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SOUTHERN AFRICA DEVELOPMENT PERSONNEL AND TRAINING
PROJECT (SADPT)

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D R A F T R E P O R T

Mid-Project Evaluation
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I. The Evaluation Task

The mid-project evaluation of the Southern Africa Development Personnel and Training (SADPT) project was commissioned by the Office of Development Resources of the Bureau for Africa (AFR/DR), Washington, D.C. and by the Office of Southern Africa Regional Activities Coordination (OSARAC) located in the three Southern African states covered by this project. The intent of the evaluation is to assess progress toward achieving project purposes, to appraise the usefulness of the project, both innately and as a means of developing other technical assistance projects, and to evaluate experience in the course of implementation.

Five broad questions have been presented:

1. What is the contribution of SADPT to the localization of governmental programs and their administration within the three countries?
2. In what way or ways is this instrument helping build long-term administrative capability?
3. What is the relation of SADPT to the congressional mandate and the new directions within AID?
4. How has SADPT functioned as an instrument of project planning and development?
5. What should be the future scope of SADPT?

This, then, constitutes the scope of the evaluation team's report submitted at this time.

II. Background and Purpose of SADPT Project

For several historical, political and administrative reasons, the three Southern African countries of Botswana, Lesotho and Swaziland have a smaller base of local manpower suitably trained in technical and administrative matters than most other former British territories in Africa. They were protectorates and came under British suzerainty relatively late, in the latter decades of the 19th Century, largely to prevent their absorption into the orbit of the two Boer republics. They were always considered back waters in the British Empire and little was done to develop the people or natural resources. It was assumed that all three territories would eventually be absorbed in the Union of South Africa but with the adoption of Apartheid after 1948, this plan became politically untenable and was abandoned. The three countries were among the very last of former British territories to become independent and the advent of independence was preceded by shorter and less intense preparation for self-government than elsewhere. Today, ten years after attainment of independence, the upper ranks of the civil service in the BLS countries are dominated by expatriates (this is especially true in Botswana and Swaziland), and the woefully inadequate school systems are only slowly making inroads into the problem by providing qualified candidates for advanced training locally or abroad. Moreover, demands for trained personnel have increased since the mid-1960s advent of development planning, a matter given little attention in the colonial period. As a result,

development activities undertaken by these countries with U.S. or other donor assistance, are often seriously hampered by the lack of in-depth support by relevant ministries or agencies.

This project was conceived in response to manpower requests made by the Governments of Botswana, Lesotho and Swaziland to the Assistant Administrator, Bureau of Africa, during a visit he made to Southern Africa in Autumn 1971. At that time the AID program in the three countries was insignificant. A policy decision to build up the program in the three countries had already been made, but the Agency had considerable difficulty in putting together a specific activity to provide operational assistance that would satisfy increasingly rigorous design requirements and still offer the flexibility and speed needed to meet the commitments that had been made to the host governments. The result was that the first technicians were dispatched to the field under an interim authorization in January 1973, using FY 1973 funds, although the PROP was not formally approved by the AID Administrator until December of the same year. By that time seven American OPEX technicians were already at work under the project in Botswana and Lesotho.

The PROP as finally approved emphasizes AID's intention to help the BLS states plan and implement "selective" programs aimed at "key" development problems. Specifically identified were (1) low agricultural productivity, (2) inefficient management of resources, and (3) inadequate educational facilities and manpower programs. It recognizes the stop-gap nature of the project but stresses the strong project link between the U.S. manpower provided

and training for local replacements which provides longer run benefits. A section of the PROP, entitled "Special Characteristics of Project," makes the following significant statement:

The assistance proposed herein is not a project in the current sense of the term in AID. It might more appropriately be looked at as a mechanism for providing technical assistance on a program or sector rather than a project basis (i.e., it stands to a normal TA project in much the same way that a sector loan stands to a project loan).

It is obvious from the Project Paper that the program or sector approach would not be all-embracing but would need to be very limited, given funding constraints and the unique nature of the project within AID - and the pervasiveness of problems in the three countries - with the assumption that more intensive and direct institution building in a given area would be handled under separate government or foreign aid programs.

Nevertheless, even with its more narrow scope the designers and approval authorities of the SADPT project may have been conservative in appreciating and describing the full complexity of the project and its setting.

The complexity of the project is largely due to the complexity of the host country environments. They differ significantly socially, politically, physically, ecologically, economically and ^{relatively} the small size and population of each of the countries is no index of their respective problems and the problems of getting effective action in them. Their respective needs differ. So do their modes of action, their capacities for making and supporting decisions, and their external relations (e.g., with donor agencies).

One of several common characteristics of the three countries is a tradition of dependence upon expatriate administration, as well as professional and technical resources. This dependence continues to a large extent; and there is considerable stress between the aim of rapid localization on one hand, and continuing needs for expatriate personnel on the other. To some extent, the flow of external resources mitigates this pressure. Local personnel have very limited experience with decision-making, supervision, and the translation of intended policies into effective strategies of action. There are indigenous administrators of impressive talent, but they are not common. They operate within a foreign-style bureaucratic framework which is imbued with

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emphasis upon formal rank and formalized access to it through education. Indigenous educational resources, such as UBLS, are limited in their capability of serving public sector needs, and the supply of secondary school graduates is likewise limited. In these circumstances -- marked by a growing range of concerns and activities as well as an institutionalized dependence upon external staff resources -- the orderly achievement of relatively complete localization is ten to fifteen years in the offing. The current need is to nurture effective patterns of localization, which build both capacity and self reliance, so the process may proceed soundly, without too much loss of ability to perform effectively.

As one might expect, the policy-making and policy-implementing characteristics of each of these countries are relatively murky. There is considerable instability in personnel assignments. There are large unmet needs for local "technicians" -- people to undertake the analyses and translate policies into effective actions. There are anachronistic and frustrating features of the civil services, including heavy emphasis upon certificates and formalized training, fairly often at the expense of demonstrated competence. There is much wastage, or attrition as relatively superior people in government are attracted to and avidly competed for by the private sector and to some extent by economic opportunity in the neighboring Republic of South Africa.

II. Project Progress Since Inception

The Southern Africa Development Personnel and Training (SADPT) Project, a limited manpower supply and training project, has been underway for three years in Botswana, Lesotho and Swaziland. The first U.S. technicians arrived at post in January 1973, and since then 18 Americans have provided some 26 man-years of operational services as employees of the host governments. In addition, 31 participants have been selected for training in the U.S., and three have gone for training in Nigeria. Obligations through May 31st 1976 are as follows:

Botswana	\$ 1,411,000
Lesotho	1,237,000
Swaziland	<u>349,000</u>
Total	\$2,997,000

At present the SADPT Project provides two OPEX technicians in Swaziland, ten in Botswana and one in Lesotho. Previously also under the project were four resource conservation officers in Lesotho who since have been included under a separate project. OSARAC is currently proposing a similar spin-off for an expanded agricultural planning activity in Botswana.

OPEX Personnel Provided at Present under SADPT

Swaziland

- Agricultural Loan Officer
- Land Development Officer

Botswana

Deputy Permanent Secretary of Ministry of Agriculture (now officially replaced by Botswanan; OPEX technician is completing tour as advisor to leadership in Ministry of Agriculture).

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Chief Planning Officer, Ministry of Agriculture
Livestock Planning Officer, Ministry of Agriculture
Rural Sociologist, Ministry of Agriculture
Range Management Lecturer, Botswana Agricultural College
Educational Statistician, Ministry of Education
Three Senior Tax Assessors, Ministry of Finance
Assistant Commissioner of Taxation, Ministry of Finance

Lesotho

Conservation Lecturer, Lesotho Agricultural College
Agricultural Economist/Planner (to arrive shortly)

In addition, an extension information specialist was furnished in Swaziland, a soil scientist and conservation officer in Lesotho, and four tax advisors in Botswana, the latter now having been succeeded after a hiatus of over a year by a new group of four. Thus SADPT is heavily concentrated in agricultural and agriculture-related fields with no coverage generally provided for the health and education areas that were included in the original project design.

