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**AGENCY FOR
INTERNATIONAL
DEVELOPMENT**



ANNUAL BUDGET SUBMISSION FY 1977

SOUTHERN AFRICA

BEST AVAILABLE

**DEPARTMENT
OF
STATE**

JULY 1975



ANNUAL BUDGET SUBMISSION (ABS)
FOR
SOUTHERN AFRICA

FY 1977

Office of Southern Africa Regional
Activities Coordination (OSARAC)
Mbabane
Swaziland

June 1975

Annual Budget Submission

FY 1977

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Annual Budget Submission (ABS)

for

Southern Africa

FY 1977

FOREWORD

The FY 1977 Annual Budget Submission submitted herewith was prepared under the considerable strain of newly-accelerated deadlines announced by AID/Washington as part of the revised project development, review and approval system. It is true that the much-simplified ABS format made 30 June a feasible submission date for on-going project materials, although it remains to be seen whether the historical tendency to add to each new budget style will be resisted successfully in the future. However, our greatest difficulty came with Project Identification Documents (PIDs) for projects that now cannot possibly be implemented before FY 1977, i. e., 1 October 1976. The schedule is such that a PID submitted 30 June is 15-27 months away from first obligation as an approved project; moreover, a PID that misses the 30 June date even by a few days would presumably be 27-39 months from first obligation.

Our several host governments do not have the capacity to plan that far ahead in detail, and frankly we doubt that AID has it either. What is worse, PIDs must be followed by Project Review Papers (PRPs) due in Washington at the end of October. If we have problems producing PIDs this far ahead of time (as reflected in part by those attached hereto), they will seem slight

when we are faced with PRP preparation in the three to four months following 30 June, for the PRP is now a major document replete with analysis and exacting plans.

When the Agency recovers from the compression and overlapping caused by advancing due dates for what was once future documentation, the sheer workload will ease. But the acute problem of trying, with the host governments, to plan projects before we are close enough to implementation to make such exercises feasible will not go away. Unless some relief is granted by AID/Washington and the Congress, we foresee on the one hand an era of premature, hence poorly prepared, project identification documents for activities that do not finally materialize, fail to meet AID criteria or require major and repeated replanning; alternatively there are likely to be increasing numbers of missed opportunities since the host countries, once having recognized a problem and resolved to address it, are unlikely to be willing to wait out our long lead time. For example, there are indications that both Lesotho and Swaziland may reach the point of requesting assistance in basic rural, non-formal education and training within the next six months. Our ability to respond substantively would be 21 to 24 months away in such cases yet there is not sufficient basis at present to prepare PIDs which could shorten the lead time. OSARAC considers this situation to be a serious and, ultimately, unnecessary handicap to sound programming and the most effective use of AID resources. In the fast changing countries of Southern Africa -- as in most of the LDCs --

the constant demands of adjustment and redesign made necessary by the real world are more than enough to try to cope with. We urge that they not be multiplied by our own bureaucracy.


Charles D. Ward
Regional Development Officer

Office of Southern Africa Regional
Activities Coordination (OSARAC)
Mbabane, Swaziland

June 1975

Certification of the Current Validity of the DAPs

In December 1974 and January 1975, OSARAC submitted Development Assistance Programs (DAPs) for Botswana, Lesotho and Swaziland and a "DAP Substitute" for Malawi. The DAPs were accompanied by sector papers for Botswana, Lesotho and Swaziland in the fields of agriculture and rural development, education and human resource development, and population planning and health. The Malawi DAP Substitute included a brief analysis of the operative sector -- agriculture and rural development.

These documents are considered at this writing to retain their validity in terms of providing a broad strategic basis for projecting future AID programs in Southern Africa. Recent events have not altered OSARAC's program strategy in any significant way, and the proposed FY 1977 activities outlined in the Annual Budget Submission flow from that strategy.

Aside from general approval given earlier for the Malawi DAP Substitute, no formal reaction was received from AID/Washington to the Southern Africa DAPs until this month. OSARAC expects to begin a discussion with AID/W in the near future regarding those portions of the DAPs for which strengthening or further analysis seem indicated.

