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1979 JUN 4 PM 4 55

DATE SENT
May 25, 1979

FROM - GABORONE
E.O. 12065 N/A
SUBJECT - Project Evaluation Summary - Range and Livestock Management - Project 633-0015
REFERENCE -

Attached is a Project Evaluation Summary (PES) on subject project. Your comments would be appreciated.

ALBERTI

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Att. a/s [redacted]

PAGE 1 OF 1 PAGES

DRAFTED BY	OFFICE	PHONE NO.	DATE	APPROVED BY
ALArent:ala	DIR		5/22/79	Louis A. Cohen, Director

A.I.D. AND OTHER CLEARANCES

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AID-5-39 (10-71) (Do not type below this line) PRINTED 1-7

633-0015-0-9-01

CLASSIFICATION

PROJECT EVALUATION SUMMARY (PES) — PART I

Report Symbol U-447

1. PROJECT TITLE	2. PROJECT NUMBER	3. MISSION/AID/W OFFICE
Range and Livestock Management Amendment	633-0015	USAID/Botswana

4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) No. 2 FY79

XX REGULAR EVALUATION ☐ SPECIAL EVALUATION

5. KEY PROJECT IMPLEMENTATION DATES			6. ESTIMATED PROJECT FUNDING	7. PERIOD COVERED BY EVALUATION
A. First PRO-AG or Equivalent FY 77	B. Final Obligation Expected FY 80	C. Final Input Delivery FY 81	A. Total $4,663,000 B. U.S. $3,765,000	From (month/yr.) 9/77 To (month/yr.) 4/79 Date of Evaluation Review

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

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
1. Complete review of financial records to determine balances available from original project for use by amended project.	USAID/Stanford	5/30/79
2. Based on results of (1) CAMA to prepare plan for use of project "other costs."	GOB/CAMA	7/30/79
3. Take necessary steps on a priority basis to recruit 6 Batswana who will function as counterpart/trainees for GDO positions.	GOB/MOA and Directorate of Personnel	6/30/79
4. Prepare training plan for counterparts/trainees once selected.	GOB/CAMA	7/30/79
5. Procure and deliver project vehicles.	USAID/Morris and Chastain	5/30/79
6. Ensure budget line item ("vote") is placed in GOB 79/80 budget for CAMA.	GOB/MOA	5/79
7. Provide vehicle for Commission of Agricultural Management Associations.	GOB/CTO	5/79
8. Finalize PASA recruitment of 2 ex-PCV GDO's.	USAID/Morris with AID/W	9/79

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS

- ☐ Project Paper
- ☐ Implementation Plan e.g., CPI Network
- ☐ Other (Specify)
- [X] Financial Plan
- ☐ PIO/T
- ☐ Logical Framework
- ☐ PIO/C
- ☐ Other (Specify)
- ☐ Project Agreement
- ☐ PIO/P

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT

- A. [X] Continue Project Without Change
- B. ☐ Change Project Design and/or ☐ Change Implementation Plan
- C. ☐ Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)

Jack Morris, Agriculture Officer, USAID/Botswana; Israel Matenge, Commissioner of Agriculture Management Associations; Tom Laquey and David Benedetti, PASA advisors to CAMA

12. Mission/AID/W Office Director Approval

Signature

Typed Name: Louis A. Cohen

Date: 21 May 1979

AID 1330-15 (3-78)

CLASSIFICATION

PROJECT EVALUATION SUMMARY (PES) — PART I

Report Symbol U-447

1. PROJECT TITLE	2. PROJECT NUMBER	3. MISSION/AID/W OFFICE
Range and Livestock Management Amendment		

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) _____

☐ REGULAR EVALUATION ☐ SPECIAL EVALUATION

5. KEY PROJECT IMPLEMENTATION DATES			6. ESTIMATED PROJECT FUNDING	7. PERIOD COVERED BY EVALUATION
A. First PRO-AG or Equivalent FY____	B. Final Obligation Expected FY____	C. Final Input Delivery FY____	A. Total $ _____ B. U.S. $ _____	From (month/yr.) _____ To (month/yr.) _____ Date of Evaluation Review

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

A. List decisions on unresolved issues; cite those items needing further study. (NOTE: Decisions which anticipate AID/W or regional office action should specify type e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
10. Determine whether 4 additional GDO positions (for total of 10) will be established.	GOB/MOA and Director of Personnel	-----
11. Make provision for eventual replacement of project vehicles.	GOB/MOA	