In accordance with original project approval, OSARAC has prepared, in conjunction with appropriate the OPEX technician and in consultation with the host governments, activity plans for each sub-activity covered by SADPT. These have been reviewed by the evaluation team and were found to be generally in accord with requirements. Given the mid-project focus of the evaluation, the indicators contained in most of the activity plans were of relatively limited usefulness as a means of judging at this time project progress and accomplishments although the overall plans were very helpful guidance to the team.

The evaluation team in its short visit was able to establish contact with the OPEX personnel currently serving on-site under the SADPT project and also with the conservation team in Lesotho under the spin-off project. The team noted that without exception the

persons interviewed were holding down positions having a key impact on selected development-oriented activities of the governments of the three countries.

The team were impressed by the universal understanding and strong support of the OPEX technicians of the objectives of the project, not only to provide direct help to upgrading government operations through their own services but of the need for long-term institutional capability improvement through training of local personnel and emphasizing improved coordination of their own offices/departments within the ministries of which they were components. The team noted, however, that the general requirement for provision of a counterpart for each OPEX technician provided resulted in a number of problems and even when a one-for-one basis exists it appears that a more comprehensive approach may be needed to accomplish the stated project objective of enabling"... Botswana, Lesotho and Swaziland ... to plan and implement selective programs aimed at resolving their key developmental bottlenecks with a reasonable degree of effectiveness."

The team had no doubt that the project was making a very appreciable difference in the capacity and in the extent and quality of operations of the units where the OPEX technicians function. Palpable examples of new or improved activities were in evidence throughout our trip and were identified regularly by the local officials with whom we spoke. The breakdown of the participants still in training and those who have returned is as follows:

<u>Country</u>	<u>Programmed</u>	<u>Still in Training</u>	<u>Returned</u>
Botswana	7	6	1
Lesotho	22	15	7
Swaziland	5	4	1

Three of the fifteen participants from Lesotho are pursuing two year diploma courses in the field of conservation in Nigeria.

While the project appears to have been slow in identifying suitable candidates for training, it is evident that the competition for potential employees graduating from the (former) University of Botswana, Lesotho and Swaziland and the other training facilities is so great among the various government departments that the track record for this project is good. The number of graduates in some disciplines is as low as ten^{per}/year, with a maximum of thirty in other disciplines per year, per country. With attrition rates for bursaries to local training institutions and running around 30%/with hundreds of positions currently being manned by expatriate staff in all of the countries, the output even at this relatively low level of education cannot keep up with the expansion of services and new project manpower needs. Most government officials realize that their plans for total localization by the early or mid 1980s are unrealistic. Under the current system, candidates for specific positions in government are identified as early as two and three years before they graduate. Considering the fact that these are frequently two and three year certificate and diploma students, this means that claims are staked by departments and ministries practically at the entry level. With the high attrition rate and the small numbers entering the pipeline, output predictions become very inaccurate. For purposes of measuring progress in the SADPT project, we must remember that the BLS countries are probably fifteen to twenty years behind other developing countries in Africa in the availability of

trained or trainable manpower.

Positive achievements under SADPT can be pointed to in the case of a Soil Scientist from Lesotho who received an MS degree in the U.S. and is now a fully functioning member of the Conservation Project staff in Lesotho and others are in the pipeline. This is also an example of Pre-project support or preparation as a use of SADPT. Since most of the other returned participants have taken part in short term programs, their impact on project objectives will require a longer term assessment. In the case of the former Deputy Permanent Secretary of the Ministry of Agriculture in Botswana, his operational input and on-the-job training of Agriculture Ministry staff is recognized as a major contribution to the localization of his own position in the Ministry and the overall improvement of the Ministry's functioning under local national control.

Considering the background of most participants currently in training, their progress reports are generally above average and in some instances they are remarkable. There appears to be no doubt that the participant currently studying Land use and Management in the United States will be able to replace the current SADPT-provided OPEX technician in Swaziland shortly after his return. He is already an experienced and mature individual and he is making excellent progress in his academic studies for a Masters' degree. In Lesotho, the utilization of returned participants in a variety of agricultural disciplines appears to be assured. Their work should enable the Ministry to capitalize on the achievements made in the conservation project.

There have been one or two instances where returned participants have been diverted from their intended utilization when they were selected. This is not an uncommon occurrence in the broader context of government practice in the three countries and as long as the incident rate is kept small and there is assurance that the individual participant is performing in a critical area of need, some tolerance might be appropriate.

Interestingly enough, wry tribute was paid the SADPT project on several occasions by other expatriate personnel to the effect that the project was successfully accomplishing in general more in the realm of training of local personnel and upgrading of organizational capability through the preemption of scarce manpower for counterpart and other training purposes than other donor-supported programs. They backhandedly complimented the U.S. assistance program for its "rigid" adherence to the provision of training. And indeed the U.S. program is virtually unique among donor projects; and time and time again government officials of the three countries who are not expatriates expressed their appreciation that the U.S. was giving palpable support to their own efforts at localization.

The full context of the latter point may be appreciated better when one realizes that a full ten years after attainment of independence, only Botswana has completed a manpower survey and development plan and that is currently under extensive revision. Officials in the other two countries admit that no such plan exists for their respective

countries. Even in Botswana there are no concrete plans for an orderly localization program with a designation of priorities. Localization decisions are made on an ad hoc basis in all three countries, according to information gathered by the team, and a localization decision may be reached with respect to a particular position or office for political reasons even when no qualified candidate is immediately available. By contrast, in the normal course of events, local citizen personnel enter into the system and generally advance through it on the basis of meeting degree or other paper qualifications so that valuable time is wasted and good prospective candidates are cut off from consideration until they have attained a formal degree.

The evaluation team concludes that in general, the SADPT project appears to exert a large amount of constructive leverage, in areas of prime importance to the host country governments, and with one partial exception in fields directly pertinent to AID's new mandate. In Botswana, SADPT has contributed significantly to the rationalization of the organization of the Ministry of Agriculture, through the contributions of Tom Hamilton, formerly Deputy Permanent Secretary, who is about to complete four years of service, after having been succeeded by a local national. Important training needs in agriculture are being met through the development of a Training College within the Ministry, where a U.S. trained vice Principal plays a key role in a unit which will probably be localized within the next year or two.

Valuable contributions to agricultural planning in Botswana are being made in the Ministry of Agriculture's planning staff, headed at present by an OPEX appointee, and including a rural sociologist. With project support, this key unit is scheduled to be localized within five years. Somewhat afield from the new directions, SADPT senior professionals in the area of income taxation occupy key roles, and there are interesting questions about their impact upon the localized development of their department.

In Lesotho, SADPT has served as the catalyst for undertaking urgently-needed land and water conservation programs and for including conservation within the curriculum of the Agricultural College, with impact far beyond its walls.

In Swaziland the project/^{is} contributing to the institutionalization of small-farmer credit activities which are vital to the future prospects of poor rural people. Further, it provides guidance and direction for a program of rural water resources development crucial to the development of Swaziland's livestock economy. Of somewhat more questionable impact was the assignment of the extension specialist in the Swazi Ministry of Agriculture. He left his post suddenly before the end of his contract, and his functions are now being covered to some extent by a Peace Corps Volunteer.