FY 1976 SUMMARY TABLE
(\$'000's)

<u>Project No. 690-</u>	<u>Project Title</u>	<u>F&N</u>	<u>PP&H</u>	<u>E&HR</u>	<u>TOTAL</u>
	<u>ONGOING GRANTS</u>				
11-130-015	Botswana Range and Livestock Management	743			
11-110-024	Swaziland Rural Development	198			
11-120-031	Thaba Bosiu Rural Development	625			
12-120-048	Lesotho Land and Water Resources	400			
11-660-004	University of Botswana, Lesotho and Swaziland			40	
11-620-009	Swaziland Curriculum Development			140	
11-720-030	Southern Africa Development Personnel and Training (SADPT)			880	
11-540-032	Botswana MCH/FP		400		
	Ongoing Grants Subtotals	1,966	400	1,060	3,426
	<u>NEW GRANTS</u>				
11-110-053	Lesotho Agricultural Field Services	500			
51-110-054	Bunda College Development	1,577			
11-140-055	Swaziland Credit and Marketing	810			
51-150-056	Botswana Crop Production	340			
11-110-057	Rural Manpower			195	
13-420-059	Botswana IVS			259	
	New Grants Subtotals	3,227	-	454	3,681
	<u>LOANS</u>				
	Botswana Northern Abattoir	10,000			
	Total	15,193	400	1,514	17,107

FY 1977 SUMMARY TABLE

(\$000's)

Project No.	Project Title	F&N	PP&H	E&HR	TOTAL
<u>ONGOING GRANTS</u>					
11-130-015	Botswana Range and Livestock Management	200			
11-110-024	Swaziland Rural Development	47			
11-120-031	Thaba Bosiu Rural Development	809			
12-120-048	Lesotho Land and Water Resources	966			
11-110-053	Lesotho Agricultural Field Services	695			
51-110-054	Bunda College Development	650			
11-140-055	Swaziland Credit and Marketing	229			
51-150-056	Botswana Crop Production	250			
11-660-004	University of Botswana, Lesotho & Swaziland			1,200	
11-620-009	Swaziland Curriculum Development			442	
11-720-030	Southern Africa Development Personnel and Training (SADPT)			1,338	
11-110-057	Rural Manpower			265	
13-420-059	Botswana IVS			300	
11-540-032	Botswana MCH/FP	430			
15-540-058	Lesotho Health Manpower Training	238			
	Ongoing Grants Subtotals	3,846	668	3,545	8,059
<u>NEW GRANTS (by funding priority)</u>					
0062	Swaziland Health Manpower Training		568		
0060	UBLS Schools Examinations Council			710	
0061	Lesotho Educational Resources			402	
	New Grants Subtotals		568	1,112	1,680
<u>LOANS (by funding priority)</u>					
(1)	Botswana Agricultural Production loan grant	1,500			
	Lesotho Agricultural Sector Modernization	500			
	Loan Subtotals	6,100			
	Totals	8,100	1,236	4,657	8,100
		11,946			17,839
					7
					1,513

PL 480 Title II (non-add)

(1) The loan and grant elements together comprise a single project.

BOTSWANA RANGE MANAGEMENT & LIVESTOCK IMPROVEMENT PROJECT

690-11-130-015

The Botswana Range Management and Livestock Improvement Project has completed its first year, the first three technicians having arrived on May 20, 1974. The remaining three members of the team arrived during the period June 28 to November 23, 1974.

Implementation procedures for initiating the project followed very closely Phase One: "Systems Determination and Selection of Test Areas (9-12 months)", Time Period: 0-12 as outlined in the Non-Capital Project Paper (PROP) dated May 1973. The objectives, goals and suggested procedures outlined in the PROP were closely followed as a guide.

