

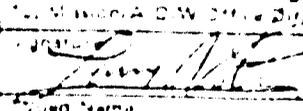
CLASSIFICATION
PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

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| PROJECT TITLE RURAL SECTOR GRANT <i>PI ✓</i> <i>509-14</i> | | | 2. PROJECT NUMBER 633-0077 | 3. MISSION/AID/W OFFICE USAID/BOTSWANA |
| 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>FY 82-4</u> | | | | |
| 5. KEY PROJECT IMPLEMENTATION DATES A. First PRO-AG or Equivalent FY <u>80</u> B. Final Obligation Expected FY <u>82</u> C. Final Input Delivery FY <u>83</u> | | | | |
| 6. ESTIMATED PROJECT FUNDING A. Total \$ <u>5.63 million</u> B. U.S. \$ <u>3.78 million</u> | | 7. PERIOD COVERED BY EVALUATION From (month/yr.) <u>June, 1980</u> To (month/yr.) <u>November 1981</u> Date of Evaluation Review <u>February 1982</u> | | |

| 8. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR | | |
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| 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. Consider follow-on PP for continuation of the RSG for an additional three year period beyond the current project life. | USAID/Botswana | FY 1982 |
| 2. Reassess personnel requirements and necessary actions to implement the RSG project training components and localization plans: Develop time-table with specific objectives. | GOB | FY 1982 |
| 3. Further assess new sub-project recommendations, i.e. Agricultural Information Services and Livestock Marketing Societies: Schedule D.A.I. technical review of proposals. | USAID/Botswana, GOB/MOA | April 1982 |
| 4. Further investigate the feasibility of developing a Wildlife Extension Officer cadre. | GOB/MCI | Dec. 1982 |
| 5. Develop/refine procedural guidelines for Land Board operations and decision making. | GOB/MLGL | Dec. 1982 |

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| 9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS <input checked="" type="checkbox"/> Project Paper <input type="checkbox"/> Implementation Plan (e.g., CPI Network) <input type="checkbox"/> Other Specify: _____ <input type="checkbox"/> Financial Plan <input 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"/> PIO/P _____ | 10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT A. <input checked="" type="checkbox"/> Continue Project Without Change B. <input type="checkbox"/> Change Project Design and/or Change Implementation Plan C. <input type="checkbox"/> Discontinue Project |
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| 11. PROJECT OFFICER AND HOST COUNTRY OR OTHER BANKING PARTICIPANT'S AS APPROPRIATE (Name and Title) Thomas Mehen, AID/W William Judy, AID/W Peter Bloom, REDSO/EA | 12. MISSION AID/W OFFICE DIRECTOR (Name and Title)  Louis A. Cohen, Director Date _____ |
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U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT

EVALUATION
OF THE
RURAL SECTOR GRANT
(BOTSWANA)

November 1981

EVALUATION REPORT

This evaluation of the Botswana Rural Sector Grant consists of an overview and three annexes. The overview represents the combined efforts and views of the evaluation team on broad project issues. The annexes are specifically related to the sub-purpose activities as defined in the Project Paper. Annex 1 relating to Land Use Planning and Management was prepared by Thomas Mehen, AID/W. Annex 2 concerning Agricultural Production and Income was prepared by William Judy AID/W. Annex 3 covering Non-Farm Employment was prepared by Peter Bloom, REDSO/EA. Together these three AID employees constituted the evaluation team.

The team would simply like to express its appreciation to officials of USAID and the Government of Botswana, both in central ministries and at the district level for their kind and excellent assistance and cooperation in helping provide the team with the field experiences and information necessary to prepare this report.

Peter Bloom, REDSO/East Africa, Team Leader

Thomas Mehen, AID/Washington, Land Specialist

William Judy, AID/Washington, Agriculture Specialist

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EXECUTIVE SUMMARY

The Rural Sector Grant (RSG) was initiated in June 1980 to support a program of rural development over a three-year period with a funding level of \$3.78 million. In November 1981 at a point approximately half way through the project, this evaluation team was requested to assess the RSG's progress toward meeting the project purpose of assisting the Government of Botswana (GOB) in the development and implementation of strategies to provide the rural population with increased access to productive employment opportunities. Further, the team was to recommend whether the project should be extended for an additional period. The project has a sectoral approach focusing on three areas: 1) improvement of land use planning and management; 2) increasing arable production and the incomes of rural households; and 3) increasing non-farm employment opportunities in the rural areas.

Based on a review of the project approach, its intended objectives, and the sub-project activities in the three areas of concentration, the evaluation team strongly supports a continuation of the RSG for an additional three-year period. While the RSG is still in a relatively early stage of implementation, the activities are beginning to shape the planning process as well as to develop institutions that will impact favorably on rural productive employment. In a somewhat limited but significant way, the project supports the desired movement toward more decentralized planning by moving the planning process into the district as well as providing limited project funding under district control. There is generally effective cooperation among the ministries involved and district offices where on-the-ground activities take place. There has been appropriate leeway to test out new and pilot approaches. While success has varied, the project has provided the necessary flexibility to permit this experimentation. There are definite manpower constraints, in localizing positions and obtaining adequately trained personnel, which the GOB and USAID should focus upon.

In the non-farm employment area, the project supports two activities, the establishment of a Rural Industrial Officer (RIO) cadre and the utilization and management of wildlife. The role of the RIO cadre is to identify possibilities for increased small and medium scale productive enterprises and provide assistance to individuals or groups who wish to start or expand such enterprises. The RIOs have provided a focal and coordinating point previously lacking at the district level to better tap the potential for rural enterprises, especially for the smaller and individual producers. They play an important role as secretary to the Production Development Committee in the district, in gathering vital information about district employment opportunities, in fostering district level planning which reflects local needs and in utilizing other available GOB institutions and resources oriented toward rural employment. Much, however, depends on the individuals involved and the role needs to become more institutionalized.

The wildlife initiative supports a wildlife resource economist and short-term consultancies to assist in exploring means for utilization and marketing. The wildlife resource economist has only been in the position for eight months and has begun trying to formulate policies and projects to tap the vast resources available. He appears to be

working in the appropriate areas of fostering a nationwide inventory of game, developing a continuing monitoring system, establishing policy on appropriate offtake and recommending how best to exploit the available resources. There are many complex issues and policies that have to be decided before major programs can be undertaken. Thus, there are limitations to what on-the-ground activities can be developed quickly. Some small but important ones have started and some studies have been undertaken to advance the planning process.

The RSG has served as an effective catalyst for developing agricultural production and increasing rural income. The infrastructure of the Field Services in the Ministry of Agriculture (MOA) has been strengthened as staff have developed village projects and as the MOA has delegated increasing authority for project approval and funding to the Regional Agricultural Officers. The traditional village democratic model of discussion, identification, selection, and implementation of projects has been followed. The RSG activities have addressed significant constraints to rural development and some replication was observed. Projects have included cultivating/planting machinery, water catchment tanks, gardening, poultry, woodlots, cattle control fences, and cattle treatment tanks. Increased emphasis on Small Projects was recommended. New initiatives should include a mix of tested and more innovative, risky projects, as well as activities which complement existing projects. Because projects frequently encounter a need for technical information or problem solving during implementation, the MOA was urged to involve Research staff to a greater degree. More flexibility is needed for district and village staff to obtain supplies for projects. Processing and implementing proposals would be enhanced by the addition of one staff assistant in MOA headquarters Field Services. The new proposal for providing management and technical support to livestock marketing cooperatives which purchase cattle from small herds was endorsed for technical review and initiation as funds become available.

With regard to land use planning and management, the RSG is supporting two principal activities. The first is to strengthen the capacity of the institutions responsible for allocating land in communal areas -- Land Boards -- and the second is to support the development of local land use plans that incorporate village and community participation. The activities designed to bolster capacity have included the construction of new units to expand coverage and also the training of staff. An overall training program for Land Board personnel has been developed but recently implementation has been slowed by recruitment problems, lack of positions, a small training staff and administrative problems. While substantial gains have been made in training under the project to date, continued success will depend upon finding answers to the above mentioned constraints. A second activity designed to assist local land use planning efforts has been initially successful and several sub-district plans are expected to be in the implementation stage by the end of the RSG. Applied research should play a key role in guiding progress in the planning effort as well as in gauging progress toward resolving implementation problems. Overall the land use planning and management activities have made a good start under the RSG and merit continued support.

PROJECT OVERVIEW

SUMMARY PROJECT DESCRIPTION

As stated in the Project Paper (PP) the purpose of the Rural Sector Grant (RSG) is to assist the Government of Botswana (GOB) in the development and implementation of strategies to provide the rural population with increased access to productive employment opportunities.

Sub-project activities under the RSG fall within three sub-purposes with separate inputs designed to meet the overall project objective. The sub-purposes are:

1. to assist the GOB in the improvement of land use planning and management;
2. to assist the GOB in increasing arable production and the incomes of rural households; and
3. to assist the GOB in increasing non-farm employment opportunities in the rural areas.

The specific programs supported under these general headings are described and discussed in detail in the three annexes which form an integral part of this evaluation. Essentially the programs focus on: a) the support of Land Boards to improve allocation and planning, preparation and implementation of land use plans for communal areas and formulation of a water development strategy in selected areas of Botswana; b) pilot projects for the GOB's Arable Land Development Program (ALDEP), diversification of agriculture, primarily through horticulture and afforestation, and use of a Small Project Fund (SPF) to facilitate production related initiatives by farmer groups; and c) establishment of a Rural Industrial Officer (RIO) cadre and planning and implementation of wildlife management and utilization.

EVALUATION OBJECTIVES

The evaluation team was requested to assess the progress of the RSG toward achieving the project's objective plus provide guidance to USAID and the GOB on whether the project should be extended for an additional period. If the project were to be extended consideration by the team was to be given to how long a period, at what funding level and with what, if any, changes in direction or emphasis.

The RSG has already been "evaluated" by Development Alternatives Inc. (DAI), a contractor that helped provide the conceptual framework for the project and assisted in PP preparation. Further, they are contractors under the project to review and assess annual implementation plans, the mechanisms through which sub-project activities are presented and approved. This review was conducted in February 1981 and focused primarily on progress to that date and on an assessment of the implementation plan for second year project funding. DAI is scheduled to return around February 1982 to review the third implementation plan and also evaluate progress made up to that point.

The DAI study was less a project evaluation than a monitoring exercise on progress of on-going activities with identification of implementation

problems and some recommendations for improved performance. This is a useful and appropriate role for DAI. However, as the designers and contractors under the project, they cannot fairly be called upon to evaluate the broader issues of project approach and effectiveness. Thus this evaluation will focus less on detailed sub-project progress and expenditures as reviewed by DAI and more on whether the approach is an effective means and mechanism to meet the developmental goals of the GOB and USAID to increase productive employment in the rural areas. The annexes will contain some more detail on sub-project activities, but again in the context of the broader issues of approach and impact. A major thrust of the evaluation, particularly in this section, will be to assess whether the project concept, approach, mechanisms, direction, inputs and achievements warrant a decision at this time to proceed with a follow-on project. For additional background, reference can be made to the DAI February 1981 evaluation.

One further point should be noted. The RSG has only been underway since July 1980 and is slightly less than halfway through its projected three-year life. It is a project containing some new, pilot and innovative activities that by definition will take time to get off the ground. Thus this impact evaluation does try to take into consideration the limited duration of on-going activities.