While personnel and funding limitations preclude further assignment of new positions under SADPT, the team did question the lack of involvement in the health and education fields. Apparently, in the context of the three countries, the agricultural ministries (or other bodies active in the agriculture field)

have a somewhat better capacity to plan and effect utilization of OPEX technicians from the U.S., thanks partly to a very vigorous and innovative OSARAC agriculture officer with effective connections in all three countries. A further factor favoring provision of agriculture-related technicians is the recognized superior U.S. capability in such fields as conservation and range management. Moreover, it apparently has been difficult for even as imaginative and perceptive an individual as the present Swazi Minister of Education and Health to visualize effective utilization of U.S. OPEX personnel. He expressed the opinion that undoubtedly such personnel would be valuable but that a useful determination of need and truly effective utilization needed to be preceded by a fairly lengthy assessment of these sectors in Swaziland, particularly the likely or possible roles of these sectors in being an integral part of Swaziland's rural development area programs. Indeed, the evaluation team sees this as a special challenge to SADPT to accomplish something very much in harmony with the new directions in U.S. foreign assistance legislation.

SADPT AND LOCALIZATION

Localization, the replacement of expatriates by local citizen personnel, is a watchword in each of the three countries being served by the project. Contributions to that aim are one basis for assessing SADPT. On this score, the project rates an outstanding ranking. The basic project strategy is intended to serve this goal. The implementation of that strategy is fully in keeping with the intent. Through its design and implementation, SADPT is having a "demonstration effect" in Botswana, Swaziland and Lesotho whose magnitude far exceeds the cost and immediate impact of the project: it demonstrates a U.S. commitment to the building of local capability which is quite distinctive, in comparison with most projects of other donors. Very importantly, this U.S. commitment appears to be highly valued by local national officials of the three governments.

The relatively modest scale of SADPT is consistent with service to the aim of localization. In each of the three countries there is great scarcity of human talent, including local persons who are readily available for training, advanced education, and placement in important posts. A shortage of technicians and of administrators at practically all levels is ubiquitous, running up to 50% or more of key organizations in the three countries, particularly in Lesotho.

Some training funds are available but may not be fully utilized. For ^example, the director of civil service personnel in Botswana, told us that training funds at his command include 130,000 rand from Sweden (to be expended over three years) and 360,000 rand from Canada (covering a four-year period). This money is available for third country training within Africa. There

are difficulties in finding suitable and available training and educational openings for Botswanans in other African countries, due to the limited supply of suitable educational facilities. But there is also considerable difficulty in identifying and freeing up Botswanans to take up training opportunities.

It is our impression that in Swaziland officials may tend to underestimate the amount of native talent which might rather readily be developed through training and education. In Lesotho shortages of talent appear to be exacerbated by the fact that South Africa has in the past drained off technical and clerical talent, although pay increases in 1973-74 may have dampened this trend a bit.

In each of these countries one sometimes gets the impression that trying to bridge the local talent gap is like trying to fill a bottomless bucket -- a phrase which was used by one of the officials with whom we talked. Localization proceeds but so do expanded development efforts, many of them spurred by external donors as well as by growing local awareness of needs.* As a result, substantial dependence upon expatriates continues and grows in some spheres even as it may abate in others. Botswana currently has 900 expatriate officials, more than half of them British. At least in that country -- in contrast with Lesotho and Swaziland -- there is a good basic manpower study, now to be updated.

To varying degrees and with varying quality, training facilities are being developed locally. Thus in Botswana there are about 20 departmental training facilities, a technical institute, and other training facilities.

* For example, the Botswana public service grew at the rate of 14 and 15% a year between 1972 and 1975, although growth is being kept to the level of six percent this year.

There is also a campus of the former UELS, from which Lesotho has seceded. But the annual cost of education at the Botswana and Swaziland facilities is reported to us as 2800-2900 rand per student year (R 1 = \$1.15); and the quality of education leaves much to be desired. Under these conditions, the director of Botswana's civil service/sees localization as generally a 10-15 year proposition, with crucial current personnel needs in engineering and for technicians generally.

In Swaziland, perhaps more than in the other two countries, competition from the private sector is a serious impediment to localization: qualified teachers earn 2,000 rand, while the more talented among them can get 5 000 rand in private employment. About 50% of the teachers are expatriate, and many of the locals, including headmasters, are described by the Minister of Education and Health as unqualified. Yet in all three countries it is from the teaching profession that people are tapped for jobs in a wide range of developmental, administrative and other jobs. As a result teacher shortages are all pervasive and hard to overcome except through continued utilization of expatriates, including volunteer personnel.

In Botswana there are currently thirteen vacant positions within the Ministry of Agriculture which require bachelor's level education. In Lesotho, we were told "there are more holes in the Ministry than we could fill" 50% of the Ministry's established posts are currently vacant. The Ministry of Education of that country has had four Permanent Secretaries in three years. By 1980 Lesotho projects between 260 and 270 public service positions to be filled by expatriates, including 40 or 50 in agriculture (and the reporter of these figures notes that they constitute a conservative estimate).

In circumstances illustrated by these examples, it is unreasonable to anticipate orderly, effective schemes for comprehensive localization. Infrastructures of training and education are only being built, and some of them (the University in particular) are not perceived as being very good. To a varying but quite considerable degree, formalistic educational requirements carried over from a colonial tradition, impede the development of effective manpower and create paper barriers to jobs and advancement in many key places. Donors seem to almost flood the countries with funds and projects. In the case of Lesotho, we were quoted government estimates indicating that the country could absorb about \$85 million in developmental assistance during the next five years. To reach this goal, projected tenders of about \$125 million of donor funds were to be sought. But a recent informal estimate indicates that over \$200 million of projects are now in place or taking shape.

Yet as noted in Lesotho and the other two countries, "it is only the Americans and the Canadians who include training as integral parts of their projects." And the stress upon counterpart development and the creation of talent for localization in the SADPT project was universally noted -- and generally valued. A UN-provided expert at the Lesotho Ministry of Finance and Planning described this as a "rigid" feature of the project, noted that it contributes greatly to the effectiveness of SADPT, and observed that it would, of course, not be possible to adopt a similar approach in the large array of donor projects involving the country because of the all-pervasive shortage of personnel available to be trained.

In these stressful and unstable circumstances, the SADPT approach is

impressive -- its modest scale, its focus upon a limited number of vital roles and functions within the general framework of the AID mandate, and effectiveness with which the project has been managed.

With respect to localization, there are two problems worth noting -- not because they reflect unfavorably upon the project, but because they bear understanding.

1. The Time-Frame of OPEX Personnel. Generally, OPEX appointments are for two year terms (which may, of course, be renewed under appropriate circumstances given the availability of funds). With some exceptions, two years is not enough.

This statement was made, more than once, in each of the countries we visited. It applies when (a) localization is a key objective and (b) most or all of the effort to develop the local successor remains to be done at the beginning of the appointment.

There is no one way to identify and develop local successors. In one facet of the Botswana tax project, OPEX personnel suggested on-job training as the best approach, while the formalities of the personnel system make overseas study almost inevitable. Frequently some combination of education on-job experience, and possible topping-off training have been suggested. The path from the start-up of an activity to its being turned over to a local often spans a four-year period.

If SADPT is to be continued, the project should allow for the planning and management of arrangements which will generally anticipate this sort of time frame.

2. The Problem of Getting and Keeping Locals. There is some tendency to think of SADPT activities as rather neat, stable arrangements

under which a key post is filled through an OPEX arrangement, a counterpart is identified and assigned and progress proceeds toward localization in an orderly manner.

Sometimes it does work this way, but in the tumultuous environments of SADPT efforts, life is often other than simple, plans less than stable, and commitments more contingent than not. In Botswana in particular we encountered reports of especially frequent shifts of local personnel. In the Lesotho Land and Water Resources Development Project, an offshoot of SADPT, OPEX personnel suggested that a ratio of three counterparts in-training to one local position would not be unrealistic. Similar overprogramming was advocated elsewhere.