Responsibilities of the team members have varied. The data processing technician continued immediately upon his return to Botswana with computer record coding and design of data analysis systems for the Animal Production Research Unit ranches. He had initiated much of this work as a Peace Corps Volunteer during the preceding two years. The surface water engineer, seconded to the Division of Land Utilization, was put to work immediately in charge of the Small Dam Construction Unit. He has been basically engaged in planning survey and supervision of this unit. While dam construction equipment has been inadequate due to constant breakdown, the situation is improving with the arrival of a sizeable amount of new construction equipment as well as 4-wheel

drive vehicles for the servicing of the new and various construction units in operation in scattered areas of the country.

The range ecologist, the last of the team members to arrive, has been busy acquainting himself with range conditions in Botswana. He has visited several of the potential site areas as part of the reconnaissance surveys. Seconded to the Animal Production Research Unit, he is analyzing records of transect monitoring systems used on Government demonstration research ranches and procedures used. Permanent transect points are being established on these ranches at this time.

Other members of the team have been concerned primarily with the location of feasible areas for potential test systems. This effort has involved other Ministry of Agriculture personnel including extension officers, the rural sociologist and district officers. Three sites have been selected for intensive ranch planning from 12 potential sites originally considered.

Guidance to the team has been provided through a coordination committee established by the Ministry of Agriculture (MOA) and including representatives from all Ministries interested in the project.

Training meetings have been held with all MOA personnel who are associated with the present potential sites to explain all aspects of the project thoroughly.

In relating the progress of the project to "Phase One", it may be reported that (1) the team has been thoroughly oriented with GOB technical staff and conditions under which they work, (2) contact has been established with district and local Government officials and tribal councils, (3) contact has been made with small stockholders in potential site areas, (4) livestock and household inventories have been taken and tabulated in three areas, (5) range and livestock resource reconnaissance has been made in three areas, (6) "dry run" economic analysis and proposed types of management systems believed to be socially acceptable are being developed, (7) negotiations have been underway with the National Development Bank since December 6, 1974 to establish a small stockholder revolving credit fund, (8) Five potential sites were selected on the basis of people's interest. Three of these sites have now been selected for intensive analysis and planning which is expected to lead to installation of actual ranches, (9) baseline data is being collected as part of overall feasibility evaluation, (10) three degree participant candidates were selected for overseas training and materials for nomination forwarded to USAID through the GOB Director of Personnel. Recruitment is underway for the remaining participants; (11) preliminary planning has begun on in-service training (ranch managers are badly needed but candidates and practical training facilities are sorely lacking), and (12) TDY consultants successfully completed a study on the production and marketing of small stock;

their findings will be valuable to an accelerated program in Botswana. A request has been made for a consultant on farm management to establish a system of collecting and analysing economic data on the ranch sites.

The project has encountered a variety of difficulties which have slowed progress. The most important of these are:

1) The national elections held Oct. 26, 1974 commanded the attention of local and national officials, making initial contacts slow and difficult;

2) Partly because of the national elections and partly because of cautions concerning a sensitive issue the GOB has been slow in developing a new land tenure policy;

3) Development^{of}/procedures within the GOB for financing and managing the project has been time consuming and difficult; and

4) Personality conflicts within the team have prevented the development of an effective team effort.

While the last three of these problems remain they are being worked on and should be resolved within a reasonable time span. Substantially greater progress is anticipated in FY 76.

SWAZILAND RURAL DEVELOPMENT

690-11-110-024

Project Goal and Purpose. The goal of this project is to support the GOS rural development program to improve living standards through increased agricultural output and better public services. The project purpose, per the PROP, is to increase agricultural productivity and income within the Rural Development Areas (RDAs).

Output Targets and Progress. The PROP lists the following output targets:

1. Improved range management practices and more rational patterns of land use, with fragmented units consolidated into more economic units where modern methods can be applied. Largest units will be about 12 acres.
2. Increased production of maize and sorghum in addition to other cash crops put into production by the Extension Service.
3. Expanded administrative capacity within the Ministry.
4. Increased yields of livestock products.
5. Expanded farmer access to public services, credit and markets.
6. Reduced erosion and expanded water supplies.
7. Constructed farm-to-market roads.

