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ISA 15371

CLASSIFICATION
PROJECT EVALUATION SUMMARY (PES) - PART I

Report Control
Symbol U-447

1. PROJECT TITLE RANGE AND LIVESTOCK MANAGEMENT			2. PROJECT NUMBER 633-0015	3. MISSION/AID/W OFFICE USAID/Botswana
5. KEY PROJECT IMPLEMENTATION DATES			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>83-1</u> <input type="checkbox"/> REGULAR EVALUATION <input checked="" type="checkbox"/> Final SPECIAL EVALUATION	
A. First PRO-AG or Equivalent FY <u>73</u>	B. Final Obligation Expected FY _____	C. Final Input Delivery FY <u>82</u>	6. ESTIMATED PROJECT FUNDING A. Total \$ <u>3701</u> B. U.S. \$ <u>2803</u>	
7. PERIOD COVERED BY EVALUATION From (month/yr.) <u>June, 1977</u> To (month/yr.) <u>July, 1982</u> Date of Evaluation Review <u>June 7 - July 22, 1982</u>				

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

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
This is the final evaluation and Project Completion Report. 1. The GOB should be advised that the project has been terminated. 2. All unearmarked funds and unaccrued reserved funds should be deobligated. 3. Disbursement of all funds should be completed ASAP. 4. Continue occasional contact with staff of MOA to review accomplishments. Give attention to training needs which can be responded to through complementary AID project.	USAID Project Manager USAID Controller USAID Controller USAID Agriculture Development Officer	ASAP Jan. 31, 1983 March 30, 1983 As necessary.

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS <input 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 <u>None</u>	10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT A. <input type="checkbox"/> Continue Project Without Change B. <input type="checkbox"/> Change Project Design and/or <input type="checkbox"/> Change Implementation Plan C. <input type="checkbox"/> Discontinue Project
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11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles) Dr. John Shields - Consultant Dr. D. M. Jones - USAID Agric. Dev. Officer Mr. I. Matenge - Commissioner AMA's Mr. B. Mpyinyane - Deputy Commissioner, AMA's.	12. Mission/AID/W Office Director Approval Signature <u>Paul Guedet</u> Typed Name Paul Guedet Date <u>7 Jan 1983</u>
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PROJECT COMPLETION REPORT

on

USAID Project No. 633-0015

BOTSWANA RANGE AND LIVESTOCK MANAGEMENT

(1977 Amendment to 1973 Project Paper)

by

John R. Shields

California State University

(July 1982)

Contract No. 633/0015-C-00-2015-00

EXECUTIVE SUMMARY

(State Cable 081077 Requirement)

for

Botswana Range & Livestock Management

Project No. 633-0015 (Amendment)

- I. What constraints does this project attempt to overcome and who does it constrain?

This project, an amendment to the original project paper, sought to address the constraints that led to the failure of the original project which attempted to establish 'turnkey' group ranches. The lack of an institution building component to complement the technical advice being proffered was the key problem identified in the post mortum review. Hence, the orientation of the amended PP was the establishment of an extension service division that would outreach to farmer groups to assist them in organizing to solve those problems requiring communal action.

- II. What technology does the project promote to relieve this constraint?

No new technology as such was introduced. But the training of extension workers (i.e., Group Development Officers and Agricultural Demonstrators) in the methodology of group dynamics and facilitator techniques was a major focal point of participant training financed under the project.

- III. What technology does the project attempt to replace?

None.

- IV. Why do project planners believe that intended beneficiaries will adopt the proposed technology?

Not applicable.

- V. What characteristics do intended beneficiaries exhibit that have relevance to their adopting the proposed technology?

Not applicable.

- VI. What adoption rate has this project or previous projects achieved?

Not applicable.

- VII. Will the project set in motion forces that will induce further exploration of the constraint and improvements to the technical package proposed to overcome it?

This project has stimulated further examination of the constraints forcing the extension service in its attempt to increase an individual farmer's agricultural productivity and income in the

context of communal land tenure characteristic of much of Africa. In fact, the whole issue of the extension service's effectiveness particularly with regards to group formation and the requisite coordination of field staff, was the subject of a recent investigation of the extension service and of a nationwide survey of it by the interministerial Rural Development Coordinating Committee.

VIII. Do private input suppliers have an incentive to examine the constraint addressed by the project and come up with solutions?

No.

IX. What delivery system does the project employ to transfer the new technology to intended beneficiaries?

Not applicable.

X. What training techniques does the project use to develop the delivery system?

Not applicable.

POSTSCRIPT: The questions in this executive summary are too narrowly oriented toward the introduction of new technology and thereby ignore the questions needed to probe the effectiveness of institution building projects such as this.

Please see the Project Completion Report itself for details on the nature and results of this project.

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LIST OF DEFINITIONS AND ACRONYMS

AD	Agricultural Demonstrators
AE 10	"Small Projects" Project
AG 15	Services to Livestock Owners in Communal Areas (SLOCA)
AID	See USAID
ALDEP	Arable Lands Development Program
AMA	Agricultural Management Association
AMAO	Agricultural Management Association Officer
APO	Animal Production Officer
APRU	Animal Production Research Unit
ATI	Agricultural Technology Improvement
BAC	Botswana Agricultural College
BAMB	Botswana Agricultural Marketing Board
Batswana	More than one person of Botswana citizenship
CAMA	Commissioner of Agricultural Management Association
CDSS	Country Development Strategy Statement
CFDA	Communal First Development Area
CP	Condition Precedent
CPO	Crop Production Officer
DAC	District Agricultural Committee
DAO	District Agricultural Officer
DAFS	Department of Agricultural Field Services
DET	District Extension Team
DDC	District Development Committee
ECO	Evaluation and Communications Officer (subsequently TCO in CAMA)
EDF	Economic Development Fund (of European Economic Community)
FC	Farmers Committee
GOB	Government of Botswana
GDO	Group Development Officer
MFDP	Ministry of Finance and Development Planning

LIST OF DEFINITIONS AND ACRONYMS (continued)

MLGL	Ministry of Local Government and Lands
MOA	Ministry of Agriculture
Motsana	One person of Botswana citizenship
NDB	National Development Bank
OSARAC	Office of Southern Africa Regional Activities Coordination
PES	Project Evaluation Summary
PP	Project Paper
PS	Permanent Secretary (Agriculture)
RAO	Regional Agricultural Officer
RDC	Rural Development Council
RECC	Rural Extension Coordinating Committee
RSA	Republic of South Africa
RTC	Rural Training Center
SAMAO	Senior Agricultural Management Associations Officer
TCO	Training and Communications Officer (former ECO in CAMA)
TGLP	Tribal Grazing Lands Policy
USAID	United States Agency for International Development
VDC	Village Development Committee
VET	Village Extension Team

13. SUMMARY

a. Project Description

The background of this project is discussed in some detail in the End-of-Tour Report of the Training and Communication Officer. So in the interest of brevity the reader is referred to Appendix II for a more comprehensive treatment. In essence this project Amendment had its genesis in the failure of Range and Livestock Management I, which was a technical package designed to set up 'turnkey' style group ranches. The lack of an institution building component resulted in failure. So the Amendment stressed the need for a division within the Agricultural Field Services Department to outreach support to farmers forming groups to better manage their communally controlled resources - rangeland - and thereby increase their productivity and income. Of course, groups formed were not limited to cattle, but also included horticulture, and other general agricultural projects.

b. Project Status

The major success of the project is the magnitude of farmer participation in groups that organize and operate to solve problems requiring communal action. 10,000-20,000 farmers have been involved in over 1100 groups. It has become an integral part of the Extension Service strategy. Though there remain some problems, the project has met its objectives, save for adequate safeguards for range ecology, which is going to require a stronger commitment to action by government. In sum, the process of group development is well on its way to being institutionalized in the field; but improved coordination and firmer commitments at headquarters MOA are necessary if the fruits of this project are to continue.

14. EVALUATION METHODOLOGY

This evaluation constitutes the Project Completion Report (PCR) of the Range and Livestock Management Project (015), which was initiated in 1974 and amended in 1977. Given the extensive re-design of the original project, the PCR concentrates exclusively upon the amended version. (NOTE: a midterm Project Evaluation Summary (PES) was prepared on the amended project by an outside 4-man USAID team in collaboration with Government of Botswana (GOB) officials in 1980.)

a. Investigative Approach

i) Information Sources

Extensive interviews were conducted with over 35 GOB, AID, and contract personnel who are either directly involved with the project or knowledgeable about the project as it relates to policies and programs administered, or studied by them (see Annex A).

Numerous host government publications and independent reports were consulted (see Annex B), as were the USAID project file documents and financial records.

ii) Reporting Procedures

A draft report was prepared and the preliminary findings were discussed with selected officials of the GOB/DAFS/AMA division before a final report was submitted to USAID/Botswana. A briefing was subsequently made to USAID Mission officers.

b. Report Organization

i) Content

As per the instructions of the August 13, 1981, USAID/Botswana memorandum to all project managers from the Assistant Director concerning project closeouts, Annex I (Appendix 14a on Project Completion Reports) thereto has been followed as the guideline to what subjects must be included. The report, as such, is in accord with AID evaluation requirements set forth in Handbook 3, Chapter 5.

It should be further noted here that two very important documents have been appended to this Project Completion Report (PCR):
II) "End-of-Tour Report" on the USAID Range and Livestock Management Project by David Benedetti, Jim, Hope, and Katie Rick (July 14, 1982) and
III) "Agricultural Group Development in Botswana: An Abstract" of Tony Willett's four volume report commissioned by USAID (October 1981). These documents review a wide range of topics related to or having a bearing on group development extension efforts. While reference is made to these documents in the PCR text herein, unnecessary repetition of their content is avoided - especially those sections concerned with the effectiveness of the agricultural extension service generally and the adequacy of rural development policy and interministerial coordination. Hence, the reader is cautioned to consider these two documents as an integral part of the Project Completion Report, which concentrates more narrowly on the specific outputs of the amended project paper.

For another good source of detailed information on the philosophy and principles underlying group development as well as on the way it has been implemented, the reader is referred to the midterm Project Evaluation Summary (PES/1980). Since that report is a major document in the official project file, it was not appended to this PCR. In contrast to the PES which described the process of group development and recommended corrective action based on progress thus far, this PCR focuses on End-of-Project-Status (EOPS) and probable explanations for such outcomes.

ii) Format

Since the aforementioned memorandum on project closeouts (given to this evaluator as a supplement to the contracted scope of work) states there is no format specified for the PCR, the conventional PES organization was chosen and adapted to incorporate the required subject matter content.

15. EXTERNAL FACTORS

a. Significant Changes in Project Setting

i) Personnel Turnover

Promotions, transfers, retirements, and long term participant training have somewhat impeded/delayed the timely assignment of counterparts (i.e., the training communication officer position in the AMA division), the process of localization (i.e., the posting of a group development officer in the Western District), and the establishment of additional positions (i.e., Gaborone and Central District Group Development Officers).

ii) Drought Conditions

The drought of 1981 has necessitated a famine relief "food-for-work" program which has adversely affected the formation or functioning of groups in some areas. The expectation of "food-for-work" related to group projects or the necessity to participate in such relief schemes for sustenance diminishes the willingness and ability of farmers to contribute "free" labor to communal projects - especially those with long term objectives (e.g., woodlot development for managing a scarce energy resource).

iii) Economic Situation

The state of the economy has deteriorated as the world recession has decreased the demand for and lowered the prices of Botswana's mining industry products (i.e., diamonds, copper). Double digit inflation in the Republic of South Africa, from whence many goods and services are obtained, has reduced the purchasing power of an already constricted financial base. The resulting budget tightening has impacted on the Ministry of Agriculture so that the AMA division has not been able to secure replacement vehicles for those provided Group Development Officers (GDO) under the USAID project. The lack of transportation severely hampers the mobility of GDOs in support of Agricultural Demonstrators (ADs) actively working with groups.

b. Continued Validity of Assumptions

Output assumption 1b of the log frame that "GOB budget support for group operations is provided" has become questionable in light of the aforementioned economic situation discussion regarding vehicle replacement allocations by the government's Central Transportation Office. All other assumptions have remained valid to varying degrees.

16. INPUTS

a. Services Performed and Goods Furnished

As the below set of reconciliation figures for the project indicate, only \$66,952.09 (net) remains unearmarked as of March 31, 1982. Given the magnitude of the sums involved, this amounts to an

insignificant difference between the budgeted figure of \$2,803,277.94 and the earmarked one of \$2,736,325.85. Participant training and other costs in 1980 FY account for the discrepancy.

All major expenditures appear to be in alignment with the intended expenditures as set forth in the Project Paper and the detailed analysis of the midterm evaluation (PES/1980).

Project No. 633-0015

RECONCILIATION

March 31, 1982
#72-11x1023 (1973-76 FY) Aggregate

	<u>Budgeted</u>	<u>Earmarked</u>	<u>Unearmarked Balance</u>	<u>Disbursement</u>	<u>Ending Balance</u>
Tech. Asst.	453,576.50	same	-0-	389,174.76	64,401.74
Commodities	64,404.55	same	-0-	64,404.55	-0-
Participants	44,900.00	same	-0-	144,724.80	175.20
Support	---	---	---	---	---
Other Costs	268,396.89	same	---	130,691.97	137,704.91

#72-11M1006 (1977-78FY) Aggregate

	<u>Budgeted</u>	<u>Earmarked</u>	<u>Unearmarked Balance</u>	<u>Disbursement</u>	<u>Ending Balance</u>
Tech. Asst.	557,000.00	same	-0-	572,151.62	(15,151.68)
Commodities	62,000.00	same	-0-	56,886.38	5,113.62
Participants	257,027.00	260,603.50	(3,576.50)	238,429.98	22,173.52
Support	65,973.00	same	-0-	22,272.87	43,700.13
Other Costs	50,000.00	same	-0-	50,000.00	-0-

Project No. 633-0015

RECONCILIATION (continued)

March 31, 1982

#72-1191021.3 (1979 FY) Single

	<u>Budgeted</u>	<u>Earmarked</u>	<u>Unearmarked Balance</u>	<u>Disbursement</u>	<u>Ending Balance</u>
Tech. Asst.	225,000.00	same	-0-	100,506.77	124,493.23
Commodities	---	---	---	---	---
Participants	90,000.00	88,715.50	1,284.50	84,215.50	4,500.00
Support	85,000.00	same	-0-	93,612.54	(8,612.54)
Other Costs	---	---	---	---	---

#72-110103.7 (1980 FY) Single

	<u>Budgeted</u>	<u>Earmarked</u>	<u>Unearmarked Balance</u>	<u>Disbursement</u>	<u>Ending Balance</u>
Tech. Asst.	115,602.00	same	-0-	18,353.51	97,248.49
Commodities	---	---	---	---	---
Participants	299,402.00	240,684.00	58,718.00	105,697.00	134,987.00
Support	153,000.00	same	-0-		
Other Costs	11,996.00	1,469.91	10,526.09	---	1,469.91
<hr/>					
Totals of \$2,803,277.94 all FY		2,736,325.85	66,952.09	2,120,107.00	616,218.85

b. Appropriateness of Inputs

Only one reservation might be expressed here, and that concerns USAID's provision of vehicles for GDOs. Given that the GOB has elected not to replace project vehicles that expire, it would seem reasonable that these be provided on a 1:1 matching grant basis or that some formal implementation agreement require the GOB to treat such vehicles as part of the normal complement just as is done with the personnel of CAMA which is also a recurring cost. Of course, this development could not be foreseen.

17. OUTPUTS

The outputs and verifiable indicators stated herein are for the most part quoted from the log frame of the amended project paper (PP). However, in some instances more descriptive wording from the output section of the PP text was substituted in the interest of accuracy and completeness.

a. End-of-Project Status #1

i) Expected Project Outcome and Verifiable Indicators

"The techniques and methods used in group formation are tested, evaluated, and in use by field staff.

- An orderly system of reporting on and evaluating group formation experiences is established.
- A system of communications of ideas, successes, and experiences in group formation/operations among field staff and between field staff and headquarters is established,
- Lessons learned have been used to provide guidance at national, regional, and group level to facilitate group formation."

ii) Actual Outcome Completion Status

** Testing and Evaluation

As was noted in the midterm evaluation (PES/1980) "this has not been done in a systematic way nor properly monitored." However, while this same situation continues to prevail, it would seem to be the result of a conscious decision borne of necessity in terms of coping with personnel constraints and workloads and of addressing more immediate problems. Nevertheless, despite the lack of formal testing and evaluation procedures, this type of activity did occur on an informal ad hoc basis through meetings of Group Development Officers (GDO) and CAMA headquarters staff--particularly the Training and Communication Officer (TCO),

In fact, the TCO position is a re-definition of the original job title of Evaluation and Communication Officer (ECO) referred to in the project paper Amendment of 1977 and the

Project Evaluation Summary of 1980. This change, approved by USAID, was requested by the Agricultural Management Association Division of DAFS in order to meet the more pressing needs of materials, training field staff (GDOs) and providing Extension personnel (DAO, AD) with resource information on employing group extension methods to disseminate technical knowledge to the farming community at large as well as on utilizing the facilitator technique to guide the organizing of farmers for group action. Initially, such groups would learn how to solve specific problems (e.g., building a dip tank to control tick infestation on individually owned livestock grazed in communal areas) with the expectation that some--through the officially sanctioned gradualist extension approach--would undertake increasingly complex activities as they gain managerial experience, financial skills, and technical expertise. Long term success could culminate in group livestock ranching that would result in more efficient utilization of resources through improved land use planning and conservation of grazing feed.

It might be said that the very process of training and communication inherently involved on-going evaluation of group formation techniques and group extension methods as feedback from field staff (GDO) and Extension personnel (DAO, AD) on the problems encountered was used to refine the implementation methodology of group development principles. A major example of this approach is the two-week Group Development Seminar held for GDOs in July 1980 that involved panel evaluations of each training session's content. These evaluative discussions were then included as part of the subsequently printed text of materials used in the seminar.

The above type consultation between GDOs and the TCO also resulted in the publication of a series of pamphlets on "agricultural organizations" for inclusion in the AgriFacts Extension manual supplied to every Agricultural Demonstrator (i.e., village level farm advisor). In addition to the technical AgriFacts on crop production and animal husbandry there now exist AgriFacts on such topics as "Group Extension Philosophy", "Preparing to Teach", "Your Role in the Development of Groups", "Farmers Committees: Formation Guidelines", "Consultation with Farmers", "Helping a Group with Its Constitution", and "Project Consultation".

What formal evaluations there were conducted by the TCO naturally tended to be focused on the field testing of the training and communication materials rather than on the effectiveness of the techniques and methods advocated therein as would be determined by comparison studies of alternative approaches to group development.

However, it should be noted that the TCO was instrumental in helping to facilitate a phase 1 base line data report on the "Impact of Communal Fencing in Three Communities of Central District", produced by Freddie Zufferey (who also did a related second report on local institutional performance and resource management constraints in the same district). This fencing report was conducted in response to the midterm

evaluation (PES-1980) which suggested the need for evaluating the economic impact of group development projects.

The need for "an orderly system of reporting on and evaluating group formation experiences" as envisioned in the amended project paper still exists and hopefully will be instituted now that the training priority is no longer so urgent. The Commissioner of AMA has indicated he realizes the value of such an evaluation capability, now lacking, to improve Extension performance.

In the absence of such an evaluation system, the TCO was very instrumental in facilitating the publication of Tony Willett's four volume report evaluating Agricultural Group Development in Botswana (October 1981), an abstract of which is attached hereto as Appendix II. This study, commissioned by USAID, constitutes the definitive evaluation of group formation in Botswana.

The departing expatriate TCO has recommended in his end-of-tour report that the communication function of the TCO position be transferred to the Agricultural Information Division of DAFS, and that the eventual replacement be a person with an Adult Education background. It might be added here that such an individual should also have had some professional training and experience in evaluation. Accordingly, the position might be better redefined as a Training and Evaluation Officer (TEO) since the effectiveness of training would surely be enhanced through concurrent evaluation of the prevailing methodology.

** Usage

Obviously, group extension methods and group formation techniques are widely practiced, but the degree to which they are effectively utilized remains an open question. Many observers have remarked on the insufficient internalization of the methods and techniques by GDOs and the inadequate application of the methods and techniques by ADs--weaknesses that were noted previously in the midterm evaluation of this project in 1980.

The need for continued inservice training of field staff in conjunction with a continuous evaluation system discussed above is quite apparent.

Corrective action is also being taken in the initial two-year training of ADs at the Certificate level in Botswana Agricultural College (BAC). The extension course for ADs involves 130 hours of classroom learning over 5 terms. Heretofore, only 16 of those hours (in Term 4) dealt with communication (individual methods, 6 hours; group methods, 8 hours; and mass methods, 2 hours). Moreover, the adequacy and relevance of the content was suspect. The present expatriate instructor (part of South Dakota State University Team implementing the USAID Agricultural College Expansion Project) is in the process of revising and enlarging the communication section. He has

have become popularly known as Group Development Officers (GDO) both intra- and inter-ministerially throughout the country since, indeed, group development has been the main focus of field activity while headquarters of CAMA concentrated on building the necessary administrative infrastructure (now in place) for implementing the act--particularly as it relates to the organization and registration of AMAs. In fact, some 1128 groups have been formed (involving 10,000-20,000 farmers) and nearly 80 farmer committees (FC) are functioning as management representatives of the village 'Kgotla', (the traditional community-wide discussion/decision-making council, akin to the old style New England town hall meeting), in matters of agricultural activities the Extension Service promotes.

However, despite the obviously successful track record in group formation, the CAMA issued a memorandum in 1982 stating that GDOs must henceforth be identified as AMAOs. There appears to be some heightened pressure (real or perceived) from higher MOA officials to create and register more AMAs in accordance with the division's CAMA name. If such pressure is translated into premature registration for the sake of numbers, then the gradualist extension approach will not have been adhered to. The failure of the original LRMP-I for lack of management capability and technical support is a stark reminder of what a 'rush to readiness' can bring. More recent examples involving AMAs include: (1) the premature registration of the Ntimbale (Francistown) communal grazing cell group before the technical issues were completely sorted out, allegedly because the Animal Production Research Unit (APRU) was anxious to introduce its technical package; (2) the Thamalakane (Maun) group was pressured by the MOA dairy office to become more capital intensive than actually desired by the dairy farmers themselves.

Moreover, the question arises in the minds of many whether the non-AMA groups will be de-emphasized. This somewhat schizoid feeling has led some MOA officials both inside and outside of CAMA to suggest the transfer of responsibility for AMAs--given their limited number and unique structure--to the Department of Cooperatives which also deals with businesslike group organizations. Such an arrangement would leave CAMA, perhaps renamed Communal Action Support Agency (CASA), to continue its excellent record in group formation. Furthermore, this redefined division could easily integrate three other units that are all group extension method oriented: Women's Extension, Farmer Training, and 4-B--all of which now report directly to the deputy director of DAFS under the ill-defined conglomeration of Common Services.

** AMA Progress and Potential

The first AMA was registered in early 1980; and in the two years since, 12 have been officially recognized. Applications are pending for four more. Five of the twelve are non-cattle (i.e., 3 horticulture, 2 dairy, and 1 fishing).

These AMAs are just in their formative stages. In fact, none of the seven cattle ranching AMAs is fully operational yet. Because of the complicated technical packages and complex management practices, it is expected that the transition to modern agriculture will be gradual-- up to 15 years is one estimate for reaching the potential carrying capacity of ranches such that management costs are covered without subsidy.

The potential viability of the AMAs remains an open question; "too early to judge" is a standard view expressed by many observers. Because of prior research indicating the possibility of increased calving rates, lower mortality rates, and greater off-take rates, the cattle ranching schemes are generally considered to have the most promise for eventual success.

But even assuming the successful adoption of technical packages and implementation of management practices-- and management training of participating farmers is recognized as the key element, serious doubts about the ability/willingness of Batswana to work together in a group have been freely expressed by personnel in the CAMA division and Land Utilization division of DAFS and in the National Development Bank which makes loans to groups (though none yet to AMAs--one application was filed and it was rejected on grounds the AMA was not viable). The concerns, borne of experience, that are mentioned most often involve atmospheres of suspicion and mistrust (especially over the handling of money) and the inequitable nature of groups containing influential/exploitive members (e.g., borehole well syndicates where each member, regardless of water level use as determined by an individual's cattle herd size, must in turn supply a barrel of diesel fuel to run the water pump). Nevertheless, most observers remain cautiously optimistic that these difficulties can be overcome with proper guidance and training. (e.g., Constitutions can be drawn up guaranteeing fair benefit/cost distribution treatment among members; and AMA officer selection, particularly the treasurer, can be made on the criteria of literacy and group trust such that money disputes are minimized). In these very matters there has been close coordination in the field between Group Development Officers and the Ranch Extension Office.

A final problem for AMAs has involved the local land boards. One difficulty just resolved was a classic 'catch 22' whereby the land boards would not allocate land to an AMA unless it was registered and the CAMA division would not register a group that lacked land. This situation was recently overcome by the provisional registration of AMAs contingent upon eventual land board allocation. The remaining difficulty is one of convincing the land boards to allocate land to AMAs instead of giving preference to individuals. The perception that AMAs are not viable is certainly a contributing factor that only time and success will overcome.

**** Group Development Constraints and Concerns**

Some of the main difficulties plaguing group development, which are not discussed under other sections of the PCR text, are briefly identified below. These are the ones most often raised by the interviewees. A fuller discussion of some problems identified below can be found in the Appendices, especially "Range and Livestock Management Project: End-of-Tour Report" (Appendix II) and "Agricultural Group Development in Botswana: An Abstract" (Appendix III).

- GDO capabilities: The field staff of CAMA is overextended in that heretofore only one GDO has been assigned to each of the six regions (Central and Gaborone regions are scheduled to have one additional GDO). When a region has hundreds of groups registered and ostensibly active, the GDO/group ratio is uncondusive to rendering continuing effective support. Consequently, much reliance is placed upon Agricultural Demonstrators (AD) who are not well versed in group development methodology.

Moreover, even the GDOs themselves are not adequately trained and experienced in the 'facilitator role technique' of organizing groups. Informed observers believe an outside consultant is needed to conduct workshop sessions in this technique for GDOs and other extension staff, such that the process is really internalized (i.e., so that theory becomes practice).

- Subsidy Initiated Groups: Unfortunately, many groups are formed to initiate projects in response to a 90%/10% government/group matching grant. The 10% group contribution, which was meant to be a minimum, has, in fact, become the expected maximum, thanks to politicians who curry favor with their constituents by advertising the availability of money if they form groups. Such groups tend to treat constitution writing and officer selection as just so many formalities to be endured in order to obtain the money. Obviously, the failure rate of these groups is higher than those which are genuinely problem-solving oriented.
- Quality Versus Quantity of Groups: In the context of the foregoing mention of GDO overextension, the need for professional training in the use of the facilitator techniques, and the money-stimulated formation of groups, it might be beneficial to issue a policy statement to GDOs and other extension staff establishing priorities-- one of which might be a stress on allocating scarce time in building quality group dynamics in fewer groups, especially given the 50% dormancy rate for the 1100 plus groups already formed.
- Transportation: Further compounding the GDO's job is the lack of vehicles. Due to GOB budget constraints (and possibly a lack of aggressiveness by CAMA and DAFS), USAID

brought in the TCO from the MOA/DAFS/CAMA Division as a guest lecturer, enlisted the services of the assistant training officer (CAMA) in developing classroom materials in group dynamics, and introduced the use of AgriFacts on "Agricultural Organizations". These specific changes are being made in the context of broader updating of the entire course and greater utilization of material and personnel resources from the MOA and agriculturally related parastatal organizations. A genuine willingness to adapt the curriculum to the needs of the Extension Service has been expressed and acted upon.

b. End-of-Project Status #2.1

i) Expected Project Outcome and Verifiable Indicators

"Development/refinement of GOB policy and regulatory requirements affecting the institutionalization of communal group formation.

- group legalization and registration is accomplished."

ii) Actual Outcome Completion Status

** Agricultural Management Associations Act of 1978

This legislation, which was enacted to help implement the 1975 Tribal Grazing Land Policy (TGLP), provides for the registration of commercial profit-oriented farmer groups in need of legal status and limited liability protection as well as for the establishment within DAFS of the Commission of Agricultural Management Associations as the body responsible for encouraging and supporting the formation of communal development oriented farmer groups. The focus of the latter farmer groups is on solving common problems (e.g., tick control, keeping cattle out of arable lands) that require communal cooperation (e.g., dip tank construction, drift fence building).

While these non-AMA groups do draw up bylaws for self-performance, select officers who undergo training at Rural Training Centers (RTC), and are eligible for grants and subsidies, they tend to be organized around a single project and are relatively non-complex compared to AMAs. Hence, they are not registered as legal entities under the act.

This duality of purpose in serving both the profit-oriented AMAs (of which there are only 12 registered) and project focused groups (numbering 1100 plus, with perhaps 600 actively managing a project at any given time) has led to an identity crisis within the division and some confusion outside of CAMA as to what its role actually is and properly should be.

** AMA versus Groups Development

Whereas the field staff of the CAMA are officially titled Agricultural Management Association Officers (AMAO), they

project-supplied trucks are not to be replaced. Only one is still in operational condition. Vehicle sharing at the regional level with other DAFS officers complicates the scheduling of field visits.

- Field Coordination: Improvements in RAO and DAO extension management could avoid redundancy of village visits by various regional and district support staff. For example, the convening of Farmer Committee meetings first by a crop production officer and soon thereafter by a veterinary officer, etc., independent of each other, aggravates Farmer Committees and does not facilitate cooperation when the GDO and other extension officers seek to work with farmers. Coordinated visits, especially in light of the above transport constraints, is a must. The same lack of coordination prevails in the simultaneous scheduling of farmers for different courses during the same time period by various extension staff operating in isolation from his colleagues.
- RTC Training: The staff needs upgrading and the farmers need more management skills in running their group projects.
- Farmer Committees: Better utilization of these bodies is needed by the Extension Service. Some people have suggested that a strategy be formulated to make effective use of them in implementing policies and programs.
- Land Use Planning: Many group projects in fencing and dam building lack a spatial strategy with respect to their location. This is beginning to be addressed by the Communal First Development Area program of the Rural Development Unit of the Ministry of Finance and Development Planning. This program, a successor to the CAPAD program, stresses integrated rural development and group activity. In fact, a former GDO who became the GDO training officer in CAMA has been hired to conduct field training of staff in this program.

Other problems naturally exist within the Extension Service and a thorough review of the system has just been completed by the interministerial Rural Extension Coordinating Committee. To the extent improvements in Extension Service coordination and delivery result, the group development effort is bound to benefit.

c. End-of-Project Status #2.2

i) Expected Project Outcome and Verifiable Indicators

"Development/refinement of GOB policy and regulatory requirements affecting technical subsidy and support issues.

- Policy on eligibility for subsidy assistance and guidelines to establish eligible items are available."

ii) Actual Outcome Completion Status

** Loan/Subsidy Programs

As noted in the midterm evaluation (PES/1980), the project funds provided for this purpose have not been needed because of alternative sources of money.

In particular, two funds can help finance group projects: AE 10, which USAID pumps money into through another project, is called the Small Projects Program of Agricultural Extension. It is aimed at villages that have no other development schemes and at lower income groups therein. The 10% minimum community contribution matching grant is for use in creating new agricultural facilities and setting up agricultural production projects. Cattle oriented projects are excluded, since they are provided for in a second fund: AG 15 Services to Livestock Owners in Communal Areas (SLOCA), which is funded by the European Development Fund, provides grant funds for up to 90% of the cost to assist farmer groups to develop facilities for themselves and thus improve management of their livestock. However, the MOA indicated that few requests for this fund come in from CAMA.

There has been some criticism of timely approval of AE 10 funds and scheduled delivery of physical goods purchased for projects with the funds. Tony Willett's report on Group Development points up inconsistencies in the use of AE 10 funds across regions and among projects. Still, this financing scheme has been of critical importance in helping farmer groups launch projects which contribute to increased agricultural production and thus their well-being.

** Technical Strategy and Support

As is discussed in some detail by the Training and Communication Officer (TCO) in his End-of-Tour Report (Appendix II) and by Tony Willett in his Group Development Report (Appendix III), a technical strategy is lacking. In fact, this has been identified as the main weakness in group action. Technical packages extended to groups are often incomplete, inadequate, and/or too narrowly focused such that one problem is treated and related ones ignored so that no net benefit results.

Given the deliberate pace at which groups are organized and developed by ADs and GDOs, and the expectations built up concerning development through group action, the failure of technical extension to the group project can be discouraging to farmer participants and even cause disillusionment and abandonment of the group process to solve problems. In sum, you can't have an effective group development program without the requisite technical strategy. Accordingly, many officials within DAFS and in CAMA recognize the necessity for improved communication and coordination between CAMA and the other divisions within the department.

The foregoing comments are not meant to imply the technical division uncooperative. To the contrary, they have expressed

strong support for CAMA activities and disappointment that CAMA headquarters staff has not demonstrated more initiative in coordinating with the technical divisions on policy and program matters. Satisfaction has been expressed regarding field staff cooperation.

d. End-of-Project Status #2.3

i) Expected Project Outcome and Verifiable Indicators

"Development/refinement of GOB policy and regulatory requirements affecting range control (law).

- Appropriate range regulations which are ecologically oriented have been approved by the GOB."

ii) Actual Outcome Completion Status

** Agricultural Resources Conservation Act

This output has been accomplished more in word than in deed. Whereas the Act was passed in 1976 and an Agricultural Resources Board was set up to implement its provisions, the issue of range ecology is politically and culturally sensitive. In particular, the will to enforce a key section of the Act (Number 19), providing for destocking to prevent overgrazing, is lacking. A country-wide series of seminars (March-April 1982) held to 'explain' conservation laws to the local populace generally and to councillors, land boards, district conservation committees, and village headmen resulted in much concern being expressed about Section 19 of the Act. Such fear of a destocking order is strongly felt by small and large cattle owners alike; although small herders tend to blame the large stock holders for overgrazing and want to see them relocate to the western sandveld area under provisions of the 1975 Tribal Grazing Land Policy (TGLP).

In the absence of a strong policy statement from the Cabinet of Government supporting the implementation of the Act, the Board is unlikely to do much about overgrazing other than carry out an educational campaign on the consequences of overstocking. If and when the Act is fully implemented, it would probably be applied first to the freehold farms and the commercial TGLP ranches, and not to communal grazing areas where the need is quite acute.

** Tribal Grazing Land Policy

Another complicating factor is the uncertainty about TGLP which is being judged by many as a failure with respect to its objective of relieving the grazing pressure on communal areas, by encouraging the relocation of large cattle owners away from the heavily populated eastern hard veld region onto leasehold land in the sandveld to the west. This would naturally help the small stock holder left behind in the communal areas of the eastern region.

One major problem with TGLP has been the overgrazing of commercial leasehold ranches and the subsequent return of large cattle owners to the communal areas--often with more cattle than when they originally departed.

Another problem is the refusal of big cattle owners to move into TGLP ranches for economic reasons: the expense of drilling a borehole (20,000 Pula), assuming it is not a dry hole, the high interest rates on borrowed capital, high mortality rates and low calving rates, the probability of weight loss in areas of less rainfall and sparser vegetation, the risk of hoof and mouth disease through contact with wild game in more remote western and northern locations, and ranch maintenance and labor costs. Thus, it is not surprising that the economic incentives are not always favorable.

Furthermore, the assumption that there were vast empty spaces of land available for TGLP settlement was not valid in that many choice areas already had boreholes with individuals or groups grazing cattle there. Consequently, the existing settlers obtain TGLP lease rights and the expected translocation of cattle westward does not occur. As such TGLP may be said to have parallels to an 'enclosure movement' of communal areas for exclusive gain to the leaseholder at the expense of other residents who can be dispossessed of land use rights previously enjoyed.

Finally, TGLP as implemented has apparently been commercial ranch development-oriented to the detriment of conservation efforts in communal areas (e.g., stock limitations), while no reserved land has yet been set aside (i.e., zoned) for future use by the poorer segment of the population as called for in the Government White Paper No. 2 of 1975.

** Range Ecology Monitoring

This project contributed long term degree participant training for four range ecologists to be assigned to the Range Ecology office in the Division of Land Utilization within DAFS. However, one has already retired and two others have been attached to the ranch extension office to assist in the physical development of ranches, rather than being concerned with range ecology per se. That leaves one range ecologist to monitor environmental degradation over the entire country; and only 40% of his time can be devoted to even that responsibility because of other duties. Clearly, this level of staffing is not adequate to the magnitude of the task if genuine range control is to be achieved, as was stated in the Project Paper to be an end-of-status output.