Some key persons interviewed, particularly in Botswana claimed that the all-pervasiveness of the needs of understaffed departments and the shortage of available personnel made the requirement of a counterpart designation a hard one to abide by. Justification provided was that designation of a counterpart years before the estimated departure of an expatriate was tantamount to tying up a valuable person who might more usefully occupy one or more operational positions, during the same period. They frankly felt that the problem of providing the counterpart when the expatriate gets ready to leave ought to be sufficient. This view underscores the need for an obvious priority commitment to upgrade a particular operation involving a somewhat greater degree of training of personnel (abroad or in-country) rather than focusing on a single position in an office in most cases because in that way we are likely to accomplish the objectives of the SADPT project in more meaningful fashion.

The important point is not the initial designation of a particular

counterpart to take over from an OPEX appointee (although this is highly desirable when it is clearly a feasible, reliable arrangement). It is rather to be sure that each OPEX activity includes a clear -- and agreed-upon -- arrangement for building indigenous capability to take over a job, but also in some cases to take over a function or set of functions which will emerge from successful performance of the OPEX role. The training dimension isn't, in other words, limited to individual counterparts.*

With one exception, SADPT has generally been successful in meeting the counterpart requirement. The income tax/^{activity} in Botswana, much valued for its provision of key operating officials in an area where income tax collections rose from 2.5 million rand in 1970 to 23 million rand in the most recent year may not succeed in making a fully desirable contribution to localization objectives.

The situation is complicated. The tax department of the Ministry of Finance and Development Planning has grown from 9 to 35 staff members in six years. Including the four-man U.S. "team" (which is not a team), there are twelve expatriates, seven of them British. The department follows the British system of central assessment of tax liability, in contrast to the U.S. system of self-assessment. There is a dearth of public accountants in the country

* The expatriate Permanent Secretary of the Botswana Ministry of Finance and Development Planning noted the value of the SADPT approach, with its requirement that locals be developed to fill any OPEX posts. From his own experience he estimated that three-fourths of the localizations observed in Botswana did not emerge as a result of tight counterpart arrangements but out of the more general emergence of able local personnel. He also stated that Botswana has a limited ability to absorb external assistance when there is an insistence upon counterparts, and concurred with the observation that counterpart (and similar) requirements do tend to limit technical assistance inputs to highly valued functions, where the importance of the task causes the government to accept the requirement.

and training available at university was described as poor and unduly academic. Lawyers are unobtainable. The department's best assessor has just resigned paying off a training bond of 1500 rand to go into the private sector. The department has four college graduates (with limited English competence), and the current training strategy for producing and upgrading local staff seems certain to defer localization for a long time. There is a clear conflict between "the British approach" and "our approach" to a strategy for developing the department, in particular as this is reflected by training needs, although it is not a rancorous one. A training officer post is slated to be filled by OPEX or otherwise by an expatriate. The OPEX technicians furnished under SADPT strongly urged that an American filling this vacancy would make a critical difference. They mentioned that a former member of the original AID team (which originally appeared in 1973 in the guise of "advisors" but rather quickly became valued operators), one Bill Unterseher might be available and appeared to have performed well in his earlier assignment.

If this post could be U.S. staffed, and if the results were to include a redesigned strategy of local staff development, then the SADPT tax activity could make a significant contribution to localization. At worst, the SADPT tax activity which is greatly valued in the tax department and in the Ministry as well, will be a useful stop gap measure.

3. Undergraduate Training Abroad.

The Botswana director of civil service noted that one gap in training is the lack of funds for undergraduate training in the United States, and the fact that our criteria preclude assistance in areas of particular

importance to Botswana's development needs. He cited as one example wildlife, one of Botswana's major resources, and that the United States is by far the best source of training in wildlife management. Botswana needs about ten individuals trained to the bachelor's level in this field. Similar needs exist in the field of agriculture, where it would be appropriate to send five to ten persons a year for U.S. undergraduate training. Besides the Canadian and Swedish-provided training funds which are to be used for training in Africa only, there are no other funds available to augment current limited U.S. financing for this type of training.

Lesotho currently has 35 participant-trainees in the United States studying for bachelor's and/or master's degrees, including three individuals studying in the field of range management. Yet here and in the other two countries finding students who meet U.S. university entrance requirements is often a serious problem. Educational quality varies among the countries; but the number of potential university entrants is enormously limited. The implication for the future of SADPT is only that of making reasonable provisions for undergraduate level U.S. education.

BUILDING OF LONG-TERM ADMINISTRATIVE CAPABILITY

One source of the strength and effectiveness of SADPT is its highly selective focus upon a limited number of top priority activities. Exceptional talent has been brought into play, and the effectiveness with which it has been used is a tribute to astute and exceptionally competent AID project management.

The administrative and managerial context within which things have been accomplished ranges from adequate through bad. Opportunities for improving the quality and effectiveness of the long-term administrative capability of the BLS countries seem almost unlimited.

The poverty of clerical and secretarial resources is striking. The effectiveness of an upper-level administrator can often be increased by 30 to 50% by good supporting staff. (The Swazi Minister of Education and Health apologized as he was opening his office and turning on lights when we arrived for an 8 o'clock appointment -- his secretary hadn't yet appeared.)

The questionable use of "advanced" organizational technology is noted: Botswana is putting many records onto its computer, and people in the tax department are understandably nervous about the effect this may have on their own ability to administer their work.

Reluctance to accept supervisory responsibility, and to wield authority appears to be a commonplace -- but by no means universal -- condition, as local personnel succeed expatriates. (This seemed to be particularly true in Swaziland but we noted instances elsewhere.)

Local mastery of what might be called 'managerial culture and style' is quite limited in all three countries. Of course, the scale of operations

is often quite small, although agricultural and conservation activities can and do operate on a relatively large geographical scale in all three countries. We encountered talented and decisive individuals, and more or less predictable bureaucracies. But the long-range needs for localized administrative development in the public sectors of Botswana, Lesotho and Swaziland are indeed impressive.

SADPT has made, and is making, limited but worthy contributions to meeting some of these needs. There may be limited opportunities for additional contributions within the framework of the SADPT strategy.

One question posed to us concerns the effect of teams, as opposed to individual OPEX personnel upon the building of local managerial capacity. The thought behind the question is that a team may tend to close out counterpart collaboration. We have found no evidence to this effect. The one intended team under SADPT auspices - the tax group -- does not function as a team. Two of the four members are currently assigned to local offices away from the capitol. The other two work in separate sections. In a SADPT spin-off project, the Lesotho land and water project, there is a sizeable team of U.S. experts in operational roles. But one local, returned from overseas training, has already joined this team and others are forthcoming. Indeed, from that project it may be inferred that substantial advances in local managerial capacity can take place as the result of careful team efforts including comprehensive and mutually reinforcing training.

Perhaps the major effect of a team approach, within the SADPT strategy, is to complicate the establishment of counterparts, given the intense demand

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for competent or promising locals, and the fact that several OPEX staff require a greater amount of that talent than does a single individual. But the primary consideration here is the importance of the activity and the government's commitment to it -- not the fact of having a team. In the Ministry of Agriculture's planning unit there is obviously scope for effective teamwork under a SADPT spin-off project, while the opportunities inherent in filling a key senior position in the ministry leadership (e.g. the Deputy Permanent Secretary post) indicate the attractiveness of the individual assignment.

SADPT is contributing to the incremental improvement of managerial capacity in a number of ways -- modest, interesting, and not susceptible of complete assessment. When the Swaziland Land Development Officer installs a time clock as one step in regularizing the work habits of his project's machinery maintenance shop, he is taking one step in a long journey in the right direction. When the Lesotho land and water conservation group (the spin-off from the SADPT project) establish a regular bi-weekly staff meeting, send the minutes to the Ministry's Permanent Secretary, who then instructs the Ministry's other departments to do likewise, another constructive step has been taken.