An in-depth evaluation of the project was conducted in August 1974 (Fischer et al, Rural Development in Swaziland). Progress against outputs is analyzed in pages 16-27. Broadly the report concludes

that " the RDA program is moving forward and the USAID project is definitely supporting this movement ... and ... moving toward fulfillment of its goal". Only one RDA has progressed to the point where very many verifiable indicators of productivity can be observed. The evaluation concludes that in this RDA "good progress" can be observed on targets 1, 2, 5, 6 and 7 above. Although Ministry of Agriculture administrative capacity is improving, professional and technical manpower requirements are still critical. Under project auspices USAID has provided 11 man years of technical expertise in animal husbandry, range management, marketing, conservation engineering and heavy equipment shop management. An additional 10 man years has been programmed or planned. Eight man years of long-term training and 2 man years of short-term training have been funded with a similar amount expected over the remainder of the project.

The project will phase out over the interim quarter and FY 77, with emphasis on completion of infrastructural components, operationalizing the highveld demonstration ranch, and completion of technical services and training. The project budget is considered adequate.

THABA BOSIU RURAL DEVELOPMENT

690-11-120-031

The second year of project activities was completed in March 1975. By December 1974 all technicians were on board and all aspects of the project were in full operation. Project activities are roughly divided into three types: "complex" activities such as soil conservation and integrated farming, "simple" activities which are of a type which can be rapidly implemented and result in immediate pay-off, and a third type which are promising ideas needing further study and development. A planning and evaluation unit supports all three activities. AID inputs to the project are primarily directed toward the first type of activity. In addition, a centrally funded rural sociologist is assigned to the planning and evaluation unit.

Conservation activities have been in full swing for more than a year and significant results are beginning to emerge. Most importantly, the possibility of changing behavioral patterns with regard to land utilization and management within the existing land tenure system appear favorable. The implementation of land use plans which are somewhat radical in terms of local tradition is proceeding with relatively few complications. With the arrival of the project's agronomy and livestock specialists, fully integrated farming packages are being developed. With five participants in training and four scheduled for departure in 1975, it is anticipated that two of the five U.S. technicians may be replaced by counterparts earlier than expected. On the other

hand, the complexity and importance of working closely with local leaders and farmers in developing land use plans has indicated a need for an additional U.S. expert in this area.

Experience has indicated that due to conditions in Lesotho conservation works will have to be more comprehensive than originally anticipated. As a result of this, and considering that a national conservation service is being developed by another project, the project is revising its program. Instead of covering the entire project area, the "complex" project activities will be limited to in-depth interventions in selected areas which, in sum, will represent many of the varying types of agricultural conditions found in Lesotho.

Project activities in the "simple" area are predominantly involved in establishing a farm supply and marketing infrastructure with related activities such as access roads and extension.

Promising areas under study include asparagus production and deciduous fruits.

The planning and evaluation unit has amassed considerable base-line data as well as data on project activities and intensive computer assisted analysis is underway.

A project evaluation in November 1974 indicated a need for changing the methodology for evaluating project accomplishments (see PAR), and a second evaluation will be held to re-phrase the

project logical framework. An in-depth evaluation of AID inputs is tentatively scheduled at the project mid-point of September 1975.

As the Thaba Bosiu project was the first major integrated agriculture project in Lesotho, its original planning anticipated possible re-design or extension. This process has now started. Early indications are that "simple" activities may have proven successful enough to permit expansion/replication in a new or "Phase Two" project before the end of the scheduled six years of the current project. At the same time "complex" activities will probably require additional time to achieve their purpose.

AID inputs to the project for the original six-year period are currently estimated at \$3.4 million. This includes cost overruns on commodities (with possible additional equipment requirements) and housing, and a significant increase in the training input. Provision of the additional U.S. expert mentioned above is offset by decreases in estimated time requirements for current technicians.

The PP will be revised as part of the in-depth evaluation scheduled for September. At this time the possibility of AID assuming responsibility for the "complex" activities (as its input to "Phase Two") will be studied. Should this be included in the revised PP and a total project life of eight years prove necessary, it is estimated that the revised PP would require total funding of \$4.5 million.