PROJECT PERFORMANCE

Summary Conclusion. Based on a review of the project approach and administrative mechanism, its intended objectives, its three areas of concentration and sub-project activities to date, the evaluation team strongly supports a continuation of the RSG for an additional three-year period beyond the current project life. While activities are in a relatively early stage of implementation, they are nevertheless beginning to shape the planning process as well as develop institutions that will impact favorably on rural productive employment. In a somewhat limited but significant way, the project supports the movement toward more decentralized planning by involving the planning process at the district level as well as providing limited funding (the SPFs) under district control. There is generally effective coordination through the Ministry of Finance and Development Planning's (MFDP) Rural Development Unit (RDU) with the involved central ministries and district level offices. While the sub-activities may appear somewhat disparate, the RDU provides a means to keep each activity consistent with the RSG's objectives. At the same time there has been ample leeway for testing out some new and pilot approaches that merited an opportunity to be tried and followed through. Success has varied, but it is necessary to have the flexibility and means to permit differing approaches in the difficult area of fostering productive employment in the rural areas. The project has also pushed ahead with implementation of sub-activities to the extent possible to get a more immediate beneficial impact on job creation. There are some problems with implementation of some of the activities as outlined in the individual sub-purpose annexes, but the performance on the whole has adhered well to that intended and outlined in the PP. In order to support new concepts, the project clearly needs the flexibility and responsiveness which has been built in to the project design plus it probably needs a time period longer than the initial three years to carry out some of the stated objectives.

Throughout the sub-activities there are severe manpower constraints, in localizing positions and obtaining adequately trained personnel. The GOB and USAID should focus on these constraints now and consider how a second phase project can assist in alleviating these problems.

Role of the RSG. The National Development Plan 1979-85 (NDP V) which was finalized subsequent to the RSG PP recognizes the limit that can be achieved through Government services and the need to expand rural work opportunities. Accordingly, NDP V "emphasizes the complementary themes of employment creation and rural development". The GOB further recognizes the necessarily experimental and tentative nature of most programs to improve rural productivity and raise employment levels, and has devised a strategy within NDP V to foster these efforts. The RSG design appears to fit in very well with this strategy. As the Plan states, "especially relevant to rural employment creation are the increasing concerns of District Councils with promoting productive activities and the rural employment effort of the Ministry of Commerce and Industry (MCI) which are being greatly strengthened by the creation of the RIO cadre". NDP V also supports the requirement for local participation and district planning exercise as a means to obtain this objective.

There is a consensus among the evaluation team that the RSG has been an effective tool in helping the GOB in its effort to move toward rural productive employment and planning at the more localized level. Resources and manpower are limited in Botswana and while some of the sub-activities may have been undertaken without the RSG, many would not have been started or moved as quickly. Much of what donor assistance should be about is accelerating development, and it is significant if the added resources can move key projects along faster as well as provide the necessary technical input.

By working in three inter-related areas and permitting the testing of projects, the RSG has lent support to some risk taking and experimentation that often may be more difficult to undertake by a government with its own funds. As a measure of the GOB's support for the RSG's experimental approach, the Government has provided 55% of the financing of sub-activities from its Domestic Development Fund (DDF) in the first project year.

The RSG is further viewed by the team as aiding in the process of encouraging local level participation in the planning effort. It is viewed as a vehicle to elicit ideas at the district and provide an opportunity for design from the bottom up. It is only as recent as 1977 that the districts first prepared their own development plans to feed into the national planning process. Hence experience and manpower for this effort is limited. Although working through central ministries, the RSG activities are heavily district oriented and include two funding sources for agriculture and rural industry that permit complete decision making at the districts. (See Annexes 2 and 3 for discussion of the SPF). However, it should be recognized that while districts now prepare their own plans, these must be brokered with the Center and that with the one exception of the SPF, funds are still controlled at Gaborone. New projects or new ideas must still be put through Central Government which can often be a long and laborious process. The SPF in providing flexibility and quick response time has proved to be an excellent tool in meeting expressed local needs and providing district

planners and line officers with credibility in carrying out certain programs. Whether and to what extent this fund should be expanded and/or used in other programs should be a matter of continual review by the GOB. The issue should also be considered by the design team for any follow-on project. The funding authority provided at the district level by the RSG has played an important role in demonstrating that administration of such funds can be effectively implemented. While the amount of money involved has been limited, it has provided the opportunity to test districts' ability to control such funds. As a consequence it may encourage the GOB to consider new policies with regard to funding as it seeks ways to enhance the push to decentralization.

Administrative Arrangements. Sub-projects assisted by the RSG are under the administrative responsibility of three different ministries and coordinated on an overall basis by a fourth. In addition there are the necessary relationships with the districts where most of the activities are carried out. Thus the administrative arrangements must be assessed within the context of project management and efficiency.

The ministries of Local Government and Lands (MLGL), Commerce and Industry (MCI) and Agriculture (MOA) are responsible for the sub-projects falling under their portfolio responsibility. The MFDP monitors and disburses funds for these ministries. Within MFDP, the RDU has been vested with this coordinating and approving responsibility. To assist the RDU with its coordinating role, a Reference Group has been established for this project composed of planning officers working within the above-named ministries with programs supported by the RSG. The chairman of the Reference Group is the head of the RDU. Since the implementation of the RSG-funded activities is the responsibility of the functional line ministries, organizational arrangements at the field level are not RSG specific. They are built upon ministry and district operational units as well as the GOB planning-financing process.

Observations and meetings with all of these units in the center and at the district level indicate this to be a workable system. The RSG administrative strategies fit in with on-going GOB efforts both at the planning and financing stage. With the possible exception of the Reference Group, it has not interposed any additional bodies or procedural arrangements to the normal system. This has probably permitted a smooth and easier start-up period for RSG activities. The Reference Group provides the added advantage of permitting a good exchange of ideas and the possibility for fostering better interaction concerning the combined objectives of the project. Work on land use issues should impact on agriculture and rural industry. Activities carried out by the RIO cadre should and do support some of the agricultural sub-projects. Further, while the Reference Group is scheduled to meet four times a year, it can and does meet on an ad hoc basis as necessary.

The RDU appears to be particularly effective in pursuing the RSG objectives. It has the advantage of seeing the big picture by reviewing all sub-projects. It has taken an assertive approach with the other ministries and also directly at district levels. Since the RSG became available to fund new projects, it has probably been necessary for the RDU to take this approach to increase understanding of the project's potential. The project is funding an additional member of the RDU which has aided its ability to perform a critical role in

getting the RSG underway. While the RDU principally functions as an advisory body within MFDP, responsible for the overall coordination of the Government's rural development efforts, in this project it is acting uniquely as an executive body. A significant amount of time is spent on this Grant. It appears to the team that the continued involvement of the RDU is important to maximizing utilization and new approaches of the RSG. The project should continue to fund this additional RDU member throughout the first phase and most probably through any follow-on project. The present incumbent in the RSG-financed slot has been extremely effective in the RDU's efforts to implement the program.

The organizational arrangements have definitely eased the burden on USAID in project management. By not imposing new procedures for RSG administration it can rely on an existing and functioning GOB system. USAID can also rely primarily on the RDU for overall coordination and deal directly with them. This is a substantial advantage in a project with the disparate elements of the RSG, operating under three ministries and in the districts. It has afforded the Mission an opportunity to work in three important areas under one mechanism. In an AID era of small staff and the desire not to proliferate small projects, it permits an effective use of a relatively small amount of funds across a large sector including a variety of sub-activities.

Decentralization. While not explicitly stated as part of the goal and purpose of the RSG, the design of the project has placed substantial emphasis on planning at the district level and the fostering of project ideas through local participation. The PP states that "both GOB officials and USAID recognize that achievement of this goal (the project's goal) will require a sustained commitment over the long term, with substantial reliance being placed on strengthened institutions at the district level and below."

The impact of the RSG on the district level planning process and its ability to design, fund and implement sub-activities has been discussed above in this part of the evaluation as well as in the annexes on a more sector and sub-project specific basis. Its consistency with NDP V emphasis on more decentralized planning and local level input has been noted. The question then remains whether this project and any follow-on project can and should do more to foster this process.

In an appendix to the February DAI report, George Honadle argues for a more active interventionist approach for improved management and capacity building at the district level and below, primarily through increased technical assistance. District level planning has had difficulties in generating project ideas, but much of this is due to lack of experience and extremely limited manpower at that level. The responsibilities of District Officers, particularly the District Officer, Development (DOD) are somewhat overwhelming. At the same time the central ministries are also very thinly staffed, with officers overburdened with a range of responsibilities beyond their nominal job function.

Thus the team feels that there should be a cautious approach on how much one could load on the system even by way of technical assistance. There have to be adequate people to "be assisted" with time to absorb such training -- time taken away from necessary day-to-day tasks. We

concur in the desirability of improving decision making ability and planning at the local level, but wish to note that this be selectively and carefully done within the constraints outlined above. We do not concur that there should be an arbitrary doubling of technical assistance for the project just to inject more training, but a step-by-step rational approach on how any intervention can best further project objectives.

We agree that the RSG is an appropriate vehicle where opportunities arise to fund such assistance, perhaps through a series of short-term consultancies in the sub-purpose areas. The team feels the SPF under agriculture and industry have been a particularly effective means to give district level officers the responsibility and experience for decision-making and funding allocations. That experience itself plus the ability to have a response mechanism ought to strengthen the role of such district officials. Perhaps ways should be explored to expand the use of these funds or broaden the activities to which they apply.

One should keep in mind for the duration of this project and any add-on that the focus is on increasing productive employment. It should be as action oriented as possible in getting on-the-ground projects started or a removal of major constraints to developing such projects.

Sectoral Approach, Target Group and Criteria for Sub-project Selection.

The evaluation team supports the sectoral approach with its ability to incorporate activities of three different ministries yet retain a unified focus of increasing productive employment in rural areas. The inter-relationship of the three areas -- land use planning and management, agricultural production and income and non-farm employment -- have been discussed elsewhere in this section and the annexes. It has the additional obvious advantages of permitting the management of three important areas under one project and administrative set-up. By having these areas tied together through a single project, it should provide more integrated thinking at the district level on how to relate the various interventions. It is still too early in the project life to be able to assess what impact this will have. As the various studies and projects ripen under the RSG, care should be taken to assure the potential impact and results are coordinated. Land use planning does affect agriculture, wildlife and even to some extent rural enterprises. The potential backward and forward linkages of agriculture to industry should provide an opportunity for rural entrepreneurs. The RDU, as well as the districts, with its overview of project components should continually encourage this inter-relation.

The team explored whether there were other programs within MOA, MLGL and MCI or under different ministries that might be supported under the RSG. Some new ones surfaced in Agriculture as outlined in Annex 2. Further opportunities should be assessed during the annual project reviews, particularly if the project is extended for another three-year period. First, however, consideration should be given to the need for effectively implementing the on-going activities that have proved successful.

The sub-project activities being undertaken appear to be well designed to impact on the stated target group. In some areas this impact will be seen more quickly, particularly agriculture and rural industry. Criteria were developed under the PP for sub-projects under each sub-

purpose to ensure a focus of selected activities on the target group. A review of these criteria (PP pages 22-29) indicates they have been appropriately developed. It is the view of the team that such criteria are being adhered to in carrying out the specific sub-set of activities.

Project Approach -- Pilot/Replication. Many activities undertaken under the RSG are of a pilot or experimental nature. Indeed the project was designed to test ideas and permit innovation at the field level. To the extent these activities are successful and have the desired impact, they should be replicated. Given somewhat limited funding, should this project be more concerned with testing approaches or funding proven activities? In the view of the team an effort should be made to maintain a balance to both approaches. If an agricultural pilot proves to be effective, the project should generate a spread effect. However, rather than continue in the same area, pilots should be introduced in other appropriate districts to maximize the knowledge gained.

Utilization studies, say from wildlife, are to lead to on-the-ground projects. Many of these may require substantial capital as start-up costs. RSG funds would seem to be more appropriate in doing the basic feasibility or marketing study to encourage the initial investments. The RIO cadre's prime role is in identifying and improving the potential for rural entrepreneurs. This can be achieved through training, management and marketing assistance, credit or small capital inputs. The nature of the programs should be more oriented toward the spreading and improving knowledge to get entrepreneurs established.

In general the bias has been toward the study, testing, training and extension approach. This is true in part since the project is still in its early stages, getting these ideas and approaches off the ground. The evaluation team feels this ought to continue to be the bias of the RSG, including activities to be funded out of a follow-on effort. It appears particularly important for the RSG to encourage and fund extension efforts in all areas. It impacts on wildlife, rural industry, land use and agriculture. Proposals have been made for extension assistance in several of these areas as outlined in the annexes and ought to be supported.