While numerous solutions to the problem of range conservation have been advanced by many observers--including education of farmers to note early symptoms of degradation, improved ranch management skills, changed attitude toward grass as an investment resource rather than a free good for consumption--perhaps the most realistic answer is the development of a long term strategy that increases the voluntary off-take rate

from cattle herds (versus the short term mandatory destocking order potential of Section 19 of the Agricultural Resources Conservation Act). While the current effort to assist small cattle holders to market their livestock through cooperatives and the building of a second abattoir at Maun in the northwest region (the existing one at Lobatse being in the southeast) are consistent with such an approach, there is a need for an indepth integrated analysis of cultural attitudes toward and economic incentives for the requisite off-take rates to preserve rangeland. The MOA Division of Planning and Statistics, with its Rural Sociology Unit, certainly has the capability to undertake such a study, building upon research already published in these areas. The result would, hopefully, be a rational policy/program that could realistically avoid political and social opposition.

e. End-of-Project Status #3

i) Expected Project Outcome and Verifiable Indicators

"Trained staff are in responsible positions for institutionalizing (develop and backstop) communal group formation programs within the Ministry of Agriculture headquarters and regional structure to assure on-going GOB capability.

- Minimum of 10 GOB staff are posted in positions directly involved in group development/operations.
- Participant Training is completed or underway per schedule in input section of Project Paper.
- In-service training at all levels of the MOA includes information on group formation and support."

ii) Actual Outcome Completion Status

Briefly stated, the three headquarters staff positions (i.e., the Commissioner, the Senior AMA Officer and the Training and Communications Officer) have been localized as have all the field staff positions (i.e., GDOs). The American contract staff have all completed their tours of duty.

Unfortunately, there have been some delays in filling all of the positions. In terms of counterpart assignments, none was made to the TCO position while the expatriate was present; his potential replacement is still undergoing training in the United States. Likewise, no counterpart was assigned to the Western Region before the departure of the American GDO--although he is undergoing orientation in the Central Region.

Of the seven GDO positions, two people are fully trained and in the field, two others are in the field but are in need of further in-service training in management skills and group dynamics, two are in the U.S.A. for training, and one position has been advertised and applicants are being screened.

Thus, the project output will be accomplished even though not in the most expeditious fashion.

f. End-of-Project Status #4

i) Expected Project Outcome and Verifiable Indicators

"The evaluation of and introduction of socially appropriate and environmentally acceptable technological change through communal group action in land utilization and livestock management practices and techniques as used by small farmers/herders to assure more effective use of the resource base available.

- The MOA internal communication and decision making system is operational and is recommending technical innovations for trial by group programs.
- All technical innovations recommended are reviewed within the GOB for their possible impact on the environment.
- Techniques of encouraging the adoption of technological change are tested and refined."

ii) Actual Outcome Completion Status

As pointed out in the mid-term evaluation (PES/1980), this output is not really the responsibility of the CAMA Division, the establishment of which this project supported. Rather, it is a responsibility of the entire Ministry of Agriculture.

However, by way of a summary comment on the introduction of cropping and livestock technology that is socially appropriate and environmentally acceptable while improving production and resulting in more effective use of the resource base, it can be said that this is occurring.

The Animal Production Research Unit (APRU) of the Agricultural Research Station has been instrumental in the establishment of group ranching schemes under TGLP and the AMA Act. They have demonstrated on pilot project ranches that net livestock production can result while conserving rangeland from degradation. This is not to say individual ranchers and cattle groups fully practice what is preached--witness the overgrazing problem. The range ecology office, staffed by personnel trained in the U.S.A. under this project, does the best job it can in monitoring the environment, given its limited resources.

On the crop production side, the Arable Lands Development Program (ALDEP) has been actively involved in disseminating better farming methods that were developed under British sponsorship--namely, the IFPP and EFSAIP projects. Moreover, the Rural Sociology Unit of the MOA Planning and Statistics Division is conscientiously monitoring the design and implementation of agricultural projects through field studies.

18. PURPOSE

a. Statement of Project Purpose and Verifiable Indicators

"Institutionalize the process(es) by which replicable, economically and socially viable group actions by smallholders can be encouraged, supported, and expanded so as to assure a more efficient use and protection of the land resource base as well as to result in increased productivity and improved rural income.

- A communal group support function has been structured and staffed in the MOA organization. Recurrent support is provided.
- Ten or more effective group action programs are in operation in each of the seven regions of Botswana.
- Improvements in management of cropland and rangeland is occurring in group action programs."

b. Progress Toward Achievement

i) In the field

Certainly, the group development process is not adequately institutionalized in the field, despite the tremendous strides in organizing a great quantity (1100 plus) and variety (drift fence, dams, dip tanks, etc.) of groups.

Perhaps the best measure of institutionalization would be the observation that groups were forming spontaneously for collective action and seeking the organizational advice of GDOs and the technical advice of Extension Service divisions. But as it is, ADs are still the catalyst for group formation and they have a difficult time succeeding for lack of adequate in-service training as well as pre-job education in group dynamics methodology at BAC. Moreover, extension workers are not always clear about when group action is required and when group extension methods of communication are to be used to reach many individuals in a more efficient time use manner. Even some of the GDOs have not entirely internalized the process so that they feel totally confident in their assigned role. Still, the consensus judgment is that institutionalization is making progress and that it is further along in the field than it is at headquarters of the MOA, especially in terms of coordination of GDOs with extension personnel from other divisions within DAFS and from other departments within the MOA. The GDOs participate in numerous regional and district level planning and advisory teams of both an intra- and inter-ministerial nature (e.g., Land Use Planning Advisory Group - LUPAG).

ii) At Headquarters

The most commonly expressed failing of the CAMA division has been its isolation from intra- and inter-ministerial policy and planning activities. In other words, the division is not living up to its field reputation of "group action". Specific

cases involve absenteeism from DAFS meetings, lack of coordination with the community development unit of the Ministry of Local Government and Lands and non-participation (as an observer) in the Rural Extension Coordinating Committee of the Rural Development Council in the Ministry of Finance and Development Planning. These are considered to be a very serious problem with the CAMA leadership. This situation is often cited as a reason why group development has not been more successful.

Finally, the extension service field staff generally feel that the Ministry is not sufficiently aware and appreciative of the complex and time consuming work involved with group development. Hopefully, Tony Willett's seminars for Ministry officials in June 1982 will alleviate this particular concern. It is now up to the MOA to schedule followup policy and strategy meetings to move forward on the major recommendations offered in his report on Group Development in Botswana.

19. GOAL

a. Specification of Program/Sector Goal and Verifiable Indicators

"Support the GOB's efforts to increase the agricultural productivity and income of the rural smallholders on a sustainable basis.

- Increasing percentage of animals processed by Botswana Meat Commission coming from small herdsmen.
- Increase in unit productivity of crop and rangeland in areas involved with communal group operations."

(NOTE: The midterm PES/1980 judged the above two objectively verifiable indicators to be inappropriate and suggested the following two indicators be adopted in their place.)

- An increase in the number of animals (cattle and small ruminants) sold by smallholders.
- An increase in income as a direct result of membership in an AMA.

b. Degree of Goal Realization

Measuring the impact of this project in the above terms of reference is simply not possible in the absence of field data. The assumption is commonly made that if the farmers continue to voluntarily associate in a group to solve a common problem, then a net benefit must be occurring--or at least the expectation of benefit is strong. For example, a drift fence built to keep cattle away from the lands to prevent soil compaction and the eating of new sprouts in spring is, presumably, increasing crop production. Naturally, the extent of such improvement can only be guessed at.

However, one baseline study has been done on the impact of drift fences in the Central Region. A followup survey in the future will, hopefully, be done.

20. BENEFICIARIES

a. Identifiable Recipients

The midterm evaluation (PES/1980) provided a good analysis of the potential for this project to benefit the rural smallholder; and it remains valid as a reference today. However, the promise of that potential may not be fully realized if the CAMA division re-orders its priorities to emphasize the establishment of AMAs, which tend to attract larger cattle owners and more progressive farmers, to the detriment of groups which include the limited resource farmer.

Since groups are not limited to smallholders, the Extension Service cannot easily single out these clients for special consideration as a definable, exclusive target group. Rather, the strategy is one of reaching these people through a conscious effort to include them in the group formation process. But even when included, their participation is often passive by deferring to the more influential members of the group.

b. Distribution of Gains

Since the AMA Act of 1978 is associated with the TGLP thrust of Government, the results of the latter program thus far are indicative of the likely spread of benefits as more of the former are registered. The reader is referred to the paper entitled "Tribal Grazing Land Policy: 1981 Programme Review" (Appendix VII) for a detailed examination of how the poor households are affected adversely.

21. UNPLANNED EFFECTS

a. Unanticipated Results (Attributable to Project)

The focus of project activity has shifted over time. Whereas legislation, as called for in output number two of the Project Paper, was enacted in 1978 so that profit oriented groups (Agricultural Management Associations) could be organized as legal entities and derive benefits and protections from such status, the actual formation of AMAs has been a much slower process than originally anticipated--with only 13 registered in the country and some of these not yet fully operational. Meanwhile, the deployment of Group Development Officers (GDO) from the AMA division of the Department of Agricultural Field Services (DAFS) has resulted in the formation of over 1100 non-registered groups of farmers intent upon solving a communal problem (e.g., cattle invading crop fields, tick control, etc.). Such groups have undertaken projects (e.g., drift fence building, dip tank construction, etc.) that have contributed to better management of individual and communal resources. Although an unanticipated shift of focus from the project amendment, the result has been a significant and successful outcome.

b. Continuing Problems and Unresolved Issues

Besides the difficulties already discussed in the text of this report and in the Appendices to it, three other disconcerting problems remain. They all relate to the leadership of the CAMA division. First, the Commissioner does not believe in the viability of AMAs, yet he is stressing the need to organize and register additional AMAs. This, of course, means that GDO (i.e., AMAO) time will be necessarily shifted away from the group development effort that is most likely to reach more people and the original target group of smallholders. Second, internal communication among CAMA headquarters staff has been minimal with very infrequent meetings to discuss substantive issues affecting the division's performance. Third, CAMA doesn't aggressively 'sell' itself as an effective resource to DAFS, MOA, and other Ministries concerned with rural development inclusive of agriculture.

22. LESSONS LEARNED

a. Development Strategy Implications

The most comprehensive discussion of this subject is to be found in the "Conclusions" chapter (#26) of Tony Willett's four volume evaluation of Group Development in Botswana, the abstract of which is included herewith as Appendix III.

b. Applicability of Project Results

Given the unique challenges facing the Extension Service in attempting to increase an individual farmer's agricultural productivity and income in the context of communal land tenure, it is thought that Botswana's experiment in group action will have relevance for other African nations. Already, much interest has been expressed by international donor agencies and host government policy makers located in neighboring countries as a result of USAID's publication of Tony Willett's study on groups.

However, as noted elsewhere in the report, there is a need for extensive evaluation over time before any definitive judgments can be made about replication outside of Botswana.

23. Special Comments

a. PES/1980 Midterm Recommendations Reviewed

Of the 16 suggestions made on the face sheet, it would appear that only two have not been adequately fulfilled: Number 7 calls for the provision of expertise in project appraisal and management of group enterprises; and, if not available, preparation of a plan for training CAMA candidates in these skills. Number 13 recommends that studies of socio-economic status of group participants, beneficiaries of group activities, and economic impact of group projects be initiated.

The relevance of Number 7, interpreted strictly as "project appraisal" methodology, to the functions of CAMA headquarters staff is questionable

anyway--unless it is construed to mean the ability to evaluate the effectiveness of group development processes.

The validity and importance of Number 13 still stands.

b. PCR/1982 End-of-Project Recommendations to AID

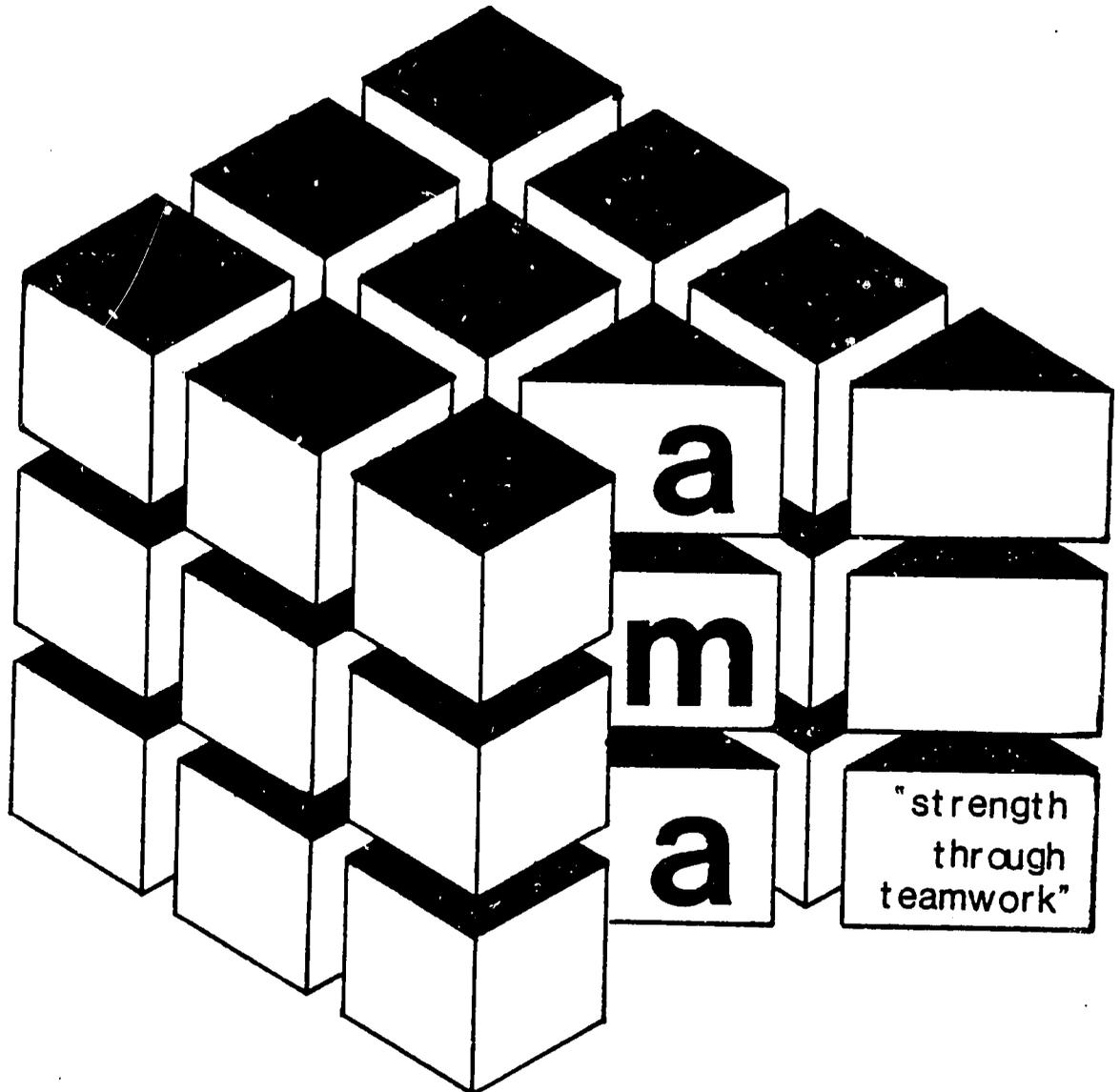
The USAID/Botswana Mission could possibly find it beneficial to explore the desirability and feasibility of the following two ideas that were discussed in a debriefing session for Tony Willett by the Mission Director in the presence of the Deputy Director, the Agricultural Development Officer, the contract Training and Communications Officer of CAMA, and the author of this Project Completion Report.

- i) Additional in-service training of CAMA division headquarters and field staff could be supported through the existing Southern Africa Manpower Development Project or its successor (i.e., BWAST).
- ii. An evaluative study of the impact of groups on the stated development objectives of agricultural extension could be made under the recently initiated Agricultural Technology Improvement (i.e., Farming Systems Research) Project by Kansas State University on behalf of MIAC.

APPENDIX I

"Agricultural Management Associations:
Strength Through Teamwork"

agricultural management associations



group development staff

General information on group development or specific information on AMAs is available from Headquarters or Regional AMA staff listed below.

HEADQUARTERS

Office of the Commissioner
Agricultural Management Associations
Ministry of Agriculture
Private Bag 003
Gaborone

Phone: 51177, Extension 54

Mr. Israel T. Matenge Commissioner of Agricultural
Management Associations (CAMA)

Mr. Thomas A. LaQuey Senior Agricultural Management
Officer (SAMO)

Mr. David E. Benedetti Evaluation & Communications
Officer (ECO/AMA)

REGIONAL

Group Development Officers (GDOs) are stationed at the following Regional Agricultural Offices:

- Box 69, Lobatse
- Box 10002, Gaborone
- Box 143, Serowe
- Box 67, Francistown
- Box 16, Maun

working with groups



There are many types of agricultural groups in Botswana, but all work with farmer's groups is based on five principles:

1. Group formation is one Extension tool to help people solve their own problems.
2. Formation of groups is not the goal; it is one method to attain a goal of increased agricultural production.
3. As it is based on people's needs, development moves from the ground up, not from the government down.
4. Group development takes time.
5. At certain stages of agricultural development, group activities have distinct advantages over individual action. Principle among these:
 - a. groups generate more ideas to solve problems;
 - b. groups provide a stronger, unified voice in expressing community needs;
 - c. the pooling of human, physical and financial resources allows larger agricultural projects to be accomplished because more labor is available, project costs can be shared and loans/grants may be easier to obtain; and
 - d. improved agricultural techniques spread faster through groups because Extension staff can reach more people and members can exchange ideas on new developments.

IA GP 500 687

guidelines for groups

The following is a partial list of guidelines for developing strong and productive agricultural groups. They outline critical factors which influence group process and should be considered when forming or working with a group.

1. Initiative for group formation must come from the people themselves. In that way, it is based on the community's felt needs and the people's own priorities.
2. Groups must establish an organizational structure. Rules help avoid potential disputes; they should provide a process to solve problems and not try to solve all problems in advance.
3. Groups must develop competent leadership. Leaders must emerge from the group; committed members generally increase their own leadership ability with experience.
4. Responsibility for decisions and actions must remain with the group. Extension workers must not assume too much leadership, thereby creating dependency.
5. YET, comprehensive Extension support must be available. Extension workers should encourage and advise; they should assure that appropriate techniques are used and that proper technical information is obtained.
6. Technical information must be sound. A proposed project must be technically feasible and based on information which is accurate, practical and relevant to the group.
7. Group projects must be well planned. A simple, long-range Action Plan should outline the "who, what, when and how" of each step. It should be flexible enough to accomodate any situation changes which may arise.
8. Consultation must be thorough and continuous. The exchange of information - among the group and between the group and the community - is critical to group success.
9. Members should contribute a portion of the total project costs. Whether in cash or kind, financial contribution by the membership is the most basic form of commitment.
10. Financial arrangements must be equitable, well managed and accurately documented. Financial benefits should accrue to members in the same proportion as their investment.

agricultural management associations

Agricultural Management Associations are registered groups of farmers working in profit-oriented agricultural production. They were created by the AMA Act of 1978 to help implement the Tribal Grazing Land Policy (TGLP) and to encourage groups in communal agricultural development. The AMA structure offers two prime benefits:

1. registered groups have legal status and are protected by law; and
2. individual members may have "limited liability" and may be responsible only for their share of the Association's debts.

Agricultural Management Associations are only one type of group structure available. Farmers must decide which type of structure best suits their needs and their project. Informal groups with small projects may not need the provisions of the AMA Act.

the AMA act - popular versions

1. An Agricultural Management Association (AMA) is a group of 10 or more citizens formed for collective agricultural production. An AMA can work in any type of agriculture.

2. To apply for registration as an AMA, each group must submit a Constitution, Management Plan and list of members to the Commissioner of AMAs (CAMA).

3. If use of Tribal land is involved, CAMA will send a copy of the Application to the appropriate Land Board; no group using Tribal land will be registered as an AMA without Land Board consent.

4. Notice of each application will be published 30 days prior to registration to allow any possible objections to be recorded.

1. An Agricultural Management Association (AMA) ke mokgatlho wa bale some kampo go feta moo, ele beng ba gae ba tshwaraganetse tswedisanyo mo go tsa temo. AMA e ka dirisanya mo tirong ngwe le ngwe ya tsa temo.

2. Go lopa go kwadisiwa ele AMA, mokgatlho mongwe le mongwe o tshwanela go supa melao megolo ya one le lenaneo la maina a maloko a one a bonwa ke moemedi wa AMA (CAMA).

3. Fa go tshwanela go dirisa lefatshe la morafe CAMA o tlaa romela setshwantsho (copy) kampo kgatiso sone, ya lopo ya go ko Land Board ya kgaolo eo; ga gona mokgatlho ope oo dirisang lefatshe la morafe oo sa kwadisiwang ole AMA ko ntle ga tumelo ya Land Board ya kgaolo eo.

4. Kitsiso kaga topo eo e tlaa anamisiwa go tewa malatsi ale masome a mararo (30) pele ga kwadiso, gore yoo nang le nngwe ngongorego ae bolele etle e itsewe.

5. CAMA will register AMAs if all provisions of the Act are met. A Certificate will be issued stating any conditions or limitations of registration.

6. Upon registration, an AMA becomes a legal corporate body and can:

- a. institute and defend suits;
- b. acquire, hold, charge and dispose of property;
- c. enter into contracts;
- d. borrow money with or without giving security; and
- e. lend money with or without taking security.

7. Each AMA must keep a register of members, including:

- a. name, address & occupation of each member;
- b. date member joined & resigned; and
- c. amount of money contributed.

8. Each AMA must keep account books showing all income and expenses. Account books are open to inspection at any time and must be audited annually. Cost of the audit is paid by each AMA.

9. Each AMA will elect a Chairman, Vice Chairman, Secretary, Treasurer and other officers required by the Constitution. Officers will be elected annually.

10. Each AMA will hold an annual general meeting as specified by the Constitution. Special general meetings may be called at any time by CAMA.

5. CAMA e tla kwadisa di AMA fa dithulaganyo tsothe tsa molao di dirafaditswe sentle, go tlaa kwalwa sekolo sa tshupo se supa dipolelo kampo ditaolo tsa ikwadiso.

6. E sena go kwadisiwa, AMA e tla nna mokgatlho wa molao, jalo e diretse:

- a. eka seka kampo ya sekisiwa ditsheko;
- b. eka ipatlela, ya itshwarela, ya laola kampo ya dirisa ditsa yone;
- c. eka itirela ditumalano tsa yone ka yosi;
- d. eka adima madi ka tsholofetso ya kemisetso kampo kontle ga yone;
- e. eka adimisa madi ka tsholofetso ya kemisetso kampo kontle go yone.

7. AMA nngwe le nngwe e tshwanetse go nna le ikwadisetso ya maloko a yone, le tse:

- a. leina, aterese, le tiro ya itshetso tsa maloko otlhe;
- b. letsatsi le leloko le tsenyeng ka lone, kampo le duleng ka lane;
- c. madi aa amogetsweng.

8. AMA nngwe le nngwe e tshwanela go nna le dibuka tse di supang madi aa amogetsweng le aa dirisitsweng. Dibuka tsa madi di tshwanela go tlhatlhojwa ka dipaka tsothe di dirwe audit (tlhatlhobokgolo) ka ngwaga dituelelo tsa tlhatlho eo di duelwa ke AMA nngwe le nngwe.

9. AMA nngwe le nngwe e tlaa tlhophiwa modulasitilo, le mothusa modulasitilo, mokwaledi, mmoloka madi, le badiredi ba bangwe jaaka go tlhomilwe mo melaong megolo. Badiredi ba tlhophiwa ngwaga le ngwaga.

10. AMA nngwe le nngwe e tshwanela go nnale kopano kgolo ya ngwaga le ngwaga jaaka go tlhomilwe mo melaong megolo. Dikopano tsa tshoganetso di ka nna tsa bidiwa ka dipaka tse dingwe ke CAMA.

11. Each AMA will send the following to CAMA:
a. required information on members (see item 7);
b. office and postal address changes;
c. names of officers elected each year;
d. notice of the annual general meeting; and
e. any proposed changes in the Constitution.

12. No current or past member (or their estate) is liable for an AMA's debts except as stated in the Constitution.

13. No current or past member (or their estate) is entitled to any share of the AMA's capital except as stated in the Constitution.

14. CAMA may cancel an AMA's registration if:
a. the number of members falls below 10;
b. it operates at a loss and is unlikely to do otherwise;
c. its debts and liabilities exceed its assets; or
d. it does not abide by provisions of the AMA Act.

15. Notice of cancellation will be published 30 days prior to cancellation to allow any possible objections to be recorded.

16. CAMA decisions on registration or cancellation may be appealed to the Minister of Agriculture whose decision is final.

17. The Minister of Agriculture may make additional regulations to support the purpose of the AMA Act.

11. AMA nngwe le nngwe e romela ko go CAMA:
a. kitsiso ee batlegang kaga maloko;
b. diphetogo tsa di aterese le tsa diofisi le diposo;
c. maina a badiredi ba ba tlhophiwang ka ngwaga;
d. kitsiso ka ga kopano kgolo ya ngwago;
e. phetolelo nngwe ee akanngwang ka go melao megolo.

12. Gago lepe lefoko le le teng, kampo le le duleng le le tlaa duedisiwang mo melatung ya AMA fa e se go boletswe jalo mo melaong megolo.

13. Gago leloko lepe la gompiono kampo le le duleng, (ampo ditsagagwe) le le ka abelwang seabe sa ditsa AMA kampo madi a yone, fa e se go boletswe jalo mo melaong megolo.

14. CAMA e ka phimola ikwadiso ya AMA fa go ntse jaana:
a. fa palo ya maloko ele ko tlase ga lesome (10);
b. fa e tsamaisiwa ka madi aa ko tlase a tlhabela, mme go bile go bonala gore go a ka ke a oketsega;
c. melato le ditsaone di feta gotlhe mo e nang nago; kampo
d. e sa tshegetse melao ya AMA.

15. Kitsiso ya ya go phimolwa e tlaa anamisiwa go sa setse malatsi ale masome a mararo (30) pele ga go phimolwa gore fa go nna le dingongorego di tle di bolelwe.

16. Dipheleletso tsa CAMA kaga ikwadiso le phimolo di ka ngongoregelwa ko go Minister of Agriculture (Tona ya tsa temo-thuo), mme katlholo ya gangwe e tlaa bo ele yone pheletso.

17. Minister of Agriculture (Tona ya tsa temo-thuo) o ka nna a tlhoma melawana ee oketsang e mengwe, go nonofisa maikaelelo a molao wa AMA.

registering an A M A



1. Interested persons should meet with the AD and GDO in their region to review the procedures for registering as an AMA. They can assist with:
 - a. organizing a group if one does not exist;
 - b. identifying resources available to the group; and
 - c. identifying and involving other agency people who may be of assistance to the group.
2. The group should write a Constitution.
3. The group, in accordance with its Constitution, should write a Management Plan.
4. Submit Application forms to the GDO for submission to CAMA. A complete Application includes FOUR copies of each of the following:
 - a. official Application Form, signed by Chairman and GDO;
 - b. filled-out Membership List;
 - c. the Constitution; and
 - d. the Management Plan.
5. If Tribal land is to be used, the group should apply to the Land Board at the same time it submits its AMA Application to the GDO.
6. If Tribal land is to be used, CAMA will submit a copy of the group's Application Form to the Land Board.
7. Land Board notifies CAMA of intent to allocate land to the group.
8. Application will be reviewed by CAMA, published in the Gazette and one newspaper circulating in the area.
9. Thirty days after publication, CAMA will review any objections to the Application.
10. The Application will be returned to the group showing approval or disapproval.
11. Upon approval, CAMA will issue a Certificate of Registration.

requirements of an AMA constitution

A Constitution lists the rules by which a group will operate and, therefore, must be written to fit the needs of the particular group. The AMA Act specifies that the following items must be included if the group plans to register as an Agricultural Management Association.

NOTE: Items in parentheses refer to sections in the full text of the AMA Act (see page 10).

- A. Name and Location of the Association
 - 1. name and registration number (22)
 - 2. mailing address (23)
 - 3. office address (23)
- B. Purpose of the Association
- C. Powers of the Association (10)
- D. Membership (7 & 12)
 - 1. types of members: regular/ex-officio
 - 2. assessment of membership fees, if any
 - 3. rights and responsibilities of members
 - 4. withdrawal from membership (7.f)
 - a. types of withdrawal: expelled or voluntary
 - b. membership succession upon death
- E. Officers and Elections (11)
- F. Duties of Officers, Management Committee and Other Committees (12)
- G. Meetings (16 & 17)
 - 1. types of meetings: annual/specific
 - 2. quorum required; notice given (7.j)
- H. Assets and Liabilities
 - 1. methods of covering operating costs
 - 2. members' liability for Association debts (13)
 - 3. handling capital assets (14)
 - 4. dividing profits (15)
 - 5. use of capital reserves (15)
 - 6. audits required (20)
- I. Dissolving the Association (24)
 - 1. methods of dissolving
 - 2. dividing assets (7.h)
- J. Amendments to Constitution (7.2)
- K. Endorsements
 - 1. date membership approves constitution
 - 2. signature of chairman
 - 3. date of CAMA registration
 - 4. signature of CAMA

AMA regulations

These regulations are printed on the reverse side of the official AMA Application Form. They should be discussed with group membership so that each person knows the rules by which he or she must abide. The Chairman's signature at the bottom of the form indicates that the members understand and agree with these regulations. The Commissioner may also impose additional restrictions or conditions which would be noted at the time of registration.

Any deviation from the following regulations or the provisions of the AMA Act, Number 10, 1978, could be cause for cancellation of the Association's registration.

1. An annual Management Plan shall be prepared by the Management Committee, approved by the membership and submitted to the Commissioner. Such a plan shall be drawn up in accordance with Ministry of Agriculture recommendations; it will include (but is not limited to) the following items:
 - a. how the Association plans to collect, spend and account for funds used in operating the Association;
 - b. funds that are to be borrowed and how outstanding loans will be paid off;
 - c. membership fees to be charged and how they will be collected;
 - d. any differing assessment of farmers with varying sizes of operations and how the shares of each will be determined;
 - e. process for loaning money to members and how it is to be collected; and
 - f. agricultural practices to be carried out.
2. The AMA agrees to abide by the rules and regulations of the Land Board.
3. The AMA agrees to carry out the land management regulations issued by the Agricultural Resources Board.
4. No member may own less than 1% nor more than 20% of the total shares of the Association.
5. No person may belong to more than one AMA without written consent of the Commissioner.
6. No Association can be voluntarily dissolved without written consent of the Commissioner.

AMA application form

We hereby apply for registration as an Agricultural Management Association.

Name: The _____ Agricultural Management Association.

Purpose of the Association is to: _____

Postal address: _____

Office address: _____

Location of land: _____

in the _____ District. _____ hectares of

land have been allocated by the _____ Land Board.

OFFICERS OF THE ASSOCIATION

<u>Name</u>	<u>Address</u>
Chairman: _____	_____
Vice Chairman: _____	_____
Treasurer: _____	_____
Secretary: _____	_____
Vice Secretary: _____	_____
Other: _____	_____

It is understood by the membership that the Association, if approved, must abide by the provisions of the Agricultural Management Association Act, Number 10, 1978, the regulations stated on the reverse of this Application and any conditions of registration endorsed on the Registration Certificate.

Signed: _____
Chairman Date _____

Group Development Officer Date _____

This Application approved/disapproved.

Signed: _____
Commissioner Date _____

the AMA act - complete text

The Agricultural Management Association Act, Number 10, 1978, officially came into operation on October 15, 1979. Commencement Date was published as "Statutory Instrument Number 101 of 1979" in the Government Gazette of October 19, 1979.

The following is a complete text of the AMA Act as enacted by the Parliament of Botswana.

AGRICULTURAL MANAGEMENT ASSOCIATIONS ACT, 1978

ARRANGEMENT OF SECTIONS

SECTION

PART I *Preliminary*

1. Short title and commencement
2. Interpretation

PART II *Agricultural Management Associations*

3. Commissioner of Agricultural Management Associations
4. Register of agricultural management associations
5. Association of 10 or more persons
6. Consideration of application by Commissioner
7. Constitution of association
8. Incorporation of association
9. Certificate of registration
10. Powers of association
11. Officers of association
12. Register of members
13. Limitation on liability of members
14. No individual claim on capital
15. Disposal of profits
16. Annual meeting of association
17. Commissioner may convene special general meeting
18. Books of account
19. Records to be available for inspection
20. Annual and extraordinary audits of accounts
21. Style or firm name to include registered number
22. Style or firm name to be made public
23. Office and postal address of association
24. Cancellation of registration
25. Winding up on cancellation of registration
26. Application of assets on winding up
27. Inspection of register and other documents

PART III *Regulations*

28. Regulations
29. Amendment of Cap. 36:02

An Act to provide for the constitution, registration and control of agricultural management associations; to provide for the rights, privileges, obligations and liabilities of members thereof; and to provide for matters connected therewith and incidental thereto
Date of Assent: 12.4.78

Date of Commencement: On Notice

ENACTED by the Parliament of Botswana.

PART I Preliminary

Short title
and com-
mencement

1. This Act may be cited as the Agricultural Management Associations Act, 1978, and shall come into operation on such date as the Minister may, by notice published in the Gazette, appoint.

Inter-
pretation

2. In this Act, unless the context otherwise requires –
"agricultural venture" means a venture concerned with horticulture, fruit growing, seed growing, dairy farming, the breeding and keeping of livestock (including any creature kept for the production of food, wool, skins or fur, or for the purpose of its use in the farming of land), the use of land as grazing land, meadow lands, market gardens and nursery grounds, and the use of land for woodlands;
"association" means an agricultural management association registered under section 6;
"Commissioner" means the Commissioner of Agricultural Management Associations referred to in section 3;
"register" means the register maintained by the Commissioner under section 4.

PART II Agricultural Management Associations

Commis-
sioner of
Agricultural
Management
Associations

3. There shall be a Commissioner of Agricultural Management Associations.

Register of
agricultural
management
associations

4. The Commissioner shall keep a register of agricultural management associations registered under this Act and shall enter therein the particulars required by this Act to be so entered.

Association
of 10 or
more persons

5. (1) Where 10 or more citizens of Botswana wish to be associated for the purpose of undertaking a collective agricultural venture they may form an agricultural management association for that purpose and may apply to the Commissioner for registration under this Act.

(2) An application for registration under this Act shall contain such particulars as may be prescribed and shall have attached thereto a copy of the constitution of the proposed association.

(3) Where the collective agricultural venture involves the use and exploitation of tribal land, the Commissioner shall forthwith transmit a copy of the application to the tribal land board concerned.

6. (1) The Commissioner shall cause notice of every application made to him under section 5 to be published in the Gazette and in one newspaper circulating in the area in which the collective agricultural venture is to be carried out, calling on any person objecting to the registration of the association to submit such objection to him, with copies to the applicant and, where appropriate, the land board concerned, within such period, being not less than 30 days after the date of publication, as may be specified in the notice.

Consider-
ation of
application
by Com-
missioner

(2) The Commissioner shall, after the expiry of the period specified for objections under subsection (1), and after consideration of objections, if any, received within that period, decide whether or not to register the association.

(3) The Commissioner shall not register any association which proposes to use and exploit tribal land unless the land board concerned has consented to such registration.

(4) Any person objecting to the decision of the Commissioner under subsection (2) may appeal to the Minister whose decision shall be final and shall not be questioned in any court.

(5) The Commissioner may register an association subject to such conditions and limitations as he may deem necessary.

7. (1) Every association shall have a written constitution which shall make provision for — Constitution of associations

- (a) the qualifications for membership of the association;
- (b) the liability of members for the debts of the association;
- (c) the voting rights of members;
- (d) the election of a committee;
- (e) the procedure for withdrawal from membership;
- (f) the circumstances under which a member may be expelled from membership;
- (g) rights of succession on the death of a member;
- (h) the distribution of assets on the dissolution of the association;
- (i) the procedure to be adopted in changing the constitution;
- (j) the quorum for meetings of the association; and
- (k) such other matters as may be prescribed.

(2) No change in the constitution of an association shall be effective until such change has been approved by the Commissioner and full particulars thereof entered on the register.

8. On registration under section 5 an association shall be a body corporate by the name specified on the register with perpetual succession. Incorporation of association

9. (1) In registering an association under section 5 the Commissioner shall issue a certificate of registration Certificate of registration

(2) Where an association is registered subject to conditions or limitations, such conditions or limitations shall be endorsed on the certificate issued under subsection (1).

Powers of associations

10. Subject to this Act and to any conditions or limitations endorsed on its certificate of registration, an association may —

- (a) institute and defend suits and other legal proceedings;
- (b) acquire, hold, charge and dispose of property of any kind;
- (c) enter into contracts;
- (d) borrow money with or without giving security; and
- (e) lend money with or without taking security.

Officers of associations

11. (1) The officers of an association shall consist of a chairman, vice-chairman, secretary, treasurer and such other officers as the constitution may require.

(2) The officers of an association shall be elected annually in accordance with the association's constitution.

(3) Notice of the election of officers and of any change therein shall be sent to the Commissioner within 30 days of such election or change.

(4) The Commissioner shall note the election of or change in officers in the register.

Register of members

12. Every association shall keep and maintain a register of the association's members in such form as may be prescribed.

(2) A register of members kept under this section shall contain, in respect of each member —

- (a) his name, place of residence and occupation;
- (b) the date on which he became a member of the association;
- (c) the amount of capital, whether in cash or kind, contributed or pledged by him to the association, and
- (d) the date on which he ceased to be a member of the association.