LAND AND WATER RESOURCE DEVELOPMENT

690-11-120-048

The purpose of this project is the incorporation of sound land use and management principles and practices into the national agricultural development effort and the understanding, acceptance and adoption of these practices by Lesotho's farmers.

The project proposes to achieve this purpose through the establishment and institutionalization of a national soil conservation service based on U.S. experience but adapted to Lesotho's conditions.

The original project agreement obligating \$903,000 of an estimated \$3.0 million AID input over eight years was signed in December 1974. Four of the eight U.S. experts are expected to be on board by July 1975 (two are temporarily funded under another project). Initial commodity requirements, comprising about half of the total amount to be provided, have been identified, and procurement is underway. Nine academic participants (three in Africa, six in the U.S.) have been identified and are scheduled to commence training in 1975.

UNIVERSITY OF BOTSWANA, LESOTHO AND SWAZILAND
690-11-660-004

Project Goal and Purpose. The goal of the project is to assist the Governments of Botswana, Lesotho and Swaziland to meet national needs for middle and high level manpower. The project purpose is to assist development of the regional University of Botswana, Lesotho and Swaziland (UBLS) by contributing, in cooperation with the U.K., Canada and other donors, to the financing of capital development costs (equipment and construction) and development of the teaching staff.

Outputs and Progress. The UBLS is the major training resource for middle and higher level manpower in the BLS countries and constitutes a strategic tool for development in the three countries. Since its beginning in 1964, the University has expanded to a current enrollment of 1,200 students, with a prospective enrollment of 2,000 students by the end of the decade. The UBLS was founded as a regional institution and is supported primarily by annual subventions from the three Governments.

The U.S., with the British and Canadians, has assisted in the construction of new satellite university campuses in Botswana and Swaziland. The construction of these two centers enables each country to retain its own students for the first two years and represents the first major step in the geographic "devolution" of the university. It permits each of the three countries to have a significant physical university presence and

has thereby helped to retain their continued support. In addition, the U.S. teaching staff and science equipment have been significant factors in the ability of the University to cope with the sharp student population growth. USAID is currently providing lectures in annual husbandry (Swaziland), biology (Botswana), and audio-visual aids (Lesotho). During FY 75 the project funded continued training for three long-term participants and two short-term programs.

Although A.I.D. financed a study in FY 73 to delineate UBLS's future role in expanding middle level technological education in these three countries, a development plan for the University has not yet been agreed upon. Issues regarding the overall programs of instruction and the distribution of facilities among the three countries still remain to be resolved.

In the meantime, only modest interim assistance is being provided. The U.K., Canada and U.S., as well as the IBRD, have indicated their willingness to consider future assistance to UBLS if a satisfactory resolution of the issues is reached. Upon determination of an appropriate next phase for the University, it is proposed that AID continue technical assistance and provide a capital grant to UBLS to modify existing classroom structures and construct and equip new laboratories to help finance essential expansion.

Program: The proposed FY 76 budget includes funding for two man years of participant training (\$23,000) and short-term advisory services (\$17,000). The FY 77 program includes funds for three long-term technical advisors and short-term consultancies (\$250,000), training (\$50,000) and a \$900,000 capital grant for university construction.

SWAZILAND CURRICULUM DEVELOPMENT

690-11-620-009

Project Goal and Purpose

The purpose of this project is to establish an institutionalized local capacity for developing a primary curriculum which reflects Swaziland's national goals for education. The project is to contribute to the overall aim of accelerating the development of Swaziland's human resources by making primary education more relevant to the Swazi environment.

Project Outputs and Progress

The Project Paper for this project was approved in December 1974. The Project Agreement was signed in January 1975 and in February a PIO/T was issued. It is expected that the contractor will be identified by the end of June 1975. All prospective contractors interviewed indicated that they could field the first technical staff team members by August 1. Progress made thus far for the technical services aspect of the project is within the implementation schedule as planned. The design for six houses to be constructed for advisory personnel has been approved, the site selected and a construction firm awarded a contract. Site clearing began in June and the first two houses are expected to be complete by October 1975. Construction of all six houses is to be finished by January 1975. This construction schedule conforms closely to that anticipated during

the final pre-implementation planning period.