Contractor Performance -- DAI. DAI prepared the Botswana Rural Sector Study (May 1979) which provided much of the conceptual framework for the RSG and also participated in the PP preparation. As part of this process they reviewed the sub-projects submitted for first year funding. They were selected as contractors under the project to review sub-projects submitted under subsequent annual implementation plans and assess the progress of on-going activities. There is also funding for DAI short-term consultancies to assist on specific sub-project areas as necessary. DAI completed its first annual review in February 1981 which resulted in their evaluation report of that date.

Members of USAID and the GOB have expressed general satisfaction with DAI's services. They have found particularly valuable the continuity provided by using the same contractor that participated in the project from its inception. More important has been the continuity of personnel working on the project and coming back as part of the annual review process or for short-term consultancies. This appears to have been a very effective use of outside assistance to the project.

DAI's February report was informative and comprehensive. It provided the necessary detailed analysis of sub-projects to assist in monitoring expenditures and assessing project progress. Its comments on general implementation and monitoring were helpful in identifying areas for GOB and USAID focus to improve performance. There is no question that their earlier participation has helped make this review more complete and substantive.

On the whole, the team finds DAI performance to be of a very high level of acceptability. USAID is contemplating using DAI to assist in the preparation of a follow-on PP and to continue its sub-project review role. This would carry on the desired continuity that has existed since the project's beginning and should be supported. However, DAI should make all efforts to supply the personnel requested by USAID that have had this long-standing relation with the RSG.

End of Project Status. The progress and expectation toward meeting the indicators of project achievement are discussed in the individual annexes by sub-purpose.

Counterparts and Manpower Constraints. The problem of adequate trained manpower and particularly the availability of counterparts has been raised above and is also discussed in the various annexes. It is a problem that permeates the GOB at all levels and is not at all peculiar to this project. Indeed this project attempts to get at a small part of the issue by funding expatriate technicians to fill slots and, together with another USAID project, provides training for Botswana to occupy some of the key roles in the involved ministries. Manpower constraints were noted by the DAI team in its first review as perhaps the most serious long-term problem for the project. There are no easy solutions to this problem, since manpower development is a slow process. Nonetheless, USAID should be encouraging the GOB to provide adequate and counterpart staff for all key positions. Training and localization plans can be of assistance in developing an appropriately phased approach. One has been established for the RIO cadre. Where necessary, RSG funds or the Southern African Manpower Development Program should be used to fill positions and finance the relevant training. USAID has a very good record in this regard for this and other projects.

Level of Funding for Follow-on Project. The team was asked to look at what level of funding would be appropriate for a proposed three year follow-on project. The team did not go into the kind of details of sub-project expenditures and rate of spending that would be necessary for this analysis. Further, proposed sub-projects to be funded under an extended project were very tentative and only sketchily costed out. Thus a proposed funding level should be left to the design team based on more precise information and planning of activities for the add-on. The team would only like to add that there is still a great deal to do under the RSG approach. Funds have and would likely continue to provide excellent returns for a modest investment. We would also support the flexibility for use of such funds that was designed into the first phase.

Applicability to Other Missions. USAID/Botswana asked the question of whether features of the RSG should be considered for use elsewhere in Africa or the Agency as a whole. The answer to that question will

depend very much on the nature of the host government involved, the problems being addressed, the ability to establish or use government mechanisms to administer the project across ministerial lines and perhaps other factors. Combining three sub-sets of activities with one focus, the sectorial approach can be an effective way to design and manage a project with less staff. It can foster cooperation and interaction among ministries. At the same time, this is often one of the hardest things to achieve in developing (or developed) countries. The organizational structure itself may be an impediment. The flexible funding concept is very appealing but once again could only work with very well managed and monitored programs. This is the case in Botswana. Projects to promote decentralized planning with some funding authority at the local level are also very attractive. The team can only suggest that any interested Mission contact the USAID/Botswana Project Manager for the documentation involved in the project and possibly visit the project to determine what, if anything, would be applicable to the Mission/host country context.

ANNEX 1

LAND USE PLANNING AND MANAGEMENT

INTRODUCTION

USAID/Botswana has asked for an evaluation of the Rural Sector Grant (RSG). This section focuses on one of the three main sub-purposes of the project -- Land Use Planning and Management. The terms of reference for the evaluation were to: (a) evaluate progress made towards achieving the sub-project objective at mid-course of the RSG and (b) provide guidance to USAID and the Government of Botswana (GOB) on whether the project should be extended another three years (FY 83-85), at what magnitude and with what modifications.

The evaluation took place in Botswana from November 5-20. The first two weeks were devoted to site visits to Kgatleng, Southern and Central districts and discussions were held with district officials concerned with land use issues. Discussions were also held in Gaborone principally with Ministry of Local Government and Lands (MLGL) officers. In addition a number of research papers, studies and reports were reviewed of which the principal ones are included in the reference section of this report.

Since the evaluation was to gauge progress toward meeting the End of Project Status (EOPS) the attention of the report is devoted to examining how likely the composite of activities included under the RSG, namely, the GOB's projects LG-31 (Implementation of Integrated Land Use Plans), LG-36 (Development of Land Institutions) and DP-01 (Consultancies for Communal First Development Areas CFDA) are going to be in achieving the objectives. Not much emphasis has been placed on examining the fiscal aspects of the sub-projects as the Development Alternative Incorporated (DAI) first annual evaluation of the RSG and the MLGL RSG Project Status report (October 1981) have already accomplished that.

PROGRESS TOWARD PROJECT OBJECTIVES -- EXAMINING THE EOPS

The sub-project section of the RSG dealing with land use planning and management has three objectives or end-of-project indicators. These are listed below with comments as to progress that has been made or is likely to be made in meeting them:

(1) Local land institutions will have improved capacity to resolve basic technical issues affecting land allocation and to introduce a system of land registration.

The key local land institutions are Land Boards. They are relatively new having been set up in 1970 by the GOB to improve land utilization practices. The function of the Land Board is to allocate land which had traditionally been the responsibility of tribal chiefs and headmen. Concerns with overgrazing and the need to develop a balance between people, land and livestock led to the introduction of these new institutions. To date there are 12 main boards and 35 sub-ordinate land boards spanning most of the country. The process of allocating land so as to achieve more effective utilization requires a significant array of capacities which of course Botswana previous to 1970 did not have. In particular both administrative and technical skills are

needed to ensure that land allocations can be made effectively and promptly and for the right purposes. The land boards are the responsibility of the MLGL which provides policy guidance. In order that adequate policies are developed MLGL requires an applied research capacity to provide the basis for structuring and analyzing policy options.

Project Description. LG-35 is the principal project funded under the RSG to support land boards. The activities covered are: (a) course development for training of land board members and staff -- a consultant was to be called in for six months to build upon the work of the land board training officer in MLGL and develop new programs using local institutions for senior and junior staff; in addition a program for a new position, Technical Assistant was to be developed; (b) training activities were to be undertaken to increase capacity of land board staff to deal with administrative problems, revenue procedures, land record systems and office management; (c) the development of an applied research unit in MLGL to study land tenure and land uses relevant to implementing current and future policy; and (d) provision of needed capital items for land boards, particularly constructing and equipping eight new sub-ordinate land boards.

Also in support of land board development RSG funded partially LG-31 which was an umbrella project to assist districts in activities supporting land board operations. One particular activity of importance was the planned land registration/inventoring.^{1/} This was to be the first step in developing a system of land registration which would identify land board past allocations and prepare the way for a more rational system of future allocations.

Performance. The training consultant began work in March 1981 and was extended three months beyond the initial six month span to complete course development efforts. A four stage training program has been developed for Land Board Technical Assistants (LBTAs) which will culminate at the Botswana Polytechnic. The first group of 11 LBTAs is currently undergoing training and should complete the course in 1983. However, MLGL appears to be having difficulty in getting the required number of posts to hire the additional staff of LBTAs required since it is envisaged that 35 in total would be needed. An additional 12 are sought for January training and as yet MLGL has not gotten the quotas. A program is being discussed with the University of Botswana for training of Senior Land Board Administrators but no final agreements have been reached and no training is underway. It was considered that the facilities of the Botswana Institute of Administration and Commerce (BIAC) would be available for giving short courses for both land board junior and senior staff. Unfortunately this facility is no longer open to MLGL and there does not appear to be another facility available. More problematic is the lack of on-site training in particular with regard to land board procedures and operations. The reasons for this are twofold: on the one hand MLGL has yet to finalize and promulgate all of the procedures relevant to land board operations which are critical to training staff in these areas; and second where materials and procedures are available such as the Setswana training materials for land board members and the Kalamazoo system for following up on

^{1/} Inventory of land is differentiated from registration in that the latter tends to be more accurate and implies some form of legal tenure.

land commercially allocated there is probably not an adequate training staff in MLGL to carry them out.

The applied research has been set up with a staff of four sociologists/social scientists. The unit has received support from two AID/W funded cooperative agreements with U.S. universities, Cornell and the Wisconsin Land Tenure Center. Cornell's work has focused on a water points survey. (This will be reviewed under a later section of this report dealing with water allocation.) Cornell and Wisconsin both have provided researchers for an analysis of the "Role of Local Institutions in Communal Area Development". The studies of local institutions should be completed in March. The Cornell advisor will synthesize the field work and a final report is expected in September. (An analysis of the research to date is also discussed later in this report under the section dealing with Communal Area Plans).

The construction and equipping of four sub-ordinate land board offices, funded in the first year of the RSG, have been completed. Funding has been provided for four additional offices under the second year program. The evaluator had an opportunity to visit the site of one of these new offices. While office construction is probably not one of the key constraints to operations it is clear that these new buildings will facilitate the processing and handling of land allocations by providing ample office space for land board staff and files and should have a favorable impact on overall operations.

In the area of land inventoring several pilot efforts have been undertaken and a good deal of experience has been generated. Prior to moving ahead with further inventoring on a pilot basis the GOB wants to synthesize the results of 3 or 4 pilots already done and develop a set of recommendations for districts. While some research has raised questions about the merits of continuing an inventory in one part of Ngamiland due to the particularly intricate molapo agriculture practised there ^{2/}, there is no doubt that a system for carrying out inventories is needed and MLGL is currently working on the recommendations for proceeding with additional inventories and it should (according to MLGL) be out soon.

Conclusions. The project has made some initial headway in training, particularly with regard to LBTAs. However, as pointed out earlier this might well become truncated unless MLGL can get more slots. In other areas of training some efforts have been undertaken but a significant amount of work remains. In order for land boards to operate effectively procedures must be developed and put in place. The training component can help with the latter but as yet the procedures for many basic efforts with land boards are still on an ad hoc basis. Local improvement in operations are dependent upon trained manpower which in turn is dependent upon the development of administrative guidelines of procedures for land board operations. Two key returning Batswana AID participants, with MSc degrees from the University of Wisconsin will shortly be assuming posts in MLGL. This should help the situation somewhat but still there remains the problems of the size of the training unit with only two posts. This will continue to be a constraint.

^{2/} See reference 4.

The applied research unit in MLGL is fully functioning. It should begin, particularly in the third year to start to analyze the land tenure policy issues facing MLGL. To date the applied research unit has focused on local institutions in terms of supporting work to be done in support of communal area planning.

In summary it appears that the present trend of project activities will lead to the EOPS identified above, that is improving the technical capability of land boards -- but it does seem that this is probably not achievable within a remaining 20 month time frame. The original project design was probably too optimistic in terms of the time it will take to make an impact on the technical proficiency of land board operations. A reassessment should be made of the resources and actions required to implement the training programs recommended by the consultants and a timetable with specific objectives should be developed.

(2) A series of communal area land use plans, developed and approved at the local level will be under implementation for both areas in eastern Botswana where arable farming and grazing are currently practised, and newly designated areas adjacent to Tribal Grazing Land Policy (TGLP) commercial ranches where non water rights holders (mainly Baswara and other hunter gatherers) may be settled.