In a number of such ways SADPT appears to be having a distinctively constructive long-term effect on administration in the three countries, often going quite beyond the immediate impact of the project. The effect of sound administrative action in the project's activities, combined with impressive patience (which seems a marked attribute of the OPEX personnel we have met), and a collaborative approach which brings local personnel

into real participation, is bound to be of consequence.

There probably are no broad, rapid, dramatic ways to transform administration and management within the SADPT countries. There may, however, be some ways in which the SADPT approach could make useful contributions in the near future, in ways compatible with the AID mandate. Here are some thoughts and tentative suggestions which have emerged from our review:

1. Promoting manpower planning capability. It is our impression that Botswana has laid a good foundation for manpower planning, and the director of ^{personnel} civil service/is in command of the situation. In Lesotho, however the Ministry of Agriculture would seem able to benefit from assistance in developing a practical manpower planning arrangement, to provide an increment of rationality in the development and use of technical and managerial talents within the Ministry. Other similar opportunities appear to exist considering the interest expressed in the technique during our trip.

2. Limited amounts of supplemental management training, in the field (or nearby), for local personnel developed through SADPT and related types of activity.

So long as there is a shortage of local personnel for middle and upper level administrative posts, then technically trained individuals will be syphoned into these managerial roles. This will undoubtedly continue to occur on a sizeable scale, affecting dozens of individuals, through the next five to ten years. There is not much point in providing management training to these persons in the course of preparing them for technical roles. (One effect would simply be to encourage the syphoning-off process.

In addition, such training is not likely to be very effective.) But, to protect and enhance the strategic investments made through SADPT, practically oriented short-course training in some of the fundamental of program management could be useful. They should include an emphasis upon practical techniques, and should draw upon relevant indigenous examples and illustrations. SADPT might be used, assuming local receptivity is established to initiate such an activity, on a trial basis, with reference to agriculture and conservation. If the activity were to expand beyond the areas of primary interest under the AID mandate, other sources of support for the effort would probably be available.

3. Strengthening Section-level and District Administration. As the scope of conservation and agricultural development efforts grows, in Lesotho, the matter of reasonably effective coordination and direction at the district level increases. There is a commitment in Lesotho to regional agricultural planning within the nine districts of the country, and under AID auspices a very attractive and promising approach to local-level soil conservation has been established. (The key is planning and implementing erosion control efforts for areas each of which is under the jurisdiction of a particular chief so that jurisdiction and program coverage coincide.

The proliferation of land development and use activities vital to Lesotho's future will increasingly call for coordinated efforts at the district level, as we perceive the situation. There will also be needs for training section chiefs in the Ministry of Agriculture in practical planning and implementation of agricultural programs. The central and

district level concerns and needs are related. Meeting those needs calls for no fanciful high-level "management training," but for practically-oriented training focusing upon tools techniques, and basic concepts of action planning and implementation. Assuming a local interest, SADPT might make a worthy contribution to planning and perhaps implementing such training, on the scene, in a way which does not remove the trainees from their work environments.

4. Information planning and management. The BLS countries are nearly swamped with studies reports and other paper. In the fields of agriculture and conservation, the amount of information (and what passes for information, in some cases) which is generated (much of it by expatriate teams) is enormous.

In none of the countries is there an adequate, reasonably systematic arrangement for managing such material. Planning units in Ministries of Agriculture in Botswana and Lesotho might seriously entertain the idea of establishing "working libraries," or Documentation Units. These would serve as more than files or repositories but could become useful means of cumulating information of importance, and making it available in a useful manner. SAPPT might be the vehicle for providing some short-term consultancy in the field of information planning and management for agriculture for these two countries. This in turn might lead to a project in this field.

This brief examination of the SADPT experience does not lead to any judgment in favor of broad, general approaches to public sector management training or education. The strength and effectiveness of SADPT have stemmed from concrete responses to highly selective opportunities. Efforts to

contribute to enlarged capacity for development administration should be inspired by this model. There is little point in large-scale efforts to shape or reshape these evolving administrative systems. There is probably nothing much to gain from broad attacks upon bureaucratic patterns and standards rooted in colonial traditions. It is the practice of intelligent planning and management, in particular fields of action, which is likely to make an important difference in the short to medium run. And there are opportunities for building upon the effective SADPT contributions in agriculture and conservation, probably along the lines sketched in the above paragraphs.

Relationship of SADPT to the New Directions in U.S.
Foreign Assistance

In its travels, the evaluation team was particularly concerned with this topic. Granted that the project stresses improvement of operations and build-up of administrative capacity, the team concluded that the project has actually had considerable effects on promoting "mandate" considerations in the programs and operations in the three countries. Some specific examples follow but it should be stressed that insofar as the project has enabled an improvement of a given organization's general administrative capacity, such as the work of the OPEX Deputy Permanent Secretary of Agriculture in Botswana, this promises to help rather than retard work in "new directions" areas because of wider knowledge and improved organizational capacity to support and undertake such programs.

Although only two OPEX technicians have been provided in Swaziland, the project has had a gratifying impact due to the significant positions covered and the effectiveness of the individuals provided. In one case, the project finances the services of a rural credit advisor to the Swaziland Development and Savings Bank whose function has been to upgrade and extend the credit application and granting mechanism of the Bank, with particular reference to the small farmer credit loan financed by AID in FY 74. This loan has caused some problems to the Bank and only some 25% of the authorized amount has been drawn down so far. This is partly due to all-pervasive staff shortages in the Bank, both in its main office and in the branches, which makes it difficult to process expeditiously the paper work concerned, and partly due to the reimbursement feature of the loan

which has also inhibited drawn-down. Currently, the total loan portfolio of the Bank consists of the following:

	<u>Interest Rate(%)</u>	<u>Value</u>
Loans to Small Farmers (Ave. loan E100)*	6 10-1/2	E 200,000 600,000
Loans to Medium Size Farmers including tractors and machinery acquisitions		
Advances on Livestock Financing	10-1/2	180,000
Farmland purchases, afforestation	11	<u>2,000,000</u>
Total		2,980,000

In effect, the AID-financed loan is the sole activity within the Bank in support of small farmers' credit in Swaziland and the expatriate technicians wide-ranging activities have played a key role in getting the Bank's services out to that clientele through his involvement in training branch office staffs, fostering more effective coordination with extension workers who do the bulk of the field work investigating loan applications, and strengthening the ability of cooperatives (through which the bulk of the AID-financed loan is expected to move) by designating and organizing training programs for selected young farmers to work with their fellows with their eventual development into credit advisors for the co-ops. The Bank expects to participate in three rural development areas that are being organized by the Swazi Government with the objective of providing a credit advisor and a counter man (handling savings, loan repayments and other banking services) in an office in each area.

* Financed exclusively through the AID loan.

^{1/}Current rate of exchange: 1 Swazi Lilangeni (E) = 1 South African Rand = U.S. \$1.15

This activity is particularly significant in view of the World Bank's plans to help establish a further ten such Rural Development Areas in Swaziland in the near future.

The SADPT-provided OPEX technician works closely with a counterpart and they travel together to brief branch office personnel (the evaluation team accompanied them on one such visit). The OPEX technician's vigor and capability are key factors in improving the performance of the Bank in the small farmer credit area. It must be remembered that this area earns the least returns for the Bank and represents the single heaviest manpower and overhead burden. The fact that the AID loan has been drawn down as far as it has for worthwhile loans with a good repayment rate can be considered to be largely due to the presence of the SADPT technician. Unfortunately, the localization of this position appears to be some distance away because of the catalyst role played by the OPEX technician and because of the wide range of duties involved, even though a capable counterpart is available. The Bank management (consisting of local personnel, extensively augmented by expatriates) is keenly aware of the need for a vastly expanded training program and indeed made a good presentation to a visiting group representing UK aid but consistent with the practice of most other donors (if not their stated philosophy), the response was not particularly encouraging.

