

CLASSIFICATION
PROJECT EVALUATION SUMMARY (PES) - PART I

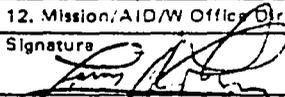
Report Symbol U-447

1. PROJECT TITLE BOTSWANA AGRICULTURAL PLANNING			2. PROJECT NUMBER 633-0067	3. MISSION/AID/W OFFICE GABORONE
			4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) <u>1</u> FY <u>80</u>	
			<input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION	
5. KEY PROJECT IMPLEMENTATION DATES			6. ESTIMATED PROJECT FUNDING	
A. First PRO-AG or Equivalent FY <u>78</u>	B. Final Obligation Expected FY <u>83</u>	C. Final Input Delivery FY <u>83</u>	A. Total \$ <u>6,056,000</u>	B. U.S. \$ <u>3,980,000</u>
			7. PERIOD COVERED BY EVALUATION From (month/yr.) <u>May 1978</u> To (month/yr.) <u>September 1979</u> Date of Evaluation Review	

8. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
1. Prepare adequate individual and PSU annual work plans and submit to AID for project records.	MOA/PSU	Nov. 15, 1979
2. Identify counterpart positions to USDA technicians.	MOA/PSU & Dir. of Personnel	
3. Recruitment for Rural Sociologist (Replacement of Odell)	USDA/USAID/MOA	Feb. 1980
4. Completion of procurement of Commodities for MOA Library	MOA/USAID	July 1980
5. Amend PIO/T and Implementation Plan to reflect request of GOB and USAID evaluation.	USAID/Morris & Gunther with GOB	March 1980
6. Approach CSO to identify statistician to be transferred to MOA/PSU.	MOA/PSU	ASAP

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS	10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT
<input type="checkbox"/> Project Paper <input checked="" type="checkbox"/> Implementation Plan e.g., CPI Network <input type="checkbox"/> Other (Specify) <input type="checkbox"/> Financial Plan <input checked="" type="checkbox"/> PIO/T _____ <input type="checkbox"/> Logical Framework <input type="checkbox"/> PIO/C <input type="checkbox"/> Other (Specify) <input type="checkbox"/> Project Agreement <input type="checkbox"/> PID/P _____	A. <input type="checkbox"/> Continue Project Without Change B. <input type="checkbox"/> Change Project Design and/or <input checked="" type="checkbox"/> Change Implementation Plan C. <input type="checkbox"/> Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)	12. Mission/AID/W Office Director Approval
J. Morris and H. Gunther USAID/Botswana PASA, project team and other PSU staff David Finlay, P.S., MOA	Signature  Typed Name Louis A. Cohen, Director Date

AGRICULTURAL PLANNING

I. Project Summary

The Agricultural Planning Project is designed to help the Government of Botswana (GOB) improve its rural development planning capabilities. The Project has two major outputs (1) to provide the GOB Ministry of Agriculture, Planning and Statistics Unit (MOA,PSU)) with expatriate planning experts to handle the GOB's immediate rural development planning needs while Batswana are being trained, (2) to accelerate localization by providing Batswana with practical in-country training and advanced overseas coursework.

According to the project design, over five years the Project would train 16-20 Batswana in agricultural economics and related rural development fields. Most trainees would have a year OJT (on-the-job training) at MOA.

While Batswana were being trained, the Project-funded technicians would help expand MOA PSU's capability to do better agricultural planning. By improving MOA PSU capacity, an institutional basis would be created for continuous high-quality planning once the project was completed.

In addition to these activities, the Project was to provide four houses; six offices; four vehicles for fieldwork; a library for general MOA reference needs, and miscellaneous 'other costs'.

II. Evaluation Summary

This evaluation was carried out using group and individual meetings with all MOA/PSU staff and also personnel from the Ministry of Finance and Development Planning and other Ministry of Agriculture Divisions.

The functions of the individuals within the PSU are subject to the usual "start up" adjustments in any expanding unit. Annual work plans are being formulated for each technician and the unit.

In general counterparts haven't been named for expatriate technicians within the PSU. The project purpose can be reached only after counterparts are named by the GOB and trained.

III. Evaluation Methodology

This is the first annual evaluation of this project begun in 1978.