A major issue in the creation of a viable rural development program in Botswana is the need to evolve methods for the proper utilization of commonly held land -- communal land. Expansion of water resource availability through drilling boreholes, with the attendant increases in the number of cattle grazed on limited land resources, as well as need to develop and safeguard arable land production, place a premium on the initiation of more appropriate communal management practises. What is needed are integrated local land use development efforts. This requires support of investigation, planning and implementation activities.

Project Description. LG-31 is the principal project under the RSG which supports communal area land use plans. It was designed to provide assistance to districts in the development of flexible and appropriate responses to district-level initiatives. Four key areas are supported by this activity: (a) investigation to identify areas suitable for initiatives in integrated land use planning; (b) detailed survey and planning to support the continuance of the process of the data collection, analysis and plan formation; (c) implementation to provide initial support for activities establishing new resource management techniques; and (d) training to support the development of training methods to support communal management institutions.

Despite the existence of district-wide land use plans that zone districts into broad categories, there remain large gaps in the information available to district planners as to the resources and potentials within the communal areas. What was envisaged for LG-31 was the provision of up-to-date aerial photography and maps, soil analysis, water points survey and provision of consultants, necessary equipment and materials to support land use research and local initiatives and activities to improve natural resource management.

In order to further move ahead with communal area planning the RSG also funded a second project intended to provide consultancies for CFDA's, DP-01. The concern was to focus efforts in specifically defined areas of the districts. The notion was that to significantly increase production and employment requires "a big push" with coordinated effort in a "manageable" number of villages. The CFDA was to stress sub-district scale planning that includes as a key element participation of the local villages in the process.

Communal area planning support was to come from the two projects LG-31 and DP-01 both focusing on planning but the latter concentrating efforts on specific sub-regions to support local land use plans. These sub-regions selected first were henceforth referred to as Communal First Development Areas.

Performance. Currently there are four districts (Ngamiland, Southern, Ghanzi and Kgalegadi) which are in the process of or have developed CFDA plans. The expectation is that each of these plans will be operational and in implementation over the next 20 months. In addition a program of support has been developed for a service center located in Central district for groups that have been displaced as a result of TGLP commercial ranching allocations. Some work has been done on providing social services and additional plans are being made to support productive efforts of the community.

These planning efforts have been supported by a number of sub-projects which were funded under LG-31 through the RSG. Specifically efforts have been undertaken with regard to demarcation of sub-land board boundaries, land inventories, water surveys and institutions research.

The institutions research has been undertaken by the applied research unit in MLGL. Three researchers were contracted -- 2 as part of the MLGL/University of Wisconsin agreement and 1 from Cornell University. The program has been molded closely into the CFDA planning effort to assist the districts identify various institutions in each CFDA area and to indicate the ones for potential further involvement as well as those with particular problems that need to be overcome. The research effort is scheduled to be completed in March and a final synthesis of the results in September 1982. The Wisconsin researchers had some difficulties with administrative backstopping from the University and one researcher left early. He has since been replaced. The other researcher from Wisconsin was inexperienced and required considerable experience and support from the team leader (Cornell). While undoubtedly these problems had an effect on the research schedule, they appear to have been worked out by the energetic efforts of the team leader. The overall association between Wisconsin Land Tenure (LTC) and MLGL has been useful in strengthening the applied research unit. Several Botswana graduate students have worked closely with the LTC and received special guidance and tutoring while in Madison (also key LTC staff have provided some important inputs on problems faced by MLGL's applied research unit i.e. John Bruce has done a important work on land tenure in urban areas for the Housing Commission).

Conclusion. It is quite probable that the RSG will meet the target for developing communal area plans and be in a position of implementing them by the end of this phase of the project. These plans will be in CFDA's of districts and as pointed out will place in establishing land

use planning systems which highlight the local institutions and village participation. It is assumed that in order to have effective planning it will have to be done at the local level.

This approach has support from a number of quality research efforts and studies.^{3/} The problem is how to operationalize it. Barclay and Dunford's reports are a start. ^{4/} It will be important to monitor the plans closely in this regard and to examine carefully how well local participation is being mobilized. Sandford's dictum should be kept in mind that too much formal planning tends to crowd out participation at the local level.^{5/}

As the CFDA matures it will need to have an increased infusion of applied research if the process is to be successful. The initial effort at inventoring local institutions has been a useful first step. It is clear that more in-depth information of the dynamics of village organization will be needed to guide CFDA efforts. The focus of future applied research should be moved in that direction and in particular toward aiding in the understanding of how local communities currently manage natural resources.

(3) Future water development within the arable communal areas will be systematically planned on the basis of the data and findings by the water points survey.

In January 1979 the Ministry of Agriculture (MOA) asked the Center for International Studies, at Cornell University, to undertake a survey of water points in the eastern communal areas to provide policy guidance for future planning and implementation of dam construction and water development. The activity was to perform policy oriented research and consultancy services with the following goals:

- to identify current water point locations, to evaluate water point construction, participation in use, and management practices, and to suggest ways to provide additional facilities which reduce monetary costs and limit adverse environmental impact
- analyze livestock production in the communal areas, in terms of its demands on water and range resources and to indicate patterns of more efficient resource use
- determine the reasons and conditions under which some rural households have access to various types of water points, while others do not, as well as to understand the nature of participation in water point management and construction
- provide policy guidance for the planning and implementation of both dam construction and water development under TGLP and the proposed Arable Lands Development Program (ALDEP).

Project Performance. The study was undertaken by a team of three people from Cornell University -- a rural sociologist, a policy analyst, and a resource economist. Short-term assistance was provided by an animal production specialist, an agricultural economist, a water engineer, and an airphoto interpreter. The survey team collected data

^{3/} See references 7, 9 and 10.

^{4/} See references 11 and 13.

^{5/} See reference 7.

over a ten-month period at twelve sites in the eastern communal areas. The survey consisted of three sets of interviews with a random sample of households at each site, key informant interviews, monitoring the use and conditions of water points, range monitoring, and scoring cattle conditions. All household interviews were done by twelve Batswana enumerators who lived full-time at their sites. Supplementary observations were done by the Cornell team and by a researcher seconded from the MOA Rural Sociology unit.

The Water Points Survey appears to have achieved, within the context of a sample survey of twelve areas of eastern Botswana, all four original goals. The design for data collection and analysis is probably adequate to ensure that the conclusions drawn from the data are solidly based on the real situation in the twelve sample sites. Furthermore, these twelve sites are probably representative of the whole rural communal area of eastern Botswana, given the careful selection of sites by the survey team.

The survey team is to be commended for two especially important achievements. First is the publication of three sets of immediately useful policy guidelines for water development in communal eastern Botswana. However, their utility for operational guidance may be limited in the case of specific project design. Second is the team's serious effort to disseminate the survey results to relevant decision-makers at all levels, including the villages from which the results were drawn. This effort is an unusual and welcome aspect of the sub-project.

Several special-topic publications and reports have been produced by the survey team. These include policy guidelines for: (a) planning projects which affect livestock and domestic use of water in eastern Botswana; (b) choosing water point types and sites for water development in the communal areas of eastern Botswana; (c) group management of dams; and (d) allocation of water points in arable areas.

Conclusion. The Cornell University water point survey effort has by all accounts been a successful effort. A final review of the results of the study is scheduled to be held shortly. Already MLGL has distributed the findings to land boards. It seems clearly then that the policy guidelines for water development will be in place for land boards to act upon by the end of the project. What is not so clear is to what extent land boards will be able to effectively implement them. Frankly it is doubtful that water development will in fact be systematically planned based upon the survey's recommendation. In part this is because the land boards themselves as pointed out earlier have such a long way to go before the key persons can be adequately trained and effective operational procedures can be put into place. The project design (EOPS) in this instance should be adjusted and more realistic targets developed.

FUTURE OF THE RSG (FY 83-85)

General. The RSG should be continued and support provided for assisting the GOB's efforts to improve land use planning and management. The problem of land utilization will probably remain a key development issue shaping the extent to which efforts to improve production and employment through agriculture can be effective. The best chance for

improved management of resources probably lies through the use of local organizations and institutions. The effective support of efforts in these areas require a decentralized program coordinating programs across ministries. To date this type of intervention has been handled well by the RSG and the institutional arrangements developed around it.

Specific suggestions. Support of Land Boards -- continued assistance to land boards is warranted particularly in training as has been supported by LG-36. However assistance in this area should be based upon an overall program that has incorporated an assessment of manpower requirements, the management capabilities of MLGL and the development of operational guidelines and procedures for land boards. Future construction costs should not be included, these investments are best handled by the GOB, allowing USAID to concentrate on higher priority requirements.

Communal Land Use Plans -- continued support should be made available to the CFDA effort. This probably provides the best opportunity for effective land use planning and management. This will mean the support of a wide variety of activities that facilitate decentralized land use planning, such as those currently underway in LG-31. A key element of support will have to be applied research, particularly as related to CFDA. The focus should be on resource management at the local/village level, particularly in trying to determine how the local systems currently function in CFDA areas and to what extent they can be built upon or adapted to meet development objectives for those areas.

Magnitude of Support. It is difficult at this time to address the issue of what the magnitude of continued support should be. An indication might be gotten later on from a careful review of the progress of the CFDA efforts and proposed plans in those areas on the one hand and from a reassessment as suggested above of the manpower requirements for the land board operations.

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INTRODUCTION

The Rural Sector Grant (RSG) has served as a positive catalyst to encourage development of agriculture in Botswana. With but few exceptions, activities supported by the RSG would not have been carried out by the Government of Botswana (GOB). Whether new initiatives or enhancing on-going projects, activities have been complementary to, or compatible with, rational development and diversification of agricultural production. A very significant characteristic of this project is that activities are identified and developed at the village level by villagers and the Ministry of Agriculture's (MOA) Department of Field Services (DFS) agricultural extension agents. This approach assures active involvement and continuing interest of village-level people to address problems of local interest and impact.

More attention must be given to identifying and applying competent technical advice to most projects. Linkages between DFS and Research need to be strengthened. Improved monitoring should be adopted to include collection of simple minimal baseline data, identification and rapid solving of problems which arise during implementation, and description of end of project status. Land boards have not acted as quickly to allocate land for projects as one would expect and occasionally less than appropriate allocation occurs, for example, crop land has been allocated to tree growing in one village (Shoshong) while less suitable land has been allocated for horticulture in another (Mmankodi).

The above problems are operational in nature. They would likely have been magnified if the RSG had focused on national (top-down) projects rather than on the systematic village (bottom-up) approach used in this scheme.

The RSG projects have frequently provided models which have been viewed with interest and sometimes copied by other villages. This is particularly true of the drift fences erected to separate grazing and cropping areas. Inter-village visiting to observe the special activities was cited by several village chairmen as a positive aspect. Another village chairman stated that these activities have "gotten village people to work on group projects without pay". Development of projects in the village and district has followed the traditional kgotla method of democratically discussing activities and arriving at a consensus. These comments by regional, district and village DFS staff and by village participants argue strongly for continuing with the approach used in this RSG.

DEVELOPMENT OF ACTIVITIES

General groups of activities under sub-purpose 2 are developed in the MOA/DFS. These project groups are budgeted and approved by the Reference Unit and the Ministry of Finance and Development Planning (MFDP). The groups of activities are announced through the regional and district offices of the DFS. The Regional Agricultural Officer (RAO) plays a key role because his understanding and support promotes participation by the regional technical officers, District Agricultural Officers (DAO) and village Agricultural Demonstrators (AD).

Forestry, horticulture and the Arable Lands Development Program (ALDEP) pilot projects are coordinated by MOA headquarters staff through the DFS. The AE-10 Special Projects are identified and groups formed at the village level by the AD. Assistance is provided in group formation by the Group Development Officer (GDO) and technical support by the regional technical staff.

Projects are reviewed and approved in the village kgotla (village conference to discuss and arrive at a consensus) and in the District Development Committee (DDC). The RAO can now approve Small Projects up to P2,000, although initially all projects had to be approved and funded in MOA headquarters. Delegation of this authority has been especially useful in accelerating implementation as well as creating understanding of project development criteria at the regional and district level. However, criteria for activities need to be more precisely spelled out for regional staff.