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS

- ☐ Project Paper
- ☐ Financial Plan
- ☐ Logical Framework
- ☐ Project Agreement
- ☐ Implementation Plan e.g., CPI Network
- ☐ PIO/T
- ☐ PIO/C
- ☐ PIO/P
- ☐ Other (Specify) _____
- ☐ Other (Specify) _____

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT

- A. ☐ Continue Project Without Change
- B. ☐ Change Project Design and/or ☐ Change Implementation Plan
- C. ☐ Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)

12. Mission/AID/W Office Director Approval

Signature

Typed Name

Date

AID 1330-15 (3-78)

13. Summary

The purpose of the project - "to institutionalize the processes by which group action by smallholders can be encouraged, supported and expanded and will result in increased productivity and more efficient use of the resource base," - must be interpreted broadly. "Group" formation in rural Botswana is nothing new. Perhaps the first groups were formed in the early 1930's. The process of group formation has been encouraged and supported recently by government actions in conjunction with new agricultural programs designed to increase production while protecting the country's resource base (TGLP, ALDEP).

There are reported to be over 450 rural groups reportedly formed to date of which 150 or more are active and performing at satisfactory of better levels. It is estimated there are 4,500 families participating in groups - out of 85,000 rural families in Botswana.

A new GOB office, the Commissioner of Agricultural Management Associations (CAMA) was established 21 April 1978 by the Agricultural Management Associations Act. The Commissioner was appointed and began to officially function in January 1979. The CAMA has 2 PASA advisors and a professional field staff of 6 Group Development Officers (GDO's) presently made up of 4 Peace Corps Volunteers (in post for approximately 1-1/2 years) and 2 PASA personnel (recently arrived). The GDO's are "process" specialists who assist in forming and strengthening rural Batswana into groups of various size with objectives of varying complexity. GDO's must work closely with field technical officers who provide technical advice to farmers' groups. Most groups formed to date are farmers' committees which do not require legal status. The apex of the rural group structure is called an Agricultural Management Association (AMA). Unlike smaller groups, an AMA can gain legal access and exclusive rights to communal land, and AMA's should have better access to institutional credit than smaller, less-formal groups. The objectives of the CAMA and the GDO's are to use a "gradualist" extension approach to encourage groups to rise to their limits (managerial, financial, technical limits). Most existing groups should not and will not become AMA's and will not form group ranches, for example. Most groups will remain small and will undertake tasks such as the construction of drift fences, fire breaks, dip tanks, etc.

Documentation for registration of AMA's is in draft form and the first AMA may be legally established shortly. Tangible USAID support to this GOB program is recent. The USDA/PASA staff arrived 9 months behind schedule (with little negative effect since they arrived at post just as the Motswana Commissioner was appointed). Vehicle procurement for the project is behind schedule. Nevertheless, the PP work plan for 1979 is

being met and in large part the project is on schedule. Six GDO's are in the field, a communications/evaluation system is being established, training programs for farmers and district government staff are being planned and policies are being developed for the registration of AMA's.

Although there exist several relatively small nagging problems (completion of office construction, GOB funds for CAMA recurrent costs, late vehicle procurement), the project faces one major problem which requires immediate resolution. Only 1 of 6 expected Batswana counterparts/trainees has been identified and none is yet at post. Some suitable candidates are apparently available, but various bureaucratic stumbling blocks have slowed their recruitment. A major GOB effort to fill these 6 established posts within the next 3 months would be a clear demonstration of the importance the GOB sees in this program. Continual ineffective efforts to recruit counterparts will on the other hand provide discouraging signals to both the Commissioner of Agricultural Management Associations and USAID with negative implications on the possibility of long-term USAID assistance for group formation.

14. Evaluation Methodology

This is an annual evaluation of a project begun in 1974 which underwent a major redesign and a Project Amendment in 1976. The amended PP was approved in September 1977.

The evaluation has been conducted using a very collaborative approach and has included representatives of the GOB/Ministry of Agriculture, USAID, PASA personnel and Peace Corps. An outline of major issues was prepared by the USAID project manager and was discussed in 4 group meetings. GOB/MOA and PASA officials prepared responses to the issues outlined and the evaluation team agreed upon courses of action to alleviate problems identified. The six field Group Development Officers (GDO's) participated in a seminar during the evaluation period which provided valuable insights into project-related issues. A sampling of field sites was visited by the USAID Project Manager and the work of all USAID-financed personnel was reviewed. Major Action Decisions were then reviewed with the USAID Director and the MOA Permanent Secretary prior to finalizing the PES.