At this state of project development the budget is still considered to be valid.

SOUTHERN AFRICA DEVELOPMENT PERSONNEL AND TRAINING (BOTSWANA)

690-11-720-030.1

Taxation: See PAR issued January 7, 1975Agriculture General

Under the SADPT project AID finances the Deputy Permanent Secretary (Technical) in the Ministry of Agriculture. AID has filled this position since January 1973. During the past fiscal year an agreement was signed to extend AID financing for the position until June 30, 1976. The incumbent in the position, who has performed impressively, will remain until that time. A Botswana citizen is soon to be selected for on-the-job training to assume the position when the current incumbent departs. When the Deputy Permanent Secretary (Technical) completes his tour, the GOB would like to fill that OPEX position with another agriculturalist. OSARAC is prepared to consider this request.

The GOB is initiating a major effort to increase production of sorghum, the major grain grown in Botswana. Towards this end it has requested, and AID has agreed to finance, a crop improvement officer under the SADPT project. Recruitment has been initiated to locate a person who is competent to conduct varietal trials of sorghum and who can develop Botswana's links with the various International Agricultural Research Institutes.

Agricultural Planning

The agricultural planning activity has three primary purposes. The paramount of these is to strengthen the general planning capability of the Ministry of Agriculture. Secondly the planning unit, through OPEX provided personnel, will ensure that the lessons being learned from ongoing projects, both operational and research, are spread throughout the Ministry and incorporated into the overall program. Finally this project will give the Ministry an increased capability to design its own projects and programs.

In brief the functions the various personnel will perform are as follows:

The first and senior agricultural economist will serve as Chief of the Planning and Economic Analysis Section (PEA). In this capacity the incumbent will be responsible for the identification, planning, and evaluation of agricultural and rural development projects and programs. In performing these functions it is anticipated that he will prepare feasibility studies, internal rates of return, and cost/benefit analysis. Particular attention is to be paid to the opening of new markets for all elements of Botswana agriculture.

The second agricultural economist will serve in the planning and Economic Analysis Section and will have principal responsibility for the planning and evaluation of livestock development programs and projects. It is expected that he will be as technically capable, although perhaps not as experienced,

as his senior colleague.

The rural sociologist will work with a senior, Botswana citizen rural sociologist and will become involved in one or more rural development projects. The incumbent will advise technical and administrative officers on the social problems involved in development projects and programs and will place particular emphasis on the extension activities of the Ministry.

The overall impact of this project should be considerable because it will place personnel in key positions in the most important sector of the Botswana economy. They will be in an excellent position to work on two of Botswana's critical problems:

1. bringing prosperity to the rural sectors by rational use of resources; and
2. training the citizen personnel necessary to assume responsibility for the complete agricultural program.

Under this activity AID has also recruited a lecturer for the Botswana Agricultural College (BAC). BAC is a post secondary school institution which is the primary source of trained agricultural personnel in Botswana. The incumbent will conduct courses in a variety of agricultural disciplines but will emphasize practical course work in animal health and husbandry that will be of direct benefit to Botswana agricultural production.

Nominations for these positions have been accepted by GOB and the personnel are expected to arrive in late FY 75 or early FY 76.

SOUTHERN AFRICA DEVELOPMENT PERSONNEL AND TRAINING (LESOTHO)

690-11-720-030.2

As originally stated in relation to Lesotho, the purpose of the SADPT project is to provide key specialists to the Ministries of Agriculture and Education. The extent of assistance required for Lesotho's monumental conservation problems resulted in development of the Land and Water Resource project, and two of the four conservation positions provided under SADPT have already been transferred to that project with the remaining two scheduled for transfer after completion of the initial tours of the technicians. Funding for conservation training is also being transferred.