Projects have involved accessible and remote villages, men and women farmers, and a wider range of subject types after the first year of the RSG. Initially, projects tended to include only drift fences, dosing tanks, water catchment tanks, and cultivating/planting machinery. As DFS staff gained confidence and understanding, the scope of project types expanded.

The GOB has used available staff very effectively in both headquarters and field positions. Better trained, dedicated staff are being assigned to regional, district and village positions.

Projects are submitted through the Principal Agricultural Officer (PAO) in the established operational mode of MOA/DFS. The PAO has responsibility for all financial and staff matters, so that processing projects becomes an additional duty in an already busy office. The projects are finally reviewed and approved in the planning office of the MOA which is responsible for all donor and national projects. An additional staff member would be helpful to assist in tracking project papers and to help district staff locate needed supplies and equipment. The government stores frequently do not have supplies or do not respond quickly to requests. The DAO is the key officer in obtaining both technical assistance and supplies for implementing projects.

Research officers may review the technical component of projects but have little contact thereafter with implementation or review of completed projects. It is essential for the MOA to recognize that linkages between the DFS and Research must be strengthened. This dialogue can be opened during the initial technical review of each project memorandum but it should be continued on an ad hoc basis, as problems arise during implementation. The appropriate DFS and Research staff should be involved in a face-to-face end-of-project-year review of successes and problems in projects.

The DFS staff do visit projects. However, when new initiatives or higher risk projects are attempted, more frequent attention is needed. This requirement, plus the problem of obtaining supplies for projects, has placed more strain on staff time and vehicles. As project numbers increase, particularly in more remote areas, this problem can only become exacerbated and will require special attention by the MOA if successful implementation and development is to occur.

OBSERVATIONS ABOUT MAJOR GROUPS OF PROJECTS

A. ALDEP Pilot Projects

The ALDEP pilot projects have included: (1) improved technical crop production packages which include machinery; (2) construction of water catchment tanks in the lands (arable) areas; (3) purchasing donkeys and harnesses for use as animal draft power; and (4) in some locations, erection of fences to protect cultivated fields. These activities have been well received and clearly beneficial to development of a more comprehensive national ALDEP project. The next phase of ALDEP is much larger. A project agreement is expected to be funded in December 1981 or January 1982. It includes technical assistance as well as support for improving the DFS, the availability of credit, and the marketing system.

The use of the RSG project to support ALDEP pilot projects has been clearly beneficial not only to farmers, in its own right, but also to the more rapid and effective development of the new expanded ALDEP project. Further, the RSG project complements the ALDEP objectives by supporting activities which are not addressed by ALDEP in the arable areas and by generating rural employment and income projects in other ecological zones in Botswana where crops and livestock are produced.

B. AE-10 Small Projects

This component of the RSG provides up to P 5,000 for any production related activity initiated by groups of small farmers. This component has been very well received by both villagers and MOA/DFS staff. The project development time, from inception of an idea through group formation and submission of the memorandum to the MOA for funding, has, in some instances, taken almost a year to complete. The MOA has succeeded in streamlining the procedure and reducing the gestation period by two actions -- one, by gaining authority to approve all sub-purpose 2 projects at MOA headquarters level, and two, by delegating authority to the RAO to approve projects which require up to P2,000 in funding.

Some delay in small project development should be tolerated given the democratic process which evolves these activities. The identification of activities at the village level by farmers and/or the AD is a major strength of this approach. Group formation always requires time. The DDC serves as an additional safeguard and guide for orderly development in this region.

The guiding principles in Small Projects should include (1) maximum flexibility in design and choice of activities, (2) flexibility in number of group members, (3) retaining design and development of activities at the village level, (4) developing projects in many villages rather than many projects in few villages, and (5) willingness to embark upon and sustain efforts to carry through some high risk projects.

Both the levels of approval (MOA for activities up to P5,000 and RAO for activities up to P2,000) appear to be appropriate and programatically sound for the present RSG project. Further adjustments can be made in the future as all parties concerned are convinced that the system is

working and as inflation affects costs.

The allocation of funds for Small Projects should be increased significantly.

C. AE-11 Horticulture Projects

The development of horticulture estates has been proceeding slowly and erratically because of several problems. The major constraints include lack of trained horticulturalists, uncertainty about sustained adequate supply of irrigation water and the lack of orderly marketing infrastructure, including transportation. These problems do not argue against development of a horticulture industry in Botswana. While the traditional African village marketplace is absent in Botswana, clearly there is a demand in urbanizing areas which will be supplied from some source. However, the market demands an assured steady supply of quality horticultural produce. Further development of horticulture production units should be carried forward but only with careful articulation of an integrated approach which includes consideration of adequate irrigation water and orderly marketing.

The amount of land allocated to each member in the horticulture estates appears adequate. The area allotted to members in some garden projects appears inadequate to assure sufficient vegetables for the family with surplus for sale to generate income.

The allocation of funds for horticulture should be sustained and increased as feasibility studies justify additional projects.

D. AE-15 Forestry Projects

Forestry nurseries have been programmed and fortunately are better dispersed since the proposed Serowe nursery was shifted to Kang. The country should be adequately supplied for the current level of woodlot establishment. Several major problems do exist however. The lack of sufficient trained foresters may be alleviated soon with the return of MOA staff now in training and the addition of expatriate volunteer staff as needed. Careful attention should be given during the review of present and proposed forestry initiatives to ensure that (1) a greater number of woodlots in more different villages are serviced by existing nurseries, and (2) village woodlots are controlled by the villages and not the forestry department. Growing citrus stock should be added as an "off-season" responsibility for each forestry nursery in a cooperative venture with the horticulture department.

The allocation of funds for forestry projects should be continued at the present level.

REVIEW OF SELECTED PROJECTS

A. Rakhudu Horticulture Project, Mahalapye

Comments: The chairman and two members of the 6-member horticulture estate were present. The chairman has exerted strong leadership and the members appeared successful in growing and marketing vegetables locally. Water supply was adequate but quantity was not sufficient to encourage expansion beyond the current hectarage. The group had not yet received funds for essential improvements in water storage, fencing and tools but, release of funds was expected within 2-3 weeks.

Evaluation: Strongly positive.

B. Shoshong Woodlot and Soil Conservation Project, Shoshong

Comments: The site was adequately fenced and about 1/6 of the area planted to eucalyptus. Although the site was stated to have been abandoned for cropping, one end of the hectareage has been set aside for vegetables. The Shoshong village appears financially very strong and has contributed a larger financial portion than usual to the project. The project appeared to be controlled by the village and the AD was involved in developing and advising.

Evaluation: Strongly positive.

C. Lerala Drift Fence Group, Lerala

Comments: The fence was erected in several sections by sub-groups of the fencing group from Lerala village under leadership of one chairman. Some sections were constructed better than others but the overall effect of competition among groups was effective. The chairman stated that this project encouraged villagers to work together on a common cause without pay. Also, other villagers had exhibited interest in the drift fence to the extent that they proposed building their own fences even without government assistance. No problems were encountered between the time of sending forward the memorandum and obtaining funds.

Evaluation: Strongly positive.

D. Dryland Farming Demonstration Farm, Palapye Development Trust, Palapye

Comments: The demonstration farm had been laid out rationally to present aspects of crop husbandry, draft power, and tree windbreaks. The two Mennonite volunteers had three years experience and had learned from that experience so that the next two years of their tour should be more effective. A very detailed typewritten record had been kept of visitors' questions and comments. The crop husbandry demonstration included manure application, fertilizer application, different grain crops, and methods of land preparation. Types of planters were also included. Signs designating the site as a demonstration had not been erected.

Evaluation: Strongly positive as a demonstration and trial farm. Both research and ALDEP staff should study the questions raised and comments made by visitors to this facility. The village trust should erect signs for the site.

E. Leitlo Poultry Project, Serowe

Comments: The project could not be observed because the hens had been sold. The project was described exactly the same by the Agricultural Supervisor (AS) and the volunteer who supervised the actual implementation. The project had supplied pullets which were about to begin laying to a group of women who had no other source of cash income. The pullets were caged for protection from wildlife and fed commercial laying feed. Problems were encountered with soft-shelled eggs, cannibalism, lower egg production than predicted, disappearing hens, and finally by the absence of two leaders of the group because of child-birth. The hens were then sold to reduce further losses. The project will be tried again with a

reconstituted group of women and each woman's pullets will be kept at her house, rather than in one group.

Evaluation: Initial and continuing technical assistance is required to support such projects. The initial apparent lack of success should not discourage further efforts to carry forward this worthwhile project with what is an obviously target group of women for the RSG. This project should be continued and additional funds provided if necessary.

F. Boipelo Garden Project, Serowe

Comments: The garden project had been laid out on a site which was convenient to the women members, technical advice, water and a market. The women appeared to have cash income only from this source (no cattle). Vegetable production was good. Most vegetables (and maize) were consumed by families and some were sold. The area available to each member may not be large enough to provide an adequate income although each member had to pump all water by hand to irrigate and that factor may limit area. Fencing was adequate.

Evaluation: Strongly positive, particularly in relation to target audience and site.

G. Francistown Projects, Francistown

Comments: No individual projects were visited but the RAO reported successful activities, particularly with drift fencing. No forestry activity had occurred because there was no forestry officer on the regional staff until November 1981. Some problems have occurred as villagers have tried to move draft animals to the lands through drift fences and areas under livestock disease quarantine. For the first time and place in Botswana, adequate crop land has been identified as a constraint as human and livestock populations increase and drift fences limit grazing in some areas.

H. Mogobane Horticulture Estate, Mogobane

Comments: The group has sustained its organization with the same chairman under conditions where members dropped out (because of illness) and other members joined. Land has been levelled for irrigation and gravity canal water was adequate. An on-site water reservoir is being built and a solar water pump will be installed to lift water into the reservoir. The project has had some difficulty obtaining tools and still does not have a vehicle to transport produce to market.

Evaluation: Positive, although better organization is needed to obtain supplies and to organize transport for marketing vegetables.

I. Manyane Horticulture Estate, Manyane

Comments: This horticulture group and the technical management was the best organized, by far, of the three estates visited. Adequate water was available and a new storage tank for irrigation was being erected. A lorry (truck) was available jointly with Mmankgodi to move vegetables to market.

Evaluation: Strongly positive.

J. Mmankgodi Horticulture Estate, Mmankgodi

Comments: The group had experienced problems with its first manager which resulted in financial reverses, loss of several draft animals, and departure of several members. The group was beginning to add new members and half of the estate was under vegetable crops. Water supply was adequate. The site allocated by the land board was reported to be less suitable than a site more convenient to the village, some 2 km distant. A lorry was available for transporting vegetables to market.

Evaluation: Moderately positive. However, the difficulties experienced by this group with its manager and membership could result in a stronger unit over the long term.

K. Ramatlabama Nursery and Goodhope Woodlot Project, Ramatlabama and Goodhope

Comments: The nursery area had been allocated and a wire net cage erected. One year's seedlings had been grown and seeds have been planted for the 1981/82 season. Some ornamentals and fruit trees had been grown out during the "off" (dry) season. (The growing of fruit trees, particularly citrus, in the "off" season by forestry nurseries should be encouraged.) A very adequate office and storage room had been built. A complete set of land preparation equipment (tractor, moldboard plow, disc plow, subsoiler, trailer, etc.) had been purchased and used to prepare one woodlot near Goodhope village. The Goodhope woodlot was adequately fenced. Land suitable for crops had been planted to trees. It was not clear whether the Goodhope village or the Forestry department controlled the woodlot.

Evaluation: The Ramatlabama nursery must expand production quickly and increase the number of villages serviced to justify the expenditure for equipment, building, and staff. In development of village woodlots, the woodlot must be demonstrated to be under village control and used to the benefit of all people in the village or the RSG should not support such projects.