(3) A copy of the entries required by subsection (2) in respect of each member and notice in writing of any alteration of or addition to those entries shall be sent to the Commissioner within 30 days of such entry, alteration or addition.

(4) Where a copy or notice is sent to the Commissioner under subsection (3), he shall accordingly enter in his register the particulars contained in the copy or alter or add to the entries therein contained.

Limitation on liability of members

13. No member, past member or the estate of an insolvent or deceased member of an association shall be liable for the debts or other liabilities of the registered association except as otherwise provided by this Act or by the association's constitution.

No individual claim on capital

14. No member, past member or the estate of an insolvent or deceased member of an association, shall, by virtue of membership of the association, be entitled to or have any claim on any individual part or share of or interest in the capital of the association except as otherwise provided by this Act or by the association's constitution.

Disposal of profits

15. The net profits of an association may be divided among and paid to the members of the association in such proportion as the association's constitution may prescribe:

Provided that no profits shall be distributed in respect of any year until the accounts of that year have been audited in accordance with section 20 (1) (a).

16. (1) The annual general meeting of an association shall be held each year in accordance with the association's constitution.

Annual meeting of association

(2) The Commissioner, or a person nominated by him in that behalf, may attend the annual general meeting of an association, shall have the right to speak thereat, but shall not have the right to vote.

17. (1) The Commissioner may at any time convene a special general meeting of an association at such time and place as he may specify.

Commissioner may convene special general meeting

(2) The Commissioner shall use his best endeavours to give to all members of the association, in such manner as he thinks most appropriate, such notice of the time and place of the special general meeting as he considers reasonable in all the circumstances.

(3) The Commissioner may appoint a person to act as secretary of a special general meeting held under this section and may determine what matters shall be placed on the agenda of the meeting.

(4) The Commissioner, or a person nominated by him in that behalf, shall preside at a special general meeting held under this section and may direct that the meeting proceed notwithstanding the absence of a quorum as prescribed by the association's constitution.

(5) The Commissioner or a person nominated by him under subsection (4) shall have the right to speak at a special general meeting called under this section but shall not have right to vote except where there be an equality of votes in which case he shall have a casting vote.

(6) A special general meeting called under this section shall have all the powers of a general meeting called and held under the association's constitution.

18. Every association shall keep one or more books of account to the satisfaction of the Commissioner, in which shall be entered of all moneys received and payments made by or on behalf of the association.

Books of
account

19. (1) Every association shall make its books of account and all documents relating thereto or generally to the activities of the association, including its register of members, available for inspection —

Records to be
available for
inspection

(a) by any member of the association at such time and place as may be provided for in the association's constitution;

(b) by the Commissioner, or any person authorized by him in writing in that behalf, at the association's office at any time during normal business hours;

(c) by the Commissioner, or by any person acting under his directions, at the Commissioner's office at any reasonable time specified by the Commissioner, if he so requires by notice in writing served on the association; and

(d) by the Minister, or by any person authorized by him in writing in that behalf, at the association's office during normal business hours.

(2) Any person who wilfully obstructs any person carrying out an inspection under subsection (1) shall be guilty of an offence and liable to a fine of P500 and to imprisonment for 6 months.

Annual and
extraordinary
audits of
accounts

20. (1) The Commissioner —

(a) shall audit or cause to be audited, the accounts of every association at least once in every year; and

(b) where he is of the opinion that it is in the public interest so to do, may at any time audit, or cause to be audited, the accounts of an association.

(2) The annual audit under subsection (1) (a) shall include an examination of overdue debts, if any, and a valuation of the assets and liabilities of the association.

(3) The costs of an audit under subsection (1) (b) shall be borne by the association.

(4) The Commissioner, or any person conducting an audit on his behalf, may —

(a) summon at the time of audit any office-holder, agent, servant or member of the association who he has reasonable cause to believe is able to give material information with regard to any transaction of the association or the management of its affairs; and

(b) require the production of any book or document relating to the affairs of or any cash or securities belonging to the association.

(5) Any person who wilfully or without reasonable excuse fails to comply with a summons or requirement under subsection (4) shall be guilty of an offence and liable to a fine of P1 000 and to imprisonment for 12 months.

Style or
firm name
to include
registered
number

21. The style or firm name an association shall include the words "Agricultural Management Association No. " and the number allocated by the Commissioner on registration.

Association
style or firm
name to be
made public

22. (1) Every association shall have its style or firm name, and registered number, printed in prominent legible Roman letters on all notices, advertisement, letterheads, invoices, accounts and receipts used in the association's business.

(2) Every association shall have its style or firm name, and registered number, printed in prominent legible Roman letters on all bills of exchange, promissory notes, endorsements, cheques and orders for money or goods, purporting to be signed for or on

behalf of the association, and on all letters of credit of the association.

23. (1) Every association shall have an office and a postal address and the Commissioner shall enter particulars of the same in the register.

Office and
postal address
of association

(2) All communications and notices required or authorized to be sent under this Act to an association may be sent by post addressed to the postal address of the association.

(3) Notice of any change in the postal or office address shall be sent to the Commissioner within 30 days after the change, and the Commissioner shall accordingly alter the entries in the register in relation to such address.

24. (1) The Commissioner may, as hereinafter provided, at any time cancel the registration of an association if he is satisfied that it is expedient so to do on the ground that —

Cancellation
of
registration

(a) the number of members has dropped below 10;

(b) the association is operating at a loss and is unable or unlikely to operate other than at a loss;

(c) the association's debts and liabilities exceed its assets; or

(d) the association is in default with its obligations under this Act.

(2) Where the Commissioner is of the opinion that the registration of an association should be cancelled, he shall notify his opinion in writing to the association and by notice published in the Gazette, and shall specify a period, being not less than 30 days, within which the association and any other person may submit to him reasons why the association's registration should not be cancelled.

(3) At the expiry of the period specified under subsection (2) and after considering any reasons that may have been submitted to him, if the Commissioner decides to cancel the registration of the association, he shall proceed to cancel the registration and shall give notice of such cancellation to the association and shall publish notice thereof in the Gazette.

(4) Any person aggrieved by the cancellation of registration of an association may, within 21 days of the publication of the notice under subsection (3), appeal to the Minister whose decision shall be final and shall not be questioned in any court.

25. (1) Where the Commissioner cancels the registration of an association under section 24 he may order that the property of the association, both movable and immovable, shall vest in such person as shall be named in the order and thereupon the person so named shall proceed to wind up the affairs of the association.

Winding up
on cancel-
lation of
registration

(2) Where it is necessary that an entry be made in any book, register, title deed, lease or other document in order to vest any property in the person named in an order made under subsection (1), the entry shall, on production of the order, be made by the person whose duty it is to make such entry, without the payment of any fee or duty in respect thereof.

Cap. 16:01

(3) For the purpose of winding up the affairs of an association in pursuance of an order made under subsection (1), the person named in such order shall have all the powers vested by the Insolvency Act in the trustee of an insolvent estate for the purpose of the discovering of the property of a debtor and the realization thereof.

(4) The Commissioner may, for the purpose of enabling an association to wind up its own affairs, suspend the operation of an order made under subsection (1) for such period as may seem expedient to him:

Provided that no order shall be suspended unless he is satisfied that the association is solvent.

Application
of assets on
winding up

26. Where the affairs of an association are being wound up in pursuance of an order under section 25 (1), the assets of the association shall be applied in accordance with the provisions of the Insolvency Act and those provisions shall apply "mutatis mutandis" as if the same were set out "seriatim" in this Act.

Inspection of
register and
other
documents

27. Any person may inspect the register and any document kept in relation to an association kept at the office of the Commissioner and may obtain from the Commissioner a copy of or extract from such register or document.

PART III Regulations

Regulations

28. The Minister may make regulations prescribing any matter or thing which under this Act is to be or may be prescribed and generally for the better carrying into effect of the purposes and provisions of this Act.

Amendment
of Cap. 16:02

29. Section 19 of the Branding of Cattle Act is amended by substituting for the words "Communal Management Act, 1977", which appear in the proviso thereto, the words "Agricultural Management Associations Act, 1978".

Passed by the National Assembly this 23rd day of March, 1978.

I.P. GONTSE,
Clerk of the National Assembly.

APPENDIX II

"End-of-Tour Report: Range and
Livestock Management Project"

RANGE AND LIVESTOCK MANAGEMENT
USAID PROJECT 015

End of Tour Report

by
Katie Rick
Jim Hope
David Benedetto

July 14, 1982

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RANGE AND LIVESTOCK MANAGEMENT PROJECT - 015

END OF TOUR REPORT

by

Katie Rick
Jim Hope
David Benedetti

July 14, 1982

BACKGROUND

The present Group Development Program stemmed from two sources, both of which were important policy initiatives:

1. the realization, first noted in 1968, that land use problems in communal areas could only be solved by collective planning and management; and

2. the radical reorganization of the Ministry of Agriculture Extension system from individual methods (Pupil Farmer Scheme) to group methods. Under the Pupil Farmer Scheme, 90% of the Agricultural Demonstrator's (AD) time was spent to reach 7% of the farming population. The reorganization, therefore, was intended to reach more people and was implemented to support government's commitment to rural development as written in the Rural Development Paper, Number 3.

USAID's original Range & Livestock Management Project (RLMP-I) attempted to merge these two policy initiatives by establishing group ranches. Inappropriately, it was assumed that communities needed only technical inputs and advice in order to initiate a collective project; massive education efforts, farmer training and facilitation methods were not included. While the technology of change was considered, the process of change was not; the group ranch idea - as defined and attempted in RLMP-I - failed.

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In late 1977, as USAID considered ways to support collective action, the Ministry of Agriculture reaffirmed its commitment to group extension by establishing the Group Development Officer (GDO) cadre in its Department of Field Services (DAFS). Four regions were staffed by early 1978. Through Divisional meetings, Group's Group sessions and constant inter-regional information exchanges, the GDOs forged a group development philosophy consistent with the Ministry's recently adopted Gradualist Extension Approach; a systematic plan emerged of how to facilitate group action in each region. A baseline data survey enabled the GDOs to evaluate status and capitalize on the initiative of Farmers Committees and Project Groups - the focal points of their extension strategy.

During this time, USAID wrote RLMP-II emphasizing the process, not content, of change and provided staff to facilitate the new thrust. The Division of Agricultural Management Associations (AMA) was created as required by the AMA Act of 1978; USAID provided two Ministry-based staff and two additional GDOs.

Pressure to create the administrative infra-structure to support the AMA Act led to an early emphasis on AMAs; headquarters staff were occupied with establishing the registration system while field staff continued their efforts at basic group development. It is perhaps this early division of labor that led ultimately to the confusion over the Group Development Program's role.

CURRENT STATUS

Staff role confusion aside, farmer participation in group development has been impressive. A. B. J. Willett, in his recently compiled Agricultural Group Development in Botswana, cites the following statistics:

1. 10-20,000 farmers have been involved since 1976. Understandably, this is a difficult figure to verify with fluctuating group membership. Nevertheless, it is as sound an estimate as is available to indicate the scope of the program.
2. 1128 groups formed in the same period. This figure includes groups in all stages of development and activity. Field staff estimate that approximately 600 of these groups are actively managing projects at any given time; others are "between" projects while some are just organizing.
3. Nearly 80 Farmers Committees have been formed. Not to be confused with Project Groups, these are the representative, extension advisory groups used by the Ministry in its annual program planning - a key element in the expanded extension strategy initiated in 1976.

4. Thirteen AMAs are legally registered and four applications are pending. Groups registered and protected by law, these AMAs cover the wide range of Botswana's agricultural activities: livestock, dairy, poultry, fisheries, horticulture and crop marketing.

While participation statistics are impressive, impact of the program must be given mixed reviews.

Technical strategy is still lacking or inconsistent. The balance between individual and group emphasis in program direction is still unsure within the Ministry. There is a need to know when to push individual methods and when to push group methods; extension workers must be clear on when group action is required (e.g., firebreak construction) and when one is simply using group extension methods to reach more people.

It was never intended that group development operate independently from the Ministry's technical strategy. Yet there are times when groups have initiated projects based on unsound technical advice; the resulting failures seriously undermine the Ministry's credibility and deter future development.

In spite of these technical difficulties, agricultural staff are beginning to note some links between group activities and increased production. Though it is difficult to separate group formation from other improved practices to claim increased production, it appears that in some spheres the link can be traced; e.g., the analysis of community fencing projects in Central Region indicated an increase in arable production as a result of the fence - a group project.

There is, however, another dimension of impact which is intangible and even more difficult to measure; the creation of a body of farmers whose improving management skills enable them to take action on technical information disseminated by the Ministry. This is simply the result of group extension methods: group discussion skills to help farmers talk about problems and analyze potential solutions; decision-making skills to mobilize community participation; project management skills to keep individual or group activities on track; bookkeeping skills to help account for a grant, a loan or just everyday finances.

These skills, promoted largely through the Group Development Program, simply help people absorb, process and act on any bit of technical advice provided by the Ministry, whether the information is intended for individual farmers or group projects. It is in the coupling of human process skills with technology that the Group Development Program will register its most positive impact.

THE CAMA OFFICE

Given early policy initiatives, it is clear that the CAMA Office is responsible for leadership of the broad-based group extension program; role confusion exists, however, which may deter continued growth. This lack of headquarters leadership has resulted in greater institutionalization of group development at local and regional levels than at Ministerial level.

As noted earlier, headquarters staff initially concentrated on implementation of the AMA Act. In the field, however, GDOs worked primarily with simple, single-project groups for which registration - at that point - was unnecessary. In line with the Gradualist Extension Approach, the strategy was that these groups might register in the future; AMAs would develop out of existing groups at such time as registration benefits were essential for their management. GDOs integrated their work with AMAs and other groups into that of the Regional Support Staffs to emphasize the importance of involving farmers in project decision-making processes. In the field, GDOs effectively coordinated technical and extension staff thereby institutionalizing the facilitation process for extension.

In marked contrast to active participation of GDOs in district development initiatives and policy deliberations, there has been no significant national input by the Group Development Program in formulation of government's rural development policies since 1978. The appropriate central government institutions for such policy inputs are the Rural Extension Coordinating Committee (RECC) and the Land Development Committee (LDC). Representatives of other ministries have voiced concern about this lack of input; without cooperation and dialogue at Ministerial level concerning policy design and implementation, initiating development programs at regional and local levels is much more difficult.

Lacking this link to the central government policy formation network, GDOs have worked through appropriate district institutions and Rural Sociology/Agriculture to channel their recommendations indirectly.

It is recommended that the CAMA Office participate in LDC and RECC, preparing position papers on proposed policy issues, drawing together expertise of group development field staff and the respective technical divisions of the Ministry.

In addition, informal contacts between relevant departments in other ministries should be regularly pursued by CAMA Office staff. The Group Development Program needs increased interaction with rural development advocates: Non-formal education, Rural Development Unit (RDU), Remote Area Development Program. This lack of informal, yet highly effective direct contact further hinders CAMA Office participation in rural development policy formation; in turn, the non-involvement affects the abilities of field staff to deliver required support to group. Clarification of the Ministry's policy on communal areas through the Policy Committee could facilitate a more active stance by the CAMA Office on rural development discussions within the government structure.

Role confusion among group development staff should be clarified so that momentum can be maintained. Institutionalization at Ministerial level will require concerted efforts at relationship-building, both within Agriculture and with government's rural development policy making network. The Ministry should study closely the possibility of dividing the Division's work load into two manageable parts: AMA registration and group extension.

CONSTRAINTS

Whatever the administrative make-up of the Group Development Program, there are several constraints that must be faced and dealt with.

Government Commitment

Of prime concern is the degree of government commitment to group development and to reaching the intended target groups. The issue of commitment, particularly allocation of increasingly scarce financial resources and adequate personnel, has been of concern to project staff since 1977, re-identified during the 1980 mid-term evaluation, raised by A. B. J. Willett in Chapter 26 and remains at hand as USAID ends its nine years of participation. Willett's statement is valid that "national commitment is needed to support the group development programme and reach the target group" of small holder farming households."

RLMP-II identified the target group for the Group Development Program as "small holders in the communal area." During the past five years, GDIs have made a noteworthy effort to involve Botswana of all categories: women-headed households, remote area dwellers, non-stock owners, small herders primarily dependent on arable activities and families owning more than 40 head of cattle. Indeed, AMA and non-registered group membership reflect this broad range of participation.

Generally, large cattle herd owners can secure any advice or service they require from the Ministry of Agriculture. For various reasons, the same cannot be said for the less well off members of Botswana society (i.e., small herd owners and non-stock owners) and is particularly true for households located well west of the rail line. The Ministry should review the intended target groups for the Group Development Program to assure alignment with government rural development strategy. It is recommended that the Program continue to focus on extension activities for non-stock owners and small herd owners (20 head or less), but this sensitive issue remains with the CABA Office and DAFS to consider.

Policies and Daily Routine

In order to reach the intended target groups, the Ministry needs to translate into action what this entails. Extension officers must thoroughly understand how to define target groups, where and how to find them and what methods to use to integrate them into extension activities.

Some group extension methods have always been a part of field staff work, yet their use must be incorporated into overall strategy planning for an area. Farmers Committees, for example, must be recognized throughout the system as locally-based planning bodies and used more widely for that purpose.

Project Focus

With increasing financial support for groups, expanding variety of potential projects and growing number of specialist staff, the Ministry should note the potentially damaging trend toward "project-only" focus. Human resource skills - facilitation, leadership, management, decision-making - are discounted; indeed, there is a tendency to label them delays to project completion. In the more complete view of collective action, these skills are essential for future development of any group; they enable the group - and the individuals - to see beyond the single project. The Ministry can encourage a realistic understanding of the time constraints of group development; that ultimately projects are more successful if time is taken to guide participants sensitively through the process. Expanded in-service training and initial training consistent with field expectations could better prepare staff to facilitate strong groups.

TCO Position

The Training/Communication post (TCO) in the CAMA Office is the logical center for development on in-service training materials and programs, through thorough consultation with Ministry and field staff. It is also the channel through which field work and ideas can be integrated into the BAC curriculum. In addition to intra-Ministry work, the TCO should strengthen liaison with RDU and RECC to encourage more integration of extension and training.

A person with adult education background should fill the TCO post; UCB's diploma program in adult education would be a logical place to start recruitment.

Transport

A final, but significant, constraint facing the Program's future is transport. Of the six vehicles currently in use by group development staff, five are USAID Project vehicles and one is provided by government; all are ready for boarding. As government does not replace Project vehicles, the Program will soon be left with one vehicle to service 10 staff members. The perennial lack of workable transport facing field staff is a cause of low morale and low productivity; it is simply impossible to fulfill monthly commitments to groups, staff and district institutions.

The inability of CAMA Office to procure vehicles through normal Ministry allocation procedures reflects its incomplete integration into the Ministry's planning structure. Lack of ~~vehicle~~ may also exemplify the low priority placed by senior staff on the Group Development Program.

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As vehicles continue to be difficult to procure throughout the entire government, more creative solutions must be found to provide transport for field staff. Increased budgets for personal vehicle use, for example, should be considered; with suitable controls to curtail abuse, it could prove to be a workable solution.

The five factors noted above are considered constraints, not because they will cause the demise of the Group Development Program but because they represent less-than-ideal conditions which can be corrected. In all cases, sensitive and thorough study and a willingness to encompass creative solutions will minimize their negative effect on the Program's growth.

COMMUNICATIONS

The role of communications has shifted significantly during the Program's life. Initially, most efforts were devoted to meeting internal communication needs: AMA registration infra-structure, staff presentations, Ministry awareness. With program expansion, communication activities began to focus on external audiences and take on an "educational communication" character; more training materials were tested and published, more speeches for government officials were prepared, news releases for press/radio supported AMA registration, a periodic newsletter aimed at a wide readership.

What remains to be done is the coordinated multi-media campaign - including communication and training - for the wide variety of internal and external audiences touched by group development. AgInf's Action Research Unit is currently conducting a survey which could be the prelude to this.

Strong coordination with AgInf will be required if the lack of technical strategy previously cited is to be corrected. Their skills are in message design and information packaging. Those skills must be used if the Ministry intends to reach farmers with new information.

It is recommended that the communication function of TCO postbe transferred to AgInf now that the Division is established; the training function, however, should remain in the Division.

TRAINING

Extension Staff

In-service training for all levels of staff has expanded significantly since the GDO cadre was established, yet some areas still require attention. Most regions have held group development training for ADs in the past four years, but these must be followed up with additional methodology and updated ideas based on field experience. Besides ADs, most Rural Training Center (RTC) staffs have had additional training to assure that their farmer training efforts are well-supported and up-to-date. Where DAOs and Regional Support Staff have not been involved in group development training, further needs assessment is required; relevant courses must be planned to strengthen their ability to participate in the team approach to group development.

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Training of senior Ministry staff has been done in a variety of ways, initiated with the 1976 Group Development Seminar; a 1980 Seminar including RIC staff, DAOs and GDOs; a 1981 series of workshops for all RIC staff; and the most recent Willett Seminars for all Division Heads and Senior Technical Officers. "Phase II" follow ups should be made to all these sessions to evaluate the group development awareness level within the Ministry. Senior staff should be able to understand all processes related to group development in order to support their staff effectively. TCO in the CAMA Office should consult with appropriate staff to develop a relevant program.

Though obvious, perhaps it should be noted that "training program" as defined in this document refers to any method of educating extension workers. Developing a training program simply entails consultation with participants and relevant staff to establish objectives, then organizing means of achieving them. Training programs vary in duration and technique, but are always aimed directly at meeting needs of participants. With this broad definition of training, more use should be made of AD meetings and RAO/DAO meetings to further strengthen the Group Development Program. New staff in any extension-related position should not only be knowledgeable about each division but should be skilled in extension methods - facilitation - to ensure a consistent approach to group development.

Of vital importance is the interaction among technical divisions, Agricultural Information and BAC. Obviously, initial training of extension workers must match field expectations; this is accomplished by providing a thorough knowledge of group development processes and a sound base of technical information. Some attempt has been made to expand group development offerings in BAC curriculum and more can yet be done. Responsibilities of each participant in this curriculum building process should be clear: technical divisions have the necessary information; AgInf can "package" it so it communicates effectively; group development staff have the adult education skills to help people learn; BAC delivers the combined product to future extension workers.

Beyond the Ministry of Agriculture, more emphasis should be placed on inter-ministerial coordination and training to assure that all groups in rural areas are supported by available extension staff. Group development field staff promote integration at regional/district levels through work on District Extension Teams (DETs) and Land Use Planning Advisory Groups (LUPAGs); more active support from various ministries is required if this integration is to become institutionalized. The RECC can play a significant role in facilitating support for integrated extension on the regional/district levels and the CAMA Office could provide guidance through the TCO to RDU as an Extension resource.

Group Development Staff

The CAMA Office has provided in-service training for field staff since its beginning; USAID provided funding for overseas training. Timing of hiring group development field staff has made it impossible to send three of the seven field officers for further studies; the Ministry must now include them in the list of priority trainees if the staff is to be fully trained. This would be viewed as indication of commitment to strengthen its extension program.

Farmer Training

Group development field staff have been involved in farmer training at regional level by planning courses, conducting sessions or providing materials; as instructors, GDUs concentrated mainly on bookkeeping and Farmers Committee management training. Farmers Committee courses tend to be organized on a region-wide basis or tailored specifically for one Committee. All educational material used in these courses is available through the CAMA Office. In addition, the CAMA Office has supported region- or district-based courses by providing materials/ideas or with active participation. In some cases, field staff are involved with other regional support staff when planning workshops for technically-specific groups; e.g., Francistown region's mid-1980 work with small stock groups.

Standard bookkeeping workshops were organized through the CAMA Office for AMA and group Treasurers. Introductory materials have been tested and developed so that additional training will be standardized; these materials are available through the CAMA Office. "Second Step" materials must be developed for experienced Treasurers and alternative bookkeeping systems need to be investigated in consultation with technical divisions to assure that all groups have access to a system that meets their needs.

Integrated Training Needs

District Extension Teams (DETs) have become more involved in Village Extension Team (VET) and Village Development Committee (VDC) training. Group development field staff, with their facilitator/coordinator experience, should be active members of the DET and involved in such training; this can lead to greater integration of all extension efforts. The CAMA Office, RECC, RDU and DAFS can support and encourage the involvement of field staff and ICD as resources to these teams.

Show Committees also need attention of the CAMA Office training expertise to increase managerial and planning skills; improving their ability to prepare an agricultural show will minimize involvement of other agricultural and Council staffs.

FIELD ISSUES

Coordinated Objectives

The Ministry of Agriculture does not yet have a comprehensive approach to government's three inter-related rural development programs: Tribal Grazing Lands Policy (TGLP), Arable Lands Development Program (ALDEP) and Communal First Development Areas (CFDA). This lack of policy and direction is adversely affecting ability of field staff to adequately address requests from district development institutions and the 1128 groups documented by Willett in 1980.

These are central government policies with most funds, all transport, technical support and policy clarification coming from Gaborone. Lack of consistent approach affects both CAMA Office and field staff. For example: borehole syndicates have formed in the Matsheng area and received allocations for drilling privileges from the Kgalaqadi Land Board. This likely precludes later, more progressive approaches to developing northern Kgalaqadi communal rangeland as proposed in the Matsheng Land Use Plan. This area has one of the most severe over-grazing problems in Botswana, with over 25,000 head of cattle in a 30 sq km area. Yet during the past six months there has been no advice to extension officers from either CAMA Office or Animal Production Division.

It is recommended that, after consultation with all staff levels, Ministry of Agriculture prepare a Communal Area Development Policy for consideration by Ministry Policy Committee and the Rural Development Council.

Group Development Field Staff: Role and Size

The government White Paper on Rural Development (May 1973) specified that extension activities at village level and below were to concentrate on group formation with continued individual contact. Group approaches to information dissemination and new technology got broad exposure shortly after TGLP's 1975 Radio Learning Group Campaign. This group strategy is presently embodied in the national literacy campaign by Department of Non-formal Education.

As noted earlier, group development field staff participate on DDCs and DETs. These two institutions remain the most effective means to ensure cooperation between extension agencies. RDU's current nation-wide consultation on extension aims to improve DET effectiveness. GDUs previously contributed data and policy proposals prepared at district level during the ALDEP design and pilot-project period 1978-1980.

Inter-departmental extension efforts at district and village level will continue to be coordinated through DDC and DET. Particularly with the District Planning process initiated by central government in 1977. Unfortunately, this broad pattern of inter-departmental cooperation, such as that shown between Ministry of Agriculture field staff and other ministries concerned with rural development, is visibly absent from central government.

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Group development field staff have been given significant responsibility to implement rural development strategy, both within DAFS (e.g., AE 10 and Staff In-service Training) and by respective regions. Basically field staff have two functions: to assist dissemination of information through group extension methods and to assist village extension staff with group formation. Specific responsibilities include:

1. assisting ADs with group development when requested through the JMP;
2. serving as resource person on broad range of group activities for ADs, DAOs, other regional support staff and other extension departments involved in rural development; and
3. assisting those profit-oriented groups which wish to register under the AMA Act.

The ability to carry out these responsibilities using the Gradualist Extension Approach and facilitation methods is largely determined by the inter-personal skills of the GDO and the degree of support/encouragement received from the RAO. As leader of a multi-discipline extension support team, the RAO must ensure that activities by all regional support staff reflect the Annual Plans prepared by DAOs and ADs. This management role becomes increasingly critical as extension responsibilities expand through TGLP, ALDEP and CFDA.

Group development field staff cannot fulfill their role if they have unrealistically large workloads, if they are continually without transport and if continuous extension support is not forthcoming from CAMA Office and the RAO. It is recommended that Extension Program Management training undertaken in 1975-1978 be re-instated to ensure that all recently posted DAOs, support staff and RAOs are fully prepared to carry out Ministry planning procedures.

There is considerable confusion throughout the country resulting from the recent directive that GDOs should now be called Agricultural Management Association Officers (AMAOs). District Officers, Regional Support Staff, Councillors, staff of other ministries and others have questioned whether this means that "group development" will no longer be done. It should be remembered that AMA registration is just one specialized component of a very broadly based extension role and the title of the staff should reflect this situation. It is recommended, therefore, that field staff titles be changed back to Group Development Officers to eliminate role confusion and accurately describe their responsibilities.

Presently, group development staff includes three headquarters positions and seven field posts. A. B. J. Willett strongly recommended an increase of two positions: one in Gaborone region (2 DAOs, 75 ADs) and one in Central region (7 DAOs, 62 ADs). This report concurs with the recommendation.

It should be noted that the expatriate GDO/Hukuntsi assumed the post with the understanding that a counterpart would be immediately forthcoming; 10 months later when a counterpart was finally hired, he was sent to Central Region for training and will not be posted to Hukuntsi until after the expatriate leaves, thereby allowing for no overlap of responsibility or continuity of function.

Cooperation with Private Groups

The Group Development Program has received significant support and contribution in extension activities from the Brigades movement and the recently emerging Village Development Trusts. Such communal organizations often approach CAMA Office for assistance; e.g., requesting help with leadership training, seeking funding assistance or asking permission to participate in the bulk buying discount scheme. Such contacts should not be rejected out of hand merely because such organizations are not traditionally-based farmer's groups. Most Development Trusts and a few Brigades are managed and operated on a communal basis and are serving the same target group which the Group Development Program has been trying to reach. Willett documented several examples where Brigades, Development Trusts and church-sponsored extension efforts were serving target groups that government extension staff were unable to reach effectively. When such groups approach the Group Development Program for assistance, requests should be reviewed carefully by field and headquarters staff. It is recommended that CAMA Office consider carefully the role of Brigades, Development Trusts and other private development organizations and adopt policies to foster continued cooperation and dialogue.

Farmers Committees

The CAMA Office is the Division responsible for facilitation of Farmers Committees. There are several different types of agricultural groups in Botswana and confusion has arisen about the definition of each: Farmers Associations, Project Groups, Farmers Unions, Cooperatives, AMAs, Farmers Committees. A Farmers Committee, as defined earlier, is a representative body in a specific communal area which supports the AD in planning, implementing and managing extension activities; it acts as a liaison with the Ministry of Agriculture, representing the farming community's needs; it plans, implements and manages agricultural development projects affecting the entire area.

Farmers Committee Terms of Reference were developed regionally and now must be nationally accepted so the Ministry can promote a consistent policy on Committee formation. Definitions have been agreed to through extensive consultation and now await approval by the Ministry Policy Committee.

Extension workers, by appropriately using Farmers Committees, can do "bottom to top" planning. These committees must, however, be trained in order to understand their role, and extension workers need training in how to use Committee input for long range planning. Some field staff have held regional workshops for Farmers Committees; these should be continued and actively supported by the Ministry. Greater public awareness would enable other farmers to view the Farmers Committees as channels of communication between them and the Ministry. Farmers Committees are the logical, grass-roots bodies to be involved in land use planning and in all other rural development activities.

Financial Support

Since late 1977, funding for group action has increased considerably; grants for a variety of projects are available through the Ministry. Group development field staff played a large role in developing application procedures and disseminating information to the public. Financial support is crucial to enable smaller farmers to undertake projects, and consistent policies for this support must be passed on by every extension worker. The Ministry of Agriculture must give clear guidance to all concerned so that the public receives the same message from all sources: Ministry officials, extension workers, radio, politicians. In-service training would be one means of clarifying policies.

Finally, financial support, when made available to groups at the appropriate time in their development, has enabled farmers to develop management skills. They learn to use money and materials better because they take responsibility to do so with guidance from extension staff. Training courses for specific groups should include financial management and record keeping to help farmers develop these skills further.

CONCLUSION

The current Group Development Program is the beginning of a significant movement. Rural citizens are beginning to take control of their own development. They are being given the tools - human process skills - to capitalize on technological advances available. Unique to the Group Development Program, the process of change is regarded equally as technology of change; two inseparable forces toward one goal - betterment of individual lives.

USAID could have a continuing relationship to this process: in-service management training for extension staff; design of additional farmer training modules; communications and facilitator skills training for all levels of staff. Requests for this kind of assistance - if deemed worthwhile by the Ministry of Agriculture - should come from the CADA Office and DAFS.

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Most important, however, is the aggressive stance which must now be taken within the Ministry itself to maintain the momentum already built. The Willett Seminars have started a dialogue throughout the Ministry and with other agencies which must be continued; DAFS and CAMA Office have major responsibility to see that the dialogue continues for the benefit of the rural population they serve.

Helping people to help themselves is a difficult, tedious and complex task; with leadership and commitment, however, it can be done.

APPENDIX III

"Agricultural Group Development in
Botswana: An Abstract"

A.B.J. Willett: Agricultural Group Development in Botswana
An Abstract

Chapter 1: The Purpose of this Report

This report is an appraisal of the group development programme, a major aspect of the work of DAFS since 1977. One purpose of the report is to explain the evolution of the group development programme, considering original assumptions and expectations and present goals. An inventory of group activity (see Appendix, Volume IV) serves as a benchmark for further micro-studies in group development. Group activity throughout Botswana is examined and problems and constraints regarding continued group development are noted.

A further purpose is to develop a strategy for guiding group development which ensures that as many farmers as possible adopt innovations and increase production, thereby raising living standards. This includes: (a) developing a framework to monitor group development; and (b) providing management guidelines for group facilitation. Monitoring is important in order to check that Government is reaching the target group and continually steering the programme in that direction. Management guidelines must be available to those who facilitate the group development process and each group activity must have guidelines tailored to its specific needs.

Finally, the report identifies related issues. As Group Development is Government's main extension effort to facilitate institutional development in rural areas, it is closely tied to other issues: settlement strategy; relationship between promotion of new institutions and role of traditional leadership; land allocation and other difficult political questions.

Chapters 9,10,11: Fencing in the Communal Lands and Grazing Areas

Chapter 9: Communal fencing in the Lands - What is happening and why

Farmers are taking the initiative with communal fencing of the lands. There are 109 communal fencing projects in Botswana; 26 are complete with intact fences; 32 are in progress; 47 are at early stages of planning. Over 4000 people are involved in current construction or planning of fences. Growth areas for fencing include Pelotshetlha area of S. Ngwaketse, Tutume District, Tswapong hills in Palapye District, Manyelañong hills, Makantshe hills, and Mmankgodi in Gaborone Region, and valleys around Manyana, Ntlhantlhe and Moshupa in N. Ngwaketse. Lands are also being fenced along the Boteti river in Ngamiland.

Organisation of fencing projects is being undertaken by groups and sub-groups with organising committees. Enclosure fences are usually managed by undivided groups. Long drift fences stretching between different communities are run by managerial sub-groups under a co-ordinating committee or one committee with labour sub-groups. Farmers Committees, independent village committees and VDCs also organise fencing projects. Funds for fencing are raised through membership fees (cash or fencing materials). Fees are usually between P2.50 and P24.00 per household. Fees are being paid in many cases and underpayment tends to be compensated by large donations from wealthier members.

Farmers give the following reasons for undertaking fencing projects:

1. To protect crops from cattle damage
2. To solve the herdboycott problem
3. To make possible a planned grazing rotation
4. To give farmers the opportunity to improve their farming by early ploughing
5. To enable judicious use to be made of available water sources
6. To stop arable expansion into grazing
7. To prevent cattle from straying into grazing areas when "mogau" is poisonous

Water development is being planned in conjunction with fencing projects in 34 cases.

Chapter 10: Communal fencing in the Lands - How it is proceeding, How it can be helped

Potential problems in fencing projects: People may be suspicious of a fencing project. Competent management, consultation, clearly thought-out objectives and fence design, and timely support from outside bodies may allay fears. Other commitments by local management, funding and labour resources,

and neighbouring communities cause delays and difficulties. Co-ordinated institutional development may help communities define priorities. DAOs and ADs should help distantly related communities collaborate on projects. Fencing lands from grazing may cause overstocking of grazing areas. Grazing areas cannot be enclosed with present management systems. Study and consultation are needed to seek answers. Land use conflicts may arise and land use and capability plans will help in taking sensible decisions. The group development process is central to the implementation of such decisions. Financing of fences may be a problem when crops cannot be marketed or income levels are low. Specifications for fences may be so high that a community cannot raise funds. Practical guidelines on fencing specifications and techniques are needed. Large enclosures may meet construction problems, particularly with transport to work on a section away from the settlement. The needs of rich and poor concerning large enclosures are different and the small farmer is at a disadvantage. Undertaking a fencing project demands careful thinking; the effect of a fence scheme on all interests and land use planning must be considered. More but smaller enclosures in large areas may be the answer. Water development should be incorporated into fencing projects when necessary to avoid frustration. Skills gained through fencing groups can be applied to water development. Poor leadership hinders fencing projects and communities must become more aware of the type of leadership necessary. A project design includes the discussion of problems and incorporates solutions. This needs to be understood as a process of consultation. Local leadership and managerial competence is necessary.

Participation in fencing projects: Most projects aim for participation by everyone with lands or cattle in the fence area. Participation (in terms of contribution) is highest in small enclosure projects. Participation problems can be anticipated, solved by consultation, and provided for in the project design and by-laws. Training and adult education, plus competent representative and well-supported management are needed.