FY 75 saw the establishment of first positions outside the specific area of the Conservation Division of the MOA, although they are related to it. A Project Agreement was signed in late FY 75 to provide the chief of a newly established extension division and an irrigation officer to be responsible for nation-wide development and coordination of irrigation programs and projects. Requests for a small stock development officer and a lecturer in conservation at the Lesotho Agricultural College have been agreed upon and are awaiting funding availability.

The GOL has shown a markedly increased interest in utilizing this project and a number of additional possibilities have been under discussions. Formal requests for more assistance that AID will be able to accept are expected in the near future

and will be considered in light of their relation to the focus of the AID program in Lesotho and funding limitations.

Possibilities include a senior education post in higher education, a chief agricultural research officer and an agricultural planning officer.

FY 75 funds have also been utilized to provide partial "topping-up" funds (in conjunction with UNDP) for the managing director of the Lesotho National Development Corporation. The project is also being utilized to provide interim funding for U.S. experts now engaged in a low-cost housing project while the project is transferred to other donor funding.

A counterpart to the extension officer has been identified and will be processed for training as soon as possible. Training for counterparts to the other positions is anticipated to start in FY 76.

SOUTHERN AFRICA DEVELOPMENT PERSONNEL AND TRAINING (SWAZILAND)

690-11-720-030.3

Project Goal and Purposes

The goal of this activity is to help alleviate the shortfall of technical and managerial manpower identified in Swaziland's Second National Development Plan (1973-1977). The purposes of the activity are to (1) provide agricultural specialists for key positions in the Ministry of Agriculture to assist the GOS with rural development activities as well as related AID and other donor development activities (2) finance education administrator(s) to assist the GOS Ministry of Education, and (3) provide additional local competence in agriculture and education through training.

Outputs and Progress

Expected outputs are up to 27 man-years of OPEX services in 7-9 senior level positions in the Ministries of Agriculture and Education spanning a period of six years. In addition approximately two Swazi nationals per encumbered position are to be trained sufficiently to enable the GOS to carry on the functions of the OPEX technicians with local personnel. Short term training will also be provided. Broad training expectations are as follows:

Agriculture - Approximately twelve UBLS diploma or degree graduates (or equivalent) trained in various combinations of U.S. or African academic programs with USDA special

programs in fields related to the positions being filled.

Education - Four UBLs (or other) degree graduates trained in the U.S. or Africa at the masters or equivalent level in education administration.

By providing OPEX technicians to assist in meeting immediate needs for expertise and simultaneously endeavoring to train Swazi counterparts the project purpose will be achieved, thereby contributing to GOS and other donor efforts to cope with the country's manpower shortages.

To date three technicians have been recruited under the project, an agricultural extension officer, a land use planner and a senior agricultural credit advisor. Two additional positions in irrigation are under consideration for funding in FY 76, and it is anticipated that another two positions will be filled in the IQ and FY 77. Four long-term and one short term participants, all in fields related to agriculture, are presently on board. Two long-term training requests in home economics extension are to be met in FY 76 and the IQ. A request for short term training in agricultural credit is under review.

The project is moving according to schedule, and the life-of-project budget is still considered accurate.

MATERNAL AND CHILD HEALTH/FAMILY PLANNING

690-11-540-032

Project Goal and Purpose. The goal of this project is to support the Government of Botswana in its effort to extend and improve rural health services. The project purpose is to assist the Government in developing a cadre of health personnel for the provision of MCH/FP and preventive health services as part of Botswana's health infrastructure.

Outputs and Progress. An in-service training curriculum and teaching plans will have been developed.

An in-service training curriculum has been developed and is being used in the classes held in Francistown, Gaborone and Lobatse. The curriculum specifically states the course objectives and course content to be used in the three training areas. The in-service curriculum was last revised in December 1974 in a continuing effort to develop a training program relevant to the health needs of Botswana. The course is standardized to help promote and maintain similarity and unity in teaching.

2. All in-service nurses will have completed the public health, MCH/FP in-service course and a plan for refresher courses will have been developed.