The evaluation has been conducted using a collaborative approach between the GOB/Ministry of Agriculture (MOA), USAID, and PASA

personnel. Major issues were drawn up by the project manager and the mission evaluation officer and brought up at individual interviews with all members of the PASA team and appropriate MOA and Ministry of Finance and Development Planning officials. Invaluable information was obtained during these individual interviews especially with members of the MOA/PSU (Planning and Statistics Unit). Meetings were also held with Permanent Secretary, MOA, MOA Rural Development Consultant, ALDEP Team Leader and the Agricultural Liaison Officer, Ministry of Finance. The OJT and long-term participants were also interviewed about their roles in PSU and the roles of the American planning experts.

The new MOA office building was also visited. The work of all USAID-financed personnel was reviewed. Commodities were checked against the USAID input list as were GOB inputs. Major Action Decisions were then reviewed with the USAID Director and the MOA Permanent Secretary prior to finalizing the PES.

IV. External Factors

When the Agricultural Planning Project was designed, the ALDEP (Arable Lands Development Programme) had not been conceived. Therefore the interrelationship and the impact of ALDEP on the MOA/PSU programs were not taken into consideration. Since May 1978 when the Agricultural Planning Project was initiated, ALDEP has grown into an umbrella medium-range planning program within PSU for all aspects of arable lands development. The ALDEP planning unit does not participate in the mundane day-to-day operations of the MOA/PSU. At the same time, many of those carrying out more routine matters in the PSU feel that their considerable expertise is not being adequately used in ALDEP and other longer-range policy issues.

Comment

The MOA/PSU should attempt to more fully utilize the skills of non-ALDEP PSU staff in medium and long-term agricultural policy planning including ALDEP planning.

V. Inputs

A. Technicians

AID was to provide seven (7) technicians for a total of 24 man years. Five (5) technicians were to be in place when the project started in October 1978. These were chief agricultural economist, senior agricultural economist, rural sociologist, livestock economist and trainer/agricultural economist. Only two (2) were in place at that time (chief agricultural economist and rural sociologist). The senior agricultural economist

arrived in January 1979 while the livestock economist and the trainer/agricultural economist did not arrive until July and August 1979, respectively.

Comments

The component of the project which suffered the most from the delay in placing technicians has been the in-house training component. Seven participants have left for long-term training in the USA without having had the benefit of in-house courses nor the guidance of a trainer.

The affect on the PSU due to the delay in the arrival of the livestock economist has not yet been felt. His arrival at this time could be beneficial in that there has been a recent interest in planning the construction of a northern abattoir. The livestock economist should play a major role in the design of this important project and participate in the feasibility study which will take place shortly.

It is apparent that due to modifications in the training plan since the PP was finalized that certain US-funded positions might better be extended and certain others might be shortened. These changes must be requested by the MOA after due consultation. The Agricultural Statistician position might be extended for another two years until October 1, 1983 when the project is due to terminate (this can be confirmed in the next project evaluation). A Motswana should be trained academically and on the job before the advisor leaves.

It is also recommended that the Chief Agricultural Economist (CAE) expatriate's contract be terminated on or about October 1, 1982 as seen in the project paper. A Motswana counterpart should be identified for the CAE position in early 1982. By October 1, 1982, after some six months of working with the CAE, the position can be localized. The expatriate technician could remain in the MOA/PSU as an advisor/consultant to the CAE until his contract terminates.

The Senior Agricultural Economist (SAE) expatriate's contract should terminate two years earlier than projected in the project paper, on October 1, 1981, rather than October 1, 1983. A Mostwana counterpart should be identified by early 1980 and the SAE position localized o/a October 1, 1980. The expatriate technician would remain in the MOA/PSU as an advisor/consultant to the SAE until his contract terminates.

A counterpart should be identified for the Farm Management position by July 1, 1980. The position should then be localized by July 1, 1981 at which time the Farm Management Specialist expatriate will remain in the MOA/PSU as an advisor/consultant until October 1, 1982 or when an expatriate advisor is no longer needed (to be examined in the next PES).

All other TA positions should remain as planned in the PP. In the future the continued need for the livestock economist position for planning should be reviewed relative to the roles of two other livestock economists in other divisions of the MOA.

B. Participants:

(1) Long-Term Training

Nine project participants are presently studying in the U.S. as of November 9, 1979.

Six (6) candidates left for the USA in August and September 1979. Of these, four will be doing graduate degrees in Rural Sociology (2), Agricultural Economics and Industrial Management.

Of the three other project participants presently studying in the U.S. two are doing their bachelor degree in Agricultural Economics and one in Agriculture.