15. External Factors

a. The PP Amendment refocused the project from a heavily technically oriented group ranch development activity to a broader-based concept concentrating on a "gradualist" approach to the formation and

strengthening of small groups of agriculturalists (whether livestock owners or crop farmers). After PP approval, the European Development Fund (EDF) approved a large project which provided funds for supporting activities initiated by livestock-oriented groups only. Meanwhile, the GOB initiated planning for a major Arable Lands or crop production program. Given the availability of EDF funds for livestock activities, project group support funds will be largely oriented towards groups outside of EDF-funding criteria (e.g., crop production.)

b. The PP Amendment appears to focus on the formation of relatively large Agricultural Management Associations (AMA's). However, prior to project implementation, many smaller farmers' associations were formed throughout the country, many of which have no need for registration as an AMA. AMA registration would provide no advantages to these small groups and would entail substantial efforts to formalize legally what already works well informally. Thus, it has become clear that only certain larger, more sophisticated groups will require formal AMA status. The project will focus on the formation of groups with structures designed to fit the scope of their real needs and will not arbitrarily attempt to increase the number of AMA's.

16. Inputs

Personnel: The PP Amendment was approved 3 months behind schedule. The 4 USDA/PASA personnel arrived in country approximately 9 months behind schedule due to delays in finalizing the PASA and recruiting qualified personnel. A very capable Motswana Commissioner of Agricultural Management Associations (CAMA) was appointed January 1979 on schedule. Due to the chronic shortage of GOB personnel, a C.P. for naming GOB counterparts to USAID-provided personnel was essentially waived. Continuing GOB efforts to provide local counterparts have been largely unsuccessful and only one counterpart for two USAID-financed GDO's has been identified. More substantial GOB recruitment efforts are required immediately. It appears unlikely that six counterparts will be recruited and adequately trained prior to scheduled project termination in September 1981. The CAMA and project staff will prepare a training plan for GOB counterparts as soon as they are recruited and their individual training needs are assessed. In addition, the CAMA and his PASA advisor feel strongly that ten rather than six GDO positions will eventually be required nationwide. If the GOB approves ten positions, USAID and Peace Corps must decide what continual support, if any, they will provide until the latter four Batswana are properly trained for their jobs.

Two exceptional PCV's now terminating as GDO's are being recruited as PASA employees for an additional two years in Botswana with USAID financing.

The PASA team includes a Senior Range Management Officer who works with the MOA Division of Land Utilization.

Although somewhat peripheral to the primary project thrust of group formation, his skills are required to strengthen the capacity of his Division to provide technical advice to groups assisted by GDO's. It is too early to determine whether his efforts will be sufficient to provide the necessary support to groups as anticipated in the PP Amendment.

The two central level PASA officers (Senior Agricultural Management Officer and Evaluation/Communications Officer) also have arrived recently. They appear to be supporting the CAMA in an excellent manner and are providing essential skills to the new organizations.

Training

a. Participant training: As noted above, GOB counterparts for the six GDO positions now filled by PASA and Peace Corps personnel have not yet been identified and a training plan for them, when identified, is an urgent requirement. These training programs for GDO's will be tailored to individual needs and may not always entail diploma or degree studies as anticipated in the PP. Greater emphasis will be placed on in-service, on-the-job training. One year apprenticeship including short courses will be essential prerequisites to sending a counterpart out of country for training.

b. Group-action support training: A major task of the CAMA is to develop training materials and to conduct and support training courses for farmers involved in group activities. Specific curriculum will be designed in consultation with GDO's to address local needs. Project "Group Action Support" funds, technically designated as "other costs" will be primarily used to provide group-action support training in organizational, financial/accounting, and technical matters and to encourage the interchange of experiences between groups. In addition, GDO's may receive special training in principles of audit since the CAMA is responsible for auditing the finances of AMA and no other cadre may be available to perform this function.