L. IFPP Garden Project, Pelotshetlha, Mmathethe

Comments: The Integrated Farming Pilot Project (IFPP) has been underway since 1977 on lands farmed by villagers from Kanye. The staff of four (2 agronomists, 1 livestock and 1 farm management/statistician) appeared adequate for supporting activities with about 160 family units. The AD had developed a gardening project with women at several sites, one near the IFPP headquarters. The fence for this site was nearly complete. The choice of soils was poor but may have been dictated by access to water and to the women in the group. A troublesome question shared by IFPP and ministry personnel is whether RSG activities should be funded

within the IFPP which has adequate funds. The issue is relevant, but funding of a limited number of activities which cannot be initiated under the IFPP mandate may be worth the investment, particularly since the IFPP organization provides complementary support.

Evaluation: Positive. Suggest monitoring to assure that activities promoted in the IFPP are ones that are outside the scope of IFPP objectives.

PROGRESS TOWARD END-OF-PROJECT STATUS

Project accomplishments under sub-purpose 2 Agricultural Production and Income were estimated from MOA reports; interviews with MOA/DFS staff at headquarters, district and village levels; and selected visits to on-going projects, including interviews with village participants. Satisfactory progress is being made toward reaching EOP status. Specific goals are expected to be reached and some may be exceeded.

The ALDEP program has tested some interventions, such as plows and planters and catchment tanks, in different agricultural areas with a limited number of different socio-economic groups. The program is now being expanded with support from other donors. Crop production officers are being recruited to provide more active and direct promotion of interventions and evaluation of both tested and new pilot initiatives.

Projects have in most instances been successful. One measure of success is the interest of adjacent villages to attempt some of the projects such as drift fences, livestock treatment tanks, and woodlot establishment.

One indicator of the strengthened capacity of MOA staff to work with projects is the increase in groups being formed and project memoranda prepared. In one region, proposals have almost doubled over the first year of RSG operation. The MOA has demonstrated improved management by decentralizing approval of projects costing less than P2,000 to the RAO.

NEW PROPOSALS BY THE MINISTRY OF AGRICULTURE

A. Strengthening Information Services

This MOA proposal requests technical assistance and equipment to strengthen the Information Services Unit. The proposal does not describe the output -- that is, how research data will be collected, analyzed, interpreted, and presented; how the audience (advisory services and farmer) will be reached; or how the farmer's lot will be improved once he receives the information.

An information service is a pipeline for transporting useable information from a generating source to a receptive user. The unit does not analyze or interpret data but rather provides the vehicle to accelerate transmission of information. Unless an information service is clearly connected with both the source (research) and the user (DFS and farmer), the system is useless and merely uses up needed resources. If one assumes that this proposal will improve the existing Information Services Unit's capacity to fulfill this function, then it can be assumed further that the farmer will be an indirect beneficiary. However, demonstrating that this proposal would directly cause increased rural employment and raise income would be difficult. Resources available under the RSG should be used to promote activities which have more

direct impact on improving rural employment and income such as involving research officers directly in the identification and solution of specific production problems.

A viable Information Services Unit may be useful to sub-purposes 1 and 3 in the RSG where an information source may not be as readily identifiable or may possibly be non-existent in Botswana. If that is the situation, the Reference Unit may choose to revamp this proposal to reflect a broader mandate and describe how a direct effect would occur.

However, the conclusion is reached that the Strengthening Information Services proposal as presented, while worthwhile and useful, does not satisfy the RSG criteria for activities. Rather it is suggested that USAID and the GOB consider the proposal under a more suitable major USAID project such as Southern African Manpower Development Program.

B. Service to Livestock Marketing Society Managers

This proposal presents a request by the MOA for technical assistance, staff, and vehicles for the purpose of providing field extension service to supply advice and supervision to the Botswana Cooperative Union (BCU) in its livestock marketing activities. The BCU services 62 cooperative marketing societies. About 19% of the society members are small scale producers who market five or fewer head per year through the BCU. Problems exist in the efficiency of operation of the societies whose functions include supplying livestock medicine, as well as purchasing cattle for slaughter. The purposes of the proposed project include (1) training in administration, management, and operation of societies, (2) developing and distributing information on cattle marketing trends and selection of herd cattle for selling, and (3) improving efficiency of societies so that they can compete with established cattle purchasing agents and speculators.

The project, as described, does address the needs of a somewhat neglected sector, the communal livestock producers with small size herds, by interventions to increase income from sales of cattle. There are some unanswered questions concerning whether the proposed project objectives will solve some basic problems in what can be a complex and fluid marketing situation. The cost/returns issue also needs to be addressed.

The review team believes that the proposed livestock marketing project could be considered for funding under the RSG. However, the issues raised above should be addressed possibly by a consultant supplied through Development Alternative Inc. (DAI). Further, funds should not be diverted from established on-going RSG activities. If this livestock marketing initiative is deemed feasible, then additional funds should be allocated or the project could become part of the follow-on RSG project.

SUGGESTIONS FOR POTENTIAL PROJECTS

The objective of the RSG is to increase productive employment opportunities. The agricultural production sub-purpose seeks specifically to increase arable production and incomes of rural households. The village and district participants in this scheme have chosen projects which have significant potential for pay-off. During this review, village participants and DFS staff suggested the following new projects or projects which need continued emphasis:

- A. Hammermills for grinding human and livestock feed.
- B. Livestock marketing cooperatives for small producers.
- C. Consumers cooperatives for supplying general groceries and supplies.
- D. Lock-up stores for grain storage.
- E. Improvement in the quality and quantity of agricultural information for field services and farmers.

It is the opinion of this review team that the following are potential projects:

High Priority Projects

- A. Poultry for meat production.
- B. Citrus production, particularly oranges.
- C. Banana and plantain production.
- D. Any scheme to make water available in the "lands" areas to encourage early plowing and planting.
- E. Scheme to encourage post-harvest plowing.
- F. Windmill construction.
- G. Oilseed production, including jojoba.
- H. Poultry for egg production.
- I. Onion production.
- J. Vegetable seed production.
- K. Leucena for livestock feed, firewood, and building soil nitrogen.
- L. Beekeeping for production of honey.
- M. Melons and cucumbers.

Second Priority Projects

- A. Small dairy operations to produce milk, butter and cheese.
- B. Small animal meat production (rabbits, etc.).
- C. On-farm grain storage.
- D. Hammermills for grinding grain for human food and livestock feed.
- E. Pome and stone fruits (apples and peaches).
- F. White potato production.

SUMMARY OF RECOMMENDATIONS

- A. The sub-purpose 2 portion of the RSG should be continued with the present funding level and activities.
- B. The MOA proposal for Service to Livestock Marketing Society Managers should be reviewed by DAI for technical, program, and economic feasibility. After review, the proposal should be initiated, if funds are available, without affecting the on-going RSG activities or alternatively the proposal could be considered for funding in the follow-on RSG.
- C. The MOA proposal for Strengthening Information Services should not be funded under the present RSG.
- D. Adjustments in level of funding for on-going activities in sub-purpose 2 should be considered. It is suggested that:
 - (1) Funding for AE-10 Small Projects should be significantly increased.
 - (2) Funding for AE-11 Horticulture Projects should be maintained or slightly increased as viable opportunities are identified.

- (3) Funding for AE-15 Forestry Projects should be maintained at the present level.

E. The amount and quality of technical advice for projects should be improved. There are several ways this can be accomplished:

- (1) The MOA should place additional emphasis in the project memorandum on a clear description of the source and amount of technical advice to be provided to each project.
- (2) In the review of proposals, DAI should specifically review the technical advice component and assist the MOA to identify sources of technical assistance, preferably within Botswana but, if necessary, from sources outside Botswana.
- (3) An end-of-project-year review of all projects should be carried out, at least on the national level, preferably in the Regional office, in which relevant Research and DFS staff would sit together to evaluate the technical, program, and economic successes and problems. A part of this evaluation should include discussion of complementary activities and estimation of spread effect.
- (4) The MOA should recognize and promulgate policy that additional DFS and Research staff time will be required to support new initiatives and initiatives with risk.
- (5) Additional foresters should be provided possibly through private volunteer sources, particularly as the forestry program moves into new regions and takes on more village woodlots.

F. The MOA should improve monitoring procedures to obtain measures of progress in projects as well as periodic evaluation of successes and problems encountered, including spread effect (replication) of activities. A suggested quarterly report might include the following items:

- (1) Name and location of project
- (2) Date project approved
- (3) Funds committed
- (4) Funds spent to date
- (5) Value of local contribution
- (6) Estimated date of completion of project
- (7) Date project reviewed
- (8) Successes/Problems.

G. The MOA should consider opportunities to streamline and accelerate the review and implementation of projects. Some suggestions are:

- (1) Appoint an assistant to the PAO in the MOA to follow through on the day-to-day progress of project memoranda and to assist field staff in logistic support (eg. finding sources of supplies and equipment).
- (2) Encourage DFS staff to use local sources where government stores cannot immediately supply necessary supplies and equipment.

H. Projects should be extended to more villages rather than having many projects in one village.

I. The portfolio of projects should include a mixture, such as:

- (1) Tried-and-true projects with high chance of success.

- (2) Innovative projects with some risk.
- (3) Add-ons to, or expansion of, existing activities.
- (4) Projects with new socio-economic groups.

J. The MOA should continue to encourage project and funding approval at regional level. One possible schedule might be:

- (1) Approval up to P2,000 by RAO for 3 years (1981, 1982, 1983).
- (2) Approval up to P5,000 by RAO beginning in 1984.

K. The MOA should establish and circulate concise guidelines to the RAOs so that they can more effectively and rapidly evaluate and approve projects in the field.

INTRODUCTION

As an integral part of the Rural Sector Grant's (RSG) purpose to assist the Government of Botswana (GOB) in its efforts to increase productive employment in the rural areas, the project has incorporated a sub-set of activities designed to increase non-farm rural employment opportunities and income. The selection and approach for this sub-sector is entirely consistent with the National Development Plan's 1979-1985 (NDP V) overall stated emphasis on employment creation and rural development and more specifically with its intention to incorporate and respond to initiatives at the local level. As the GOB recognizes in NDP V, this shift of emphasis of development policies away from programs of basic infrastructure and social services toward productive employment will not be easy. It will be constrained by, among other reasons, the GOB's relative inexperience with employment creation measures, which will at first tend to be experimental. It is within this context of early efforts and experimentation by the GOB that the non-farm activities of the RSG need be evaluated as well as how they are meeting the stated objectives in the AID Project Paper (PP). Further, as noted in the overview section of this evaluation, the project agreement was only signed in July 1980 and thus the project is slightly less than half-way through its projected three-year life.

To date, two projects have been included for funding under the general heading of non-farm employment: Rural Industrial Officers Cadre (CI 08) and Wildlife Management and Development (GA 02). (The figures in parentheses are the way projects are categorized in NDP V and will be a short-hand way of referring to the individual activities.) Both sub-projects fall under the responsibility of the Ministry of Commerce and Industry (MCI) and were selected as having a significant opportunity for tapping into, coordinating and expanding potential job possibilities in rural Botswana. They also provide the basis for a good working inter-relationship together and with the other activities under the RSG, as will be discussed below.

GENERAL EVALUATION CRITERIA

As stated in the overview section, the evaluation of the RSG and of the specific sub-activities will be considered against the broader objectives of the project -- its approach, impact and potential for assisting (for these activities) in the development of productive non-farm rural employment. Thus actual expenditures, numbers of persons assisted, detailed descriptions of types of activities, a listing of Small Project Fund (SPF) actions, etc. will not be detailed except in the context of demonstrating the overall impact of the project interventions. While this type of review can assist in evaluating project progress, such examination is better left to the Development Alternative Incorporated (DAI) assessment scheduled in the next two or three months.

CI 08 RURAL INDUSTRIAL OFFICER CADRE

Project Description. Briefly stated, this project establishes a new Rural Industrial Officer (RIO) cadre consisting of an RIO in each district and a Senior Rural Industrial Officer (SRIO) in MCI. The role of this cadre will be to identify possibilities for increased small and medium scale productive enterprises in rural areas and provide assistance to individuals or groups who wish to start or expand such enterprises. USAID funds are currently being used to finance (1) the salary of the SRIO, (2) office equipment and vehicles for the SRIO and some of the RIOs and a SPF to be used both by the RIOs and the SRIO in responding expeditiously to needs that will assist in the development of rural businesses. The GOB contribution to the project consists of vehicles, offices and recurrent costs including counterpart salaries and travel expenses.