By-laws: The record on how well by-laws are kept is varied. Poor leadership contributes to their being ignored. Area management by-laws are widely ignored and the solution seems to be a question of a more appropriate project design or land use plan. By-laws tend to concentrate on familiar duties and immediate problems rather than on long-term strategy. Attention must be paid to the drafting of by-laws in the planning stage of a project, relating it to the consultation process.

Achieving consultation: Consultation involves discussing project objectives with the whole community. Both external and internal consultation are necessary. Adult education should be used to make local communities aware of the issues in consultation. Extension workers and management committees need training for internal consultation.

Overall fencing strategy:

Advantages

Individual fencing

- . allows independent decisions
- . allows reserve of winter fodder
- . avoids disputes
- . recommended when otherwise impossible to plough early or reserve fodder
- . recommended when plenty of water, arable soil, and grazing close
- . recommended where social/political factors make group formation difficult in short term

Group fencing

- . protects fields of majority
- . allows significant areas to be reserved for winter fodder
- . controls cattle
- . saves herding
- . less expensive
- . better in most respects
- . recommend small and medium-sized arable blocks

Disadvantages

- . greater cost to individual and nation
- . provide no control over individual's cattle
- . cattle control a problem in large enclosures
- . reserving fodder a problem in large enclosures

Fencing projects should take the overall situation into account and prevent the random growth of fencing.

Subsidisation policy: A matching grant system (AE.10 and AG.15) and the ALDEP loan subsidy programme are running simultaneously. Group contributions are likely to become fixed at 10%, undermining group development philosophy and encouraging individual farmers over small groups. To encourage small groups over individuals it is recommended:

1. to remove labour grants, or failing this, to at least standardise rates on a per km. basis
2. to reduce individual grants, e.g. to 25%
3. to reduce the cost of fencing, either by recommending cheaper specifications or by subsidising prices
4. to allow up to 4 individuals to use an ALDEP-type package in a cumulative way
5. to allow a 50% maximum grant for groups of c. 5-10
6. to allow a 50% maximum grant for groups of over 10 but applied with increasing discretion
7. to erase the idea that groups need only pay 10% of costs
8. to facilitate faster project implementation, the loan concept could be encouraged

A wider strategy than subsidisation policy is needed. Further investigation is required at the micro-level and deeper discussion is called for.

Support: Issues involved in fencing are complex. Support must help farmers pursue long term ideals, not just perceived objectives. Technical support is crucial. This comprises

land use planning and mapping, advice on fence specifications, and co-ordination of further technical assistance such as dam building and borehole development. The group development programme role is to provide organisational assistance to groups. Management committees need intensive training in many skills to achieve both short and long-term aims. Many specialisms are needed to support the fence group development process such as land use planning, water development and crop production. Planning of support is important. Manpower resources need to be inventoried and extended. There should also be co-ordination of support procedure and monitoring.

Research: The Rural Sociology Unit, Action Research Unit of Ag.Inf., Institute of Adult Education and MLGL Research Unit should collaborate with appropriate technical divisions and Regional and District staff on research. Suggested lines of research: various types of fence at different stages of development, individual fences within group fences, unclear distinction between arable and grazing enclosures, impact of fences on livestock.

Chapter 11: Fencing for the Management of Livestock on Communal Grazing

This chapter assesses the progress made in developing an institutional framework for an improved management system on communal grazing land. Communal areas are often regarded as warehouses where herds can be built up and moved to remoter pastures. Owners with fewer than 70 cattle are not inclined to move, and are not easily persuaded to form groups in commercial areas. Small farmers want land next to them. APRU cells do not interest farmers with fewer than 40 cattle because they are not rearing cattle to sell. A variety of approaches is needed to communal area ranching.

Farmers' attitudes affect the situation. Most communal area livestock owners feel grass and water should be free and the concept of management fees is foreign. Cattle are seen as an investment and not as a source of turnover. Reducing herd size and selling surpluses to pay for improved management or relating overstocking to a decline in calf production are not convincing concepts to farmers. Some farmers are aware of the connection between overgrazing and overstocking. Some farmers fear fencing will crowd the grazing land. Farmers are interested in a variety of projects which would improve the management of their livestock. However, communities often lack management capacity. Government must listen to farmers.

Classifying systems of organisation: The organisation for communal grazing suggested by Chambers and Feldman is partial open, partial closed and total (open). Partial involves part of the communal land, total involves all of it. Open allows any members of the community to participate, closed allows a limited number of the community to participate. Each system has advantages and disadvantages. In areas of land abundance, a sequential approach using the partial open and moving to total is recommended. In areas of land scarcity, a total

system within the context of a land use plan is necessary. This study expands the classifications to five categories:

- . TOTAL =Type A
- . PARTIAL (a) open membership
 - (i) full-scale development =Type B
 - (ii) limited development =Type C
- (b) closed membership
 - (i) full-scale development =Type D
 - (ii) limited development =Type E

To date, there has been little experience of group managed projects. The following section summarises that experience.

Type A ranches (Total): A total system is not yet operating and there is no experience of ongoing management. Plans and proposals have been made in Barolong, Matsheng, and W. Maletse. Projects in Kachican, Tsetsejwe, and Thabala never made it. In practice, progress of total schemes must be piecemeal. The limited experience of type A schemes points to four problems: 1) Total schemes should be limited to areas of severe land pressure. 2) There should be a comprehensive land use plan. 3) Effective land use planning must be based on genuine consultation and institutional development. 4) The issue of controlling stocking rate must be faced. Recommendations for type A schemes concern consolidation of arable lands in areas of land pressure; the need for comprehensive land use plans; the temporary fencing of smaller arable blocks; further investigations on the effect of fencing on grazing areas; socio-economic studies of farmers; priority to water development; education of farmers and District staff and consultation with farmers from early stages.

Type B ranches (Partial open - full scale development): The type B ranches, built for the most part before Independence, have had a variety of purposes from fattening to rearing bulls to training. Current uses of the ranches vary and may differ from their original purposes. Economic assessments of these ranches are difficult and their financial systems have often failed. BDA and Mabeleapudi ranches are in positions for fresh decisions and organisations are recommended with attention to consultation, group development procedures and management systems. The aim of building up improved management of communal grazing has not been achieved by B ranches. None of them have succeeded in being partial, open and multipurpose. More support should have been given to them by Government. An economic analysis of the different ranches would be valuable.

Type C ranches (Partial open - limited development): Type C ranches are a possible entry point for communal ranching. There are only three proposals for type C schemes. Water, weaning, bull, and fattening camps are proposed. These schemes seem to emerge where there is group experience already. Use of lands for winter grazing can be looked at in conjunction with C proposals.

APRU communal grazing cells: These cells fall between categories C and D and aim to combine research into overgrazing with group development. Conflict in this aim stems from Government control. These cells fatten weaners as benefits are clearly measurable and visible. Management cost is P12.00 per animal per year. There are problems in implementing APRU cells. Because they are located in areas of land pressure, farmers resist the use of the spare room. Farmers often see the cells as closed and for the rich. Where several communities share grazing, consultation needs to be thorough. Many are ignorant about the purpose of the cells. The cost of the cells was also seen as too high as Batswana are not used to spending money on cattle. If land shortage is not acute, there seems to be a willingness to learn and benefit from APRU cells. APRU cells are a first step in a sequential approach. Farmers' situations and attitudes need to be regarded. A slow process of institutional development, public education, land use and management surveys, and farmer priorities are recommended. A gradual group development approach is necessary.

Type D ranches (Closed membership - full-scale development): Though little is known of three proposed projects, Type D ranches are really only possible when the situation is not zoned communal (grey zones). Purposes of these proposals have included water development, fencing a cattlepost, halting expansion of neighbouring lands. Land use decisions need to be made for proposals of this type and clearer policy guidelines are necessary.

Type E ranches (Closed membership - limited development): One fencing group exists in this category and proposes to enclose an area infested with "mogau". It is recommended that the project should only be permitted under open membership.

Approach: The introduction of communal grazing management systems has been discouraging. Participation can be assessed by means of the classification. Though type A should include the whole community, it does not. APRU cell projects have problems related to their being partial schemes in areas needing total ones. D and E schemes ought to be open. The forms of organisation of these groups are important. Facilitation of requisite institutional development requires massive input. The gradualist approach is essential. Farmers need management training. There is resistance by farmers to controlling the stocking rate. Government must understand farmers. Research into levels at which livelihoods are sustained is necessary. The A-E classification system allows the recognition of potential problems. The Chambers and Feldman recommendations should be upheld.

A gradualist extension approach is recommended in the context of an overall strategy in communal area livestock management. There should be a spatial plan for the development of infrastructure, a management plan and an institutional development plan related to the communal situation. Suggested guidelines (based on further research) could be:

1. small facilities for smallstock and cattle in mixed lands/
grazing areas
2. more expensive facilities in grazing areas, build up from
smaller to larger projects, anticipation of organisational
and technical factors
3. management practices - individuals or groups - and
relation to seasons, how drift fence/grazing should be
tackled
4. institutional development related to type of communal area

DAFS must supply more integrated support. Government must pursue measures in addition to group activity if the management of communal grazing is to be achieved.

Chapter 13: Group Ranching in the TGLP Commercial Areas

Government objectives and programmes for group ranching in TGLP commercial areas include giving priority to groups of small farmers to ranch in the commercial areas; a group ranch subsidy scheme; advice, staff, demonstration equipment and facilities; a training programme for ADs and managers from the ranch extension unit. Over a three year period, 30 AMAs should be established or underway. Only the Selebalo group and Ncojane syndicates have had ranching experience. Other experience is in group formation and planning.

About 300 farmers have been involved in groups at some time and the average group size is 8. There is diverse experience with participation. Involvement has been by members of existing borehole syndicates and farmers, perhaps facing water shortage, who are near the commercial ranching zone.

Financial awareness among groups is variable. Successful ranching necessitates a financial attitude to cattle which is not traditional. Some groups have not raised any money, others are making progress.

There are several observations to be made about the present management and organisation of group commercial ranches. The commercial attitude is rare. Other motives for ranching, particularly water development, are uppermost. Smaller syndicates are the exception and have the advantage of literacy and management background. There are not enough suitable candidates for ranch managers. Farmers also need to be educated to understand the need for managers. Large groups have difficulty in meeting. The location of ranches with respect to communal areas affects the type of participant. The target group is being reached only in the Southern District. Support is a problem. The main issue is the extent of Government commitment to small owners in overcrowded areas. There must be active intervention on behalf of the small owner. Ranch sites must be reserved near the communal areas and a development project is necessary to achieve this.

There should be two target groups, a small owner group and the more commercially viable groups of owners of 40/50 cattle and more. Group ranch development must be planned and facilitated on a spatial basis with respect to different target groups. Guidelines on commercial ranching as a group activity are needed for other field staff. A consciously positive policy for facilitating small owner group participation is necessary. Either ranches need to be reserved near communal areas, or immediate attention should be given to facilitating small owner groups.

Stocking rate has been a problem. Management fees do not seem to be perceived as directly related to cattle numbers. Quotas are required by AMAs. Official methods of control exist, but regional level co-ordination of departments is necessary to enforce them.

The participation of small owners in group ranches in communal and commercial areas has not been a dramatic success. Small owners may be neglected because they are difficult to help. Ranch group development must continue to be gradualist and must receive high priority. There should be two target groups - the small owner and the commercially viable (40/50 cattle) owner. Each target group will have different institutional, organisational, and support requirements. Land strategy should include a zone of commercial group formation on the margin of the communal area. Research should be done on the use of the grazier scheme cattle. Higher subsidies are required and projects should help access to grass and water and encourage breed improvement. Commercial and communal area plans should be linked to give the small owner help and time so he can eventually compete for commercial zone allocation. Time must be made for group facilitation by reserving land for small owner groups. Facilitation involves a variety of support activities and the use of a gradualist approach.

Chapter 14: Group Activity in Water Development

Farmers are taking action concerning water because the availability of water influences many aspects of rural life. Water sources exploited throughout the year are springs and pans, rivers and dams and boreholes. Groups want to ensure a water supply before embarking on a project. Water development often leads to other activities. Lack of water can threaten projects. Political issues can also threaten a reliable water supply.

There are 232 dam groups in Botswana, but 84 dams have no group. Over 6500 farmers are involved in groups for old and new dams. Few dams have been constructed by groups. Groups raise money to maintain dams through joining fees, annual subscriptions, watering fees. Dam maintenance has been disappointing. The Government is often expected to deal with problems and groups are not caring for dams successfully. Few groups have by-laws, and there are few attempts at cattle control. Where by-laws exist, they are not being successfully implemented.

Old dams silt up and spillways erode. Fences are poor and trampling and overgrazing exist. Post-1974 dams hold water fairly well, but some have serious design problems. Fences, again, are not in good condition. Where dams are unsuitable, alternative water sources should be developed. Overstocking occurs because dams are too few for the population or there is an influx of neighbouring cattle. Overgrazing is aggravated by dams being too close to water sources. The convention that people should be able to use water when their source has dried up presents social problems. Group organisation and local leadership may be lacking.

Long term institutional development may solve such problems. The dam programme has been seen as being in the hands of the Government, and adjustments are needed to make the dam programme group centered. Is the dam group or an SDU crew responsible for fencing? Technical guidelines and training in dam maintenance are needed. There should be co-ordination at the regional level of support activities including field training before the dam is built. Groups should elect management committees and fund raising systems should be reviewed. Training in record keeping is needed. Open discussion by groups is important.

Group development and an overall plan for water development will help solve the problems of dam groups. Water development surveys are needed and regions must identify priority areas. Institutional development to facilitate consultation and planning is vital. A land use strategy will solve controlling the use of dams. Fencing should be considered in relation to water development. Fallback sources of water are important. Management systems must be adopted. District authorities should be involved in policy making regarding the responsibility for maintenance of dams. Labour intensive methods of construction and repair may help generate a greater sense of responsibility for the dams. Groups for new dams and old dams should be formed at

the same time. A contravention of the principles of group management is the major cause of problems and disappointing management standards of dam groups.

Borehole projects in the communal areas are for domestic water and livestock in the lands areas. The motivation for proposing a borehole is to have a permanent supply of water as a fallback when pans, wells or dams are dry. Funding problems arise when a single purpose cannot be specified or when development of permanent water supplies is interpreted or intended as a move toward village status. Big borehole groups prefer to take over old boreholes rather than incurring the cost of developing new ones. Attention must be paid to areas of extremely uneven water distribution and to consequences of borehole breakdowns on neighbouring dam users. AMA registration is recommended for large borehole groups engaged in several projects. Proportional, not flat-rate, fees are recommended for borehole syndicates outside the lands areas. Limited syndicates may help the small farmers. Group development staff must become more involved in facilitating and supporting borehole groups.

Farmers recognise advantages and disadvantages to different forms of water development. Dams are seen as labour-saving, cheap, free to develop and convenient, but also unreliable, difficult to manage, use hard to control, and encourage overgrazing. Boreholes are permanent and management control is easier but they are expensive to implement and run, may break down and contractors to drill are in short supply. Catchment tanks should be considered by small farmers.

A spatial strategy for water development should consider need, location, type of development and form of organisation. The settlement policy should be related to water development. Some individual activity is suitable in water development, but larger scale enterprises require group work. Both primary and fallback sources of water should be planned. Small to medium lands enclosures will be easier to handle in developing a spatial strategy. Constraints to the development of a spatial strategy are limited capacity to build dams or drill boreholes, tight schedules and manpower.

Chapters 12,15,16: Dairy Ranching, Tick Control, Smallstock Management

Chapter 12: Dairy Ranching

The Government intends that communal areas fill part of the urban demand for milk. Milk surpluses are being sold, but a more sophisticated, modern industry should be created. Milk reception centres are being used and two ranches are receiving help. At Selibi Pikwe, there is a packaging and pasteurising dairy. Financial stress has been caused by winter shortage of milk, drought, and foot and mouth disease. Farmers could not afford to transport small surpluses during drought. Group transport needs emphasis by extension workers. Financial monitoring would be beneficial. A dairy ranch scheme has been launched to create a steadier milk supply. Viability depends on an assessment of supply and demand for milk. Seasonal fluctuation of milk supply must be analysed. Milk filtering plants in small centres should be encouraged in group management.

Dairy policy should focus on production. Upgrading Tswana cows is a long and costly business. Two ranches are underway. Land allocation is a problem, but viability of intensified methods of milk production in communal areas is the crucial issue. Lack of management skills is a constraint, as is lack of transport. Government caution over economic viability has caused difficulties and delays. A limited market and overgrazing may cause further problems. Dairy extension staff have been occupied with marketing structures and supervision of projects and have not attended to group development.

The time is not right for group dairy ranching. Individual farmers should be helped to increase milk output for sale. There is potential for group action in marketing, in both transportation and milk filtering. Extension ADs should be more involved in dairying.

Chapter 15: Tick Control

Farmers are aware of problems caused by ticks and of the need for tick control, particularly in recent wet years. Group action for tick control seems most effective. Projects include farmers with herds of 10-30 cattle for the most part. Tick control is more necessary in the communal lands/grazing areas than in the less seriously infested sandveld cattle posts. Tick control needs to be considered as one part of a wider strategy for cattle management.

Projects being undertaken by tick control groups include construction of handling facilities, hand spraying equipment, motorised spray pumps, fixed spray races and dip tanks. Most groups are unregistered. There are 120 groups in tick control with 2200 farmers participating.

Fund raising and financial problems exist. Funds for tick

control projects are raised by joining fees, group contributions and Government grants toward expensive facilities. Drought and foot and mouth disease have halted fund raising. Since guidelines on methods of tick control in relation to herd size are not clear, it is difficult to determine what groups are doing in practice. The number in the group and the money raised is a problem. A small group may begin a large project and run into financial problems. Lack of guidance in tick control contributes to lack of participation and failure to fund projects. Guidelines, solutions to technical problems, experience with financing different methods, and good record keeping to serve as a basis for comparison between projects are necessary. Cost calculations in relation to frequency of use should be indicated. Inservice training for extension staff, visual aids, and circulation of project plans are necessary.

Organisational problems among tick control groups need attention. Area wide institutional development is necessary to tackle the situation. Ineffective committees, social factors, patterns of settlement in communal areas, lack of available water supply constrain the development and maintenance of tick control projects. By-laws must be developed and seen as a crucial part of group formation itself.

To ensure the development of a broader concept in cattle husbandry group organisation, four main areas need consideration. Institutional development is necessary to produce leadership competent to make plans and enable the community to participate in decision making. Financial assistance should exist in the form of grants and loans in specific situations. Projects can also be helped financially by encouraging a small start by a committed few. Spatial circumstances should be considered. Sub-groups may be appropriate with a widely scattered population. If it is not easy to travel between lands areas, separate projects may be best. Central facilities can also be built and used by different sub-groups. Rigid rulings should be avoided and tick control should be seen as a part of land use plans. Tick control is one aspect of improved livestock husbandry, but structures should be able to handle practices other than tick control.

The support role is complex. Informal training is of value, but formal courses are needed in large regions. Visual aids, films, demonstrations and facilities for their use are needed. Courses and field talks are essential for technical training in use of equipment. Guidelines for construction and operation of equipment are important. Training should be done in record keeping and financial control. These support inputs should be progressive. The SLOCA programme is beginning to help groups. RALOM recommendations should form the basis of guidelines for group activity in cattle husbandry. SLOCA should develop resources for producing extension aids and training staff and farmers. SLOCA must have regional support to succeed in the communal areas.

Chapter 16: Smallstock Management

Smallstock dosing groups began with the idea of building up

communal grazing groups. Currently, 470 farmers are involved in smallstock groups. Activities include dosing, dipping animals, vaccination, and sometimes tick control. Records have not been kept well and regularity of treatment is difficult to assess. Most groups rely on the loan of equipment and pay for remedies by charging fees per animal treated. There have been difficulties in raising money.

Many smallstock groups have failed due to general group problems (leadership, social constraints, committee organisation, other priorities) and problems in the approach taken in group formation. Difficulties in getting supplies of remedies, problems in areawide parasite control, inadequate markets have also hindered groups. However, the main reason for the collapse of groups was the ineffective husbandry package recommended between 1976-1978. Dosing demonstrations were inadequate and there was often no attempt at group formation. Groups in the Southern Region are active because they are well supported. In other areas, support is limited or non-existent. Support is important.

A new approach can be implemented if guidelines for group activity are developed. SSU has started this. Group formation and organisation need guidelines. Extension materials, courses, smallstock specialists in the regions, demonstration facilities, training of RTC and SCC staff, co-operation with the Veterinary Department will contribute to the establishment of a new approach. Research on the IFFP experience would be useful.

Chapter 17,18: Conservation Projects, Bunding Molapo Areas

Chapter 17: Conservation Projects

Resources which need conserving are the range, the woodland, and the soil. Attempts to conserve grazing land have met with little success. Ways to approach overgrazing include marketing more cattle, improving water distribution, improving the range, and reducing destruction by veld fires.

Two types of firebreak projects are those along drift fences and those not connected with fencing. Few firebreaks have been tackled because it is a tough physical job, annual maintenance is necessary, SLOCA makes equipment available for development, but not for maintenance and farmers feel that more Government assistance is needed. Often firebreaks are a low priority in a community. ARB and Conservation Committees exhort rather than develop institutional organisation.

In a new approach, firebreaks should be seen as part of a land use plan in conjunction with other developments. Institutional development is needed. DAFS and ARB must work closely in this area. Guidelines for a management programme and a co-ordinated approach by field staff are essential. Expertise of various specialists must be brought together.

Woodlots and donga conservation are important as the demand for wood in Botswana is outstripping the supply. There are few community woodlot projects and little experience of community management. Guidelines on organisation and the use of Richard White's handbook are recommended. Technical and organisational specialist support is required. Labour demand is high in the first three years of a project then skilled management should take over. Communities will need a lot of outside help. Trees should be provided to centres where support and management exist. Perhaps the projects would be made more attractive by paying labour. Public education efforts at primary schools and clinics would also be valuable.

Government catchment area schemes for soil conservation have been disappointing. Contouring must be done in a whole catchment area. In future, training, demonstrations, group organisation, campaigns, guidelines for group activity and financial contributions should receive attention. Development trusts could do advisory work and services. Tractor owners could be trained in making contour banks.

Chapter 18: Bunding Molapo Areas

Molapo refers to an area of land annually flooded by the Okavango River, receiving rich soil deposits. Floods are controlled in these areas with bunds across the mouths of the molapo areas. Potential for group action in redeveloping the molapo area exists. Bunding projects related to controlled flooding have begun. Tools are supplied by the Department of Agricultural Research and labourers are paid. As a result, few labourers

are committed to molapo projects. There is no real group development and project leaders tend to be labour foremen. Land issues have not yet arisen but there is one effort to control allocations.

Community agreement and cooperation is necessary for long term development. The Division of Land Utilisation should develop guidelines for groups. Extension staff should encourage the formation of by-laws on management. If crop marketing is to be considered, BAMB prices need reassessing. The group at Sekapane may be a good place to begin group development.

Chapters 19, 20, 21, 22, 24: Groups for Fishing, Crop Storage
Tractors, Poultry, Women

Chapter 19: Fishing

Fishing is a small, subsistence industry in northwestern Botswana. Difficulties in developing the industry include risky production and inaccessible larger markets. Local markets are small and unreliable. Extension work emphasises technical assistance to individual fishermen and improvement of markets. A small start has been made with commercial fishing.

The potential for group action in fishing includes group marketing and group production. Dependence on the Fisheries Section and little confidence in managing marketing projects could be assisted by group development staff. Production poses problems. Guidelines for fishing production groups are necessary and should include size of group, cost of boat and equipment, number of people for both fishing and processing, management overhead and marketing. The number of groups a lake can support is also a basic consideration. Fishing groups must understand financial management and grants. A marketing organisation established for an entire fishing area could allow groups to concentrate on production and processing. Group size and grants must be clarified. A small group may be a viable production unit.

Chapter 20: Crop Storage

Group action in crop storage includes building of crop storage/collecting centres, mobile buying, bulk seed buying, and hammermill projects. Farmers marketing from communal lands areas face problems of distance, high transport charges, difficulties in getting seed, losses in storage and low BAMB buying prices. To deal with these problems village organisations have tried various projects. Such difficulties as drought, FMD, delays, leadership, weak committees, no ADs and confused organisation have beset the group projects. Management has been the major area of confusion.

Shortage of management, cost of transport and cost of building constrain the development of crop infrastructure. Activities to address the basic needs of these groups can be divided into individual activities, group activities, commercial organisation activities.

<u>INDIVIDUAL</u>	<u>GROUP</u>	<u>COMMERCIAL</u>
storage/threshing of crops in scattered communities	grain storage in compact community threshing equipment	purchase, bulk storage, marketing of grain
	milling (permanently settled areas)	sale of implements, seeds
		supply of emergency grain to deficit areas

<u>INDIVIDUAL</u>	<u>GROUP</u>	<u>COMMERCIAL</u>
	collecting crop produce (onward transport and sale)	transport
	crop transport to depots	
	bulk purchase of seed	
	storage of AD demonstration equipment	
	ordering spare parts	

Two plans for crop infrastructure organisation are presented. One is the ALDEP proposal and the other represents what needs to be done for isolated communities. A crop pricing policy is basic to the aim of increasing small farmer production or income from crops.

Chapter 21: Tractors

Tractor groups include purchase and operation, hire, and servicing. Few families own tractors, but many hire them.

Problems in tractor group organisation include availability of servicing and spares, difficulties in organisation, generating income to cover loan payments. Economics of tractor groups must be studied and the groups must be advised. Knowledgeable management is necessary.

Small farmers need cheaper access to tractor use. Group tractor hire may be a solution which could be carried out through the brigades or through private owners.

Chapter 22: Poultry

Farmers in Botswana keep poultry for food, traditional needs and occasional cash. An improved breeds programme has been implemented and has resulted in commercial producers operating around the main demand areas. Problems of marketing and processing are being tackled in Phase II of the Government poultry programme. Few poultry groups exist - one input group and two production groups are active.

Problems in poultry group organisation center around the need for financial assistance to target group farmers to enter commercial production. The cage system is the most profitable, but demands careful management. The cost of transport plagues producers who are distant from markets and sources of feed supply. The key to successful group projects is shift work.

Leadership, training and by-laws will assist the shift work effort. Motivation of participants is crucial.

Poultry extension work should include short practical inservice courses. ADs should provide technical support. Organisational support and re-orientation by extension staff to the needs of the target group are required.

Chapter 24: Agricultural Group Work with Women

A DAFS post to facilitate extension work with women has been established. Women may be contacted through existing groups but no guidelines have been developed for this effort. Women are involved in group activity, teaching centres, and a variety of projects described in this report.

Problems in women's group organisation include the low priority given women's activities, domestic ties making course attendance difficult, the scattering of households in the lands areas. Field courses and use of health posts are recommended for reaching women.

Women's concerns must receive attention from the extension staff. Concerns include children's health and welfare, water supplies, nutrition and clothing, literacy. Women also have a key role in arable farming. Poor women are in special need of recognition as a target group.

The extension approach needed for women includes a thorough discussion of the problems of women, an increased awareness of the situation of rural women through adult education methods. Action with target group women should proceed cautiously with more support from extension staff. There should be regional planning of women's activities. Guidelines for support to women's groups should be drawn up. Problems of organising group activities in the lands areas should be studied and discussed.

Chapter 23: Group Horticulture Projects

Attempts are really being made to reach the low income target group through group activity in horticulture. Interaction of technical, management, organisational, social and cultural factors can be clearly seen, along with implications for approach and support needs. Several projects are in production or being implemented. Since horticulture is not a traditional activity, the aim of horticulture groups is often unclear. Improving the diet and earning money are the main aims, and they often overlap. If earning income is the primary object, then project viability depends on soil, water and a market.

Group action has advantages for reaching the low income target group. Individual poor people cannot establish gardens easily. Local markets may be inadequate. Government could support a group project and assist in overcoming constraints felt by individuals. Marketing, training, and advising are easier with a group. It should be noted that commercial horticulture is better suited to an individual manager than to group management.

Problems experienced in horticulture group organisation include water supply problems, poor markets, lack of demand, poor soils. Demand will have to be increased through nutrition education. In larger villages, extension staff needs to learn to assess demand. Sites must be allocated on better soils near water, markets and homes. Theft is a problem in rural community projects and attention should be given to it. Lack of interest occasioned by the non-traditional nature of horticulture requires attitude changes. Management is difficult when people go to the lands. Other household priorities can also affect horticulture projects. Social and leadership problems have caused difficulty.

The management and organisation of horticulture groups has been varied. School gardens, 4B gardens, clinic gardens, communal projects, allotment schemes, cooperatives have been tried with varying success. Horticultural estates will register as AMAs because of the potential for flexibility and sensitivity in developing group capability. There are many independent unregistered groups.

Experience with horticulture groups is instructive in terms of support. Technical and organisational support are essential. If technical support is competent, the effect is noticeable. Group development principles must be applied at the beginning of a project. Promoting communal projects demands more than a periodic presence of the staff. Full discussion and analysis of problems is necessary. Development of projects must involve the community fully; projects should not be done for communities. Management capability must be developed. AMA horticultural estates require larger commercial level group operations. Smaller gardening projects must be the responsibility of the Government's extension staff and staff training is important. Training at BAC must increase AD capability in horticulture.

Government should promote horticultural development through group projects to increase the income earning opportunities and create new employment in the rural (and urban) areas. Group operations develop group management ability and have positive psychological advantages in terms of pride and personal achievement. This requires tremendous dedication by extension workers. Subsidisation through grants or Government programmes is needed from small scale to commercial levels to hasten viability and create incentive for a group to organise and manage itself. Restrictions should not be placed on financial assistance because of group size if that group project is viable. What is involved in a project should be made clear to a group at the outset. Large horticultural estates require extensive support. Smaller projects should be wider spread; group members should have the same aim and start simply with attention to the needs and dynamics of an underprivileged group. Projects are best organised with individually managed plots in a communal scheme. Group contributions encourage commitment. Independent unregistered organisation is recommended; VDC management is not recommended.

Chapter 25: The Role and Achievement of Farmers Committees

The debate over whether Farmers Committees are needed has to be settled at national level. Farmers Committees cannot be developed properly until terms of reference are agreed. This report believes that institutional development is crucial in the rural areas.

Farmers Committee supports ADs in extension activities, represents the farming community to outside bodies, and deals with agricultural development projects affecting the whole area. Farmers Associations have a restricted, fee-paying membership and are elected from among those members to deal with projects on their behalf. District Farmers Associations are eligible for membership in the Botswana Agricultural Union and are recognised at a political level for direct communication between Government and farmers. FCs were intended to be groups of about 12 farmers from a cross-section of the community, working with ADs by planning and disseminating information and initiating projects. There are 141 FCs (71 active, 10 forming, and 53 inactive).

FCs have had many achievements. They participate in 127 projects. Though they are involved with ADs in extension activities, FCs need training and ADs need to develop relationships with them so that FCs can play a dynamic role. There is often a mutual misunderstanding of AD/FC roles. ADs and FCs must be clearer about how group extension methods can be appropriate even for individual actions. The Ministry may ask too much of voluntary FC members. FCs can participate in overcoming social problems through community education; they should be involved in facilitating change. FCs play a role in supporting group activity. They have done best helping water development, fencing and livestock but poorly with poultry and horticulture, especially for women. The best support is provided when FCs are specifically oriented in their role. Over 100 projects, mostly concerning fencing, water or cattle, have been managed by FCs. They have seen the need for conservation, handled crop collection, marketing and bulk order of seeds. FCs are inappropriate for production enterprises. One project at a time is the ideal management situation. Support to FCs should be continuous. The most important role of FCs is an area-wide consultation related to planning and development. The rural areas need effective institutional structures. FCs should be promoted; there are no better alternatives.

There are some problems with the operation and organisation of FCs. They do not have proper terms of reference and lack of support has caused difficulties in project administration. The confusion over the FC/VDC relationship must be clarified. FCs must be involved in schemes that get community wide support; Marketing Co-operatives should handle projects where profits accrue to only some of the community. Representation on FCs is not always area-wide. Some areas are large and need sub-area FCs. Coverage is crucial. Committee members should be elected in 'kgotla' and elections should be well organised. Often first elections produce weak committees and re-elections

should be regular. The distinction between FAs and FCs needs to be clarified and FCs must draft constitutions. The Ministry of Agriculture should reconsider the question of FC recognition. Women should be included on FCs.

FCs serve an important purpose and research on their impact, comparing areas with and without FCs, is recommended. They serve as an extension medium and assist institutional development so crucial to projects. They support ADs and DAFS should clarify their facilitation for this purpose. FCs are a pressure group capable of representing the small man. Management for on-going area-wide development can be provided by FCs. FAs have remained untrained and weak and confusion between FCs and FAs exists and needs clarification. The Ministry of Agriculture should formulate a national policy on FCs. FCs should be affiliated to DFAs to encourage the poor farmer's being heard. DFAs are represented on the Botswana Agricultural Union and discuss agricultural policy directly with the Government. Members of DFAs tend to be richer farmers and whole areas are not represented. Representation among Districts is not uniform. Education, training and logistical support are necessary to effect affiliation efforts.

FCs are the best available form of area-wide institutions and they must be developed. A final hindrance to their development has been ignorance about them. FCs need official, political recognition. Formation of FCs should include professional adult education methods, particularly Popular Theatre, for identifying problems. Care should be taken in the use of financial incentives with FCs. A thorough and extensive training programme for FCs should be developed.

Chapter 26: Conclusions

Scope of the assessment: Institutionalising means creating a working structure and system of organisation which realises the goal of increasing productivity and income of rural smallholders on a sustainable basis through group methods. The objective, the self awareness of the people involved, is dependent on the training of staff and community officials who work with and support these groups. Further, Government policy must consistently promote and support development of viable group activity. Though progress has been made in the four to five years of the programme, continuing constraints will require great effort and commitment to overcome.

Groups formed, participation: Approximately 1128 groups have formed in Botswana. Types of groups or projects are communal fencing of lands areas, fenced livestock management in communal areas, dairy ranching, ranching groups in the commercial areas, cattle husbandry (tick control), dam groups, borehole groups, smallstock groups, firebreak projects, woodlot projects, molapo bunding, fisheries groups, crop storage/marketing/processing, tractor purchase/hire/servicing, poultry groups, horticulture, women's groups and Farmers Committees. Between 10-20 000 farmers have been involved in group projects.

Impact: Impact of the group development programme is measured by the product of participation and benefit. Using that criteria, participation by small owners has been difficult to facilitate in ranch development and more intervention is needed in their behalf. The impact has been broader among participants in tick control, smallstock husbandry, fencing of lands areas from grazing, and water development groups. However, some project designs and rules continue to discriminate against the small herd owner and the poor; safeguards of consultation, education, and involvement of all sections of a community must be taken. The distribution of the water supply is in most areas unreliable and inconvenient. Reliable water supplies continue to be a privilege of the wealthy. Limited crop infrastructure has been developed. There has been isolated impact in conservation. Funding molapo areas presents problems and fishing is an infant industry. Tractor syndicates are the province of the rich, for the most part, and poor farmers tend to hire tractors from tractor groups. Group activity in poultry is small, but horticulture has had greater success, due in large measure to efforts of non-governmental organisations. Overall the impact of extension outreach is uncertain.

How can the target group be reached? The target group for the group development programme is rural smallholders. Confusion, however, persists in terms of defining and reaching this target group. AFA legislation was designed for small owner groups, but in practice the large owners have the advantage. If success for small owners in commercial ranching is to be achieved, the Government must intervene in their behalf. Often the target group cannot be isolated in a communal area and it must be reached along with everyone else. Area wide projects involve problems too. Penalties, broken down boreholes, overgrazing are some of the difficulties that smallholders face

when involved in area-wide projects. To ensure that the target group is reached, consultation must involve the development of a deep trust relationship between those being reached and the extension worker; support has to be dependable and technically expert; and extension workers must understand fully the situation of those concerned, the alternatives that are really open to them and many constraints affecting the process of introducing change.

Principles of group action: The principles of group action as set down in a CMA pamphlet are:

1. Initiative for group formation must come from the people themselves.
2. Groups must establish an organisational structure.
3. Groups must develop competent leadership.
4. Responsibility for decisions and actions must remain with the group.
5. Yet, comprehensive extension support must be available to the group.
6. Technical information must be sound.
7. Group projects must be well planned.
8. Consultation must be thorough and continuous.
9. Members should contribute a portion of total project costs.
10. Financial arrangements must be equitable, well managed and accurately documented.

Generally, group development in Botswana seems to have been confusing and fraught with difficulties in terms of following the principles of group action. Appalling delays in the external support to some groups have been demoralising.

Group formation: Initiatives for group formation are being taken in three ways. 1. People have initiative to form groups. 2. Groups are formed in response to Government programmes. 3. People are motivated to participate in projects by rewards received for working. In many cases, group development principles have been turned upside down by Government-initiated projects, thereby compromising credibility of group development staff. Some groups are formed in direct anticipation of receiving a grant and there are inconsistencies in the application of group development principles.