Commodities

The PP Amendment provided $57,000 for 7 project vehicles (4 for GDO's, 1 for Range Management and 2 for Headquarters). Five vehicles are now being used and the remainder are being purchased. The problem of vehicles for the 2 other GDO's will require an administrative decision by the CAMA on use of available vehicles. When the new MOA office is occupied in July 1979 and an MOA pooling arrangement can include the AMA, USAID-funded vehicle requirements may be reduced at Gaborone. The additional transport requirements for staff should be provided by the GOB/CTO. If new GDO positions are eventually established, the GOB will have to provide the necessary additional vehicles. As indicated in the PP Amendment, the GOB will be responsible for vehicle replacement.

Other Costs

Housing: Five houses have been built as projected.

Office Space: This project was to provide approximately 1/4 of the funds required for a new MOA headquarters building which would, eventually, house the CAMA central staff. The building is behind schedule (to be completed in July 1979), but temporary quarters provided by the GOB are "adequate," according to CAMA staff.

Recurrent Support for CAMA: GOB funds for office supplies, etc., were not available through March 1979. AID will continue to provide funds thru the third year of the project. However, the GOB will be expected to budget for some office supplies during their FY79/80 budget year as agreed in the Project Agreement.

Group Action Support: The original PROP included $110,000 for Group Action Support and the Amendment added $90,000. These funds were to be used for office space, recurrent budget support, subsidies and loan funds to communal groups. The recent transfer of controller functions to USAID/Botswana has left the Mission with many unanswered questions, especially regarding how much of the original $110,000 is still available for project use. The USAID Controller's review of project expenditures is underway and will be completed by May 30, after which a plan for the use of residual "other cost" monies will be prepared by the CAMA for USAID approval.

17. Outputs

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

Comment

Method presently in use by GDO's are apparently successful. Records show over 450 groups formed, of which at least one-third are functioning satisfactorily. While these existing groups may not ultimately be registered as AMA's, the process of group development is taking hold and groups are gradually increasing in sophistication.

The number of functioning groups (see Table 1) is, to some degree, a result of the work of the GDO's. Other regional agricultural staff have previously used group techniques, but the GDO's provided a technical backstopping in group development process previously unavailable. The mechanics of community organizing, group dynamics and leadership development are all skills provided through the GDO's to regional/district staff and local farmers.

B. GOB Policy Issues affecting group formation, technical and subsidy support and range control (law) are formulated and accepted by the GOB.

Comment

The Agricultural Management Association Act of 1978 and the appointment of the Commissioner of AMA have created the base for group activities.

Registration of the first AMA is expected shortly. Policy of subsidies for groups has been established and EDF funds (SLOCA - Support for Local Organizations in Communal Areas) are now available. Work in range regulations is underway.

C. Trained staff are in responsible positions appropriate to expanding group programs.

Comment

The project's major weakness to date is the slow identification of local counterpart staff. The recently appointed Commissioner is fully qualified and has demonstrated understanding, ability and a willingness to learn. Only one GDO counterpart has been identified and a major recruitment/training effort is urgently required.

D. Technological changes appropriate to the groups and environmentally acceptable are in use.

TABLE I: GROUPS FORMED TO DATE

	Farmers' Committees	Farmers' Associations	Dip Tank Groups	Spray Race Groups	Crush Construction Groups	Small Stock Groups	Crops/Horticulture	Fencing/grazing Groups	Borehole Groups	Tractor Syndicates	Dam/Reservoir Groups	Communal/Commercial Ranches	Poultry Groups	TGLP Project Groups	TOTAL
Gaborone *10/20/78	32	12	2	19	5	10	8	5	33	9	42	2			179
Francistown *4/78	17		2			5		4		2	1				31
Southern *12/5/78		1	8			16	1	29			12	1	1		69
Central *5/8/78	44		12		2	20	3	21	24	7	36	2	1	3	175
TOTAL	93	13	24	19	7	51	12	59	57	18	91	5	2	3	454

*Dates data collected.

Comment

Relatively simple, technological changes such as dip tanks, drift fences, etc., have been accepted by many groups. Most groups are not yet ready to institute more technically sophisticated actions such as establishment of group ranches, rotational grazing, improved borehole watering practices, etc.

18. Purpose

To institutionalize the processes by which group action by small holders, which will result in increased productivity and more efficient use of the resource base, can be encouraged, supported and expanded.

EOPS 1 (a) A communal group support function has been structured and staffed in the MOA organization. Recurrent support is provided.