Also in Swaziland, in the Land Development Section of the Ministry of Agriculture rests the responsibility^{for}/providing construction and infrastructure support for the designated rural development areas.

The OPEX Land Use Technician provided under the SADPT project has been involved in the wide range of functions, some closely related to public works-type construction, associated with implementation of land redevelopment whereby farmers are to be resettled on more productive land. The OPEX technician has played a key role in establishing a Swazi capability for heavy equipment maintenance and repair, providing extensive supervision and on-the-job training. He has been involved in the design and construction of small dams and irrigation systems, land clearing and terracing, improvement of tertiary roads, and other activities related to land development and settlement with emphasis on incorporating design features that makes maintenance relatively simple and readily performable by the participants/beneficiaries in the area schemes. The OPEX technician thus strongly influences the success of the Swaziland Government's program for improving small farmer agriculture and he has had success in instilling in his department the need for linkages with other government organizations and maintaining a collaborative approach to the work.

In Lesotho, a land of predominantly small farming units, where erosion is a critical problem affecting the lives and incomes of all rural people, land and water resource conservation and management is a relatively new awareness. The SADPT spin-off project in Land and Water resources development is meeting Lesotho's needs in this area and is developing an indigeneous capacity to continue (and build upon) the OPEX team's work after its departure. But a

key feature of the project's method of operation is the stress by the team on close work in the districts with the local people and chiefs and the need for decision-making on a mutual basis fully reflecting the needs of the local people. This is indeed a new concept in Lesotho where there is considerable suspicion of the central government out in the rural areas. The team's approach^{is} obviously influencing their local associates on the project and the thinking of progressive and innovative leaders of the Ministry of Agriculture, such as the Permanent Secretary. These efforts are highly complemented under SADPT by the lecturer in conservation at Lesotho Agricultural College (L.A.C.) who has developed a comprehensive course and has fitted it into the curriculum of the College. For the first time, young future agriculturists, many of whom are expected to work in the Ministry of Agriculture in field jobs, are learning about conservation. Very significantly, practical work constitutes an integral part of the course. The instructor and students have been giving demonstrations throughout Lesotho of good conservation practices and have been instrumental in initiating small conservation works managed by local communities. Conservation has also been introduced into the curriculum of 20 out of 23 schools in Lesotho teaching agricultural subjects, with senior-year students from L.A.C. helping to teach. Moreover, the program has engendered interest on the part of high level government leaders, including the Prime Minister, through one of its demonstrations on the occasion of the King's birthday, which shows promise for accelerated programs throughout Lesotho.

In Botswana, the planning team in the Ministry of Agriculture is in a key position to influence government program planning. The chief of the team feels that the team is very much a part of the planning and decision-making process in the Ministry. The team is developing plans for some mass-impact programs, including one in support of dry-land farming (over 50% of Botswana's people own no cattle) and a small farmer credit scheme. A key role is being played by the rural sociologist who is capitalizing on the government's receptivity to new ideas and its concern about the impact of project on rural people. His major assignment is assessing the impact of recent governmental programs in particular the new tribal land use law. Working with available Botswanan students to whom he has provided training in interview techniques and evaluation, he has also recently completed a draft study of the situation of a hitherto-isolated minority people in Northern Botswana that has been the target of a number of unsuccessful development projects. The report contains startling information and an assessment of the likely effects on these people of the highway currently under construction linking Botswana with Zambia and has generated considerable interest among key government officials.

Project Planning and Development

Directly and indirectly, SADPT has been instrumental in the development of several proposals for individual technical assistance projects. The only presently-operational spin-off project so far is the Land and Water Resources project in Lesotho. OSARAC has also submitted a P.I.D. for AID/W review for a more comprehensive agricultural planning activity in Botswana, arising out of the work of the planning team under SADPT. Further, OSARAC has submitted a P.I.D. for a rural development infrastructure project in Swaziland, arising partly out of the presence of the OPEX technician in the Land Use Section of the Ministry of Agriculture and partly as an outgrowth of an earlier AID loan for heavy equipment accompanied by limited technical assistance. While monitoring SADPT's agricultural loan officer in Swaziland and dealing with problems associated with the small farmer credit loan, OSARAC became concerned with rural marketing and credit issues and has prepared a Project Paper for a rural cooperatives and marketing project in that country which is currently awaiting AID/W approval. Use of SADPT is also contemplated for development of a farm systems development project in Lesotho through furnishing of an OPEX technician who will assist the Lesotho Government to plan and design the project and, if it is approved, will participate in its execution.

By contrast, a SADPT involvement can also signal more effectively when conditions do not seem appropriate for undertaking a follow-on project. Such an instance occurred in Swaziland where presence of an OPEX extension specialist helped determine that a follow-on project in extension did not seem advisable at this time.

On the basis of the available evidence, SADPT has functioned very well as a means of project planning and development. Through its involvement in key development areas and given high quality OPEX personnel and OSARAC monitoring, it has been an effective device for ascertaining needs in greater depth, for preparation of more comprehensive and well-designed and justified projects and for providing invaluable first hand experience on operating methods and problems in the three countries. This is of particular significance given the lean character of OSARAC staffing and backstopping by AID/W and the varied and complex conditions in the three countries. Capable OPEX technicians have been able to assist in the project planning and design work of the existing spin-of project and the proposed new ones and better projects seem to have resulted. SADPT promises to be the single most useful tool available to AID in Southern Africa in identifying worthwhile new project possibilities; the key constraints would seem to be availability of funding and a sufficient sense of priority in competition with other programs throughout AID, and the amount of time required for planning and justification of projects, to say nothing of their lengthy peregrinations through the AID program approval and funding cycle.

Thus, the evaluation team concludes that SADPT so far has successfully fulfilled its role as a project planning and development device and particularly endorses greater utilization of SADPT in providing assistance to the country governments in planning and designing projects. In our conversations in the three countries with senior government officials, considerable interest was

expressed in this use of SADPT, usually coupled with the proviso that special pains be taken to build up local capability.

Future Direction and Criteria

In reviewing the course and progress of the SADPT project, the evaluation team concluded that there was good justification and ample scope and opportunity for SADPT to play a wider and more flexible role in accomplishing the project objective of enabling the three BLS countries "to plan and implement selective programs aimed at resolving their key developmental bottlenecks with a reasonable degree of effectiveness." The reasons for this conclusion are evident in the foregoing portions of their Report. Part of the strength of the project has been the combination of limited size with considerable flexibility. Large adventures in the development of the three countries are almost certain to become unglued in the short to medium run. Small, strategic activities achieve a value and visibility beyond their comparative cost. The SADPT project has established the basis for larger ventures which are well designed and executed in comparison with what is typical of development efforts in the countries.

The evaluation team has attempted to synthesize and extend rules currently applicable to the SADPT project to formulate a set of criteria and directions for future operations of SADPT and a follow-on project.

1. A SADPT-supported activity should be consistent with objectives contained in the DAP and supporting analyses for the country which the activity is contemplated.

2. The proposed activity addresses the area of the new directions of U.S. foreign assistance legislation. However, an important aspect of this criterion is that there may be key planning and coordination functions that have key impact on the ability of the host governments to undertake mandate-related programs, either new ones or ones now in existence. For example, provision of a key person to rationalize the manpower training and allocation system or of an organization and methods specialist may be important elements in ensuring an increase in overall effectiveness of the Ministry of Agriculture. In such a case, the specific linkage with the substantive area of emphasis must be clearly indicated.

3. Any field in which SADPT support is being considered should be marked by some clear evidence of a priority host government commitment both to the aims of the activity and toward localization as well. Insofar as possible, this commitment should be evidenced by willingness to provide the requisite personnel: counterpart or ancillary personnel and trainees, for long term or for short courses or for on-the-job training, as appropriate. OPEX support should not be used to explore activities that are not obviously on the priority agenda of the host country. It is likely, however, that some of the relationships established as a result of an OPEX activity may have significant effect in broadening or modifying host country priorities

more in the direction of mass-oriented and broad participation programs.