Variation between regions: The diversity of experience in group development among regions is partly due to the variation of personality and approach of RAOs and GDOs. GDOs also depend on technical staff and the support of RAO-DAO-AD management relationships. Other factors in the situation are natural resources and social conditions. Maun is the most difficult region for group action. Interpretations of % group contributions to matching grants have also differed. It is clear that training is a primary need regarding group contribution and CMA needs to facilitate a more uniform policy.

Problems with gradualist extension approach: Extension efforts based on the gradualist extension approach have been effective for the most part. Farmers Committees have confirmed this success. The gradualist approach has been criticised as being

ad hoc and lacking in technical strategy. The importance of technical strategy has been underplayed and a serious assessment of technical strategy and strengthening of support is necessary in every area. The approach must be gradual. Management is costly and requires time and energy. The institutionalising process is a long one. Facilitation will enhance the process and includes time, patient but firm intervention, demonstration, adult education, technical support.

Facilitation: Facilitation means both self and community awareness and moving toward action or result. Forms of support include the process of creating awareness, helping forward, and technical support. Target groups must start where they are. Their confusions must be cleared. Support must come from a knowledge of and sensitivity to problems in existing situations. Enterprise Analysis should be used in approaching these problems. Thus far, facilitation has not been thoroughly understood.

Technology: The lack of technical strategy has been the main weakness in group action. In every activity there should be a sound technical basis for group action. Services and infrastructure development are activities best suited to group action. ALDEP has caused confusion amongst extension staff, yet individual packages can still be promoted through group extension methods and participating farmers can be treated as a group. Greater effort must be made in the development of technical and organisational guidelines.

Management of support: Support management and services are essential to groups. A major constraint is the capacity of Government to serve farmer groups. There is insufficient manpower. There are real logistical problems in supporting groups. ADs are overloaded with responsibility from HQ. Regional support staff does not have enough time to hold meetings to plan or discuss programme responsibilities. The Ministry does not seem to be encouraging dialogue, argument, or analysis. There is poor co-ordination between regional staff and ADs. Groups suffer delays. The expectations on groups are enormous and analysis, support, and commitment are needed.

Management style must encourage evaluation, planning and discussion. GDOs have helped in this regard. A management system is important. The 3 month programming (3MP) system involves the AD, DAO, and support staff in correlating progress and extension activities. The RAO also monitors at regional meetings all that is going on. Patterns of experience observed in the 3MP can be used in the development of guidelines for supporting group processes. Support is more closely monitored. Quarterly meetings are held which encourage full discussions of support programmes and progress reports on projects. Central Region has used this system most successfully. In other regions of the country, the management of available manpower for support was not as effective. However, some efforts to establish 3MP are being made.

No systematic training in 3 month programming has been done by DAFS. Case studies should be prepared to show the relationship between extension area, district and support staff 3MPs. Some re-designing of 3MP and annual plan formats

is necessary as project guidelines are developed so that support requirements for different projects can be easily expressed. The management system needs to be supervised in the field and from headquarters. A management training consultancy and a contract advisory post to continue the work of previous extension advisers are recommended.

A management consultancy might fully appraise the management implications of ALDEP for ADs. The difference between planning and supporting group projects and planning and undertaking group extension methods might be clarified with an improved design of planning and programming forms.

Farmer training should be part of the same Annual Planning and 3MP system for supporting groups. Farmer training staff should participate in the regional 3MP system. Training is necessary in the identification of problems and needs of groups so that staff can accurately predict training requirements.

Monitoring is an important management function, but this report is unable to recommend an overall management system for monitoring group development. A management training consultancy at departmental level is suggested. Technical staff should ensure that their input is provided and recorded. GDOs should keep files on every group project in extension areas and districts. As key managers in co-ordinating group support, DAOs must keep better records. Formal training in a record keeping system should begin with headquarters and RAOs.

Not only should DAFS support the programme, but input should also be solicited from IAE, Development Trusts, DNFE Adult Educators, DO(L)s and DO(D)s, Land Board technical advisers and administrative staff, planners in Council, Community Development staff, Family Welfare Educators. This should be facilitated by CAMA and GDOs.

Conditions of service of agricultural staff from ADs upwards must be improved.

Guidelines for groups and extension staff: Guidelines are needed to establish a firm, strategic basis for the group development approach. They must provide a clearer basis in the following areas:

1. technical strategy; criteria for project viability: a basis for project appraisal
2. planning and programming support to groups in relation to Annual Plans and 3MPs
3. RTC and AgInf need to reinforce, not contradict, GDOs and other regional staff to ensure a consistent approach for groups
4. designing farmer training schemes and courses
5. procedures for group formation
6. drafting of constitutions/by-laws
7. clarifying of support role
8. management/monitoring of support and group progress
9. clarifying group and committee organisational and management functions

10. AD and other staff training
11. training of other related staff, departments

A comprehensive, well illustrated Farmers Committee handbook needs to be produced for national use. There are several recommendations for producing guidelines.

Constitutions: Some constitutions have tended to focus on penalties for misbehaviour and the collection of fees, with little attention to the design and management of a project. By-laws must be given far greater emphasis in group development. Their formulation is a key organisational stage for the group. By-laws must be based on a sound technical plan. Questions to be asked in formulating a constitution are:

- . the effect of the project on the wider community
- . who is benefitting and who is left out
- . what to do about those who feel they are not benefitting
- . consultation on the proposed project design, management
- . internal organisation of the group

Consultation is dialogue: Consultation should be seen as an adult education exercise; it should involve training and methods of popular education; it should not be divorced from the development of representative institutions with greater planning capacity. The group development role is to ensure that all concerned appreciate the importance of genuine dialogue in project planning.

Understanding local situations: The extension worker must understand particularly the social dynamics in operation in a local situation. People with aptitude and talents are vital to the success of projects. Literacy is an essential priority. There may be suspicion of the motives of individuals reaching new leadership positions; jealousy and rivalry may exist. Facilitation might involve bold intervention. Sudden co-operation cannot always be expected. Confidence must be created among the people.

Farmer training for group development: There are three areas of training in the group development process. 1. Farmers Committees 2. Independent project groups. 3. General training of farmers creating awareness. Conclusions about farmer training are as follows:

- . Guidelines will help ADs better anticipate and express training needs.
1. Guidelines are needed by RTC staff for training project groups. Better training materials, visual aids and demonstration facilities are needed by RTC staff. Training guidelines need to be practically oriented and project specific.
2. RTC staff needs in-service training and circulars and notices relevant to the training they do.
3. Reference should be made to recorded training experience. A wider understanding of facilitation is needed.

Training staff in group development: Support approach and technical competence have been identified as important constraints facing the group development programme. Some training has occurred, but senior staff training in group development and support management with emphasis on the Enterprise Analysis technique is essential. The key training need in the field is the awareness of what is involved in reaching target groups. Guidelines, the ZMP, and Annual Plans should be seen by staff as living documents that assist them in the group process. Training for technical strategy is also needed. A team approach should be used involving RAOs, DAOs, ADs and support staff. AD training should not exist in isolation but should involve regional staff on whom co-ordination of support and management of extension depend. The RAO is the regional manager. More training is necessary for field staff in training techniques. Staff training should be professional and serious. ADs must have improved conditions of service and regular opportunities for dialogue. A representative union would help ADs. Training suggestions should come not only from ADs, but also from managers. Maps of extension areas must be provided for ADs. Less formal training can occur at monthly management meetings. In the training of field staff the target group needs to be stressed. Field staff must show solidarity with the target groups they are concerned about.

Communal area range and livestock management: The horizons of RLMP have widened to include emphasis on the communal areas. CAPAD should be a major impetus for group development in communal areas. RLMP I anticipated many constraints, and recognised different communal land use situations. The failure of RLMP I was in the areas of solving social organisation problems, assuming that a technical package existed, and assuming certain changes were taking place which created an environment for developments in communal management. Assumptions including acceptance of fencing, group control of water points, recognition of range deterioration, and cash marketing of livestock were premature.

Practical lessons to be learned from RLMP I are finding replicable systems to provide technical expertise, co-ordinating, planning land use, and developing institutional management. There must be research to find a sound technical strategy in a spatial land use context.

The Division of Animal Production supports the gradualist extension approach and the principles of group action. Extension in cattle management is long term. Range management presents more problems. It seems possible, however, to attach range management criteria to programmes for water development. The institutional development strategy must rest on persuasion as Botswana is not ready to enforce stock control. There must be institutional capacity for consultation, planning and executing even voluntary activities.

Constraints noted in RLMP I which still exist include lack of expertise in land use planning and range management, difficulty of registering groups in communal areas, lack of planning and skills to put existing funds into use, and attitudes about marketing cattle.

Rural Institutions for Today's Needs: Rural Botswana needs institutions for the modern, dynamic situation. Traditional institutions pose a constraint because they may be weak or unstable. The change in settlement patterns has brought a breakdown in traditional authority. Power struggle and rivalry exist in tribal administration. Though the headman is deeply and fundamentally respected, he lacks power. The kgotla is not a development institution and cannot carry out management functions for a project.

Today's rural institutions need a strong, local, traditional authority and management capacity of a different kind. The three basic elements of settlement strategy that must be seen, planned and facilitated consistently together are

1. the development of various agricultural infrastructure, facilities and services in a spatial approach
2. the development of competent management for these projects and
3. the development of traditional authority which will support, encourage, sanction and enforce the management of the group activities.

Suggestions for an approach to institutional progress are:

1. The development of institutional solutions in many areas will be a long and difficult task.
2. The approach in mixed areas should include a) specific project group experience, b) broader public education, c) development of area-wide committees, and d) strengthening of traditional leadership.
3. Evidence shows that group experience leads to increased confidence and reduced tension.
4. There should be total support of project groups.
5. FC development should be pursued within a background of public education, and with sensitive reference to other institutions. Traditional and modern institutions must work together.
6. The development of new management institutions should be accompanied by a strengthening of the old. This must mean:
a) training of tribal administration, b) public education to make people aware of leadership problems and training of project leaders who may be potential community leaders and c) training by the MLGL to upgrade headmen.

More, better trained, recognised traditional leaders should reflect present day settlement realities and development needs.

Group development and CAPAD: CAPAD joins communal area land use planning and communal area development. Group development strategy and settlement strategy should be one common approach. Key role areas for CAPAD are:

1. Promotion of settlement and institutional development strategy.
2. Formulation of employment and land use strategies through co-ordination of arable and grazing land use.
3. Co-ordination and organisation of the immense inter-departmental training and public education programmes necessary for a re-orientation of approach in the communal areas.
4. Advise MLGL on reforms needed in tribal administration

- and on Land Board development.
5. Facilitating the solution of manpower constraints in Government from easing clerical problems to lobbying for more technical and professional posts.
 6. Seeking manpower through consultancies for assistance in mapping.
 7. Making use of the manpower, skills, and services of the Development Trusts.
 8. Promotion of better conditions of service for ADs.

A national commitment is needed to support the group development programme and reach the target group.

GDO/CAMA role: The group development programme is not yet institutionalised. Managerial expertise and technical skills are the greatest constraints to rural development in Botswana. There has been some progress in the stated outputs of the Amended RLMP.

GDOs and regional staff have worked largely independently of one another to accomplish the developing and testing of the communal formation processes. A great deal remains to be done and it will necessitate an extension of the Amended RLMP support to the CAMA office, or a large additional input of consultancy expertise.

The CAMA role needs to be clearly defined and explained, otherwise institutional problems will continue for the group development programme. Radio publicity would enhance the understanding of the group development programme. CAMA must take the lead in group development and must be supported by DAFS. CAMA must be more involved with the administration of matching grants and GDOs must be consulted in the process. CAMA should draw together the experience from the regions. Specialist training expertise in the facilitator process is also needed in the CAMA office. The CAMA office should identify more specifically and publicly with the small farmer target groups and intervene in their behalf.

Registration is to be reserved for groups engaged in commercially productive activities such as horticulture or ranching. However, CAMA should protect small groups even if they are not protected by legal registration. Both CODEC and CAMA register agricultural groups and this is confusing to farmers. The Ministry should do more to clarify the reasons for the existence of its two Departments, and also to promote the maximum degree of co-operation between them.

There has been little progress in the area of technical support. DAFS should ensure that technical information is developed and that support is managed.

APPENDIX IV

"Minutes of the Interministerial Meeting
on Agricultural Group Development in
Botswana: June 15, 1982"

MINUTES OF THE INTERMINISTERIAL MEETING ON AGRICULTURAL

GROUP DEVELOPMENT IN BOTSWANA

BY A. B. J. WILLETT HELD 15 JUNE, 1982

Participants:

T. Taukobong DDAFS - MOA, Chairperson
A. B. J. Willett - Consultant
Bill Jeffers - RDU - MFDP
David Gowty - IVS (IMC), Field Director
Marius Schoon - IVS (UK), Joint Field Director
John Van Mossel - CUSO, Director
John Shields - USAID, Consultant
L. Fortmann - ARU/MLGL
H. Gunther - USAID/Agric.
N. N. Mashalaba - MOH/Family Health Division
Deepha Narayan -- Parker - Self Help Coordinator, US. Embassy
T. P. Kaisala - Ass't Game Warden
M. E. Giddie - RADP/MLGL
R. G. R. Seeletso - S&CD/MLGL
Ben Mpinyane - SAMAO/MOA
KATIE RICK - GDO-T/MOA

Introduction:

1. The Chairperson opened the meeting then requested that each participant introduce him/herself so that everyone could know with whom s/he would be talking. The chairperson explained that the group development program had started in the Ministry of Agriculture with financial support from USAID in 1977. The report A. B. J. Willett wrote entitled Agricultural Group Development in Botswana was a comprehensive evaluation of the program from its beginning. This seminar was only one of a series organized to discuss the reports implications and recommendations in order to stimulate further action. He then gave Mr. Willett a chance to talk.

2. Mr. Willett explained that group development was a crucial issue in the governments' plans of rural development. This seminar aimed at creating a greater awareness among all Ministries of the need for increased coordination and integration of activities of which group development is a part. He planned to address to issues:

1. Background of the program;
2. Ministry of Agriculture's experience with group development and its relevance to other Ministry.

Background:

1. As part of his scope of work Mr. Willett looked into how the group development program came into existence. There were two major issues:

1. The Ministry of Agriculture (MOA) radically reorganized its extension strategy in 1974 from the Pupil Farmers scheme toward group extension methods in order to reach more farmers;
2. The Government realized the need for land use planning in communal areas and the fact that this could only be done by collective action and responsibility. Chapters 4, 5 and 6 expanded on the various ideas proposed to accomplish this task.

2. The Village Area Development Plan (VADP) and the Range and Livestock Management Plan (RLMP) were each implemented in various areas of the country. Each failed because of the false assumption made that community action and commitment could be guaranteed given technical inputs.

3. The MOA realized the need for thorough community education and a "Gradualist" approach to extension following these failures. The two original threads of thought came together as the MOA began to develop a group extension component in the department of Field Services. In late '78 the Division of Agricultural Management Associations was born.

4. A numerical summary of the program was made in Volume III, page 227 of the report. Approximately 10,000-20,000 farmers have been involved in 1128 groups, mainly in fencing, animal husbandry and water development. More investigation is needed to examine who actually is involved and how have they benefited.
5. Chapters 9 through 24 concerned analyses of the various technical groups, including their problems, projects and organizational management.

Key Issues of MOA's Experience:

1. Coordination, collaboration and consultation was essential among various Ministries's divisions in order to support the group development program fully. For example, patial land use plans were necessary for adequate planning of development projects.
2. Mass education efforts to inform all potentially participating or effected people were essential as a means of involving/informing everyone. The target groups's needs must be considered, i.e., how a large scale land enclosure affects the small cattle owner's management.
3. Clear technical guidelines produced by the Ministry of Agriculture must be available for all those involved with related project groups. Broad technical strategies for communal development must be organized and implemented. (See Vol. III, pg. 258).
4. The Ministries must develop an extension strategy of consistent funding policies so that all extension workers, councillors and MPS will be teaching the same message.
5. Extension workers should work together to assist groups in developing their own by laws that consider the long-range management of the group.
6. The initiative for group development must come from the people who wish to be involved. Extension workers are facilitators, not leaders in this process.

The facilitation of groups must be realistically accepted, timing, support, government commitment, skills. The local situation and dynamics must be understood completely.

7. In order to do communal land use planning and management effectively there must be greater integration among extension workers and a commitment to the development of those institutions which could implement such a plan.
8. Existing multiproject and area wide institutions must be investigated so that strategies can be built from these experiences.
9. Integrate the old and new village institutions by educating communities about their various roles. Train farmers committees in planning and management skills. Use VECs effectively and develop new institutions where necessary. Train headmen, involve them in public education efforts.
10. Spatial context, competent management and technical strategy are three important components of institutional development relations with settlement strategy.
11. Involve all departments in training of extension workers; define target issues based on government policy, and improve conditions of service for all extension staff.

Comments from Participants:

1. How do CFDAS relate to this? In any communal development endeavor, spatial frameworks; management of institutions and clear technical strategy is essential. More interministerial guidance is essential.
2. Are all groups permanent or should not some be prepared to die? This, depends on the group and its goals and objectives.
3. What are the roles of other extension workers, i.e., not just agriculturists'?

Ministries must provide clear guidelines for village extension teams since coordination is essential.

4. What plans are there to transfer MOA's knowledge of group development to other Ministries and private bodies, i.e., training? After the MOA thoroughly examines the report and its issues it will make a plan of how to do this. GDOs are presently involved in inservice training for ADs and are members of District Extension Teams. More direction from the RDU and RECC is necessary.
5. What about the RADP and group development? The MOA has no extension strategy for remote areas. The principles of group development still apply, though, as has been demonstrated in several projects near Serowe. Dependable support and continued committed attention are needed to develop a strategy for remote areas.
6. What are the benefits derived by the "poorest of-the-poor" and women from this program? The poor have been affected by area-wide projects although they many not have been directly involved. More attention needs to be paid to women in order that they be involved in all levels of group development and action.
7. The MOA must commit itself to actual coordination with other Ministries through various means, including the RRECC.
8. The group development program needs an ongoing training component involving facilitator methods.
9. How is the issue of DETS and VETS addressed? The RECC is now touring the country to discuss extension problems with each DET. They will then report on their tour and organise action plans to implement greater integration of activities and strategies.
10. Conditions of service for extension workers must be improved.

Closing:

On behalf of CAMA and the Director AFS the chairperson thanked everyone for coming. He expressed the feeling that the group development program was an essential component of the Department of Agriculture Field Services. He thanked A. B. J. Willett for writing such a comprehensive, useful, action-oriented document and assured him that the report would get further exposure and be thoroughly discussed over the next few months. Then through adequate consultation exercises, a strategy of recommendation implementation would be drawn and implemented which aimed at improving extension work in order to undertake rural development more effectively.

KR/RN

APPENDIX V

"Agricultural Resources Conservation Act"

LAWS OF BOTSWANA

AGRICULTURAL RESOURCES CONSERVATION

CHAPTER 35:06

PAGE

L..R.O.

1-19

1/1976

PART VI. *General*

SECTION

- 27. Charge upon land
- 28. Regulations
- 29. Penalties
- 30. Saving

Act 39,
1972.

An Act to make provision for the conservation and improvement of the agricultural resources of Botswana: to establish an Agricultural Resources Board and to define its powers and functions; to provide for conservation committees and subordinate conservation committees and prescribe their functions; and to provide for matters incidental to the foregoing.

[Date of Commencement: 14th June, 1974]

PART I. *Preliminary*

Short title

1. This Act may be cited as the Agricultural Resources Conservation Act.

Inter-
pretation

2. In this Act, unless the context otherwise requires —

“agricultural resources” means the following matters in their relation to agriculture —

- (a) the soils of Botswana;
- (b) the waters of Botswana;
- (c) the plant life and vegetation of Botswana and the vegetable products of the soil;
- (d) the animal life and fauna of Botswana including animals, birds, reptiles, fish and insects;
- (e) such other things, whether similar to the foregoing or not, as the Minister may, by notice in the Gazette, declare to be agricultural resources;

“Board” means the Agricultural Resources Board established by section 3;

“conservation order” means an order given under section 16 (1) (a);

“conservation regulation” means a regulation made under section 16 (1) (b);

“land board” means a land board established by section 3 of the Tribal Land Act;

“occupier” means —

- (a) in the case of land not subject to a lease or right of occupancy, the owner of such land or any person occupying the land on sufferance of the owner;
- (b) in any other case, the person lawfully entitled to occupy the land, including a person occupying the land in accordance

Cap. 32:02

with a grant by a land board, a subordinate land board or a subordinate land authority;

“owner” means —

- (a) in the case of land registered in the Deeds Registry, the person in the name of whom as owner the land is registered;
- (b) in the case of state land, the Government,
- (c) in the case of tribal land, the land board established by the Tribal Land Act in respect of a tribal area within which such land is situated;

“public officer” means a person holding or acting in an office of emolument in the public service exclusive of all offices referred to in subsections (2) and (3) of section 128 of the Constitution;

“state land” bears the same meaning as in the State Land Act. Cap. 32:01

“stock” includes cattle, horses, donkeys, mules, sheep, goats, ostriches, pigs, animals of the family Bovidae in captivity, domestic fowls, turkeys, gees, ducks and any other domesticated or captive animal or bird which the Minister may specify by notice in the Gazette;

“stock control order” means an order issued under section 19 (1);

“stream” means a watercourse of natural origin in which water flows, whether or not such watercourse or any portion thereof is dry for any period and whether or not its conformation has been changed by artificial means;

“subordinate land authority” means any person who may, in accordance with customary law, grant or confirm the grant of land as an authority subordinate to some other authority, whether or not such grant requires the approval of such other authority or of any other subordinate land authority;

“subordinate land board” means a subordinate land board established under the provisions of section 19 of the Tribal Land Act;

“tribal land” means land within —

- (a) every tribal territory as defined in section 2 of the Chieftainship Act; Cap. 41:01
- (b) the area defined in Schedule 1 to the Tati Concessions Land Act. Cap. 32:05

PART II. *Agricultural Resources Board*

3. (1) There is hereby established a Board to be known as **Establishment of Board** the Agricultural Resources Board.

(2) The Board shall be a body Corporate capable of suing and being sued in its own name and, subject to the provisions of this Act, of performing such acts as bodies corporate may by law perform.

- Composition of Board**
- 4. (1)** The Board shall consist of a Chairman and nine other members who shall be appointed by the President by notice in the Gazette.
- (2)** The Board shall co-opt the Chief Game Warden to participate as a member in meetings at which questions affecting game or wild life or affecting any area of land declared to be a game reserve or sanctuary under the Fauna Conservation Act, are discussed or considered; and in relation to such questions the Chief Game Warden shall when so co-opted be entitled to vote as if he were a member.
- (3)** The Minister shall appoint a public officer as Secretary of the Board.
- Tenure of office**
- 5. (1)** Subject to the provisions of this section the members of the Board, excluding any member appointed by the term designating a public office, shall hold office for such period not exceeding three years as may be specified in the notice appointing them, and on the expiration of such period shall be eligible for re-appointment:
- Provided that in appointing members of the Board the President shall specify such periods of appointment that the periods of appointment of not more than one third of the members shall expire in any one year.
- (2)** On the expiration of the period for which a member is appointed he shall continue to hold office until his successor has been appointed. If after three months reckoned from such expiration a successor has not been appointed to a member whose period of appointment has expired he shall be deemed to have been re-appointed on the expiration of the said period.
- (3)** The Board shall once in every year elect from among its members a Deputy Chairman who shall hold office as such for a period of one year and shall be eligible for re-election.
- (4)** Any member who is not a public officer shall be paid out of funds of the Board such remuneration and allowances, if any, as the Minister may prescribe.
- Disqualification of members and vacation of office**
- 6. (1)** No person shall be appointed a member —
- (a)** if he has been declared insolvent or bankrupt under any law in any country and has not been rehabilitated or discharged or has made a composition with his creditors and has not paid his debts in full;
 - (b)** if he is, or is becoming, incapacitated by mental or physical illness or infirmity from performing his functions;
 - (c)** if he is a member of the National Assembly.
- (2)** If the President is satisfied that a member other than a member appointed by the term designating a public office —

- (a) is subject to any of the disabilities set out in subsection (1);
- (b) since his appointment has been sentenced to imprisonment without the option of a fine or has been convicted of an offence under this Act or an offence involving dishonesty;
- (c) has been absent from three consecutive meetings of the Board without the special leave of the Chairman; or
- (d) is otherwise unable or unfit to discharge the functions of a member;

the President may declare the office of such member to be vacant, and thereupon such office shall become vacant.

(3) A member other than a member appointed by the term designating a public office may at any time resign his office by one month's notice in writing of his intention to resign given by him to the President.

7. (1) Subject to the provisions of this Act, the Board shall conduct its proceedings in such manner as may be directed by the Minister or, in the absence of such direction, in such manner as the Board deems fit. Proceedings

(2) The Chairman, or in his absence the Deputy Chairman, or in the absence of both a member elected by the Board, shall preside at all meetings of the Board, and the person presiding at any meeting, if not the Chairman, shall with respect to such meeting or any business transacted thereat have all the powers of, and be deemed to be, the Chairman.

(3) The Board shall meet not less frequently than four times in a year at such times and places and on such dates as the Chairman may determine or as may be directed by the Minister, and such meeting shall be convened by notice given by the Chairman.

(4) A quorum of the Board shall consist of a majority of the members.

(5) The decision of the majority of the members present and voting at any meeting of the Board shall be deemed to be the decision of the Board:

Provided that in the event of an equality of votes the Chairman shall have a casting as well as a deliberative vote.

(6) No member of the Board shall participate in any discussion or vote on any matter in which he or his spouse, father, grandfather, son, grand-son, brother, father-in-law, brother-in-law or son-in-law has a pecuniary interest or other direct or indirect material interest.

(7) Any member of the Board who contravenes subsection (6) shall be guilty of an offence and liable to a fine of R500 and imprisonment for six months.

(8) No act, decision, or proceeding of the Board shall be questioned on account of any vacancy in the membership thereof, or

on account of the appointment of any member being defective, if the act was done or authorised or the decision was made or the proceeding took place by or in accordance with a majority vote of the persons who at the time were entitled to act as members.

Committees **8.** (1) The Board may with the consent of the Minister appoint one or more committees of the Board consisting of such number of persons, whether members of the Board or not, as it may deem necessary to assist it in the performance of its functions:

Provided that a person, other than a member of the Board, shall not be a member of such a committee save for a period for which the Minister by notice in the Gazette has authorized his appointment, and that the provisions of section 6 shall apply to such a person *mutatis mutandis* and with the functions of the President thereunder vesting in the Minister.

(2) The Chairman of any committee shall be appointed by the Board from among the members of such committee with the approval of the Minister, which shall be signified by notice in the Gazette.

(3) The procedure and functions of any committee shall be determined by the Board:

Provided that the Board shall not delegate to any committee any of the functions assigned to it under the provisions of paragraphs (c), (d), (e) and (f) of section 9.

(4) The Chairman of a committee may convene meetings of such committee at such places and times as he may determine.

(5) The Minister may nominate in writing any public officer to attend any meeting of any committee and such public officer may take part in the proceedings at such meeting as if he were a member of such committee, save that he shall not be entitled to vote.

(6) Any member of a committee who is not a public officer shall be paid out of funds of the Board such remuneration and allowances, if any, as the Minister may prescribe.

PART III. *Functions and Duties of the Board*

**Functions of
the Board**

9. The functions of the Board shall be —

- (a) to exercise supervision as provided in this Act over the agricultural resources of Botswana;
- (b) to advise the Minister regarding —
 - (i) matters relating to the general supervision of all agricultural resources;
 - (ii) the nature of legislation necessary to secure or promote the proper conservation, use and improvement of agricultural resources;
 - (iii) the means of stimulating public interest in the proper

conservation, use and improvement of agricultural resources;

- (c) to carry out of its own motion or at the direction of the Minister Investigations of or enquiries into any matter related to the conservation, use or improvement of agricultural resources;
- (d) to issue conservation orders and stock control orders, and to make conservation regulations, in accordance with the provisions of this Act;
- (e) to give directions to any owner or occupier of land to ensure that an order or regulation issued or made under the provisions of this Act is complied with;
- (f) to construct on any land such works as it deems necessary for conservation purposes;
- (g) to give to any conservation committee or subordinate conservation committee directions concerning the policy to be followed by it in the exercise of its functions under this Act; and
- (h) after consultation with any land board established by the Tribal Land Act, and with the district council within whose area the tribal area in respect of which such land board is established is situated, to give to such land board directions concerning the proper use of any land within such tribal area:

Provided that the Board shall have no powers over any land constituted as a national park in terms of the National Parks Act. Cap. 38:03

10. The Board shall have all powers necessary or convenient for the performance of its functions and duties. Powers of the Board

11. The President may give the Board directions regarding the policy to be followed in the exercise of its functions under this Act. Directions on policy

12. (1) The Board shall submit to the Minister a full report on its activities during each calendar year within three months after the end of such year. Annual report to Minister

- (2) The report for any year shall include —
 - (a) a list of all conservation orders issued;
 - (b) a list of all conservation regulations made;
 - (c) a list of all stock control orders issued;
 - (d) a list of all works constructed on the instructions of the Board;
 - (e) a report on all court action involving the enforcement of the Act;
 - (f) a report on all appeals brought before the Minister;

- (g) a full report on any enquiries or investigations conducted by the Board;
- (h) a complete financial statement of all public moneys spent by the Board;
- (i) a report of all cost apportionment proceedings;
- (j) any other matters considered relevant by the Board;
- (k) any other information requested by the Minister;
- (l) a report of directions given to the land boards under section 9 (h).

(3) The Minister shall lay a copy of every such report before the National Assembly within 30 days of his receiving it.

Other reports
to Minister

13. The Minister may request and the Board shall furnish a report on its activities at any time during the year.

Notice of
investigations
and enquiries

14. When the Board is about to carry out, or is carrying out, an investigation or enquiry into any matter it may cause notice thereof to be published in the Gazette and a newspaper circulating in any area to which the investigation or enquiry relates and shall, where practicable, cause any person whose material or pecuniary interests may or will, in the Board's opinion, be involved in, or affected as a result of, such investigation or enquiry to be notified thereof in writing and to be given reasonable opportunity to make representations to the Board concerning the subject matter of such investigations or enquiry.

Evidence and
witnesses

15. (1) The Board may in the course of an investigation or enquiry hear such witnesses and receive such documentary evidence as in its opinion may assist it in such investigation or enquiry.

(2) The Board may require any witness appearing before it to give his evidence on oath, and the Chairman is empowered to administer oaths for that purpose.

(3) If the Board is of the opinion that the evidence of any person or the production of any document is necessary for the purposes of the investigation or enquiry, the Chairman may issue a summons under his hand in such form as may be prescribed directing the person named therein to attend at a time and place mentioned therein to give evidence or to produce the documents therein specified or to do both.

(4) The clerk of the magistrate's court within whose area of jurisdiction the person named in the summons resides shall at the request of the Chairman take steps to ensure the serving of summonses under this section.

(5) Every person attending at an investigation or enquiry in obedience to a summons issued under this section shall be entitled to fees and allowances payable out of public moneys, as though he

were attending at a subordinate court as a witness in civil proceedings under subpoena.

(6) If any person upon whom a summons has been served under the provisions of this section refuses or omits without sufficient cause to attend in obedience to such summons, or fails to answer fully and satisfactorily to the best of his knowledge and belief all the questions put to him by or with the concurrence of the Board, or refuses or omits without sufficient cause to produce any documents in his possession or under his control which are mentioned in the summons, he shall be guilty of an offence and liable to a fine of R100:

Provided that no person giving evidence before the Board shall be compellable to incriminate himself and every such person shall in respect of any evidence given by him or any document which he is required to produce be entitled to all the privileges to which a witness in a trial before the High Court is entitled in respect of evidence given by him or a document which he is required to produce before such court.

PART IV. *Conservation and Improvement of Agricultural Resources*

16. (1) If, after paying due regard to all the circumstances, the Board considers that such a course is necessary or desirable for the conservation of agricultural resources on any land and is just and equitable it may, subject to the provisions of subsection (9) —

Powers of Board to issue orders and make regulations

- (a) give a written order to the owner or occupier of such land to undertake or adopt such measures as it may deem necessary to conserve agricultural resources on such land or prevent injury to agricultural resources on other land arising from the acts or omissions of such owner or occupier; or
- (b) make such regulations to regulate agricultural land-use practices in areas designated thereby as it deems necessary for the conservation of agricultural resources in such areas.

(2) Any order given by the Board under subsection (1) (a) shall be known as a conservation order and shall be deemed to be sufficiently served on the owner or occupier to whom it is directed if delivered to him personally by a person nominated by the Board or if sent in a letter by registered post to his last known address, whether within or outside Botswana; if so sent, it shall be deemed, unless the contrary is proved, to have been served at the time at which the letter would be delivered in the ordinary course of the post.

(3) Any regulation made under subsection (1) (b) shall be known as a conservation regulation and shall come into operation in any area designated thereby one month after it has been published in the Gazette.

(4) As soon as any conservation regulation has been published in the Gazette, the Board shall use its best endeavours to ensure that public announcements drawing attention to such regulation are made at public meetings at such places as it may deem appropriate and that notices drawing attention to such regulation are prominently placed on such public notice boards as it may select within the area designated by such regulation.

(5) Conservation orders and conservation regulations may —

(a) prohibit, regulate, require or control —

- (i) cultivation;
- (ii) the grazing or watering of livestock;
- (iii) the firing, clearing or destruction of vegetation and its protection against fire;
- (iv) the afforestation or re-afforestation of land;
- (v) the protection of slopes or catchment areas;
- (vi) the drainage of land including the construction, maintenance or repair of artificial or natural drains, gullies, contour banks, terraces and diversion ditches;
- (vii) the fencing of land;

when such prohibition, regulation, requirement or control is deemed by the Board to be necessary for any of the following purposes —

- (aa) for the protection of land against erosion;
 - (bb) for the protection of land against the deposit thereon of sand, stones or gravel or any other material;
 - (cc) for the prevention of silting up of dams;
 - (dd) for the preservation of vegetation;
 - (ee) for the protection of the source and banks of streams;
 - (ff) otherwise for the preservation of the soil and its fertility;
 - (gg) for any other purpose connected with sound husbandry;
- (b) prohibit, restrict or control the use of insecticides, fertilizers, or any type of chemical compound in, on or over land.

(6) If any owner or occupier of land fails or neglects to carry out or comply with any conservation order, served in accordance with subsection (2), or any conservation regulation, which has come into operation in accordance with subsection (3), within such reasonable time as may be fixed by the Board and stated in the order or regulation he shall be guilty of an offence and a court by which he is convicted shall in addition to any penalty which it may impose make an order requiring him to carry out or comply with the aforementioned order or regulation within a specified

period of time, failure to comply with which order made by the court shall constitute a separate offence.

(7) Where it is necessary for an owner or occupier of land to construct any works to give effect to an order made under this section the Board may, at his written request, cause such works to be carried out and completed on his behalf. Where costs are incurred on such works under the provisions of this subsection the amount thereof shall be a debt to the State due by the owner or occupier concerned and, until it is discharged, interest on such debt shall be payable at such rate as may be prescribed.

(8) The Board may reduce the amount of costs payable under subsection (7) by such amount as it determines to be the value to the public of the works on which such costs were incurred.

(9) The Board shall not, with reference to any land in respect of which an order under section 20 of the Town and Country Planning Act, has been published, give an order or make a regulation under this section except after consultation with the local authority named in such order. Cap. 32:09

(10) Where after consultation with the local authority in accordance with the provisions of subsection (9) the Board gives an order or makes a regulation, no permission to do anything which is required to be done by reason of the said order or regulation shall be refused or withheld by such local authority under the provisions of the Town and Country Planning Act.

(11) Any owner or occupier may apply to the Board to apportion any sum spent by him, or for which he has become liable, by reason of the provisions of this section in respect of works required to be constructed, between himself and other persons having an interest in land which may be benefited by such works. An application under this subsection shall be in writing and shall state the names and addresses of the other persons having an interest as aforesaid, and the nature of such interest.

(12) Where an application is made under subsection (11) the Board shall fix a date for the hearing thereof and shall notify the applicant and the other persons named in the application and shall give them full opportunity to be heard thereon.

(13) The Board shall apportion the sums spent by the owner or occupier or for which he has become liable by reason of the provisions of this section in respect of works required to be constructed between the owner or occupier and the other persons named in the application in such manner as it considers equitable having regard to the respective interests of the persons concerned in the land benefited by such works.

(14) Any sum apportioned to any person other than the owner or occupier shall become a debt due by such person to the owner

or occupier and, until it is discharged, interest thereon shall be paid at such rate as may be prescribed.

(15) The decision of the Board under subsection (13) shall be final, unless taken on appeal to the Minister within the period prescribed.

Additional
powers of the
Board

17. (1) When the owner or occupier of land is served with a conservation order or is affected by a conservation regulation under the provisions of section 16 he may apply in writing to the Board to direct any person resident on or using land or having any right in or over land to which the conservation order or conservation regulation relates to refrain from doing any act on the said land which would prevent or hinder compliance with the said conservation order or conservation regulation, and the Board may give such direction to any such person as it may consider reasonably necessary to enable the said conservation order or conservation regulation to be carried out.