Comment

A communal group support organization, the CAMA, has been established, but is not yet adquately staffed.

The support for the AMA budget is marginal but manageable. In the new budget cycle, beginning April 1979, no problems should be encountered.

EOPS 1 (b) Ten or more effective group action programs are in operation in each of the seven regions of Botswana.

Comment

Group action programs are underway in 4 of the 6 (not 7) Agricultural Regions of Botswana. While there are groups in operation in each of these districts, there is little data available on the size, stability and effectiveness of these groups. These data will be gathered by the CAMA Communication/Evaluation office as the project progresses.

EOPS 1 (c) Improvements in management of cropland and rangeland are occurring in group action programs.

Comment

Once again, although group actions are underway in substantial numbers in districts served by GDO's, collection of data on improvements in cropland and rangeland due to their actions must await the establishment of the CAMA evaluation system.

19. Sector Goal

To assist the GOB to increase the agricultural productivity and income of the rural small holders on a sustainable basis.

Comment

Project actions, if carried out as planned, are viewed as generally necessary but not sufficient actions to achieve the sector goal.

Specifically, for small livestock owners, other key factors include: (a) rainfall (drought occurs 3 years out of 10); (b) animal health (especially hoof and mouth disease which has been a critical problem in North/Central Botswana in recent years); (c) livestock marketing; (d) quality of breeding stock; and (e) continual entry into the high-priced EEC beef market.

Potential for increased crop production appears to depend on a number of factors -- all of which are being carefully studied in preparation for a major new GOB Arable Lands program. These include: (a) prices; (b) marketing arrangements; (c) rainfall; (d) inputs appropriate for Botswana's arid conditions; (e) farmer training and quality of extension staff; (f) availability of water near croplands, etc.

Many of these factors are being addressed by other donor-supported projects. Nevertheless, group formation is critical to achieving GOB and USAID sectoral objectives. The group formation process, supported by USAID, may well provide the "glue" which will allow other GOB/donor interventions to stick together and have meaningful long-term impact on agriculture production by small farmers and improved use of Botswana's delicate land resources. However, it is unlikely that MOA statistical indicators will be sufficiently sophisticated to attribute any specific portion of goal achievement to project actions.

20. Beneficiaries

This project directly affects the lives of Botswana's rural poor living on communal lands, with emphasis on small farmers. The PP Amendment estimated there would be 85-90,000 project beneficiaries. To date approximately 450 groups have been formed in the four agricultural regions where Peace Corps GDO's have been operational over the past 1-1/2 years. Assuming an average of 15 households in each group and 6 individuals per household, project beneficiaries now probably total approximately 40,500 people.

The formation of a group increases a small farmer's access to programs that will increase his productivity and income. The policy to promote small farmer activities will produce greater equity of income distribution and tend to reduce urban migration.

21. Unplanned Effects

None to date.

22. Lessons Learned

a. Although the project is still young, indications to date strongly support the "gradualist" approach to group formation advocated by the GOB and incorporated into this project. Groups are encouraged to develop slowly and to take on only those new technologies such as firebreaks, drift fences, dip tanks which are culturally and economically appropriate and which can be managed effectively by the groups without substantial outside assistance. This "gradualist" approach is at variance with the approach to group ranching employed in the original Range and Livestock Management project where groups were encouraged to take on the complicated tasks of group ranching and were overwhelmed with managerial, financial and technical problems and quickly became disillusioned.

b. Another lesson, once again learned by AID, is that other donor programs in areas related to an AID project should be carefully reviewed during the PP design.

23. Special Comments or Remarks

The project evaluation team feels that the activities of the CAMA in group formation in communal areas are essential to the success of many GOB priority programs such as the Tribal Grazing Lands (TGLP) and the new Arable Lands Development Program (ALDEP). Group formation and group strengthening using the "gradualist" approach will require patience, resources and a long-term commitment from the GOB. Insufficient attention to small holders in communal areas in contrast, say, with the GOB's massive efforts to support large-scale commercial ranching under TGLP, would have serious long-term consequences for income distribution in Botswana and would clearly damage Botswana's reputation as a country with a deep commitment to improve equity among its populace. A mid-project external evaluation scheduled for January 1980 will b structured to gather and analyze data which should indicate whet USAID assistance to group formation beyond 1981 is warranted an direction such assistance might take.