4. In each SADPT activity there should be a clear commitment to localization of the functions performed by SADPT personnel, and any other functions likely to emerge out of the activity. SADPT effort should never be regarded only as a temporary means of filling an important function: it may be a stepping stone to the establishment of an activity which goes beyond the bounds of the SADPT work, but each SADPT undertaking should include a written plan of localization, agreed to by the host country, and supported by appropriate arrangements for producing the necessary local personnel.

5. As indicated in (4), SADPT may be used to build up a capability or to establish the foundations of an activity which encompasses more than the particular OPEX post. Therefore, the training aspect under SADPT need not be limited to an arrangement for training a counterpart, and indeed it is reasonable to presume that more than simply counterpart training will usually take place. "Overprogramming" of training is strongly encouraged as serving important long term needs for manpower in the BLS countries as well as handling the vexing attrition problem.

6. It is recognized that SADPT may be used to initiate activities under the foregoing criteria where a one-for-one replacement by a local national may not be appropriate or possible. Sometimes there is a significant difference between the establishment of an activity and its continued operation -- in terms of the skills required, for example.

OPEX may carry the special burdens of initiation, along with the preparation of personnel for operational take-over. OPEX may be used as a catalyst, so long as it also helps build the follow-on capacity within the host government.

7. In planning SADPT support for selected activities, the time frame should be carefully considered and justified. In the case of a relatively simple transaction consisting of provision of an OPEX technician to be replaced by a local national, the length of the commitment should be adequate to include a reasonable period of overlap between the two. In the case of a more complicated activity, e.g. upgrading the statistical capability of a ministry, where a separate project is not warranted due to relatively small size of inputs, a time frame of 3-4 years for a program leading to upgrading of skills and total localization may be appropriate.

8. The function of SADPT as an efficient project generation device should be given preference. A SADPT activity should wherever possible offer the prospect of a potential spin-off project. SADPT should always aim at strategically important interventions within the BLS countries. Those actions should fit the new directions of AID, but potential projects, or portions thereof, should be regarded as possible items of support by other donors as well as by US AID. Project design should proceed with concern for more than technical and economic consideration, and should focus upon people-oriented objectives. An example: the small farmer loan aspect of the Swaziland Development and Savings Bank, and the related effort to develop a cooperative structure in support of small farmer cattle-agriculture, growing out of

the SADPT. Another example of the type of concern which might be addressed is the bilharzia problem which is linked with rural water resource development in Swaziland.

9. SADPT should also be used in project identification and development within the new directions in U.S. foreign assistance through the selected provision of short term consultants and experts to complement locally-available talent, OPEX or local. However, in such efforts provision should be made wherever practicable for building up indigenous capacity. (Carefully designed project design and planning seminars could also be included under this aspect of SADPT).

A particular note on training considerations: as country administrators mull over the question of localization in due course vs. ad hoc localization on political decisions, the SADPT project might capitalize on this dilemma by featuring expanded use of in-country in-service training which can reach large numbers of local staff in a shorter time than is otherwise possible. The key to the success of in-country training will be the design of programs to meet local conditions and needs rather than the the importation of canned programs which would rely heavily on the ability of local staff to adapt the training to local conditions. A suitable contribution of the host government might be the provision of local staff to participate in the training design and implementation, even though technical input may be limited at times.

A follow-up and evaluation component is also a key element in any in-country training program design. This is another

responsibility which might be shared between the local and external staff, and one which might not be realistically assumed by the SADPT OPEX staff. The training program design should focus on specific elements of improved operation or the implementation of identifiable change which is expected to take place as a result of the training. Where this type of interest and commitment is forthcoming from the host government, chances for success are reasonably high. Where this is not an element of the training, the chances of participants returning to their jobs and continuing as before is even higher.

With the present problem of AID/W's difficulties in identifying suitable third country training facilities and with the general reluctance of USAIDs to commit their limited staffs to providing the necessary placement, logistical and monitoring support on behalf of a requesting mission, third country training will probably continue to offer only very limited means for meeting SADPT's training needs. There is indication that the BLS government officials would welcome opportunities to have their participants trained in other African countries and would recognize the training received in appropriate third country institutions. OSARAC staffing of a full time project manager for SADPT might help to facilitate the use of other African countries for training. A further possibility might be use of Indian facilities, particularly in agriculture, particularly if agreement can be reached on uses of U.S.-owned rupees under the 1973 rupee settlement. The Africa Bureau

should investigate this possibility further with AID's India desk. However, the team foresees that with present heavy emphasis by the three governments on degree and other qualifications, considerable spade work will need to be done before non-formal programs will receive much interest. Rather, the team believes that the best possibilities for non-formal approaches exist when training is offered within the country in meeting specific and widely understood problems. The experiences on resources conservation and development in Lesotho would seem to bear this out.

As the evaluation team proceeded to do its investigation and considered criteria for future use of the project, a number of worthwhile areas came to notice in which SADPT support might be considered. Some of these have been mentioned in other sections of this report. A few suggestions follow:

Use of SADPT in Swaziland has been relatively limited, but an excellent opportunity is presented in association with that country's ambitious schemes for the rural development areas to which the World Bank has pledged support. The problems of the rural poor are still imperfectly understood in Swaziland and an appropriate orientation and designing of programs is a problem. Helping the Swazi Government define the role of education and health (including addressing the bilharzia problem) in this ambitious program through OPEX assistance to the Minister responsible for these two areas might be particularly worthwhile. This would

definitely be a catalyst position or positions rather than a straight one-for-one role with a counterpart eventually replacing the OPEX technician. Provision of an OPEX person would only be one part of the sub-activity, with some social science research, selected participant training and local seminars key additional elements.

The Swazi rural development area scheme also offers another opportunity worth considering. How will this effort obtain the talent and organization for the direction, continuing administration and maintenance of the scheme?

Involvement might also be considered in the areas of dry land farming and supervised smallholder credit in Botswana, following suggestions by the OPEX agricultural planning team. Useful lessons from the Swazi experience in the latter field no doubt would be of benefit if the Botswana Government were to undertake such a program.

A further area worth considering is more attention to the fact that the great majority of farming in Lesotho and a considerable amount in Botswana is performed by women. Women will play extensive roles if Swaziland's rural development area schemes are to work. There are some ten young women enrolled in the conservation course at Lesotho Agricultural College but most of the other women (some 45) are studying home economics with little visible promise of a significant multiplier effect. Again, a modest effort of OPEX, research and training might pay considerable dividends in considering and refining agriculture-related education for women, in sharpening existing programs for farmers and in identifying new

ways of improving agricultural practices and yields in these countries.

A key problem pervasive to all three countries is the lack of adequately-trained secretaries and clerical personnel. Some in-country training might be offered from time to time for the primary benefit of key organizations and ministries, possibly through a private voluntary agency.

Finally, the evaluation team wishes to stress that opportunities still exist to extend the usefulness of programs currently being carried out under SADPT. Localization of the teaching positions at the agricultural schools in Botswana (range management) and Lesotho (conservation) would be more rational and effective if plans were made now to provide follow-on beyond the expiration of the respective contracts and perhaps add further training. Similarly, the wide and energetic role played by the agricultural loan officer at the Swaziland Development and Savings Bank beyond the literal boundaries of his position makes it difficult to foresee a complete and smooth transition to localization when he leaves in about a year's time. Follow-on should be considered, and support to the Bank's cri de coeur for more training of its staff.

These are some opportunities that the team consider to have merit and that will have wide impact particularly in strengthening and building more programs of benefit to the poorer elements in the three countries. Doubtlessly, more opportunities could be found. The real question is, in the light of the good payoffs obtained so far and the excellent potential for making effective and valued contributions to the

development of three countries in the future, how much is AID prepared to invest? The evaluation team itself would recommend that AID consider the long-range nature of the problems and tailor its commitment accordingly through at least two five year add-on projects to SADPT.