(2) Any person who refuses or neglects to carry out or comply with any direction given by the Board under the provisions of subsection (1) shall be guilty of an offence.

Construction
of works by
the Board

18. (1) If the Board decides that such works and measures on any land as are hereinafter mentioned should not be the subject of a conservation order or conservation regulation under section 16 but deems them necessary or desirable for any of the following purposes —

- (a) mitigation or prevention of soil erosion;
- (b) the disposal and control of water including storm water and drainage water;
- (c) the protection of the catchment, source, course, banks or feeders of any stream;
- (d) the prevention or control, whether by firebreaks or by control-burning, of bushfires;
- (e) the prevention of pollution of public water;
- (f) the elimination of tsetse fly or the prevention of the spread of tsetse fly;
- (g) the eradication or prevention of noxious weeds;

it may cause such works to be constructed or measures to be undertaken upon such land:

Provided that the Board shall not decide that any such works shall be constructed or measures undertaken on any land in respect of which an order under section 20 of the Town and Country Planning Act has been published, except after consultation with the local authority named in such order.

(2) Where a local authority has been consulted in accordance

with the proviso to subsection (1), no permission to construct the works or undertake the measures concerning which it has been consulted shall be refused or withheld by it under the Town and Country Planning Act.

(3) No works shall be constructed or measures undertaken under the provisions of this section unless prior notice in writing of the intended works or measures, including a statement of the estimated cost thereof has been given to the owner or occupier of the land concerned and to such other persons as may in the opinion of the Board be adversely affected by such works or measures.

(4) The cost of construction of works or of measures undertaken under the provisions of this section shall be paid from moneys appropriated by Parliament for that purpose:

Provided that the Board may, if it is of the opinion that having regard to all the circumstances it is just that any person having an interest in the land on which the works will be or are being or have been constructed or the measures will be or are being or have been undertaken should contribute towards their cost, notify such person accordingly and in such notification specify the amount to be contributed by the said person.

(5) The amount to be contributed by any person shall, when such person has been notified under the provisions of subsection (4), be a debt due to the State by such person and, until it is discharged, interest shall be paid thereon at such rate as may be prescribed.

(6) Any notice to be given under this section shall be deemed to be sufficiently served on the person to be notified if delivered to him personally by a person nominated by the Board or if sent in a letter by registered post to his last known address, whether within or outside Botswana; if so sent, it shall be deemed, unless the contrary is proved, to have been served at the time at which the letter would be delivered in the ordinary course of the post.

19. (1) If, after paying due regard to all the circumstances the Board considers that such a course is necessary or desirable for the conservation of the agricultural resources of any area and is just and equitable, it may by order prescribe the maximum number and the class of stock which may be kept or pastured, or permitted to be kept or pastured, by any owner or occupier of land within such area specified in such order, or which may be watered at any watering point specified in such order.

Special provisions regarding the control of livestock

(2) Any order issued under subsection (1) shall be known as a stock control order, shall be in writing, and shall be deemed to be sufficiently served on the person to whom it is directed if delivered to him personally by a person nominated by the Board or if sent in a letter by registered post to his last known address,

whether within or outside Botswana; if so sent, it shall be deemed, unless the contrary is proved, to have been served at the time at which the letter would be delivered in the ordinary course of the post. The operation of any stock control order shall be deferred for a reasonable time to be specified in such order if the person to whom it is directed will have to find alternative grazing or dispose of stock in order to comply with the order. A stock control order may relate to any cattle on the land or watered at the watering point to which such order relates regardless of whether some or all of the cattle are the subject of a contract, traditional or not, which prohibits or inhibits the person to whom the order is directed from selling or slaughtering them.

(3) If any owner or occupier wilfully contravenes or fails to comply with a stock control order directed to him he shall be guilty of an offence and, in addition to any penalty that may be imposed on him by any court convicting him, the Board may, after such conviction, order that any stock in excess of the number that may be grazed by him on the land to which the stock control order relates, which number shall have been signified in such order, shall be confiscated:

Provided that no such confiscation order shall be made until the time for appeal from such conviction shall have elapsed or all rights of appeal therefrom shall have been exhausted.

(4) When a confiscation order has been made under subsection (3) the Board may order that the confiscated stock be sold by public auction or disposed of to or through the Botswana Meat Commission.

(5) The proceeds of the sale or disposal of any such stock shall after the deduction of any administrative costs or judicial fines be delivered to the owner.

(6) No action shall lie against the Board in respect of any stock lost, stolen, strayed or which die while under confiscation provided reasonable care has been exercised in looking after such stock.

Conservation
and sub-
ordinate
conservation
committees

20. (1) The Minister may, by notice in the Gazette —

- (a) establish conservation committees and subordinate conservation committees; and
- (b) subject to the provisions of subsection (3) appoint the members of any such committee to such number as he may think fit.

(2) Any notice whereby a conservation committee or subordinate conservation committee is established shall specify the name of the committee and the area over which it shall have jurisdiction, and any notice whereby members of a committee are appointed shall, except in the case of members appointed by the term designating a public office, specify the periods for which they are appointed.

(3) In the case of a conservation committee established with jurisdiction over any tribal area as defined in the Tribal Land Act, 1968, the Minister shall appoint two members of the land board established in respect of such area by that Act to be members of the conservation committee.

(4) The Chairman of a conservation committee or subordinate conservation committee shall be a member thereof who is nominated by the Minister to be Chairman.

(5) Conservation committees and subordinate conservation committees shall meet at intervals of not less than three months at such places and times as may be decided by the Chairman.

(6) The Chairman of a conservation committee or subordinate conservation committee shall have a deliberative vote and in the event of an equality of votes shall also have a casting vote.

(7) A quorum of a conservation committee or subordinate conservation committee shall consist of a simple majority of the members.

(8) In the absence of the Chairman from any meeting of a conservation committee or subordinate conservation committee the members present at such meeting shall elect a Chairman for that particular meeting.

(9) If any member present at a meeting of a conservation committee or subordinate conservation committee has any pecuniary or other interest, direct or indirect, in any matter under discussion, or is the husband, father, grandfather, son, grandson or brother, father-in-law, brother-in-law or son-in-law of any person seeking a grant from the board he shall disclose the fact and, if the Chairman or other member presiding so directs, he shall withdraw from the meeting during such discussion or refrain from discussion of, or voting on, the matter.

(10) The Minister may appoint any public officer, with the consent of the Minister in whose Ministry such officer is employed, to be a temporary member of any conservation committee or subordinate conservation committee if he considers such appointment necessary to enable such committee properly to discharge its functions. No temporary member shall be entitled to vote.

- 21.** (1) The functions of a conservation committee shall be
- (a) to keep under continual review the conservation of agricultural resources within its area of jurisdiction and make recommendations thereon to the Board;
 - (b) to attempt to persuade any owner or occupier of land in its area of jurisdiction to adopt such methods of farming or land use as it may deem necessary for the purpose of conserving soil fertility and protecting agricultural resources;

Functions of
conservation
and sub-
ordinate
conservation
committees

- (c) to assist in giving notice to all owners or occupiers of land who are affected by a conservation order, stock control order or conservation regulation;
 - (d) to recommend to land boards restrictions to be attached to customary grants of land rights and restrictive conditions to be attached to grants of land rights under the common law when it considers such restrictions or restrictive conditions to be in the interest of good husbandry;
 - (e) generally to assist in measures for the preservation, wise use and improvement of agricultural resources within its area of jurisdiction;
 - (f) to stimulate public interest in the conservation of agricultural resources; and
 - (g) to consider, investigate and report upon any matter referred to it by the Minister or by the Board.
- (2) The function of a subordinate conservation committee shall be to perform any functions enumerated in subsection (1) which may be assigned to it by the conservation committee to which, in the notice establishing it, it is subordinated.
- (3) The conservation committee and the subordinate conservation committee shall conduct their proceedings in such manner as may be directed by the Minister or, in the absence of such direction, in such manner as they deem fit.

Powers of
Conservation
and Sub-
ordinate
Conservation
Committees
Entry upon
land

22. A conservation committee and a subordinate conservation committee shall have all powers necessary or convenient for the performance of its functions and duties.

23. (1) In so far as is required in the interests of country planning or in order to secure the development or utilization of property for the purpose of conserving agricultural resources any person authorized by this Act or by the Minister in writing may with such assistants, servants, workmen, animals, vehicles, appliances and instruments as are necessary for the performance of any functions or duties prescribed, or the exercise of any powers conferred, by this Act enter upon any land or premises and do all such acts thereon as are necessary for or incidental to the exercise of the said powers or the performance of the said functions or duties:

Provided that

- (i) no person shall by virtue of this section enter upon any land or into any building or enclosed place thereon (except with the consent of the owner or occupier thereof) without previously giving such owner or occupier at least seven days' notice of his intention to do so;

- (ii) reasonable notice to exercise any of the other powers conferred by this subsection shall be given to the owner or occupier of the land;
- (iii) as little damage and inconvenience as possible shall be caused by the exercise of any of the powers conferred by this subsection.

(2) After any entry upon land made under subsection (1), the Board, in the case of entry made by it, or, in any other case the Minister, shall promptly pay such compensation (if any) as may be adequate for any damage done or detriment caused by action taken under that subsection; and any dispute as to the interest or right of any person claiming an interest in or right over such land, the legality of such entry or acts, or the amount (if any) of compensation to which such person may be entitled by reason of such damage or detriment may, if the amount of compensation claimed does not exceed the jurisdiction of a Subordinate Court of the First Class having jurisdiction in the area where the land is situated, be referred by any party to such dispute to such court, whose decision shall be subject to an appeal to the High Court, and, if the amount claimed does exceed the said jurisdiction, such dispute may be referred to the High Court; and any person aggrieved by any delay in the payment of compensation due to him may apply to the High Court for the purpose of obtaining prompt payment thereof.

PART V. Appeals

- 24.** (1) Any person affected directly or indirectly by — **Appeals to the Minister**
- (a) a conservation order issued under section 16 (1) (a); or
 - (b) an apportionment order made under section 16 (13); or
 - (c) a direction given under section 17 (1); or
 - (d) a stock control order issued under section 19 (1),

may appeal to the Minister within 30 days or such other time as the Minister may allow on the ground that such order or direction is inequitable, unreasonable or unduly harsh.

(2) Any person entitled to notice under section 18 (3) may appeal to the Minister on the ground that the effect, in relation to him, of the intended works or measures will be inequitable, unreasonable or unduly harsh.

(3) Any person receiving a notification in terms of the proviso to section 18 (4) may appeal to the Minister on the ground that the requirement that he should contribute, or contribute to the amount specified, is inequitable, unreasonable or unduly harsh.

(4) On the hearing of any appeal brought under this section the Minister may confirm, vary or set aside any order, direction, decision or proposal the subject of the appeal. Any order, direction, decision or proposal as so varied shall be deemed to be an order, direction, decision or proposal of the Board.

Operation of prohibitions and restrictions pending appeal

25. Any prohibition or restriction contained in any order or direction which is the subject of an appeal under this Part shall, pending the determination of such appeal, be of full force and effect in relation to all persons affected thereby to the extent to which such prohibition or restriction does not require the taking of positive action.

Finality of decision of the Minister

26. Any decision of the Minister shall, save as may be otherwise provided in this Act or in any other law, be final and without appeal.

PART VI. *General*

Charge upon land

27. (1) If any person has under any of the provisions of this Act become indebted to the State in his capacity as owner of any land registered in the Deeds Registry, the Registrar of Deeds shall, at the request of the Permanent Secretary of the Ministry of Agriculture made and given effect to while such person is owner of such land, enter such indebtedness upon the title-deeds to such land as a charge upon such land and the whole amount of such indebtedness shall be recoverable from such person or from any subsequent owner of the land so long as the charge remains registered.

(2) Any charge entered under subsection (1) shall rank prior for all purposes to any charge of later date registered against the title to the land and shall remain registered against the title until the Registrar of Deeds is satisfied that the indebtedness has been discharged in full and that the Minister responsible for finance has consented to the cancellation of the charge.

Regulations

28. The Minister may make regulations for the better carrying out of the objects and purposes of this Act and for giving effect to its principles and provisions, and without prejudice to the generality of the foregoing may make regulations —

- (a) prescribing anything which in terms of this Act is to be or may be prescribed;
- (b) regulating and prescribing the practice and procedure to be followed, the forms to be used and the fees to be paid in connection with proceedings in the Board or appeals before the Board.

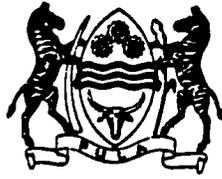
Penalties

29. A person guilty of an offence under this Act shall be liable to a fine of R1,000 and imprisonment for twelve months.

30. Nothing in this Act shall be construed so as to conflict with **Saving** or derogate from any of the provisions of the Water Act, the Mines and Minerals Act, or the Precious Stones Industry (Protection) Act, and the provisions of this Act shall not be taken to apply to any matter or case which the provisions of any of the said Acts are designed to regulate, decide or control. Cap. 34:01
Cap. 66:01
Cap. 66:03

APPENDIX VI

**"National Policy on Tribal Grazing Land:
Government (White) Paper No. 2 (July 1975)"**



REPUBLIC OF BOTSWANA

GOVERNMENT PAPER NO. 2 OF 1975

**NATIONAL POLICY ON TRIBAL
GRAZING LAND**

JULY, 1975
GABORONE, REPUBLIC OF BOTSWANA

PRINTED BY THE GOVERNMENT PRINTER, GABORONE

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PART I : INTRODUCTION

General

1. 'The time has come to tackle a subject about which there has been a lot of talk but not much action - the better use and development of our land. As our human population and the numbers of our cattle and other livestock increase there is a growing danger that grazing will be destroyed by uncontrolled use of communal grazing areas by ever growing numbers of animals. Once grazing has been destroyed it is extremely difficult to get grass re-established. And under our communal grazing system it is in no one individual's interest to limit the number of his animals. If one man takes his cattle off, someone else moves his own cattle in. Unless livestock numbers are somehow tied to specific grazing areas no one has an incentive to control grazing.... We are faced with a situation which demands action.' (Address by the President, Sir Seretse Khama, to the fourteenth Annual Conference of the Botswana Democratic Party at Mahalapye, 28 March 1975.)
2. Proposals are made here for implementing Government policy on grazing land development. This means changing the traditional system of land tenure in the tribal grazing areas. It will change the Botswana way of life; it will affect, directly or indirectly, virtually every Motswana.
3. It is vital that the need for change and the reasoning behind the Government's proposals are fully understood.
4. It is proposed to change only present practices regarding use of grazing land, not the way arable lands are allocated or used.

Background

5. The Government's policy on tribal land development was set forth in Government Paper No. 2 of 1973, National Policy for Rural Development. It is further explained in the National Development Plan 1973-78. The main issues were set out in Government Paper No. 1 of 1972, Rural Development in Botswana and by the consultants R Chambers and D Feldman in their Report on Rural Development (1972). The aims are to stop over-grazing and degradation of the veld; to promote greater equality of incomes in the rural areas; and to allow growth and commercialisation of the livestock industry on a sustained basis.
6. Not much has been done until recently about making the policy a reality. While what should be done was clear, it was hard to decide how it should be done. Mistakes made at the beginning could be hard to correct later on. In particular, there is a need from the start to protect the smaller stockowners and those

who own no cattle. They must be given a chance along with the large owners to benefit from development of the cattle industry.

7. The Government now intends to bring in the new policy for grazing land. There are people who fear what can happen if the old ways of land holding and land use are changed. For example, some fear that the small owners will be forced to move and the rich will come to control all the land. The Government recognizes that these fears exist but is convinced that through careful planning and consultation with the people the dangers can be avoided. Planning will aim to ensure that land development helps the poor and does not make them worse off.

PART II : THE PRESENT SYSTEM AND WHY IT SHOULD BE CHANGED

Present Opportunities

8. The Ministry of Agriculture has developed an improved system of range management. Although it is simple to use it allows us to raise many more cattle on the same amount of land. At the same time favourable beef prices offer tempting profits and higher incomes than ever before.
9. There has been a dramatic response to the favourable beef prices. The cattle population has risen rapidly to nearly two-and-a-half million head, and the BMC has slaughtered and marketed an unprecedented number of animals. Unfortunately, these increases have had two bad effects under the present system.

Range deterioration

10. Increased herds, under the system of uncontrolled grazing, have led to serious overgrazing around villages, surface water sources and boreholes. Overgrazing has led to sheet erosion and bush encroachment which reduces the amount of good grazing. This is worst for the small cattle owners, most of whose herds graze in the village areas.

Wealth and Poverty

11. As a result of the pressure on village grazing areas, richer people are drilling more and more boreholes for cattle posts in sandveld areas which used to be empty. Borehole rights have been granted to any tribesman who can obtain finance. The only control is the rule calling for five miles between boreholes. Under the present system, the wealthier cattle owners secure virtually exclusive rights to the land around their boreholes. More and more grazing land gets taken up by a few large cattle owners. Meanwhile those who own only a few livestock stay where they are in the village areas with little hope of improvement. As the numbers of people and their cattle increase year by year, good grazing becomes scarcer. It therefore becomes more important to ensure that the available grazing is properly used and equitably distributed.
12. Improved systems of management and allocation of land will deal with these problems. One of the bad effects of the present system is that no one, rich or poor, can reap the benefits of improved management. In the communal grazing areas, only basic veterinary care is possible. Even the larger owners with remote cattle posts can do little without fencing. The result is low returns for all.

13. We must alter the old system. If we go on as we are doing now, not only will production and profit per hectare go down every year, but the gap between rich and poor will grow bigger. If we can remove the limitations of the communal grazing system, everyone will benefit.
14. This does not mean that a completely different system should be introduced. There are good aspects of the traditional system which must be preserved. Most important is the right of every tribesman to have as much land as he needs to sustain himself and his family. The grazing land policy will protect this right.
15. The policy will also protect the rights of those who have been granted allocations under the old system. These have been made according to the terms of the Tribal Land Act, as will allocations under the new system.

PART III : THE ALTERNATIVE - IMPROVED GRAZING AND
LIVESTOCK MANAGEMENT, MUCH MORE MONEY,
BETTER DISTRIBUTED TO MORE PEOPLE

16. The aim of the Government's grazing land policy and the proposals outlined in Parts IV and V below is clear. It is to provide cattle owners, large and small, with ways of increasing their farming incomes. To achieve this, better range management is essential.
17. The output and profit from cattle can be more than doubled by using very simple methods of management (rotational grazing, controlled breeding, early weaning, daily watering, bonemeal feeding). Correct stocking rates, and paddocking to permit some rotational grazing, will halt deterioration, allow the grass to improve, and provide standing hay for the dry season. All that is needed is some fencing and some piping of water. Land can carry more cattle if it is fenced and watered than if it is open. Properly run group and individual ranches can carry twice as many head as under uncontrolled grazing. The improved system also provides more incentive and makes it easier to build fire breaks and control veld fires.
18. Improved management, especially fencing, allows land to be used to the full, with the best returns to the farmer. But farmers who have or can get money to invest must have an incentive. Under the traditional system there is no incentive it is in no one person's interest to conserve the grazing in a particular area. It is a free for all. Stockowners should be given complete control over the areas where their animals graze. They will then have an interest in looking after that grazing.
19. The next section describes how the present land allocation system can be changed so that improved management is possible.

PART IV : HOW THE ALTERNATIVE CAN BE ACHIEVED -
BY A NEW SYSTEM OF LAND ALLOCATION

Objectives

20. The basic objectives of changing the present system are:

- a) To make grazing control, better range management and increased productivity possible. The improved management system must start with fenced areas and land over which exclusive rights are recognized. Therefore under certain conditions, groups and individuals must be granted exclusive rights to land.
- b) To safeguard the interests of those who own only a few cattle or none at all.

21. To meet both these aims, Government will encourage Land Boards to divide the tribal grazing areas into three zones - Commercial Farming Areas, Communal Grazing Areas, and Reserved Areas. The terms of tenure and the type of development permitted will be different for each zone.

Commercial Farming Areas

- 22. In these areas, groups and individuals will be given exclusive rights to specific areas of grazing land. A defined number of hectares of land will be allocated, not simply the use of a borehole as is now the case. Ranch development will be encouraged, including fencing and piping of water.
- 23. Leases will be granted in Commercial Farming Areas, and land in these areas will cease to be held in the traditional way. Rents will be payable to the local authorities in return for the exclusive rights given in the lease.
- 24. Proposed rules for allocation and development in Commercial Farming Areas are set out in Part V. These areas are not meant only for the large individual cattle owners. First priority will be to help groups of smaller owners to run commercial ranches. Preference will be given to such groups in making allocations.

Communal Grazing Areas

- 25. In these areas the traditional communal grazing system will not be changed and no rent will be paid. These will be mainly the present communal grazing areas near villages.

26. Although tenure in the communal areas will not be changed, we must find ways to teach people better management and how to solve the problem of overgrazing. Until stocking rates are brought into line with the carrying capacity of the land in all communal areas, it will be impossible for farmers in those areas to make any real progress.

Reserved Areas

27. These areas will be set aside for the future. They are safeguards for the poorer members of the population. Suitably large areas of grazing will be reserved and guaranteed for future use by those who have only a few cattle at present. In addition to reserved grazing areas, land may be reserved for alternative uses such as wildlife, mining and cultivation.

Better Income Distribution

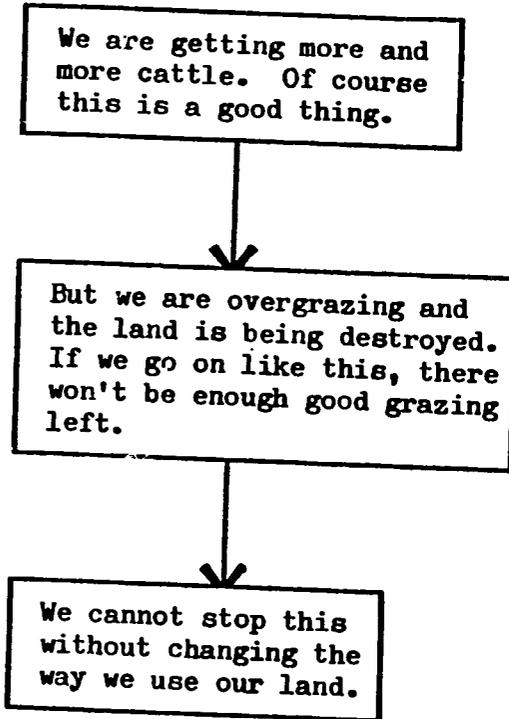
28. Closing the gap between rich and poor depends on the smaller owners having the opportunity, the knowledge and skills to increase their herds. The opportunity will be provided by the rules which will be laid down for allocation and land use. The Ministry of Agriculture's extension services will supply the knowledge and skills. It is also essential that Land Boards should bear the interests of the poorer people constantly in mind, especially when considering how much land should be reserved for future use, when working out ways to help groups of smaller stockowners and in collecting rents to use in developing the communal areas.
29. It is urgent to tackle the problem of overgrazing in the village areas. Stocking rates will be brought into line with the carrying capacity of the land by:
- a) encouraging the larger owners to remove their herds and start commercial ranches, and
 - b) by land boards controlling the amount of stock which may be kept in the communal areas. Mafisa cattle will be counted as belonging to the holder. When the larger herds have gone, small owners will have more opportunity to improve management and increase production.
30. The use of existing and new private dams, wells and boreholes for watering livestock in communal areas will be restricted. Individuals will not be allowed to have private water sources for watering more animals than the maximum laid down by the Land Board. Persons wishing to have a private water source for

watering more animals than the maximum set by the Land Board will be required to seek a commercial allocation. The only exception is that groups or co-operative ranches will be permitted in communal areas whenever there is full agreement within the community. These groups will be encouraged to fence and develop water supplies for their ranches.

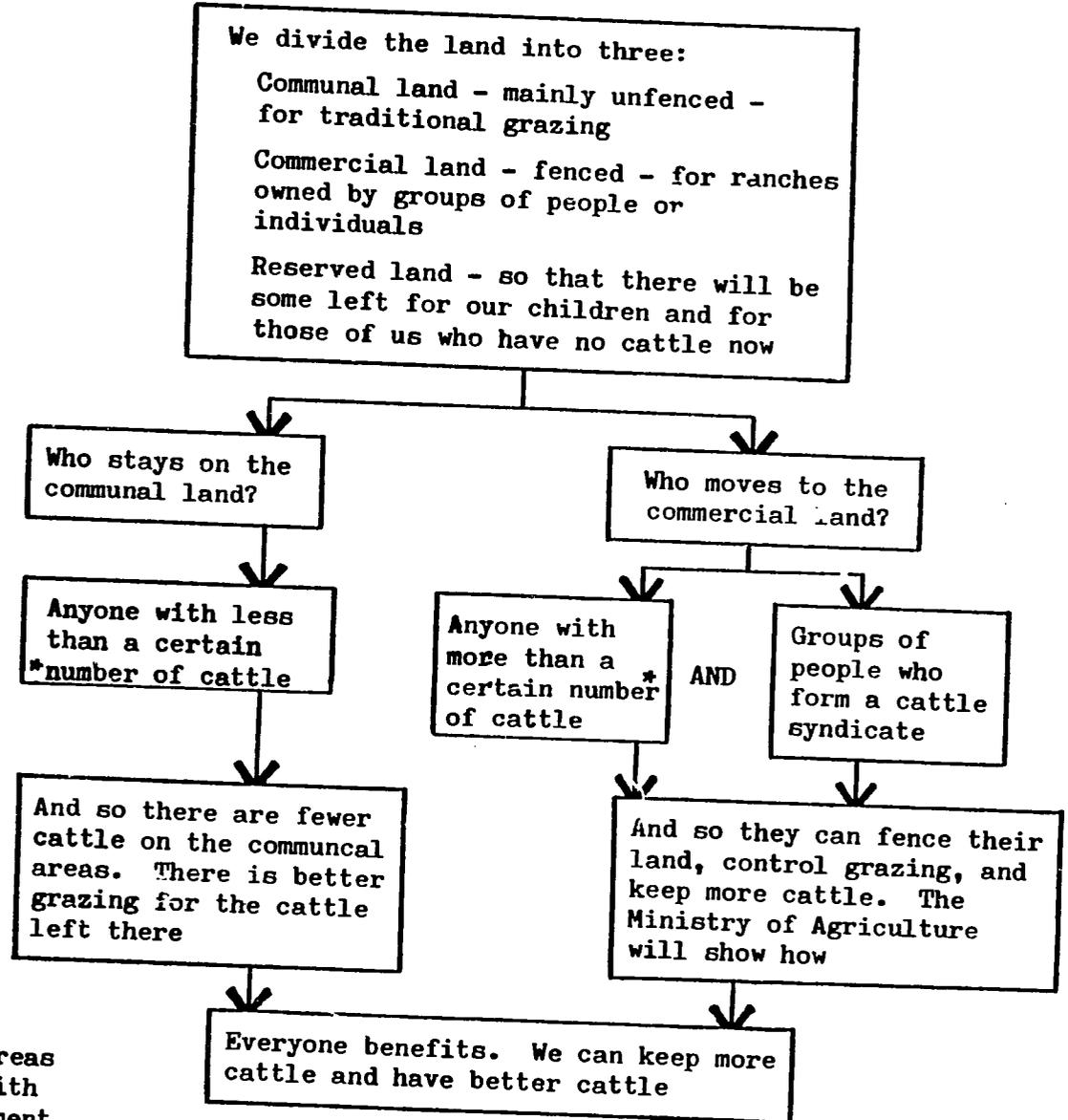
31. Private boreholes used for domestic or arable agriculture purposes will be permitted.
32. The Ministry of Agriculture is working out how best to form groups of small cattle owners. Pilot projects will be set up in different parts of Botswana. People will be told how to copy the successful systems.
33. Figure I provides a summary of the new system of land allocation.

FIGURE I : NATIONAL POLICY FOR TRIBAL GRAZING LAND

WHAT IS HAPPENING NOW



WHAT WILL HAPPEN INSTEAD



* To be determined for the various Land Boards areas by the individual Land Board in consultation with the Ministries of Agriculture and Local Government and Lands.

PART V: THE RULES FOR ZONING, ALLOCATION AND LEASES

Responsibilities

34. Carrying out the policy will be the task of the Tribal Land Boards. This section shows how Land Boards will:
- a) Zone land
 - b) Allocate land within each zone
 - c) Grant leases.
35. Government will guide the Land Boards in the execution of this policy. It will give advice and then allow each Land Board to decide how to implement the policy in the light of conditions existing in its area. Each Land Board area has different characteristics and zoning and allocation policies will differ accordingly.

How Tribal Land will be Zoned

36. Zoning will be the first step. The objectives of zoning are:
- a) To manage the land in the best interest of the people and their descendants.
 - b) To provide security for subsistence farmers with respect to arable land, grazing of draft animals, milk production, and smallstock, now and in future.
 - c) To preserve village grazing areas now under communal use.
 - d) To induce people to move cattle out of overstocked areas.
 - e) To encourage fencing and improved management on existing cattle posts in order to improve offtake and carrying capacity.
 - f) To reserve areas for national purposes, including wildlife, mining etc.
 - g) To reserve areas for future ranching and/or communal use.

37. To achieve these objectives the following RULES will apply:

- a) *Existing areas of communal use will be kept communal.*
- b) *Areas where people already have control of blocks of land, such as sandveld cattleposts, will be classified commercial, unless there is a special reason for including them in communal zones.*
- c) *If communal areas are already overcrowded, they will be made bigger.*

38. A series of practical steps needs to be taken. We must have the facts about the present situation, before deciding how big the commercial areas can be. The steps will be:

- a) Map the actual boundaries of existing grazing and lands areas.
- b) Map all existing and potential water sources and collect other survey data.
- c) Decide which areas are best for different purposes.
- d) Assess potential demands for different categories of land over the next fifty years.
- e) Decide how much land is left for commercial development after taking into account communal, reserved and national needs.

39. An interim policy is needed for allocating grazing. In special cases commercial areas will be allocated in 1975 and 1976, even before public consultation has been completed, and while the main programme is getting under way. This is necessary to avoid bringing new investment in the livestock industry to a halt during the planning period.

How People Will Use the Communal Areas

40. Under the new system the following RULES will apply in the communal areas:

- a) *Each Land Board will say how many livestock units may be kept by one person, family or group on various communal land areas. Those who exceed the maximum allowed should move to commercial farming areas.*

- b) *Permission will continue to be granted for fencing of arable lands.*
- c) *Livestock management groups of small owners will be permitted to fence land allocated to them in communal grazing areas. (In practice 'small owners' will be those who have fewer cattle than the limit fixed by the Land Board for individuals in the communal area).*
- d) *In enforcing the maximum number of cattle which can be kept in a communal area, cattle kept under the mafisa system will be counted as belonging to the holder.*
- e) *New individually-owned private boreholes will not normally be permitted in communal areas, except where an individual requires a borehole for domestic and agricultural purposes and watering a few stock on his lands. In such cases no-one will be permitted to water his stock in excess of the limit laid down by the Land Board. Individually-owned boreholes where owners are watering more stock than the limit laid down will be phased out over time. This will be done by helping such people to move to commercial areas, or by requiring them to form a syndicate or group with other stockowners, where this can be done within the carrying capacity around the borehole.*

How Land will be Allocated in Commercial Areas

41. The objectives of the allocation policy are:

- a) To encourage fencing and improved management on existing cattleposts and to improve offtake and carrying capacity.
- b) To encourage movement out of presently overstocked areas.
- c) To encourage and promote groups of smaller cattle owners to participate in commercial ranching.
- d) To control the amount of tribal land occupied by any one owner.

- e) To encourage resident management.
- f) To allow access to watering facilities for all cattle owners.

42. To achieve these objectives the following RULES will apply:

- a) *Cattle owners in areas zoned for commercial ranching will, over a period of time, have to take out leases over their holdings. All new allocations in commercial areas will be the subject of leases.*
- b) *No borehole permissions will be granted to people who have drilled without Land Board permission.*
- c) *Allocations in commercial areas will only be made to individuals and groups who own a specified minimum number of livestock.*
- d) *Where a group owns enough cattle to get land in a commercial area, it will be given preference over an individual.*
- e) *Where a group or an individual owns enough cattle to get land in a commercial area, preference will be given to those who have not already got one or more commercial leases.*
- f) *Preference in allocating will be given to people from the most heavily overstocked communal areas, subject to paragraph 42 c), d) and e) above.*
- g) *Each Land Board will say how many land holdings and what total area an individual may have, taking into account the total land holding of the individual in all parts of Botswana. This will mean that those who own large numbers of boreholes may have to surrender some.*

- h) *Where persons or groups wish to have more land than the Land Board allows, Government will take positive steps to enable them to secure holdings in freehold and state leasehold areas.*
- i) *No commercial lease will be given over any existing borehole until satisfactory watering arrangements have been made for owners of all stock currently using that borehole if any of them are to be excluded from the commercial lease.*
- j) *A proper legal framework will be devised for groups or syndicates of farmers to enable them to obtain commercial leases.*
- k) *All borehole applications including those already approved but for which boreholes have not been drilled will be reviewed and evaluated in accordance with these rules.*
- l) *If a cattlepost owner is required to move under these rules, compensation will be payable.*

Terms of Leases

- 43. Leases will be granted, as at present, under Section 21 of the Tribal Land Act, as common law leases.
- 44. The objectives of the terms of leases are:
 - a) To give the security of tenure necessary for the taking and granting of loans and for the introduction of improved management systems. Leases must be for a sufficient length of time to allow holders to recover their investments and some profits.
 - b) To retain ownership of land by the Tribal Land Boards.
 - c) To encourage and enforce improved management systems and to avoid destruction of tribal land through overgrazing and erosion.

- d) To avoid speculation in leases and failure to use the leasehold for the purpose intended.
- e) To ensure that local authorities receive a return from those who acquire the privilege of exclusive use of tribal land.

45. To achieve these objectives the following RULES will apply:

- a) *A period of fifty years, after which the lease will be renewable, is generally recommended although circumstances in a particular area may require shorter leases.*
- b) *Leases will be revocable only under clearly defined terms and procedures provided for in law.*
- c) *Rents will be charged and effectively collected.*
- d) *There will be restrictions on the transfer of leases, subject to safeguards for those who have provided loan finance.*
- e) *Leases will be inheritable for the duration of the lease.*
- f) *Subletting, and sub-division of holdings will only be permitted with the approval of the Land Board, which approval will not unreasonably be withheld.*

How the rules will be applied in different areas

46. As stated above, it will be necessary to adapt the proposed rules to the circumstances pertaining in each tribal area. The rules outlined have been determined primarily with the large tribal areas of Ngwato, Kweneng, Ngwaketse, and Tawana in mind. The smaller areas such as the Tati, Kgatleng, Rolong, Maletse, and Tlokweng may find that the demand for land in their areas exceeds the total land available. It will therefore be necessary to be flexible in the application of the rules.

PART VI : STAGES AND TIMING OF IMPLEMENTATION

47. The changes described in this Paper will not happen overnight. Land development, especially if it is to be consistent with social justice, is a very long-term process which will continue not just for years but for decades. What is important now is to make a start.
48. The grazing land development programme may be described as a series of steps:

<u>Step Number</u>	<u>Action to be taken</u>
<u>Preliminaries</u>	
1	Provision of base maps
2	Sand veld survey
3	Village areas survey
4	Ground and surface water survey
<u>Allocation</u>	
5	Zoning of land areas
6	Legislation
7	Allocation of land
8	Lease arrangements
<u>Development</u>	
9	Formation of groups and organisation of communal projects
10	Loan funds and administration
11	Ranch development
12	Marketing arrangements
13	Enforcement and monitoring

Steps 1 to 4 should be taken as soon as possible over the next few years, so that the new system can start on a properly planned basis. Some districts will complete this stage faster than others as they have already done much of the work. Zoning and allocation can begin as soon as the facts are known. The Ministry of Local Government and Lands, in consultation with the Ministry of Agriculture, will examine each Land Board's overall zoning and allocation proposals to ensure that they conform with national planning and policy principles.

49. Although Land Boards will be responsible for carrying out the policy, they are badly in need of more trained staff, technical expertise, and advice. They will be strengthened as quickly as possible, but will need a lot of help from Government in the early stages.

50. As indicated in paragraph 39, the first areas for commercial development will be identified quickly, to allow a start to be made on removing some of the larger herds from the communal village grazing areas and to allow those who acquire commercial allocations to begin developing their ranches.
51. It will take at least two years to plan and raise money, to give loans, and to put in boreholes, water reticulation, fencing and extension support in the commercial areas. A planning team will prepare this project. In the meantime, while the public is being informed and consulted about the policy, local authorities and field staff will press on with making proposals for such ranch development as is possible and desirable in 1975 and 1976 with the money and manpower already available. Some livestock owners will be able to develop commercial ranches with minimal assistance and their efforts will be guided to fit in with the overall policy.
52. There are a number of issues and implications which arise from this programme which will be further studied and dealt with. These are the availability of public transport, water equipment and fencing materials, the requirements for roads, borehole maintenance, physical and social infrastructure and the implications for settlement patterns of the future. The implications of this programme for freehold and state land policy must be considered.
53. It will be necessary to monitor and evaluate the changes in land use under this policy, and their effects, from the outset. The key matters to be considered are:
 - a) The changing size and distribution of land holdings under the policy.
 - b) The effects of the policy on the ecology in communal and commercial grazing areas.
 - c) The efficiency of the process of allocating land by Land Boards.
 - d) The effects of the policy on rural incomes.
 - e) The state of public opinion and the effectiveness of public consultation about the programme.
 - f) The efficiency of group and co-operative ranch development in both communal and commercial areas.