Comments

None of the above participants have had the benefit of in-house training courses nor the guidance of the trainer/agricultural economist due to the delay in this technician's arrival. Participant identification for long-term training is slightly behind schedule but with the arrival of the trainer/agricultural economist this is being resolved. There might be more people going out for training under this project than was projected in the project paper if funds are available. Localization of positions in the MOA/PSU might be slower than planned due to timing and length of training. The OJT should be better planned now that the trainer has arrived.

This has caused some confusion as to what technicians should be training which local personnel. There seemed to be some discontent among the local planning officers during evaluation interviews since they have no idea what position they should be training for or what types of skills they will need for their future positions. But it seems doubtful that an "expert" in every minor area can be trained. It is more important that all young officers get experience in all areas because the small cadre of planners will need to be flexible and promotion is likely to be rapid. Specialized training is required in Agricultural Economics, Rural Sociology, and Agricultural Statistics. Anyone trained in these broad areas should be competent to handle most job requirements in the PSU. They cannot all train to be highly qualified narrow specialists. This project is centered around the localization of positions within the MOA/PSU. Perhaps qualified Batswana could be specifically assigned to expatriate advisors in a rotation arrangement to determine where and when they might be placed eventually by the normal GOB personnel system.

C. Commodities and Project Support

All four field research vehicles have been delivered.

PIO/C's for all of the office equipment and miscellaneous supplies have been issued. Purchase orders will have to be issued by the PASA office and the MOA, so that the equipment can be ordered.

Most of the library books have been identified and 900 of them ordered by a TDY library consultant in September 1979. The rest of the volumes should be ordered before January 1, 1980. A librarian is under contract to set up a library and train a local librarian.

D. Construction

All four houses have been completed and are occupied. A PIL (Project Implementation Letter) has been sent to the GOB requesting submission of requests for reimbursement on the four houses.

The six offices and the library located in the new MOA headquarters have been occupied since September 17, 1979. The two-month delay from the date projected in the PP, while inconvenient, did not hamper other elements of project implementation.

E. GOB Inputs

All GOB inputs have been provided on a timely basis to date.

VI. Outputs

A. Long-term Planning Capacity of PSU

The Planning and Statistics Unit is established in the MOA and all members of the AID-financed team have now arrived. The GOB uses its MOA/PSU to write and edit its five-year plans, as well as planning projects for implementation. The prescribed (MFDP) planning method requires projects for every small unit of expenditure. Planning Officers are fully occupied writing projects, cabinet memorandum, requesting finance warrants, etc., leaving little time to formulate ideas or analyze results.

Comments

It is suggested that the expanded PSU now has the technical capacity to take on macro/sectoral analysis and analyses concerned with medium-long-term constraints to agricultural development. The considerable skills and experience of several members of the AID-financed team should be more fully exploited by PSU.

VII. Purpose

To develop a localized GOB economic and analytical capacity to rationally plan and program responses to the issues of rural sector development.

Comments

The MOA/PSU is 50 percent staffed by trained Batswana planners. The structure and the management within the MOA/PSU is in a formative stage. PASA personnel are getting established and local staff are just returning from schools and need experience.

Reflecting perhaps the relative youth of the project, key officials of the Ministry of Finance Development and Planning have indicated that the written products of the PSU still warrant considerable improvement. A systematic evaluation of on-going MOA projects is being considered by the PSU which would provide excellent training for young local planners, facilitate implementation and improve the design of new projects.

VIII. Goal

The implementation of the project will not alone result in goal achievement but is viewed as necessary to help achieve this goal. In order that the welfare of small holders can be improved, there must be a responsive planning unit which can plan for progressive rural development changes to take place.

IX. Beneficiaries

This project directly affects those 16-20 Batswana who will be sent for long-term training under the project, as well as Batswana planning officers under OJT to expatriate technicians. In addition, this project will have indirect effects on all Batswana living in rural areas due to change in quality of policies and projects being implemented by MOA. It is unlikely that the direct effects of the project on the beneficiaries could be measured.

X. Unplanned Effect

None to date.

IX. Lessons Learned

Although the project is still quite young, one lesson appears to be clear. Among local PSU staff there has been suspicion of the purpose of additional expatriate PSU staff. This might have been alleviated to some degree if Batswana staff had been more deeply involved in the project design process. A complicating factor is that most of the

local staff members were absent in training during project design. The arrival of expatriates has apparently unfortunately been viewed by some Batswana PSU staff as an impediment to their career advancement opportunities rather than as an opportunity to improve their skills.