Project Management and Monitoring

In its own way SADPT is a highly tailored project: it fits a distinctive situation, and fits it very well. As such, it is not necessarily a model for any other place or places. But it is a model of creative and intelligent programming.

SADTP is no simple linear project, whose progress can be marked by checking an orderly and well-defined path within a particular field of action. It deliberately includes provision for exploratory efforts whose results must be observed at first hand. It permits flexible responses to changing circumstances. Such responses require informed judgment of the local situation.

Part of the strength and soundness of the project lie in the fact that its working is predicated upon a high level of competence in the field, and its success so far is directly attributable to the careful direction the project has received at OSARAC, both with regard to its overall management and its technical aspects.

The key to implementation of this project is the effectiveness of mission personnel, in a number of domains of competence: Close collaboration with host country personnel is necessary, at levels ranging from Ministers and Permanent Secretaries to field personnel who participate in specific activities. Close and open associations with OPEX personnel are necessary, yet those associations must not intrude upon the relationships of the latter with their employers, the local organizations where they work. Considerable interaction with other donors, and with sometimes highly sensitive expatriates within the host governments, are also innate features of the project management. Talented entrepreneurship must be combined with a keen understanding of the host country situation. And high quality OPEX personnel are an imperative.

The managerial requirements of this project have been well met, and the results are evident in a number of ways: in the substance of

what has been done and is being done, through SADPT and through projects evolving from it; in the universal support and appreciation which the project has engendered among the local and even expatriate officials we have met (even when among the latter the sentiment is sometimes tinged with what might be envy); and in the dedication and sincerity of purpose of the AID personnel responsible for making the project work.

Out of experience to this point it is possible to prevent certain criteria dealing with substance and design which should guide future project activity, and we have set these down above. But the one crucial criterion which is not included in our list is the general criterion of effective project management ^{the} in/field. The success of SADPT implementation will continue to turn upon the skills and talents of AID field personnel, and of course upon the backstopping and support they receive within the Agency.

It would be easy, and it would be unfortunate, to underestimate these management resource needs. It would probably be unfortunate to overestimate them, too. The relative leanness and focus of this regional mission is part of its strength. At the same time, it seems appropriate to consider supporting the project with some increase in managerial resources, particularly if use were to be made of a wider variety of tools such as increased participant training (including in third countries), in-country training and specialized seminars, short term consultants, etc, and if the project's direction were to be

extended more into the fields of health and education (which, more than agriculture, offer opportunities for dissipation of efforts, unless substantial situational knowledge and good judgment, plus effective personal connections, enable SADPT to focus upon strategic leverage points, as has been the case in agriculture and conservation).

For the basic continued success of the project (and a follow on), stress must be placed on both the effective overall management - in strategic terms - of the project and its technical and administrative monitoring. This in our opinion requires the personal attention of the OSARAC Director, in terms of exercising continuous judgment of cooperating country priorities and recognition of unusual opportunities or problems posed. Happily, this has been provided in full measure in the past and hopefully will continue. Monitoring responsibility must be a cooperative effort among a overall project manager and resident officers in the three countries. The project manager must play a key day-to-day role in assessing overall project progress and problems and in drawing together individual experience, and sharing it with the other countries. Contact and coordination with other donors is a key responsibility, moreover, working with technical specialists representing the various sub-activities and with, well informed, highly motivated and well connected AID/W geographic, technical and service backstops, the project manager must have access to data on such items appropriate training institutions, training design capability, sources of personnel for short term assignment, etc. He must also be assured of effective assistance by the contractors funding OPEX personnel with regard to early identification of suitable

prospects, innovative negotiations of longer term contract provisions to handle more adequately the timing problems associated with OPEX-counterpart overlap, and by AID/W backstops to reduce and eliminate bottlenecks. In the latter connection, the evaluation team was given to understand that certain objections exist in the AID/W contracting office towards OPEX projects and also that that office has insisted on concluding contracts for only one year with the Near East Foundation, the principal furnisher of OPEX personnel for the project. If the former is true, it might be appropriate for high level efforts to be made by Africa Bureau leadership to acquaint AA/SER more fully with the importance of the SADPT project in accomplishing development and U.S. foreign policy objectives in Southern Africa and to solicit his help in sharing this background with the Contracts office. Similarly, efforts might be made to reduce the problems caused by the lack of continuity in contracting for OPEX services particularly with regard to ensuring continuity of coverage upon completion of tours by OPEX personnel and other aspects of contracting pre-planning which is an indispensable part of effective operations under SADPT.

B

Persons Contacted During the Evaluation

*=Provided under SADPT

A. Botswana

- Mr. D. Finlay, Director of Civil Service Personnel
- Mr. M. Stevens, Director of Economic Affairs, Ministry of Finance and Planning
- Mr. M. Sekgoma, Deputy Permanent Secretary, Ministry of Agriculture
- *Mr. T. Hamilton, formerly Deputy Permanent Secretary
- Mr. B. Gaobakwe, Commissioner of Taxes, Ministry of Finance and Planning
- Mr. T. Devine, Deputy Commissioner of Taxes
- *Mr. V. Amann, Chief Planning Officer, Ministry of Agriculture
- *Mr. M. Odell, Rural Sociologist, Ministry of Agriculture
- Mr. D. Ritsen, Training Officer, Ministry of Agriculture
- *Mr. L. Parker, Lecturer in Range Management, Botswana Agricultural College
- *Messrs. Pahl, Brown, Kudo and Webb, Office of Taxes, Ministry of Finance and Planning.

B. Lesotho

- Mr. Monyake and staff, Central Planning and Development Office
- Mr. T. Wilson, Central Planning and Development Office
- Mr. C. Doggett, Central Planning and Development Office
- Dr. Phororo, Permanent Secretary, Ministry of Agriculture and Deputy Permanent Secretary
- *Mr. J. Flannery, Lecturer in Conservation, Lesotho Agricultural College
- Mr. Cooper and Associates, Land and Water Resources Development Project team
- Mr. Mokeke, Deputy Senior Permanent Secretary to the Cabinet, Prime Minister's Office
- Mr. Kabbah, United Nations DP Resident Representative.

C. Swaziland

- Dr. P.S.P. Dlamini, Minister of Education and Health
- Mr. O.Z. Dlamini, Permanent Secretary, Ministry of Agriculture
- Mr. James Nxumalo, Permanent Secretary, Ministry of Finance and Economic Planning
- Mr. J. De Weille, Chief Economic Planning Officer, Ministry of Finance and Economic Planning
- Mr. Munyua-Nao Maina, Chief Agricultural Officer
- Mr. J. Menz, Chief Planning Officer, Ministry of Agriculture
- *Mr. R. Jongewaard, Land Development Officer, Ministry of Agriculture
- *Mr. H. Gerber, Loan Appraisal Officer, Swaziland Development and Savings Bank
- Mr. J. Makhubu, Associate Loan Appraisal Officer, Swaziland Development and Savings Bank
- Mr. S. Mkhonta and staff, Nhlangano Branch Manager, Swaziland Development and Savings Bank.

D. U.S. Government Officials

- Ambassador David Bolen
- C.D. Ward, Director, OSARAC
- G. Lane, Charge' d' Affaires, Swaziland
- G. Eaton, Assistant Director, OSARAC
- W. Johnson, Agricultural Development Officer
- G. Lewis, AID Operations Officer (Botswana)
- H. Johnson, AID Operations Officer (Lesotho)
- J. Figuera, Asst. General Development Officer (Lesotho)
- J. Warner, Assistant Program Officer (Agriculture)
- A. Berky, Peace Corps Director (Lesotho)