PART VII : PUBLIC CONSULTATION ABOUT THE NATIONAL
POLICY ON TRIBAL GRAZING LAND

54. As was emphasized at the beginning of this Paper it is vital that the public be informed of the need for change and the reasoning behind the Government's proposals. The implications, consequences, costs and benefits - from the point of view of the livestock owner and the villager - must be sufficiently clear for general public understanding. It is most important that the dangers of misunderstanding be recognised and avoided.
55. Therefore, before implementation begins the Government will mount a nation - wide public discussion of the programme and the issues involved. People at every level will be fully informed and consulted before the process of change is set in motion.
56. The purpose of the public information campaign must be made quite clear. It is not intended to steamroller public opinion. Most members of the public know nothing about land development policy. We have now reached the stage of deciding how to implement grazing land policy, provided it receives widespread public support. But more than explanation is involved. Government wants to encourage wide public discussion of the policy. And so the first aim of the public information programme is to provide information on the policy. But it has three other aims as well: to stimulate public discussion; to provide information to Land Boards, District Councils, and Central Government on how people feel the policy should be implemented locally; and to start a long process of helping people to know how they can benefit from the policy by, for example, forming groups or syndicates of small cattle owners. Thus the programme of information and consultation will encourage comments, ideas and reactions from the districts, in order to make implementation as smooth as possible.
57. Parliamentary Debate will be followed up immediately by a programme of radio talks and public speeches by Ministers at Council and Kgotla meetings. A multi-media consultation programme, based on this Government Paper, will be launched. It will use radio programmes, with printed materials, and will be co-ordinated with the work of extension and other field staff. Councils, District Development Committees and VDCs will be asked to encourage public discussion, and take note of it, as part of this programme. Extension staff will help to organise the systematic feedback of public reactions to the programme.
58. Having obtained the views of the public in the ways described above, the Government will take appropriate action to give effect to these views. If necessary, it will revise the policy set out in this paper and present for Parliamentary approval the changes brought about by the process of consulting the people.

APPENDIX VII

"Tribal Grazing Land Policy:
1981 Program Review"

TRIBAL GRAZING LAND POLICY

1981 PROGRAMME REVIEW

Rural Sociology Unit (TGLP Monitoring)
Ministry of Agriculture
March, 1982

I. Introduction

Botswana's National Policy on Tribal Grazing Land (TGLP), initiated in July, 1975, is a major rural development and land reform programme aimed at increasing livestock production, stopping overgrazing, and reducing the income gap between rich and poor. For the past six years the Government has been involved in implementing this policy. This effort has consisted of a number of phases. First a land use survey and zoning exercise was undertaken in which the tribal land (71% of the country) was divided into zones. Second, a large-scale consultation programme was conducted, which consisted of (a) Government and district-level meetings with officials and civil servants, (b) public kgotla meetings all over the country, and (c) a massive radio campaign in which over 3,200 radio listening groups participated. Third, areas which were zoned for commercial ranching were demarcated in six districts and many of these ranches have been allocated to individuals and small groups. The purpose of this review is to chart the progress of TGLP implementation through the 1981 calendar year. In doing so, an attempt will be made to assess some of the major issues which have come up as the policy has been put into effect.

II. Background to TGLP Implementation

There has not been a major address on the TGLP since a speech over Radio Botswana by the Minister of Local Government and Lands, the Hon. L. Makgekgenene, in June, 1977. A number of programme reviews for information purposes have been circulated among Central and district-level Government officials since that time. The dates and titles of these reviews are as follows:

Programme Review No. 1 of 1978	March, 1978	(MFDP)
Programme Review No. 2 of 1978	21 July, 1978	(MFDP)
Programme Review No. 3 of 1978	15 November, 1978	(MFDP)
Programme Review No. 1 of 1979	31 May, 1979	(MFDP)
Programme Review No. 2 of 1979	6 December, 1979	(MLGL)
Programme Review No. 1 of 1980	31 March, 1980	(MLGL)

A number of significant changes in the tenets of the TGLP have occurred in the period between 1975 and 1981. It is necessary, therefore, to sketch out the original objectives of the policy so that the present-day situation can be compared to that which prevailed in 1975.

The TGLP was conceived as an answer to a number of serious problems facing Botswana: severe overgrazing, a skewed distribution of water source ownership, increasing disparities in rural incomes, low levels of productivity in traditional systems of livestock production, and the nature of the land tenure system. The TGLP White

Paper held that under the communal system of land tenure, there was no incentive to conserve the range. Research results from the Ministry of Agriculture had indicated that fencing and water reticulation could greatly increase production. It was suggested that granting of exclusive rights over blocks of land, which could then be fenced, was the key to increasing production and enhancing social equity.

Strategies for implementation of a land reform programme were laid out in the White Paper (No. 2 of 1975). A zoning exercise was to be carried out in which the land would be divided into three categories: commercial, in which blocks of land would be granted under leasehold tenure to individuals and groups, communal, where the land tenure would remain the same but where stock limitations would be imposed, and reserved, which would be set aside for future use "by the poorer members of the population". It was stated that decisions on commercialization of land were to be made after communal, national and reserve land needs were met. Zoning maps were to be made for each district. The purpose behind the policy was to encourage large cattle owners to move out of the communal areas onto commercial ranches, thus alleviating stocking rates and grazing pressure in the communal areas. Smaller cattle owners in the communal areas were to be required to keep livestock numbers below certain limits set by Land Boards. Livestock management groups would be allowed to fence land allocated to them in the communal areas. In the commercial areas, fencing would be encouraged, as would group ranching. Rents were to be charged. In addition, the amount of land occupied by any one owner was to be controlled, and resident management was to be encouraged.

The period between 1975 and 1979 saw a great deal of effort put into the TGLP consultation, land use and population surveys in grazing areas, drawing up of a lease for the TGLP ranches, and establishment of a procedure for allocation of ranches as well as adjudication of rights. Once the ranches have been demarcated by the Division of Land Utilization in the Ministry of Agriculture, the ranches are advertised. The Land Board then holds allocation hearings which are supposed to be well-publicized. It is at these hearings where people who reside or have other interests in a commercial area are supposed to put forth their claims as part of the adjudication procedure. Once the claims have been heard, the Land Board decides on their validity. If there are too many claims to a specific area, the ranch is de-zoned and turned back into communal land. If on the other hand it is felt that the person requesting the ranch has strong claims to an area (for example, if he or she already has a water source on the ranch), then other claims are extinguished and the ranch is allocated to that person. In the case of ranches which have no prior claims, the Land Board must decide among competing applicants, and the Ministry of Agriculture has provided guidelines for allocation criteria to be applied. Such procedures are unnecessary in the communal areas, since there are no plans at present to turn land there into private leasehold.

The 1975-1981 period has seen some significant changes in the TGLP. First, most of the focus has been on the commercial areas. No land has been zoned as reserved. Population and land use surveys have revealed that most of the potential ranches already have existing claims. The rents have been set at sub-economic levels, 4 thebe per hectare or P256.00 for a 6,400 hectare (64 km², 5 mi²) ranch. There will be no stock limitations whatsoever. The idea of attaching appendices to the lease which would be designed to protect residents or to impose stock limitations or requirements on the lessee (such

as firebreak construction) has been ruled illegal by the Attorney General's Chambers. Compensation issues remain unresolved. The 1980-81 period has seen most if not all of these subjects come to the fore. The balance of this review will focus specifically on aspects of TGLP implementation.

III. Current Status of Zoning and Land Use Planning

The TGLP White Paper recommends that there be a division of the tribal land into three zones: (1) commercial, (2) communal, and (3) reserved areas. In the White Paper it was stated that land for commercial development would be taken into consideration after communal, reserved, and national needs were met (Paragraph 38e). As it has worked out, commercial ranch zoning and planning has become the major focus of TGLP, at least up until the 1980-81 period. A rough breakdown of the district zoning categories is as follows:

Table 1: Zoning categories in Botswana (shown in km²)

District Name	District Size	Commercial Land	Communal Land	Reserved Land
Central	147,730	14,790	57,300	-
Ghanzi	117,910	4,900	20,400	-
Ngwaketse	28,470	14,400	8,200	-
Kgalagadi	106,940	4,564	25,500	-
Kweneng	35,890	6,800	21,283	-
Kgatleng	7,960	1,170?	6,500	-
North West	109,130	5,640	31,844	-
North East	5,120	-	2,400	-
South East	1,780	-	1,150	-
Chobe	20,800	-	?	-

It can be seen from Table 1 that six and possibly seven districts have zoned areas commercial. The total for the six districts with definite commercial areas is 50,914 km² (approximately 8.75% of the total surface area of the country). The total communal area is 173,427 km² (approximately 29.8% of the total surface area). Virtually no land has been set aside as reserved in the country, in spite of the fact that these regions were supposed, according to the TGLP White Paper, to be the "safeguards for the poorer members of the population". The balance of the land in Botswana consists of the following categories: national parks, game reserves, freehold farms, Wildlife Management Areas, Government ranches, investigation areas, and unzoned areas. Central and North West Districts both have large areas of unzoned land which could potentially be turned into commercial ranches. In the entire country there may be as much as 20-25% of the surface area which has yet to be zoned. Thus, the zoning process is by no means complete in Botswana. The districts are reluctant to do further zoning in the present investigation and unzoned areas until such time as adequate, water, population, and land use surveys have been undertaken.

As has been mentioned, the districts have, with the exception of Central, all submitted written land use plans to the Land Development Committee and Cabinet, plans which were approved in 1977. During 1981 it became increasingly evident that some of the land use plans were in need of major revisions. Ngwaketse District, for example, undertook a major re-zoning and new land use planning effort

and attempted to reduce the amount of land zoned commercial from approximately 63% of the district to approximately 40% of the district. The Ngwaketse District Council, however, has not approved this new plan. Kgalagadi District, on the other hand, has attempted to increase the amount of land zoned commercial. In a letter to the Ministry of Local Government and Lands (Ref. KLB 1/5 II (85), 2 June 1981) the Land Board requested that the Ministry consider planning an additional 20 ranches in northern Kgalagadi District, where 10 ranches were already demarcated. Plans are also afoot to add an additional 20 ranches in the Tsabong area. It has been recommended that perhaps some ranches could be planned along the Namibian border as a means of alleviating the pressure for additional ranches in the district.

In the North West District, an area south of Lake Ngami and west of the Mainveld has been designated as a Second Commercial Development Area (SDA). The present (1977) land use plan shows this zone as an "Investigation Area". This move is indicative of a number of district efforts, which have not only provided for First Development Areas (FDAs) but also SDAs and TDAs. At least one district is even considering a Fourth Development Area (FoDA).

An assessment of the zoning situation reveals that new zoning categories have been added since 1975. The most important of these is the Wildlife Management Area (WMA), areas where wildlife utilization schemes will be encouraged and where livestock and water source expansion will be limited. Ngamiland has gone the furthest in getting areas designated as WMAs, but other districts are proceeding to plan these areas as well, notably Chobe, Kweneng, Ngwaketse, Ghanzi and Kgalagadi. Another new zoning category is the "Investigation Area". Communal reserved areas have been established temporarily in Kweneng and Central Districts.

In an important report on the TGLP, Sandford ("Keeping an Eye on TGLP", NIR, 1980) has called for a re-assessment of the zoning process. **It is now apparent** that the zoning procedures are unclear, and the TGLP Guidelines (issued by MLGL in 1979) are not specific enough to give the Land Boards direction. It is clear that zoning and land use planning in the districts is proceeding, but that efforts need to be made to consult with districts on procedures for zoning. The Land Development Committee has attempted to come to grips with some of the zoning problems and now has the districts reporting on zoning progress twice a year at its meetings. The 1981 calendar year saw a major shift in zoning, with more emphasis on detailed land use plans, efforts to change some of the 1977 land use plans, and a greater focus on land use planning in communal areas (see below, "Communal Area Development").

IV. Demarcation of Ranches in Commercial Areas

Demarcation is the physical process whereby ranches are marked out on the ground. There are a number of ways this can be done, such as cadastral survey (a highly accurate procedure), dropping markers from airplanes, or using an instrument known as a Sperry Navigator which is mounted in a Land Rover. The Division of Land Utilization in the Ministry of Agriculture has been responsible for the ranch demarcation under the TGLP. The demarcation proceeded relatively quickly through 1980. By 1981, however, technical difficulties began to plague the demarcation teams. The initial policy was that only corner points of the ranches would be demarcated; this procedure, however, has proved to be insufficient, and

some of the farmers asked that mid-boundary points be demarcated by DLU.

As of the end of 1981, the following ranches had been demarcated:

Southern: 43 ranches	Ghanzi: 10 ranches
Central: 12 "	Kweneng: 122 "
North West: 72 "	TOTAL: 302 ranches
Kgalagadi: 43 "	

It can be seen that over 300 ranches have been demarcated thus far in Botswana in the TGLP commercial areas. Work has yet to begin in the Second (Sandveld) Development Area of Central District and in the Third Development Area (north of the Ghanzi-Lobatse road) of Ngwaketse District.

The re-demarcation has been the process which has slowed the programme down in 1981. Lepasha was finally finished toward the end of the year, but was slowed substantially because of muddy conditions. Breakdowns of the Land Rovers and technical problems with the Sperry Navigation equipment has caused further delays. The most difficult situation facing DLU is the Hainaveld, where only 25 (of 72) ranches had had mid-boundary points placed by the end of 1981.

There have been problems with finding the boundary beacons, in part because of thick bush. It has been suggested that labour-intensive development projects be attempted in the commercial areas, using local people to cut bush in the area around the beacons. The slowness of the demarcation and subsequent allocations of ranches has led to time elapsing between the initial boundary marking and the attempt to find the boundary point by the Land Board or the potential lessee. As a result, farmers have been unwilling to sign their leases until such time as (a) they are shown the boundary points and/or (b) they have mid-boundary points. Thus, the slowness of lease-signing is in part a result of the problems in the demarcation programme.

The DLU makes a valid point when they note that the demarcation is far ahead of the ranch allocation. Secondly, as DLU points out, some of the ranches are dezoned after the demarcation, meaning that they have wasted their efforts for those ranches. Thirdly, many of the commercial ranch areas had mid-boundary points placed during the original demarcation (e.g. Ghanzi's FDA). It may be advisable not to push the demarcation process so fast, DLU contends. Some other recommendations are as follows: (a) witnesses should be included on the demarcation teams so they will know where the boundary beacons are; (b) the rate of demarcation should depend on the demand for the ranches and the speed of allocation and leasing, (c) the Department of Surveys and Lands should become involved in the demarcation process. It might be noted here that Surveys and Lands has always contended that their expertise is in mapping and surveying, not demarcation. They have agreed to participate in the borehole mapping exercise in western Central District but so far have resisted attempts to bring them in to the demarcation process.

V. Advertising of TGLP Ranches

TGLP ranches are advertised in a number of ways: posters, ads in the Daily News, and radio spots. The Land Board assists in making the announcements and holds allocation hearings at a place near the advertised ranches. The breakdown of the ranches advertised for allocation

thus far is as follows:

Ngwaketse - FDA	15	Note: the Kweneng SDA ranches were advertised for allocation but were withdrawn in early 1981 because of local complains about the area being too close to communal lands.
2nd alloc. FDA	22	
CDC Group R's	3	
Central FDA	12	
Kgalagadi (Tshane)	10	
Kweneng W. FDA	17	TOTALS: 171 ranches advertised, 14 withdrawn after advertisement.
SDA	14*	
North West FDA	72	
Ghanzi FDA	6	

Advertising of other ranches in Botswana are being contemplated, specifically additional ranches in Ngwaketse, Central, and Kgalagadi Districts.

VI. Allocation of TGLP Ranches

Approximately 40% of the ranches which have been demarcated have actually been allocated to individuals or small groups of farmers. In general, the allocations have gone relatively quickly, but it is now thought advisable to advertise only a few ranches (approximately 5-8) at a time, thus reducing the work load on the Land Boards. In addition, if smaller blocks of ranches are advertised, more detailed planning can be done, and population surveys at the time of demarcation can be more precise. The smaller number of allocations each time would facilitate proper consultation and adjudication in the affected area. Allocations of TGLP ranches are as follows:

Ngwaketse FDA	15	TOTAL: 124 ranches allocated.
CDC group ranches	3	Notes: Some of the allocated ranches have had compensation problems notably in Kweneng and Central Districts. In some cases, the allocations have been held up because of compensation issues.
Ngwaketse 2nd Allocation Area	5	
Central FDA	12	
Kgalagadi (Tshane)	8	
Kweneng FDA	14	
North West FDA	66	
Ghanzi FDA	6	

Several points should be made about the allocations of TGLP Ranches. In 1980 (May) there was a request published in the Government Gazette for a Commission of Inquiry into the Allocation of the Ngwaketse FDA Ranches. This commission was carried out and reported on in June, 1980. It was found that a number of ranchers did not qualify for the ranches which they had been allocated, and that some false statements had been made on TGLP lease application forms. The Report on this Commission of Inquiry was published by the Ministry of Local Government and Lands in December, 1981. While no recommendations were actually made by the Commission, the Government ruled that the allocations would stand and that the decisions would not be accepted. Cabinet did consider the TGLP policy issues arising from the Inquiry and a Presidential Directive was issued in late January, 1981 which directed the Ministry of Local Government and Lands to come up with refined Guidelines which would then be turned into Directives. It also requested the ministry of agriculture to come up with allocation criteria for Land Boards on which they could base decisions as to who qualified for a TGLP ranch. Work has been progressing on the Guidelines, and the Allocation Criteria were submitted to the Land Development Committee in June, 1981 by the Ministry of Agriculture. These were accepted and sent out to Land Boards.

A major problem with TGLP ranch allocation has been the fact that nearly all of the areas zoned commercial already contain substantial numbers of boreholes. As an example, of the 95 possible ranches in all the commercial areas of Ngwaketse District, only 20 do not have pre-existing rights on them. In the FDA of Central (Lepasha region) 12 of 12 ranches had pre-existing boreholes. In Mainaveld of North West District, at least 35 boreholes had already been drilled. In the western part of Central District, boreholes by the dozens have been allocated since 1978 when the water point and land use survey was completed there. The problem with pre-existing allocations or water rights is that the TGLP ranches are held de facto already, and there will be little movement out of the communal areas as a result.

The Land Development Committee appointed a sub-committee in 1981 to deal with this problem. The question of the borehole freeze was discussed at length. Declared in 1974 as a result of a Presidential Directive, it was believed by some Land Boards that MLGL had relaxed the freeze. A number of Land Boards, notably Central and Ngwaketse, had gone ahead and allocated additional water rights, many of them in or adjacent to TGLP commercial areas. The Water Points Allocation Sub-committee recommended that all allocations in commercial areas be stopped; it also recommended that the MOA allocation criteria be applied for assessment of potential water right holders. It is clear that a detailed borehole and allocation evaluation exercise is necessary in a number of commercial areas. No final decisions have yet been made about what to do concerning the borehole freeze, but the LDC suggests that it should be re-imposed, at least in areas zoned commercial, so that the ranch allocation problems that faced the Ngwaketse Land Board do not crop up in other places.

VII. Leasing of TGLP Ranches

Lease signing has been one of the slowest aspects of TGLP, in part because a number of important policy issues remain unresolved. Thus far, a total of 54 ranches have been leased to individuals, small groups, and AMAs (Agricultural Management Associations). The lease signing is important, because until such time as it is done (and also signed by the minister of Local Government and Lands), loans cannot be approved and developments will not be able to be started. The breakdown of the present leasing situation in TGLP areas is as follows:

Ngwaketse FDA	10	TOTALS: 54 leases have been signed, and nearly all of these (with the possible exception of some from the Mainaveld) have been validated by the Minister of Local Government and Lands.
Central FDA	7	
Kgalagadi (Tshane)	6	
Kweneng FDA	8	
North West	14	
Ghanzi FDA	6	
CDC Group	3	
Ranches		
(Ngwaketse)		

The lease took a long time to be drafted, going through at least six major revisions and several minor ones. It was proposed by some of the Land Boards that since the lease documents themselves had few requirements, the Land Boards should be allowed to attach appendices (e.g. a firebreak clause, a stock limitation clause, and a rights for ranch residents clause). This strategy was overruled by the Attorney

General in 1979. The only requirements on the lessee at present is that he or she farm the land in accordance with the principles of good husbandry. There was a three-year grace period put on payment of rents for the ranches, so no farmers will be putting money into the communal areas directly but instead will be using their funds for making ranch improvements (firebreaks, water development, and so on).

A problem came up toward the end of 1981 with regard to the TGLP lease and the ranch demarcation. Surveys and Lands decided that the maps made by the Land Utilization survey team were inadequate and thus the lease could not be registered with the Registrar of Deeds. The problem here is that without registration, the National Development Bank (NDB) is not allowed to give out loans for ranch development. In fact, some ranch loans had already been made to ranchers in Ngwaketse District, but these were NDB loans and not loans under the agricultural credit component of the Second Livestock Development Project (Livestock II). As of the end of 1981, the issue of the mortgagability of the lease had still not been solved. There was still a question whether the farmers would have to pay for a professional team of surveyors to do a cadastral survey of the ranch before it could be registered and prior to the time that they could get a loan for ranch development.

VIII. Ranch Development and Ranch Management

The Ministry of Agriculture's Ranch Extension Service (in the Division of Animal Production) is providing information to farmers to assist in ranch development. A cadre of Ranch Extension Officers (REO's) has been established, with one based in each agricultural region of the country. The work is coordinated by the Ranch Extension Coordinator. Work is ongoing within the unit to assess the impacts of different feeding regimes (supplements) on livestock in the Nata Ranches. In cooperation with ILCA (the International Livestock Centre for Africa), the Ranch Extension Service is involved in a ranch monitoring programme. Training of ranch managers is done at the Ranch Management Training Center, based at Ramatlabama in southern Botswana. Thus far, two classes have graduated, providing ranchers with trained personnel numbering approximately 40 individuals. Many of these managers are already on site.

The Livestock Evaluation Unit, Ramatlabama (Carl Bo International) completed a major study of livestock management in both commercial and communal areas. Their final report was presented to Government at a meeting on 6 October, 1981. A variety of recommendations are made concerning livestock management and research in Botswana. The monitoring programme begun by the LEU is being carried on under the auspices of the Farm Management Economist, Division of Planning in Statistics. This information, combined with that obtained from the Rural Sociology Unit monitoring of the TGLP and the work of the Ranch Extension Service and the Animal Production Research Unit (APRU), should provide Botswana with a clearer picture of the dynamics of commercial ranches.

IX. Second Livestock Development Project (Livestock II)

The Second Livestock Project, funded by the World Bank, is the major financial support for implementation of the TGLP. Components of the Livestock II project include (1) an agricultural credit division being established in the National Development Bank, along with funding for ranch loans, (2) a communal grazing cell and control cell programme, carried out under the auspices of APRU (MOA), (3) trek routes,

(4) railway sidings, (5) Agricultural Management Association Credit Schemes, (6) overhead for the Livestock Project Coordinating Unit (LPCU), based in MOA, (7) research funding, and (8) contingencies.

Overall, the progress of LP II has been about the same as the Tribal Grazing Land Policy. Ranch loans, for example, cannot be given until such time as leases are signed. The Agricultural Credit Division of MDE has been a successful venture, and it is now involved in credit schemes in arable agriculture as well as ranches. Trek routes have had some difficulties, in part because of land pressures in the various districts. Also, in some cases the trek route boreholes have been turned into cattle posts. Some policy issues which have arisen with respect to trek routes include (a) physical demarcation of trek routes, (b) gazettment of trek routes, (c) prevention of misuse of trek route boreholes and grazing on the routes, and (d) construction of holding facilities (e.g. night kraals) on the trek routes. Land Boards have in some cases been reluctant to provide as much land as the trek route officers feel that they require. An attempt was made to come up with a major policy paper on Trek Routes in 1981, but thus far this paper has not been put into Cabinet Information Note or Cab Memo form for submission to Cabinet.

The communal grazing cell component has not worked out as well as had been hoped. Only one grazing cell, at Ntimbale in North East District, has been established as of the end of 1981. Also, only one control cell has been established (at Makhi II west of Serowe in Central District). No loans have been made under the AMA credit scheme. The railway sidings have been built, and the Livestock Project Coordinating Unit (LPCU) is functioning well, though there are staffing shortages. Little money has been used for research under LP II, but it is hoped that an income distribution study can be carried out, as per the agreement between the World Bank and GOB. It now appears that considerable sums of money will remain unspent by the time the loan agreement is up in June, 1983. Suggestions have been made to the World Bank as to how some of those funds might be used, but no final decisions have been taken as of the end of 1981.

X. TGLP Issues Raised During Implementation

A number of issues have been raised during the course of TGLP implementation. Each of these will be dealt with briefly.

(a) Population Surveys: It has been found that some of the initial population surveys of TGLP areas were inadequate. People in Kweneng, for example, complained of infringement on their communal rights. In Kgagalagadi (Werda/Makopong) the survey covered only 4 of 26 ranches and thus had to be redone. In western Central District, no surveys have been done in the newly designated ranching blocks, though past surveys have been relatively detailed. It is apparent that clearer guidelines are needed on TGLP population surveys. The kinds of data to be gathered, the personnel involved in the survey, and the methods to be used are all in need of refinement.

(b) Compensation: It has been found that rather than being empty, many of the TGLP ranches have existing populations on them, some with substantial numbers of livestock. Who is to compensate these people? Cabinet directed that MLGL come up with compensation guidelines; as of the end of 1981 a draft compensation paper was available. No final decisions have been made on (a) who is to be compensated, (b) what form the compensation is to take (cash, in kind), (c) what the compensation should be for, or (d) who is to pay the compensation.

(b) (cont'd.) Thus far, compensation issues have arisen in Kweneng and Central's FDAs. One man in Central has refused to pay the compensation, saying Government should do it. The general practice (for example, in Ngwaketse District) is to dezone the ranch so that compensation issues do not arise. Ranches have been dezoned in Kweneng, Ngwaketse, and Kgalegadi Districts. Further work on compensation is needed. A major issue has to do with the rights of non-stockholders. The general sentiment is that they should receive compensation in the form of land as well as cash (an in kind type of compensation, in other words) as their very existence would be threatened by the establishment of ranches and reduction of their subsistence ranges (some of which can be as large as 4,000 km²).

(c) Communal Service Centers: The establishment of social services and places for production activities in areas where there are commercial ranches has become established practice. Thus far, Communal Service Centers have been placed in the following areas:

1. Thankana (Southern District). size: ca. 6,400 ha.
2. Lepasha (Central District). size: ca. 13,000 ha.
3. Mmaletswai (Central District). size: ca. 19,200 ha.
4. Diphuduhudu (Kweneng District) size: ca. 45,000 ha.
5. Ranch 52 (North West District) size: ca. 4,900 ha.

The average project memo amount for these places is P38,945 (range: P18,465-P66,000) (note: this does not include the project memo for Ranch No. 52, which has yet to be decided upon by MLGL). These Communal Service Centers are funded under LG 31, Implementation of Land Use Plans. It should be noted that already there have been some severe problems with these areas. In Thankana there is general dissatisfaction with the area allotted them, and there have been cases of cattle theft and violence on nearby TGLP ranches. There is a great deal of dissatisfaction being expressed, too, at Lepasha, where people feel that they have been forcibly evicted from the ranches. It is clear that better planning is necessary for these service centers. Special emphasis must be placed on production programmes, such as arable agriculture and pastoralism, as well as rural industries. The service centers should also be large enough to accommodate present populations and some land must be available for future growth.

(d) Consultation: There has not been a major attempt to consult with the public about TGLP since 1977. Many people are unaware of the changes that have occurred in the programme over the 1975-81 period. The dropping of stock limitations and the dropping of the one man-one ranch rule, for example, will be welcome news to some Batswana. On the other hand, the low rents, and the lack of requirements to be placed on the lessees, not to mention the inability to move large cattle owners out of communal areas into commercial ranches, may have a negative impact on public opinion. It is clear, nevertheless, that some attempt must be made by Government to consult the people about the present status of TGLP.

XI. TGLP and Communal Area Development

Perhaps the most significant change in TGLP in the 1981 period was a Government decision to place more emphasis on the communal areas of the country, where the majority of the people reside and most of the cattle are kept. The Rural Development Council, at a meeting on 13 November, 1980, accepted a proposal by the Ministry of Agriculture that there be more emphasis on communal areas. One way of doing this, it was decided, would be to have Communal First Development Areas

(CFDAs) in each district. This way there could be programmes and projects "tried and tested" in these regions, for replication in other areas. This does not mean that development efforts in other parts of the districts would cease; rather, it means that there would be an attempt to integrate the efforts of the different Ministries and departments, so that production was increased and incomes and employment expanded. This decision was endorsed by the Districts at the 8th National District Development Conference (NDDC) in December, 1980. A Working Group was established, consisting of representatives from Agriculture, Commerce and Industry, Finance, and Local Government and Lands. Papers have been produced by the Working Group which have been circulated at Central Government and District level. Visits have been made to nearly all the districts.

Thus far, seven districts have plans for CFDAs as part of their overall rural development strategies (which also include rural industries development, agricultural projects such as ALDEP and SLOCA -- Arable Lands Development Programme and Services to Livestock Owners in Communal Areas, AG 09 and AG 15 respectively). Four of these Districts have come up with detailed land use and development plans for their CFDAs. These districts and areas are as follows:

Table 2: Communal First Development Areas in Botswana

District	CFDA Name	Major Villages	Size of Area
Ngamiland	Western Ngamiland	Gomarc, Etsha, Nokaneng, Habu	4,500 km ²
Ngwaketse	Pitsane - Phitshane Molopo Corridor	Pitsane, Kgoro, Good Hope, Metlojane, Sedibeng, Phitshane-Molopo, Sedibeng, etc.	340 km ²
Ghanzi	Hanahai	West Hanahai (Xu), East Hanahai	400 km ² each
Kgalagadi	Matsheng	Tshane, Lehututu, Hukuntsi, Lokgwabe	5,800 km ²

Consultancies have been done in some of these areas, and the Applied Research Unit (MLGL) and Rural Sociology Unit (MOA) have been involved in survey work there. Development plans include water facilities, trek routes, drift fences, molapo (wetland) agricultural development, small stock programmes, and a host of other efforts.

The CFDAs are by no means the only areas within the communal zone of Botswana that are receiving attention. In many parts of the country, particularly in Central and Southern Districts, drift fences have been constructed to separate arable and grazing lands. Groups have formed to do this, with the assistance of the Group Development Officers in the CAMA (Agricultural Management Associations) section of the Ministry of Agriculture. Groups have also been formed to carry out specific projects such as construction of spray races and building of dip tanks. Many projects have been initiated under AE 10 (Agricultural Small Projects Fund). Extension advice is being made available for group formation and for production projects by Group Development Officers, Agricultural Demonstrators, Agricultural Extension Assistants, and a host of other extension personnel. In-service training is receiving increasing attention, as well.

The emphasis on communal areas in 1981 does not represent a major shift in policy as far as the TGLP is concerned. The original intention of the policy was to assist people in the communal areas of the country. When the TGLP was announced in 1975, it was hailed as a means of alleviating overgrazing by moving large cattle owners out of the communal areas. Implementation of the policy has revealed that there are not vast empty areas into which large herds can expand. Population and land use surveys have revealed that most of the regions declared commercial have numerous pre-existing claims. Even in those areas where ranches have been demarcated on the ground, well over half of the potential farms have pre-existing water sources on them. What this means, in essence, is that there will be little movement of cattle out of the communal areas. Since stock limitations have been dropped, there is at present no possibility for controlling the stocking rate in communal areas other than encouraging offtake. Botswana is still faced with many of the same problems in the communal areas in 1981 as it was in 1975.

Preservation of the range has proved difficult under TGLP. With high stocking rates and low levels of management input in some of the commercial ranches, a number of them are becoming badly overgrazed. In a few cases, ranchers have moved their herds back to the communal areas. Government is certainly aware of these problems and has issued directives for them to be dealt with. Ministries, inter-ministerial committees, districts, and local-level extension personnel are all involved in trying to come up with solutions for the problems in the communal areas.

It should be stressed in closing that the TGLP has had some positive impacts in rural Botswana that may not be apparent at first glance. The policy is responsible for focussing greater attention on the problems of people in communal areas, especially on their need for higher levels of productivity, greater incomes and more employment opportunities. The TGLP has initiated district-level and, more recently, local-level land use planning in Botswana. It has also resulted, indirectly, in the extension of social services, physical infrastructure, and small-scale production programmes into remote areas. It has led, in addition, to the expansion of ranch extension efforts, which hopefully will bring about improvements in range and livestock management.

It is too early to say whether TGLP has been a success or a failure. As the White Paper states, land development is a long-term process. The policy has definitely evolved and changed in the period between 1975 and 1981. What has not changed are its original goals: stopping overgrazing, promoting greater equality in rural incomes, and facilitating growth of the livestock industry on a sustained basis. These goals are laudable, and it can only be hoped that Botswana's rural development strategies will bring about their achievement.

APPENDIX VIII

"General Information Note on ALDEP

General Information Note on ALDEP (Arable Lands Development Programme)

1. Goals of ALDEP

- 1.1 The broad goals of ALDEP have been derived from the main themes of National Development Plans IV and V and they reflect a number of national concerns relating to the failure of the arable food production sector to keep pace with the increased demands for basic foods arising from population and income growth, to the increasing numbers of urban and rural unemployed, and to widening the gap between urban and rural incomes and welfare. The goals of ALDEP are defined thus: /the
- a. to increase arable production by 4-6% per year with a view to reducing the annual 20-40% food grain deficit and achieving self-sufficiency in the long-term.
 - b. to enhance rural development and welfare by raising arable incomes through improved agricultural productivity and optimise income distribution by concentrating on smallholder development; it is hoped that 2 000-3 000 arable farm households will participate annually in one or more of a number of schemes designed to improve production for subsistence and cash.
 - c. to create productive and remunerative employment in the lands areas to absorb the rural underemployed and to reduce rural-urban drift.
- 1.2 For reasons of social equity as well as production, the ALDEP target population will be the 60 000-70 000 small farmers with less than 10 hectares with particular emphasis initially being given to those owning less than 40 cattle.

2. The Evolution of ALDEP

- 2.1 Detailed planning for ALDEP commenced with the establishment of a multi-disciplinary team in the Ministry of Agriculture in November 1978. The first year of the team's work was mainly devoted to a consultation/discussion exercise aimed at bodies likely to be involved in the planning and implementation of the programme such as Regional Agricultural Officers, District Administration and District Councils, Land Boards, the Co-operative Movement, BAMB and NDB. The consultation/discussion was carried out through a series of short working papers which attempted to describe background information derived from a variety of surveys and went on to define problems and suggest solutions relating to a list of twenty potentially important constraints on arable development. Districts gave Land Use Planning Advisory Groups (LUPAGs) the responsibility of formulating responses to the working paper to reflect district perspectives on problems and solutions and an 80% rate of response was achieved. The first stage of ALDEP planning culminated in an ALDEP workshop which took place during September 1979, and which comprised participants from the inter-ministerial ALDEP consultative group, districts and specialist institutions. The purpose of the workshop was to make policy recommendations on the design of ALDEP and on the type of project and measures to be incorporated into it. This body of recommendations provided a framework within which further ALDEP planning was able to take place. /which

- 2.2 Leading out of the consultation/discussion exercise, the ALDEP planning team initiated a pilot phase which had a four fold role:
- a. to test ideas and measures that might be used in the main ALDEP programme;
 - b. to develop the implementation capacity of central and district institutions;
 - c. to provide a gradual transition into the main ALDEP implementation by laying some of the groundwork for the future;
 - d. to maintain and capitalise on the momentum engendered by the consultation/discussion phase of ALDEP.

The planning responsibility for the pilot phase of ALDEP was devolved to the district agricultural planning machinery. On the basis of some guideline information on project design and financial resources available, over thirty pilot projects were prepared mostly by districts relating to draft power, water development, fencing, implements, destumping, extension outreach and involving horticultural as well as dry land crop development. Thus during the pilot year of 1980/81, 800-900 farmers have been assisted to obtain draft power, fencing, water tanks or implements.

3. Components of ALDEP

Basically ALDEP is a programmed series of measures aimed at overcoming some of the critical constraints restraining the development of arable agriculture. While most of these measures fall under the aegis of the Ministry of Agriculture, several depend on planning and implementation activity by other Ministries such as Local Government and Lands and Commerce and Industry, by parastatals, such as N.D.B. and BAMB, and by the Co-operative Movement.

