973/74 school year over the 1970/71 statistics. Schools are going in refugee camps; there is no knowledge available as to their effectiveness. The increase is 35% for primary and elementary and 10% for secondary on an annual basis.
10. Improved teacher education output.	10. Recommendations have been submitted and plans are in progress for the expansion of the program at the Ban Me Thuot Normal School. The quality of graduates in the past has been questioned; inadequate academic background was the basic cause. An initial academic year, remedial in nature, is to be provided, with an additional final year of broader pedagogical studies.