Performance -- General. The establishment and performance of the RIO cadre has been a timely and effective intervention in support of the non-farm rural employment goal of the GOB. While a number of GOB programs exist that are designed to impact on this sector (see discussion below), a focal and coordinating point to better tap the potential for rural enterprise and especially for the smaller and single producers has been lacking. Since these are new positions, as could be expected there have been the usual start-up problems in establishing the defined role and having it understood and accepted in the central and district administrative set-up. However, in a relatively short time, there appears to be a good understanding by the RIO cadre of its job and, for the most part, an enthusiastic and determined effort to pursue the work. The SRIO is now a well accepted position in MCI and the districts now welcome the addition of the RIOs to assist in the overall development efforts at the local level. Performance has varied depending on the nature of the officers assigned, but this is part of the problem of a thinly staffed group which is just starting out and where relations and procedures are less institutionalized. In such situations a heavy dependence rests with individual initiatives. As more information is gathered on resource availability, more experience gained on the job, and with the assignment of more Assistant Rural Industrial Officers (ARIO) to assist, hopefully the performance in each district can be improved and more even.

Nonetheless, it has been a very good start with young officers, mostly volunteers from Peace Corps, Canadian University Service Overseas and Germany, filling the RIO cadre. One new Botswana University graduate has recently been assigned to one of the RIO positions. They have played a key role as secretary to the Production Development Committee (PDC) in the District, in gathering vital information about district employment opportunities, in fostering district level planning which reflects local needs and in utilizing other available GOB institutions and resources oriented toward rural employment. The SRIO at MCI has demonstrated an excellent grasp of what the program should do, has been a very effective backstop and guide for the RIOs and an effective spokesman within MCI for the program. He is continually exploring new ideas and approaches to permit a better delivery of services by the RIOs.

By all accounts the SPF (discussed in more detail below) has been a very efficient means to provide quick and effective assistance to fostering training, tools, surveys, etc. necessary to expand and promote jobs. Further, it has given credibility to the RIOs in delivering

assistance by permitting a rapid response to local needs and helping the districts themselves put through locally generated programs.

There are a number of constraints in carrying out the work, chiefly the lack of an adequate understanding of the resource base in the districts. While surveys have commenced to obtain this information they need to be refined and improved upon. This problem is compounded by the fact that the RIO, together with the ARIO, is a "one or two person show" in what are large areas with scattered populations. Efforts are required to link into other district personnel who can perform an extension aspect of the work. One RIO has tapped into the Remote Area Development Officers (RADO) and Community Development Officers (CDO) as an informal extension wing. Systems such as this to increase the network and bring potential activities to the attention of the RIO are necessary. There is a concern shared by the RIOs and the GOB on localizing the RIO positions. While a plan has been developed with a proscribed time-frame, MCI must continue to monitor and obtain assurances that well trained persons will be assigned as planned. One other area impacting on the responsibility and performance of the RIOs must be mentioned. The GOB is in the process of instituting a Subsidy Program for industry, including small, medium and large scale projects. The RIO will have the responsibility as secretary to the PDC in channeling subsidies to small scale industries. This will add an increased burden to the scope of work of the RIO and consideration must be given to how best to handle this.

GOB Programs to Promote Rural Industry. There are a number of GOB programs and institutions established to assist rural industry other than the RIO cadre. The principal ones include (a) the Botswana Enterprises Development Unit (BEDU) which provides technical and managerial training, marketing assistance, feasibility and investment studies in support of small scale industry owned by local entrepreneurs; (b) the Rural Industries Innovation Center (RIIC) established to develop, test and promote techniques and products suitable for Botswana including those oriented to rural industry such as tanning, beehive keeping, wire fence making, etc.; (c) Business Advisory Services (BAS) to provide management assistance to business ventures; (d) Partnership for Productivity (PFP) performing the same function as BAS in a different part of the country (and soon to merge with BAS); (e) the National Development Bank (NDB) as the prime credit source for small as well as large entrepreneurs; and (f) Botswanacraft to market indigenous products, many of which are handicraft, domestically and abroad. One other institution which is non-government should be mentioned -- the Brigades which is an association of persons, some voluntary and others paid, established as a Trust to develop enterprises and provide employment.

The above programs are mentioned to put into perspective the RIO role and address the question of whether there is duplication of effort because of the variety of activities. In fact, these are all resources for the RIOs to draw upon for purposes of training, technical assistance, management, marketing and credit. With the RIO as a focal point in the district, entrepreneurs can be made aware of the services offered by going to one source. On the other side, where the RIO identifies potential activities, these institutions can be tapped to provide the necessary support to develop, improve or enhance such activities. A tanning course can be put on by RIIC; credit for a small carpenter or

blacksmith can be obtained through NDB; basket makers can receive assistance and a marketing outlet through Botswanacraft. The Brigades offer a somewhat unique opportunity in that an established organization is already carrying on certain activities with the objective of increasing productive employment. The RIO can and has assisted in some of their activities, either through training or use of the SPF to remove a constraint. The Brigades in turn provide a resource that can be called on by the RIO to assist others.

These are merely illustrations of the inter-relationships that have in fact begun developing and can more fully maximize the potential for assisting the overall sector. They also demonstrate the framework and added tools which the RIO has to carry out the work and why it is so important to have established a position with the focal and coordinating function that exists. Further the RIO orientation is very definitely toward the smaller scale entrepreneurs, often to single individuals with interest or skills such as a carpenter, blacksmith, basket maker, tailor, etc. And the RIO is actively seeking out the potential in the district -- much of the essence of the job. The other institutions have tended to work with larger groups and been more reactive than initiating.

Production Development Committee. The PDC is the local government body with responsibility for fostering productive employment within a district. It consists of the major ministry representatives in the district involved with employment activities including the District Officer, Development (DOD). The RIO now serves as secretary to the PDC which again permits a focal point for carrying out activities decided upon by the PDC. With the general shortage of manpower throughout the districts, this role previously fell on the DOD who, with his other responsibilities, could not provide adequate attention. It would appear that in a relatively short time, the RIO is playing an important role in carrying out PDC mandates. It is clear the districts have welcomed the establishment of the position to take responsibility for these activities. Serving as secretary to the PDC also gives the RIO the entries into the planning process of the district and permits a more "bottom-up" approach to problem identification and proposed programs to address local needs.

Small Project Fund. The SPF has been one of the most effective tools provided the RIOs in assisting on projects because of the rapid response time and the flexibility permitted on the type of activity undertaken. Activities up to Pula 1000 can be approved by the PDC which can meet as often as necessary. Many activities fall below this and could be as little as Pula 10 to provide tools to someone who has taken a training course also funded by the SPF. The limit on any one activity is Pula 5000 and any activity between Pula 1000 and 5000 must be approved by the District Development Committee (DDC). Each district has been allotted Pula 10,000 for SPF activities with Pula 25,000 allocated to the SRIO for projects that would be more broadly based. The use of the SPF by the various districts has been uneven, but is endorsed throughout. If a district exceeds the limit, it can apply for additional funds from MCI who can shift around among districts.

There is no question that this is a valuable resource for the RIO and the district as a whole. It permits a district level determination of an expressed local need and an ability to plan to some degree at the local level. It supports the concept of decentralized planning by

devolving funding authority to the district to be applied against certain criteria. It gives the RIO (and the district) enhanced credibility with his constituents by being able to respond quickly and directly. The SPF appears to be unique in providing funding authority to the district and avoiding the often laborious and time consuming process required for the traditional planning and funding requests which must be approved at the center. Of particular importance, it has demonstrated that decision making at the district level coupled with funding authority can be well managed and successful. This should encourage the GOB to provide additional resources for district control, an important objective of the RSG.

While at present it appears the level of funding is adequate, if demand increases for the use of these funds within accepted guidelines, consideration should be given for an expanded amount. Further, while the Pula 1000 limit at the PDC seems sufficient, increased decision making for a higher amount by that body should also be entertained as appropriate. During its February 1981 evaluation, DAI established and recommended the adoption of a set of guidelines for SPF use. There was a feeling that with the flexibility permitted, it is important that guidelines be established to assure that the SPF is used in ways consistent with overall project objectives and that it not be used to finance activities more appropriately funded through other mechanisms. These were prepared in consultation with the RIOs, SRIIO and the Planning Officer in MCI and have now been adopted. They appear appropriate at this stage but should be reassessed as the project progresses and new and different ideas come forth.

The impact and effectiveness of the SPF can be attested to by the evaluator after field trips to three districts, observation of several SPF activities and discussions with RIOs and other district officials. A history of activities funded is contained in the DAI February evaluation and provides a sense of what is being undertaken. It would appear at this stage of project development that it is a highly cost-effective way to utilize funds while at the same time support a decentralized and participatory decision making process.

RIO Perceptions. While the current cadre of RIOs have been in their jobs for a period of only one month up to two years, most are the first ones to serve in that position in any given district. Thus they have been thrown into a new situation and have had to help develop and define this role as they went along. In terms of carrying out their work, probably the most commonly noted point was the need for an information base on resources available in their districts. They needed to understand what and who is there in order to determine how to proceed in beneficially exploiting material and manpower.

A number of surveys have been undertaken in some of the districts, but they have been of uneven quality. There is a plan to upgrade these surveys, which can only be considered as an initial effort. This should be a continuing process as more is learned in carrying out the day-to-day work of the RIO. And of course it provides the basis for annual planning as well as identifying areas for ad hoc responses. Since an essential element of the role of the RIO is to feed into the district planning process, improved surveys with the resulting information base should help build in the "local" view in plan programs.

The logistic support provided under the RSG -- vehicles and office furnishings -- have proved indispensable aids in permitting the RIOs to carry out their work. Consideration of further logistic support should it become necessary ought to be favorably entertained. One must be able to get around the district to ascertain what the needs are, to provide appropriate training, deliver necessary commodities, permit appropriate studies, etc. At headquarters the RIOs need the equipment and materials to prepare the necessary paper work, accounting, planning documents, etc., all critical to the success of the job.

Since the program is a new one and most RIOs have only been on the job for a relatively short period, it would appear important to have a continued interchange among the group. This would permit a mutual exchange of ideas, problems, proposals, etc. and can even act as a morale booster so one does not feel they are isolated and dealing with unique problems. This has been undertaken through the coordination of the SRIO by having quarterly meetings of the entire RIO cadre. It is held in different districts each time which provides a forum not only for an exchange of views (and gripes) but also provides an opportunity to see other geographic areas and working conditions of other districts. All of this should have a salutary effect on the program and should be continued on a regular basis.

One feature that the SRIO has started is an evaluation of some of the programs undertaken in the rural industry sector and with which the RIOs are involved. This seems a very useful approach in order not to perpetuate programs just because they have been started. It provides a basis for decision making on whether or how to proceed in a particular area, as well as give training on the analytic approach to evaluating such activities. With a new program such as this where new ideas are being tested, it is particularly important to take a critical look at the appropriate interval in the process.

While there has been an expressed need of the RIOs for a better understanding of available resources within a district and for continued survey work, this is balanced by the desire to implement some on-the-ground projects as quickly as possible. The RIO has to show that needed services can be delivered if rural entrepreneurs are going to seek help, whether for training, marketing, credit or materials. Too often the bureaucratic process can wear someone down and discourage the initiation and risk-taking required. There appears to be a good understanding of this at all levels, with the RIOs making concerted efforts to be responsive in assisting new, improved or expanded activities. As noted above, the SPF is an excellent vehicle to help in this process.