3.1 Farm Investment Schemes-Credit and Subsidies for Inputs

These schemes which form the productive cutting edge of ALDEP aim at helping farmers to make low risk investments on their farm lands which will lead to improved production, productivity and profit. A range of improvements are on offer from which a farmer may select in terms of his particular circumstances, problems and aspirations. These improvements are meant to address the most critical and frequently found problems facing small crop farmers. Because of the risk inherent in cropping investment in Botswana's difficult environment, a loan/grant package has been devised which puts the main commitment for the investment on the farmer but which at the same time improves the potential return from the investment and reduces its risk through a government grant. At the moment, the emphasis is on directing the loan/grant packages that are available to smaller farmers, and with effect from 1981 preference is given to farmers with less than 40 cattle. The grant element of the investment will vary slightly over time and from one scheme to another but currently is generally 50%.

- a. Animal Draft Power Scheme. Nearly 50% of arable farm households do not have adequate draft power. They are dependent to some extent on other draft owners, having to hire, or to borrow through some traditional form of exchange usually involving labour. Research indicates that such dependence leads to smaller areas planted and lower yields. The Animal Draft Power Scheme provides assistance which will enable farmers to purchase 2-3 oxen or a span or donkeys to establish a draft power team or to augment existing resources. Currently preference on this scheme is given to farmers with less than 10 cattle.
- b. Implements Scheme. Over 90% of farmers in Botswana use the traditional broadcasting technology. While historically there have been good reasons for the use of this system, it's potential to produce higher yields and productivity is limited. To accelerate the adoption of improved farming based on row planting techniques, a system already widely practised in two or three progressive areas of the country, an implement package of single row planter and mechanical cultivator is available. In addition, farmers may also use the scheme to obtain ploughs and harrows.
- c. Water Development Scheme. Non-availability of water in the lands in areas in autumn and spring for draft power and domestic consumption is a major constraint on more intensive and improved crop husbandry. While an expansion in the number of small dams and boreholes is necessary for adequate watering of livestock, water development for arable purposes may be best dealt with by small-scale technology providing on or near-farm supplies such as catchment tanks, wells and haffirs. The underground tank scheme which uses farm threshing floors as water catchment areas is a good example of appropriate technology and has been the main form of activity so far. Schemes with the emphasis on water utilisation rather than water storage are being developed in appropriate areas such as Maun, particularly for horticulture.
- d. Fencing Scheme. Fencing development is important to reduce crop damage caused by uncontrolled livestock movement and also to allow movement towards more intensive forms of production on a farmer's lands including the production of fodder and forage. While group drift or closed fences between arable lands and grazing areas is the most economic form of fencing, fencing of individual lands may still be required to provide complete protection. Also in many communal areas the high degree of mix of grazing and arable makes the siting of draft fences difficult. The financial package provided under ALDEP is designed to enable a farmer to fence up to about 10 hectares.

The loan and subsidy disbursement for these schemes is handled by the National Development Bank and the Botswana Co-operative Bank.

3.2 Input Supply and Marketing

The main issue here is to take marketing and input supply points nearer to the farming community. Where possible the two functions ^{/over} should be combined and the Botswana Agricultural Marketing Board (BAMB) and the co-operative movement have agreed to expand their roles in these areas for the purpose of ALDEP. Two measures are proposed under ALDEP in order to halve the average maximum travelling distances from 40-50 kms to 20-25 kms. To augment the existing network of 17 BAMB depots and 12 agents, some 20 small (200 tonnes) BAMB operated lock-up stores will be provided at lands area service centres where no co-op or other potential BAMB agent is available. In addition, 15-20 new BAMB agents will be established by providing support to existing co-ops. The lock-ups will be open during the planting cycle, coinciding with the planting and harvesting cycle, during the period of 1-2 months.

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co-ops. The lock-ups would be opened seasonally to coincide with the planting and harvesting cycle, and during 1-2 weeks per month.

3.3 Pricing Policy

Pricing policy will be used to supplement subsidy policy mentioned in 3.1 above. To enable farmers to plan their activities with better price information and with an eye to profit maximisation, BAMB with government support set prices prior to the beginning of the cropping season for the first time in 1980. Orderly and if necessary subsidised increases in output prices will be an important factor in providing the levels of financial incentive required to encourage farmers to invest more time, energy and capital in what is intrinsically a risky enterprise.

3.4 Farm Machinery Supply and Service

The provision of ox-drawn agricultural equipment for smallholders particularly planters and cultivators will be an important feature of ALDEP. The potential for the local production of such machinery is being examined and developed, particularly in the case of the locally designed and produced planter and plough planter which are currently under testing. In 1981, 150 of these machines are being built in Botswana. To support the distribution of implements, there will be a training and establishment support programme for a cadre of rural mechanics/blacksmith artisans capable of providing repair and maintenance services to farmers. The Ministry of Commerce and Industry is working closely with the Ministry of Agriculture on this and other areas of joint interest such as the training of small rural builders for the water tank scheme.

3.5 Seeds Projects

The seeds production industry in Botswana is being restructured. Plant breeding and breeding material will continue to be the responsibility of the Department of Agricultural Research. A subsidiary unit will be set up in BAMB to handle the commercial aspects of production and processing but with certified seed continuing to be produced by local outgrowers. The Seed Multiplication Unit within the Department of Agricultural Research will be converted into a control unit responsible for field inspection for marketing and distribution of seed both as wholesaler and retailer.

3.6 Land Recording and Lands Roads

To alleviate the problem of land disputes caused by increasing land pressure, a system of land recording is being instituted by the Ministry of Local Government and Lands. A new technical cadre has been provided to Lands Boards which participate in the recording of ongoing land allocations and a gradual build-up of an inventory of past allocations. For the improvement of non-gazetted rural roads, finance and manpower will be provided to District Councils to enable them to carry out labour intensive rural road improvement work based on the experience of the pilot project in Central District. As with land recording, this activity falls within the portfolio of the Ministry of Local Government and Lands.

3.7 Agricultural Extension

The existing strategies on extension management planning and extension contact will continue to be the basis of future extension policy. In addition steps are being taken to improve the working conditions of of ADs. Government backed loans are being provided to them for the purchase of motor bikes to increase their mobility while plans to furnish better housing are also being pursued. The Crop Production Division established in 1978 has recently been augmented by the posting of five Regional Crop Officers who will support ADs and co-ordinate the crop extension programme at regional level. In the sandveld areas a new cadre of junior level extension worker called extension assistants have been posted to unstaffed areas pending the availability of ADs, while the number of ADs graduating from BAC is doubling at the end of 1981.

3.8 Fodder Production

To address the problem of shortage of feed in communal lands areas particularly with an eye to draft animals early in the ploughing season, a fodder crop testing and development programme will be conducted using ideas and materials already available from the Department of Research and from the Integrated Farming Pilot Project.

3.9 Other Measures

A variety of other measures are being incorporated under the ALDEP umbrella. The need for agricultural research programmes to become more relevant to the needs of small farmers was stressed by the ALDEP /Research Workshop and an Arable/Priorities Committee has since been established to assert more guidance in this area. Areas of research priority identified by the ALDEP Workshop related to the use of fertiliser and kraal manure, small-scale vegetable growing with minimal water, crop growing under sandveld conditions, the investigation of alternative forms of draft power under different conditions, and improved oxen and donkey harness. Soil conservation programmes will continue to be pursued, with government assistance being linked to improved farming methods as far as possible. Schemes for Remote Area Dwellers which have already been initiated by the Ministry of Local Government and Lands will receive ALDEP backing. And region specific projects such as molapo development and destumping are also being built into ALDEP.

3.10 Management and Monitoring of ALDEP

In order to carry out the monitoring, management and co-ordination necessary for the implementation of ALDEP, a Central Co-ordination Unit has been established and experienced regional managers for the five regions will be recruited. These managers will be responsible to their respective Regional Agricultural Officers. A Monitoring Unit has been established to carry out formal monitoring and evaluation which will feed back into the ALDEP planning process.

3.11 Relationship of ALDEP to Commercial Farming

- 3.11.1 Though ALDEP is primarily designed to improve the production, income and employment opportunities of the many small subsistence farmers in Botswana, commercial farmers will experience benefits from several of its components which should enable them to increase production. Since commercial farmers market the great proportion of their production, their production, their gross returns will be directly improved by higher crop producer prices, while their transport costs and logistical problems will be reduced by an expanded network of BAMB and co-operative input supply and marketing points carrying a wide range of inputs including certified seed and fertiliser, and by improved lands area roads. And the announcement of minimum producer prices at the beginning of the cropping season, enables commercial farmers to plan their crop operations for profit maximisation.
- 3.11.2 In addition Rural Training Centres already run courses for tractor owners/operators in the maintenance and use of tractors, and improved systems of dryland farming, and extension support for tractor users will be strengthened with the establishment of a Farm Mechanisation Unit in the Department of Field Services in the later stages of the first phase of ALDEP.
- 3.11.3 Commercial farmers in the Barolong area will be helped by the tarring of the Lobatse-Ramatlabama road, while Tuli Block farmers will be helped significantly by the upgrading of the Palapye-Martins Drift and Mahalapye-Machaneng roads.

4. ALDEP Cost Estimates

Preliminary estimates of the total capitalised costs of ALDEP including direct subsidies to farmers for the first 5 year phase are:

Credit/subsidy programme for agricultural inputs	P 4 000,000
Smallscale water development	1 000,000
Arable lands fencing development	1 500,000
Marketing and input supply point expansion	1 500,000
Output price subsidy	3 000,000
Farm machinery supply and service	1 000,000
Seeds project	3 000,000
Land issues and lands roads	1 500,000
Agricultural extension	500,000
Other measures	3 000,000
Management and monitoring	1 000,000

21 000,000

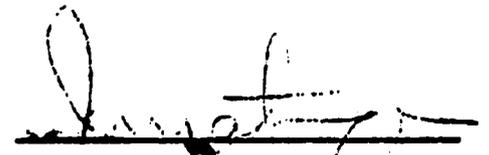
RAP/FM

14th October, 1981.

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- _____. National Policy on Tribal Grazing Land (Government White Paper No. 2 of 1975). Government Printer (Gaborone 1975). 18 pages.
- _____. "The New Agricultural Certificate Courses" (Term Program) Botswana Agricultural College (Sebele 1981). 47 pages.
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S A V I N G R A M

FROM: Commissioner of AMAs'



I. T. Matenge

TO: Department Heads - MOA

15th July, 19 82

REFERENCE NO:

Attached are the minutes of the Group Development and Extension seminar lead by A. B. J. Willett held in the Ministry Conference Room on 14 June 1982. Below are the action items that were discussed and agreed to during the seminar.

<u>Item</u>	<u>Action</u>	<u>Responsible</u>
Follow-up of Seminar and Willet Report	Each Department head to discuss relevant sections of Willett's <u>Group Development in Botswana</u> .	CAMA and DAFS
Review of technical strategies to undertake develop. projects	Review technical strategies for carrying out specific projects to ensure efforts are coordinated, appropriate to the area etc.	CAMA, DAFS and Dept. Heads
Preparation of clear project guidelines for staff and farmers	Clear guidelines need to be prepared for all projects involving groups in the Ministry (each stressing strategy and technical soundness).	AGINF with Dept. Heads
Approval of Farmer Committee Terms of Reference.	Terms of Reference for Farmers Committees to be approved and widely publicized.	CAMA to present to Policy Committee
Staff In-service Training	Management of extension programmes and planning for field staff to be strengthened (maybe thru IDM?)	DAFS
Role of Regional support staff.	Needs to be clarified for DAOs, ADs, RAOs by various Department heads.	Dept. Heads
Institutional Development.	Ministry should review present progress in certain extension areas to identify models, methods and extension strategies that promote locally managed, well planned area wide projects.	CAMA and Rural Sociologist.

M I N U T E S

GROUP EXTENSION SEMINAR

MINISTRY OF AGRICULTURE CONFERENCE ROOM

JUNE 14, 1982

Participants:

I. T. Matenge	CAMA (Chairman)
T. Taukobong	DDAFS (replaced CAMA as Chairman)
Korononio	TO - Women's Extension
K. P. Dipholo	Sec., ARB
V. Molefe	Action Research Officer, AGINF.
C. Lightfoot	Ag. Research, EFSAIP
K. Rick	GDO/Training
B. Tlale	DAFS
R. N. Ntsima	SCDO, Dept. of Co-op's
B. S. Mpinyane	SAMAO
N. T. Morapedi	PO
T. F. Machacha	CAPQ
F. S. Alidi	Forestry Officer
L. Maloiso	CLUO
R. K. Hitchcock	SRS (TGLP)
M. C. Lebani	SAPO (Dairy)
B. L. Addy	REC
M. Mphathi	LDO
H. O. Masolotate	CCPO
S. D. Ramahobo	LDP II Coordinator
I. B. Senosi	SALO (FT)
H. K. Sigwele	Ag. Economist
C. Riches	Ag. Research, EFSAIP
Y. Merafe	SRS
L. D. Hansen	BAC
D. Benedetti	TCO/AMA

T. J. Rose	BAC
I. M. Phometsi	CTA
I. Mosinyi	Poultry Officer
A. Nsala	SALO (4-B)
F. M. Bettles	AO-Women's Extension
E. K. Senyatso	SAPO (Smallstock)
J. Shields	USAID Consultant
D. M. Jones	USAID Agric. Development Officer.
J. Hope	GDO Western Region (Secretary)

Opening Remarks:

CAMA: Welcomed the Department Heads of MOA and other attendees to the seminar and expressed his desire for a useful session before handing over to A. B. J. Willett.

A. Willett:

Outlined the reasons for this seminar:

- a) To focus the Ministrie's attention on the Group Development Programme:
 - as of August, 1982 USAID support via the Range and Livestock Management Programme will be ended.
 - After 5 years direct effort, it is appropriate for GoB to assess the accomplishments and present direction of the Group Development Programme.
- b) That the Group Development Programme was based on government Rural Development policies that were firmly established 10 years ago. Government took an institutional approach to dealing with very real problems. At attempted to put broad goals into action
 - how important is the Group Development programme today?
 - is the Ministry coordinated in its strategy to rural development?
 - how is the programme received (and its impact) on rural dwellers?
- c) It is planned that DAFS and CAMA will meet with each Department head to brief them on the Willett report and follow-up issues after this seminar.

PART 1: Background to establishment of the Group Development Programme

The Group Development Programme evolved from two different concerns about GOB's rural development policies:

- a) a shift in MOA extension strategy in 1974-75 from the Pupil Farmer scheme to a more broad based approach that would significantly-increased the number of households reached by each AD.
- b) a recognition starting in the early 1970's (and articulated in 1973 by Chambers and FELDMAN) that a strategy was needed to promote communal management of Botswana's natural resources. (the TGLP programme of 1975 and the attempts to form group ranches).

By 1976, the efforts by USAID and GoB to form group ranches were falling well short of the expectations. The Ministries Group's Group organized a Ministry wide in-service workshop to discuss group extension methods and strategies. By early 1977 a decision was made to adopt a "bottom - up approach" to group development. Four GDOs were recruited and in place by November 1977, and the USAID Range and Livestock Management Project was completely revised to incorporate a "Facilitation strategy" to promoting and supporting small-holder farmer groups. The AMA act was written in 1978 and the CAMA department established in 1978 with appointment the Commissioner, arrival of 2 expatriate HQ staff and two additional GDOs.

Bearing in mind the background of the programme.

- a) have we achieved the programme's objectives?
- b) is group development institutionalized within the Ministry and other Ministries responsible for rural development?
- c) have the technical and social complexities of improving communally held tribal land been successfully addressed?

PART II:

A Critical look at the Department and What has been achieved.

A. A review of available Data:

As of August 1980, Willett found that 1,127 farmer groups had formed groups had formed at one time or another, not all of these were successful and some no longer exist. These groups involved 10,000 - 20,000 farmers. These numbers are not so uimportant, more critical is the question of whether the original aims of group development have been reached:

- a) to broaden extension outputs (e.g. have the raget target groups/population been reached and are the projects on-going)?

- b) is there progress towards improved management of the communal areas? (especially activities like tick control, fencing, water development and veld conservation that in the desencely crowded communal areas can only be successfully done by collective action)
- c) have representative rural institutions been formed that allow people to analyse their areas problems, to plan and execute projects collectively and to begin communal area planning and management?

B. What has the Impact of the Group Development Programme been?

a. Who has participated?

Farmer participation in groups has been concentrated in a few areas, fencing, water development, smallstock and cattle management activities. There have been problems getting group members to fully participate, some projects have been initiated by an extension worker instead of the participants, some projects were implemented that made life even more difficult for the supposed target group, some communities took on too many projects at once, persons skilled in bookkeeping, leadership and in mobilizing others to participate are very limited at the village level.

While the numbers of participants is high, there was and continues to be a problem of ensuring that group projects are both technically sound and properly planned. The technical issues are often not considered by both staff and farmers, plus the social factors involved in farmers' group decision making process the natural suspicion of traditional society, the other demands on community leadership, etc.

Thus, for every project the real effect of the project must be considered, who is benefitting? Who is providing the initiative and leadership?, what is the physical and social situation facing the group? Social considerations, technical factors and land use planning are all part of group development.

Willett in his field work observed that the objectives for some projects were impossible from the start to achieve. Other projects were planned without considering land use patterns and physical features. Project by-laws tend to address immediate problems but often are not dealing with long-term issues.

From the start, group extension methods were never to be divorced from technical considerations. But there remains a gap between technical consideration, extension strategies and project ideas being promoted within the Ministry. Likewise, the profusion of funding programmes by MOA is not fully compatible with the gradualist strategy of the group development programme.

PART III: The Keys Issues for Consideration: (Chapters 26 of the Willett Study)

A. Group Extension Methods.

More investigation into the impact of group extension methods on Botswana is needed. Much information is now available on Ministry subsidy/grant schemes but the accompanying messages of why to do the project, expected benefits, etc. is not made clear to the farming community. Is the AD delivering the technically correct information using an appropriate extension method? Are the technical divisions of MOA ever reaching the AD with up to date and correct information? The use of farmers days, campaigns, etc should be designed to fit the exact situation of the AD's area rather than the other way around as it is now! We need to ensure the AgInf campaigns are delivering the same information as the AD, this is not always the case of present (e.g. AgInf advising groups that under AE-10 the self-help contribution is only 10% while the AD is using a guideline of 50%).

Is group extension and development an extra duty for the AD? It should be part of an AD's overall efforts in his extension area - but there is a lot of confusion over this issue by both ADs and technical support staff on the Regional teams.

Recommendation:

The Ministry of Agriculture give more in-depth consideration to institutional development that ensures community wide consultation, participation and a complementary approach that provides for both the correct technical solution and an appropriate extension strategy.

B. Fencing

While there have been many communal fences for arable enclosures built, these have tended to be very complicated in terms of their impact. Some fences have separated draft animals from traditional watering points, others have been built have access to traditional grazing areas that were dispersed within a communal lands area. Generally, the smaller scale fencing enclosures are more appropriate given the grazing/arable mix one finds in most communal areas of eastern Botswana. This again points to the need for more comprehensive planning at the village level and a clear communal area strategy at the Ministry level.

C. Water Development

There is a large number of dam groups and the traditionally based Borehole syndicates. Why have such a large number of group dams failed? For 3 reasons:

- technical: soil sub-structure was inadequate
- placement: not in proper water catchment (Landuse planning)
- consultation: group not clear on maintenance role after dam's completion.

D. Livestock Groups (mostly tick control)

His study found that field staff lacked technical guidelines and that many project's suffered from a lack of comprehensive planning. Many member's of various groups were not clear about the projects' objectives. Spatial planning issues like access to water and grazing were often not considered from the start.

E. Other projects - Woodlots, Horticulture, Conservation

Group efforts in these areas is on a much smaller scale. In some limited extension areas with a well established Farmers Committee, conservation projects have been successfully completed. But there have also been problems as the project benefits are long-term rather than immediate (thus, promoting participation is more difficult). And these other type projects suffer from a lack of technically sound extension advice at the planning stage.

Conclusion:

In terms of successful projects on the ground, the group development programme's impact has been quite limited. Successes are limited almost without exception to those groups where an extension worker is closely involved. Some of the more viable group projects' evolved from non-Ministry extension efforts such as a Mission or development trust. But again, one person's involvement and on-going support appears significant. Within the Ministry, a Facilitator approach to working with Farmers is lacking and far more can be done on this.

The confusion about the role and formation of Farmers Committees, remains. The Ministry should through its policy committee formalize its approval of the FC Terms of Reference and other definitions related to groups. Field staff need clear and consistent guidelines from HQ. It is also critical that the Ministry promote technical strategies for development using the Gradualist Extension Approach. DAFS, CAMA and the department heads should work to ensure that the technical strategies they promote and the various extension approaches are appropriate (and compatible).

Recommendations:

1. FCs do work! Policy Committee of MOA should approve the FC Terms of Reference and group definitions as soon as possible.
2. DAFS, CAMA and the various department heads need to review their technical strategies for carrying out projects. Clear project guidelines should then be prepared by AgInf for staff and farmers.

Fundamental Principles of Group Development are not in line with some Ministry/Government Approaches:

1. Initiative for group activity most come from the farmers, not because of politicians or the availability of grant money if a group is formal (Lobatse Regional staff are concerned that the various MOA grant programmes may have a long-term negative impact on group development). Again, an issue of institutionalization.
2. The Ministry must ensure that all technical sections have strategies that are integrated with other Ministry programmes, sound in organizational strategy, are based on existing management skills and appropriate with available community resources.

Willetts was very "disturbed" by the approach taken by APRU to promote communal grazing cells. As these were promoted there was no institutional building at the village level, no capacity by the group involved to undertake the sensitive level of consultation that such a sophisticated project required and no effort at integrating the planning and extension efforts by various MOA staff within the Region, the AD and APRU.

3. Facilitation is the key concern, farmers and groups need to progress from the familiar into the unfamiliar in an orderly, planned manner. This is the most needed skill by Field Staff.

The difficulties of reaching various target groups, especially RADS, Female head households and non-cattle owners has been grossly under estimated. We need to keep in mind the situation of the AD, anything in the way of training, guidelines and improved support will directly improve their effectiveness.

So we move to the issue of how staff in the field are trying to implement all the above.

B. Management of Support to Groups and ADs

Willetts opinion after 8 months of visiting groups in the field was that the most crucial factor effecting the overall performance of farmer groups was the availability of technical staff and logistical support. This was present in those Region's where the RAO, DAO, support staff and ADs were using the 3 month management system. The commitment to a management system most come from the top - DAFS. In too many cases the channeling of on-going technical support to groups was/is left to chance. But with the last Ministry in-service programme's addressing management issue in 1977-78, Willett is concerned that many of the newer DAOs and regional staff are not familiar with the 3 Month Plan and Management System.

In some Regions only ADs were preparing 3 Month Programmes, with no regional or district integration in extension activities and support.

Recommended:

DAFS review the implementation of the 3 MP's and organize periodic in-service training for RAOs, DAOs, support staff and ADs on extension programme management and programming.

C. Farmer Training

Willetts found that very few of the groups that he interviewed had attended a farmer training programme that was specifically geared for their problems.

Recommendation:

RTC Principals through the 3 MP system should take steps to see farmer training content is appropriate for attending groups.

D. Staff Training

Recommendations:

1. Management and technical support for extension efforts should be strengthened (through the DAFS office and in-service training).
2. Heads of Ministry technical units should help to clarify the role of regional support staff with RAQ, DAOs and ADs.
3. The technical divisions with AgInf should continue to develop technical guidelines for extension strategies.

The formation of such guidelines should be a team effort by the technical divisions, CAMA, DAFS, Field Staff, IAE and AgInf. The Ministry now has a strong background in Adult and Non-Formal Education. The Agri-Facts effort continuous to strengthen the availability of guidelines and all divisions are now experienced with the media/guideline preparation process.

E. Conclusions

1. Group projects must be open and flexible. The goal remains improved management of livestock and communal resources (water, grazing, soil base.).
2. Institutional development remains a necessary first step! The CFDA programme could concentrate more attention on this.
3. The FC programme should be a national one, their value and effectiveness has been demonstrated. Terms of reference need to be approved by the MOA policy committee and distributed throughout the Ministry.
4. How well has the programme been institutionalized?
 - a) Districts and Regions understand what is involved by confusion remains as to how to go about group development. Facilitation requires skillful management and practise strategies need detailed clarification for field staff.
 - b) Groups have progressed from one project to another. Some village have undergone institutional development, but such a dynamic process does not happen at once.

5. The role of CAMA and the Division of AMA's.

The CAMA position was established under the AMA Act to undertake the legal decision to register any interested and eligible groups. But there is a need for balance between how much attention to devote to AMA's and how much to group development. CAMA can do much to ensure Ministry programmes such as AE-10, AC-15, promotion of FCs, etc are compatible with Ministry goals. If group development is to remain important to the Ministry, then DAMA must have a dual role to both facilitate group development and register AMAs.

6. Upon agreement on the various strategies and guidelines, these should be given massive publicity.

Field staff continue to see much inconsistency between Ministry policies, programmes and national objectives.

After meeting with the Gaborone and Lobatse Regional staff on Friday June 11, A. Willett believes that much progress has been made if one recalls the pre-1975 situation. This is a tremendous achievement and with USAID involvement now coming to a close, the Ministry needs to clarify its approach to group development, ensure it is technically sound, brief all staff and then give it massive publicity.

Discussion Issues

- H. Sigwele: How did government determine the Group Development programme's target group?
- A. W.: Political decision determined by GoB out of recognition that rural small holders, female headed households, non-cattle owners were deprived and in need of direct extension efforts.
- H. S.: What are the implications of group extension as it "competes" with other Ministry programmes?
- A. W.: Technology packages need to be designed to fit the farmer's exact situation. Confusion has arisen over ALDEP's thru with farm improvements for individuals. Suggests the Ministry consider hiring a consultant to review how much of a load current programmes poses for ADs. More attention should be given to using group extension methods to put across a package of technical recommendations.

- I. M. Phometsi: Projects and group activities tend to be selective in terms of participation. Has this caused problems during consultation efforts?
- A. W.: There is difficulties in reaching a target group when it is among a homogenous community. Sited example of participants in Boipelego Garden project in Serowe.
- I. P.: Does the motivation for a project effect its chances of success?
- A. W.: Sees no distinction in success/fail rate of projects that are community initiated versus outside initiatives (such as drought relief projects).
- SAPO: Spoke in support of Willett's conclusions that not enough research has been directed to identifying effective technologies for communal or group projects.
- Mr. Dipholo: Why have so few group conservation projects been under taken?
- A. W.: Thinks conservation continues to be a very low priority in the minds of the public despite the on-going public education efforts. Conservation is an extremely long term objective, education and demonstrations will continue to be an important part of this long term process.
- CAMA: Agrees with emphasis on education but wondered how you can train all the group members?
- A. W.: This was a complaint from several FCs that only the office holders get on courses. Thinks village programmes, popular theatre and FC elections every 2 years would help on the training side.
- Y. Merafe: How does the AD sort out implementation problems with so many programmes? What is being done to help DAOs in the Regions? Are the regional teams coordinated?
- A. W.: AD should be able to turn to the DAO and support staff at the monthly meetings. Many DAOs have joined the service since the IDM management turning of 1975-77, thus recommends a new effort through In-Service. Agrees that there could be much more coordination of support staff and Ministry programmes thru the RAO.

- SAPOss: You mentioned a number of projects that failed. Was it due to no member of the group having specific responsibilities or that the members with responsibilities failed to cope up?
- A. W.: With dam groups, they often failed to carry out their maintenance responsibilities because they were not clear on who was responsible. Only 2 Districts had any formal training for dam groups.
- SAPOss: In your report you pointed out that the SS Unit was only promoting dosing for improved management. We now take a broad management approach, dipping, foot baths, etc.
- A. W.: Agrees that present approach is constructive and that the shift occurred as he (Tony) was writing the report.
- Mr. Dipholo: What type of ranches are the Tribal Ranches (BDA, Ramatia, Masama).
- A. W.: Tyep B (partial communal with open membership).
- CLUO: How can technical guidelines and support be improved?
- A. W.: First step is for CAMA and DAFS to meet with each section in Ministry. Each project or group situation should be reviewed with the objective of using the procedure outlined in Chapter 26 "How to develop Guidelines". Project appraisal criteria should be developed and guidelines to strengthen project planning and support. These guidelines can then be used when preparing Annual Plans and three month programmes. These guidelines will ensure a consistent approach by all sections (e.g. Farmer Training).
- CLUO: Sees duplication of the work of the Registrar of Co-ops and the CAMA, and asked for clarification.
- Mr. Ntsima: Amazed by the lack of consultation within the Ministry. Role of the CAMA section and Co-ops could be clarified.
- A. W.: Agrees that in his report he devoted little attention to AMAs. Sees a conflict for CAMA and his staff to both responsible for AMAs and facilitate groups. Thinks both goals are important and can be achieved if the Department is aware of the challenge.

- H. Sigwele: There is a need to improve the supply of technical information and this must come from the top. But if you have a top down flow of information, then you may not involve the members sufficiently. Wants to ensure that people themselves are involved in management of their project.
- A. W.: Through consistent extension efforts it is possible to create the awareness among farmers that they can do something about it.
- SAPOss: We are often called to address a village meeting before the group has been formed. This shows the poor management of support by DAOs.
- A. W.: More attention must be given to the difference between group extension methods and group formation efforts. Use group extension methods to create a general awareness and then if people are interested, go on to group formation efforts.
- CLUO: Is there a national commitment to reach the target group? Can you summarize this issue for us?
- A. W.: The commitment has to have a center, a place to start within the Ministry. That place is the CAMA office and in Field Services Division. It is crucial for the Ministry to reflect as to what has been achieved, where things are and what is needed next. You, as department heads need to decide what to do, organize guidelines and then launch a national effort. The national commitment to group development will not come easily and it may not come at all.

Session ended at 4 P.M.

JH/RN

ANNEX A

LIST OF PEOPLE/POSITIONS INTERVIEWED

Brian Addy	Research & Extension Coordinator Animal Production and Lands Research Division Dept. of Agricultural Research MOA
David Benedetti	Training and Communication Officer Agricultural Management Association Division DAFS/MOA
Fiona Bettles	Agricultural Officer/Women's Ext.
Violet Chimela	Principal Administrative Officer and Assistant Secretary Ministry of Local Government and Lands
David Dialwa	District Agricultural Officer
D. K. Dipholo	Secretary of Agricultural Resources Board
Duane Everett	Botswana Agricultural College
David Findlay	Permanent Secretary of MOA
Louis Fortman	Project Coordinator of Local Institution Research Applied Research Unit Ministry of Local Government and Lands
Lloyd Hansen	Botswana Agricultural College
Robert Hitchcock	Senior Rural Sociologist Rural Sociology Unit Planning and Statistics Division, MOA
James Hope	Group Development Officer Western District (Hukuntsi)
Bill Jeffers	Communal Area Coordinator Rural Development Unit Ministry of Finance and Planning
Doug Jones	Agricultural Development Officer USAID
Letsibogo Ketlareng	Director Agricultural Information Division, DAFS
Arthur Kgosidintse	Head of Agricultural Credit Division National Development Bank
Raymond Kwerepe	Range Ecologist Land Utilization Office
Jo Lebang	Regional Agricultural Officer Southern Region (Lobatse)

Thahani Machachar	Chief (Animal Production Officer) Animal Production Division of DAFS
Shathisa Magalela	District Agricultural Supervisor Gaborone Region (Mochudi)
Ed Maloiso	Chief (Land Utilization Officer) Land Utilization Division of MOA
Ambrose Masalila	Coordinator of Rural Development Executive Secretary Rural Development Council Ministry of Finance and Planning
Henry Masolote	Chief (Crop Production Offices) Crop Production Division of DAFS
Israel Matenge	Commissioner Agricultural Management Assoc. Division DAFS
Justice Mathake	Principal Agricultural Officer DAFS/MOA
Mmereki	Group Development Officer (Maun) Agricultural Management Division DAFS/MOA
M. Mokome	Chief Agricultural Economist Planning and Statistics Division MOA
Mokule	Group Development Officer (Central) Agricultural Management Division DAFS/MOA
Vicks Molefe	Head of Action Research Agricultural Information Division DAFS/MOA
J. G. Moloi	Regional Agricultural Officer Gaborone Region (Gaborone) DAFS/MOA
Ben Mpinyane	Senior Agricultural Management Association Officer Agricultural Management Association Division DAFS/MOA
Miss Ntone	District Agricultural Officer Gaborone Region (Lentsweletau) DAFS/MOA
Pitso	Group Development Officer (Francistown) Agricultural Management Association's Division DAFS/MOA
Raymond Purcell	ALDEP Coordinator Arable Lands Development Program Planning and Statistics Division, MOA

Katie Rick	Group Development Training Officer Agricultural Management Assoc. Division DAFS/MOA
Richard Seeletso	Chief Community Development Officer Social and Community Development Division Ministry of Local Government and Lands
Chris Sharp	Senior Planning Officer Ministry of Local Government and Lands
James Stanford	Controller USAID
Boss Tlale	Director Dept. Agricultural Field Services MOA
Tony Willett	Consultant, USAID Author of "Agricultural Group Development in Botswana" Volumes I - IV.

ANNEX B

PUBLICATIONS/DOCUMENTS

CONSULTED

- Addy, Brian L. "A Memorandum on the S. Ngwaketse Group Ranch Pilot Project" (Mimeo), April 1982. 7 pages.
- Barnes, C. et. al. (Midterm) "Project Evaluation Summary", (USAID No. 690-11-130-015) Range and Livestock Management Amendment (February 1980), 62 pages.
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- Boshwaen, E. G. and A. C. Campbell. Report of the Commission of Inquiry into Ngwaketse First Development Area Ranches and Government's Decision on the Recommendations of the Commission. (December 1981) 36 pages.
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- Gaborone). Synergy International (Amesbury, Massachusetts, USA, June 1980). 161 pages.
- Rural Extension Coordinating Committee. Funding for Small Projects: Information for Extension Workers. Government Printer (Gaborone 1980). 8 pages.
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- Smith, Arthur D. et. al. "Evaluation of the Botswana Range Management and Development Project (USAID/Botswana No. 690-11-130-015). Part I. (Description, Status, Problems, Evaluation and Recommendations). 58 pages. Part II (Livestock Ownership and Marketing in Botswana) 64 pages. Consortium for International Development/Utah State University (May-June 1976).
- Willett, Anthony B. J. Agricultural Group Development in Botswana (Volumes I-IV). Agricultural Management Associations Division, DAFS, Ministry of Agriculture (Gaborone 1981). 1296 pages.
- Zufferey, Freddie S. Impact of Communal Fencing in Three Communities of Central District: Phase 1. Report of Baseline Data. (First of two related monographs) Rural Sociology Unit, Planning and Statistics Division, MOA. (February 1982). 102 pages.
- Zufferey, Freddie S. Institutions and Resource Management Enquiry in Four Communities of Central District: Phase 1 Research. (2nd of 2 related monographs). Applied Research Unit, Ministry of Local Government and Lands (April 1982). 110 pages.
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- _____. "Botswana: Agricultural Sector Memorandum" mimeo. (June 26, 1981). 33 pages.
- _____. "Financial Assistance Policy" (June 1982). Pamphlet 9 pages.

ANNEX C

**AID and Contractor Personnel Involved in
the Design and Implementation of the RLMP**

AID Personnel

Doug Jones	Agricultural Development Officer USAID Mission/Gaborone (1980-1982)
Jack Morris	Agricultural Development Officer USAID Mission/Gaborone (1978-1980)
Robert Friedline	Operations Officer USAID/OSARAC/Gaborone
San Rea	USAID/OSARAC/Gaborone (1974)
Norman Olsen	Area Operations Officer USAID/OSARAC/Gaborone (1977)
Charles Ward	Regional Development Officer USAID/OSARAC/Mbabane (1978)
George Easton	Acting Regional Development Officer USAID/OSARAC/Mbabane (1976)
William Johnson	Agricultural Development Officer USAID/OSARAC/Mbabane (1973-74)
Roy Stacy	Regional Program Officer USAID/OSARAC/Mbabane (1973)
Jack Warner	Agricultural Production Officer USAID/OSARAC/Mbabane (1978)
John Kean	Regional Dept. Offices USAID/OSARAC/Mbabane

Contract Personnel

David Benedetti	TCO/CAMA/DAFS/MOA
Tom LaQuey	SAMAO/CAMA/DAFS/MOA
Katie Rick	GDO/CAMA/DAFS/MOA
Jim Hope	GDO/CAMA/DAFS/MOA
Mark Thomas	GDO/CAMA/DAFS/MOA
Dennis Verhof	GDO/CAMA/DAFS/MOA
James Smith	Livestock Production Specialist (1976)

Charles McConnell	Surface Water Land Use Engineer (1976)
Darrell Light	Data Processing Technician (1976)
E. G. Van Voorthuizen	Range Ecologist
Nelson Anderson	Range Management Extension Training Officer
Arthur Smith	CID Evaluation Team Leader Utah State University (1976)
W. Morris	Agricultural Economist, Purdue University Member of Midterm Evaluation Team (1980)