Interface with other RSG activities. Brief mention should be made of the inter-relationship of this activity with other components under the RSG. Activities under the Wildlife Development and Management sub-project bear directly on work of the RIOs. To the extent appropriate programs on hunting and skinning of wildlife develop, the RIOs assist in training of such persons in tanning and in marketing of the products. (One such small scheme on the eastern edge of the Kalahari has been started and appears on its way to success.) Under the Agricultural Production and Income grouping of sub-projects, the RIOs have been particularly helpful in aiding artisans construct the small catchment

areas, provide harnesses and carts for donkey draft power and potentially can help develop the processing and marketing of agricultural products. Persons involved with these activities are likely to sit on the PDCs, thus providing a coordinating link to permit the best use of the inputs for productive activities, with RIO assistance where appropriate. While work under the land use part of the project has a more tenuous relationship, any allocation of land -- for communal purposes, ranches, industrial estates, etc. -- will determine in part what employment opportunity can develop off that land. RIOs should be in contact with the Land Boards to be aware of their planning process and to assure the interests of potential entrepreneurs are being considered.

Subsidies. As mentioned earlier, the GOB is in the process of developing a subsidy program for small, medium and large scale projects. At least for the small-scale industrial sector this is likely to be provided through a grant element. Criteria and analytic requirements are yet to be fully developed for the program. However, the PDC, with the RIO as secretary, will have responsibility for administering this subsidy. While the RIOs are generally enthusiastic about the program and feel it can have a significant impact in the rural areas, they are a bit wary about the increased responsibility as it affects their overall time available to undertake the many facets of their work. As one step to try and minimize this increased workload, the MCI is developing, mainly through the SRIO, a handbook providing the analytical approach plus relevant coefficients for specific common enterprises. Once the subsidy program does get underway, it should be followed closely in terms of the RSG input, its effect on RIOs, possible further opportunities for additional interventions, or potential problems that could impact adversely on the rural employment sector. With the program not yet started, it is too early to determine its impact, but it is discussed because of its potential importance on non-farm employment. It is an area that a design team for a follow-on project should examine in more detail in assessing the overall potential direction for off-farm productive development and whether there might be a role involving aspects of the program appropriate for the RSG.

Progress Toward End of Project Status. The End of Project Status (EOPS) for this particular activity is three-fold: (1) at the general level that RIOs have been replaced by Batswana and have a sufficient budget to continue to promote rural industry; (2) at the sub-purpose level that: (a) a support system will exist at the district level, backstopped by MCI, to service rural enterprises through the cadre of rural industrial officers; and (b) a comprehensive data base on resource availability of market potential and investment needs for enterprises in rural areas will have been assembled, providing the framework for an expanded MCI program during the mid-1980s.

At the purpose level, the objective of localization will not be met. With the minimal level of university graduates being produced each year, staffing by Batswana throughout the Government will be very gradual. For this project, a plan has been developed with a schedule that will permit full localization by 1985/86. At present there is only one Batswana serving in an RIO position. The plan also established a training program for upgrading ARIOs who are non-university graduates. It appears realistic and possible. The budget does not appear to be a major constraint and this situation will probably continue. At the

sub-purpose level, the support system is quite well established even at this half-way point of project implementation. This is a very positive comment on the program as a whole and the individuals involved. The data base as mentioned above is still skeletal, but a process is underway for its continued improvement. How "comprehensive" it will be at the end of the project is open to question, but it should be a continuing process at any rate. The output of ten RIOs and ten potential industries identified have been met.

New Project Proposals. MCI prepared a brief note for the Evaluation Team on future plans. Extension and staff development are highlighted and are both very important. The need for extension has been discussed earlier while training is included in the plan for localization. The evaluation team did not have time to seriously explore this area. This should be left to the project design team for a follow-on design effort. Suffice it to say, the program should remain flexible and responsive with the ability to adapt to ideas that are evolving from what is really an incipient effort in this area.

Conclusions:

- that the RIO program is proceeding very well and making an important contribution
- that it should be included in any follow-on funding for the RSG
- that the Small Project Fund is an integral part of the program and should be expanded and adjusted as appropriate
- that staff should be appropriately trained with qualified persons assigned on a priority basis to these positions
- that new ideas should be highly encouraged and receptivity to changes in direction based on the growing experience be maintained.

Final Note. There appears to still be some question on the organization of rural industry promotion programs in MCI. This was noted on page 77 of the DAI February evaluation. For reasons stated in that report, the team concurs that the RIO cadre should not be placed under BEDU. They have different functions and different orientations. The RIOs seem best suited in their district roles as secretary to the PDCs -- to take responsibility for carrying PDC policies and provide input into the planning process at the local level. Their orientation is much more toward the small producer as it should be. This role as defined under the PDC with reporting responsibility to an independent SRIO in MCI was the basis for USAID support and any change would have to be seriously re-examined if funding were to continue.

GA 02 WILDLIFE MANAGEMENT AND DEVELOPMENT

Project Description. The objective of this sub-project is to increase access to productive, income-generating employment through more effective utilization of Botswana's wildlife resources. It has been considered necessary to get an adequate inventory of existing wildlife to permit rational planning in off-take and utilization. Training in processing of hides and skins plus assistance in marketing would provide an outlet for increased employment, particularly in the more remote areas where minimal alternative non-farm employment opportunities exist.

RSG funds are being used to support a natural resource economist who is serving as planning officer for wildlife projects in the Department of Wildlife and National Parks (DWNP) in MCI. Funding was also provided to finance short-term consultancies to: (1) establish a training program to increase the harvesting and processing skills of local hunters; (2) investigate the market potential for wildlife products; and (3) advise on the design of a system for harvesting and processing species with a high market value and sufficiently common to permit commercial offtake.

Performance -- General. Key to carrying out the RSG objectives of this sub-project was the staffing of the position of the natural resources economist. This position, actually that of wildlife resource economist (WRE), was not actually filled until March, 1981. This person is serving as a planning officer in the Planning Unit of DWNP. As such he has had to become acquainted with the requirements of that job and perform a variety of bureaucratic functions inherent in any such position. The early months have been a learning experience. Nonetheless, the individual appears to have adapted well to the position and begun trying to formulate policies and projects to impact on employment through wildlife utilization. Since the position involved is of a staff nature in DWNP, proposed programs and policy statements must be vetted through its bureaucracy. This often involves differing personalities and interests which must be factored into decisions ultimately taken. Thus it is not always easy to measure the impact of such a technician's role. This is further compounded by the fact that there are major policy issues involved in considering how best to exploit a large national resource -- wildlife. The WRE is cognizant of the structure and issues and appears to be having an initial, if limited, impact on approaches to wildlife development. He appears to be working in the right areas to foster a nationwide inventory of game, develop a continuing monitoring system, establish policy on appropriate offtake and how best to exploit the available resources. He sees the need for appropriate surveys to be undertaken as a base for decision making and not to precipitously propose programs without such information. There has been some short-term technical assistance and training funded out of the RSG, including a study tour to Kenya for senior DWNP and MCI officers, interim funding of a district level Gameskin Extension Officer, two national training courses for Game Scouts and RIOs in field treatment of game meat and skins and a wildlife products market survey.

One item that would appear appropriate for RSG funding would be a vehicle to be used by the WRE and short-term consultancies. While there are MCI pool vehicles, these are in short supply and hamper the ability of the WRE in carrying out certain aspects of his work and arrange for timely consultancies. It appears that there has been an acceptance by USAID to fund this item, but approval is required for an increased vehicle by the ministry regardless of its source of funding. MCI should make all efforts to approve the vehicle for project use.

Role in Project Objectives. While there has been only a limited input into this project, basically technical assistance, it remains an important one for USAID to stay involved with under the RSG and in seeking productive employment in the rural areas. What is important to remember is that for the part of the population the wildlife

utilization component is aimed at, there are very few alternatives. Often these are remote area dwellers with extremely limited sources of income. Hunting with the attendant preparation of hides and skins is the major opportunity. To the extent some of the activities are more commercialized, e.g. bee farming, employment can also be generated in the more remote areas where there is virtually no demand for agricultural labor. It is a recognized goal in NDP V which states that "wildlife utilization (and tourism) are naturally rural based activities, and also offer considerable scope for labor intensive activity"

Having stated this, one should be under no illusions that there will be a quick and widespread impact on employment from wildlife activities. The DWNP is neither well-staffed nor oriented toward the utilization concept. They have primarily been involved in protection and conservation. They have very limited transport or other facilities to carry out utilization programs and virtually no experience in this area. The policy issues of government versus private sector involvement are difficult and must be sorted out. Thus this project can only help in making a start toward resolving some of the issues and formulate an appropriate approach. Yet it is a vast resource available and the planning process must start somewhere.

Relation to Other RSG Activities. As mentioned under the rural industry section, there is a natural tie-in from wildlife to the RIOs. A good example is the training course for game scouts and RIOs in the field treatment of game and skins. The RIOs actively seek cooperation in this area to bring the resources they have to bear in improving and marketing wildlife products. Land use, of course, is very important to the management of wildlife and there should be coordination and interchange in the surveys and assessments going on.

Progress toward End of Project Status. Nothing is explicitly stated at the general purpose level. At the sub-purpose level, the PP states that at least one new wildlife utilization project involving remote area populations will be designed and in the process of implementation by the Department of Wildlife within MCI. While nothing has yet been finalized in this area, the project is only half-way through its scheduled life. There are a number of ideas being proposed e.g. farming of black-back jackals, that could meet the stated target. The output for this sub-project activity states that off-take for selected species will be increased by 5-10% and two harvesting schemes will be developed. Much will depend on the timeliness and results of the surveys being undertaken and planned on wildlife inventory, marketing and farming studies, plus policy to be developed in response to the results of these studies. Such outputs while within reach of the project may take a protracted time to reach because of the complex policy issues involved, particularly for how increased off-take will be undertaken.

New Projects. One major idea being considered that would be consistent with the sub-project objectives and would appear appropriate for RSG funding is the development of a Wildlife Extension Officer (WEO) cadre. This would include field staff in seven districts heavily involved in wildlife utilization plus a senior officer to arrange and coordinate the cadre in Gaborone. According to DWNP, Peace Corps has indicated a willingness to recruit for the field positions and USAID has indicated interest in providing a scholarship under SAMDP to provide the coordinator a B.S. in wildlife conservation education and extension.

The RSG could support an expatriate officer to initiate the program while his counterpart undergoes B.S. training. Infrastructure support similar to the RIO's would also be considered.

GA 02 should also continually seek to fund appropriate studies that would lead most directly to implementable projects such as the feasibility study under consideration for fur-farming. While the GOB is considering broader policy aspects of wildlife utilization, it is important to move ahead with on-the-ground projects that could be developed apart from the broader policy implications.

Wildlife Environmental and Monitoring Issues. The RSG Project Agreement states that prior to approval of sub-projects not already agreed upon, an environmental assessment (EA) will be conducted and submitted along with the project memorandum for approval by the AID Assistant Administrator for Africa. This provision appears overly stringent and assumes that any sub-project would warrant an EA. This may not be the case. Perhaps a more logical approach would be to treat the issue in a similar manner to any AID project -- to first conduct an initial environmental examination (IEE). An EA would only then be conducted if it were so recommended. Further authority for approving the IEE for sub-projects should logically rest with the Mission Director to be consistent with his authority on environmental issues under the other activities of the RSG.

The Agreement further states that prior to financing a harvesting scheme, a wildlife monitoring program must be underway "financed by another donor or the Government of Botswana". It is not clear why this requirement for outside funding was included and it does not appear to serve any project purpose. It would seem entirely appropriate for the RSG to be a source of funding for the monitoring aspect of any harvesting scheme financed. No issue is involved of host country contribution. To the extent that monitoring is an integral part of any such sub-project, it ought to be eligible for RSG financing.

Any amended Project Agreement for follow-on funding should certainly consider a revised approach along the lines suggested above for environmental and monitoring requirements.

Conclusions:

- that the Wildlife Resource Economist has an important role to play in helping propose policies and programs for appropriate wildlife utilization
- that the potential for rural non-farm employment exists through appropriate wildlife utilization but must be carefully exploited to assure maximum returns to the Botswana
- that short-term consultancies have a valuable potential role in providing the information base to get projects going
- that a wildlife extension cadre is likely to have a significant impact in furthering employment opportunities from wildlife utilization
- that on-the-ground projects of any magnitude may take a long time in developing.