Suggested training output listed in the contract states 150 nurses should be trained by the end of 1975, assuming four courses of eight weeks duration per year. The program has been running three courses of twelve weeks duration per year. As of May 1975, 157 nurses had been trained.

The refresher program has not yet been developed but is expected to conform to project plans. A refresher seminar is being planned for the nurses who completed training in October or November 1974. Details and exact timing must still be developed.

3. An integrated curriculum for basic nursing programs will have been developed and will be utilized in the schools of nursing.

A curriculum has been developed for integration of public health, maternal and child health and family planning in the enrolled nurse training schools. It has been approved by the Chief Nursing Officer. It is now scheduled to be introduced to the enrolled nurses (EN) who started training in April 1975. Training of the tutors responsible for implementation of the curriculum in the EN schools is scheduled to start in August 1975.

4. Field training facilities developed and utilized.

Francistown - Teaching during the eight weeks of theory is done in a classroom near the hospital. During the four weeks of practice, clinics in Francistown, Tonota and Selibe-Pikwe are used.

Serowe - The postpartum clinic with FP services continues its operation in this area. The nurse responsible for this clinic is currently taking the MCH/FP course at Meharry Medical College.

Lobatse - Due to limited hospital space postpartum patients are seen at the Peleng clinic where FP services are available. The nurse who supervises this clinic has completed the in-service course.

5. MCH/FP and preventive services will be made available in rural facilities as they are developed.

These clinics are being constructed by NORAD. Construction is substantially behind schedule so that little progress in delivering the services has been possible.

Life of Project Indicators.

- 1- Approximately 500 nurses will have completed in-service training. May 1975 -- 157 nurses completed training.
- 2- Approximately 350 students and pupil nurses will have completed the integrated basic nursing curriculum.
Delay in implementation -- training beginning with EN classes which started April, 1975.
- 3- Three rural and up to two urban field practice units will have been developed.
Five practice areas are currently in use.
- 4- Approximately 10 tutors will have received appropriate training.
One nurse currently in training, three waiting acceptance.
- 5- Approximately 10 candidates will have completed or be in training as health educators at the B.Sc or MPH level.
One candidate is studying for a B.Sc in health ed and two for

the B.Sc in nursing ed. Five nominations are currently being processed, two for health ed and three for nursing ed.

- 6- All postpartum patients delivered in the three Government training hospitals receive FP information and services when deemed appropriate and when requested.

Currently being done.

- 7- Up to three participants will have received training in administration and evaluation of MCH/FP programs.

One candidate has been identified and is awaiting location of a program.

Schedule and Budget. FY 76 funding will provide for the services of five contract technicians (three public health nurse instructors, one health educator and one administrative officer (\$220,000), continuing and new long-term training (\$139,000), commodities (\$23,000) and local costs of teaching materials and administrative support. No funding is contemplated for the Interim Quarter. Funds have been budgeted in FY 77 primarily for renewed tours for project technicians and continued training. The project appears to be on schedule.

STATUS OF NEW FY 1976 GRANTSLesotho Agricultural Field Services Development (690-11-110-053).

The PRP for this project is scheduled for submission in October 1975. It is anticipated that the PP will be completed in early CY 1976 with project authorization and signature of the project agreement following before the end of FY 1976.

Bunda College Development (690-51-110-054). The project paper has been drafted and will be submitted to AID/W shortly. The implementation schedule projects authorization in August 1975, with ProAg signature anticipated in September.

Swaziland Agricultural Credit and Marketing (690-11-140-055).

The PRP for this project is in draft and is scheduled for submission to AID/W early in FY 76. The target for project authorization and signature of the ProAg is mid-FY 76.

Botswana Crop Production and Marketing (690-51-150-056). The PRP is in its final stages. The project implementation schedule calls for PP submission to AID/W in October with project authorization and ProAg signature anticipated in mid-FY 76.

Rural Manpower Development(690-11-110-057). The PRP for this project is scheduled for completion in September. The PP is expected to be submitted during the third quarter of FY 76.

Lesotho Health Manpower Training (690-15-540-058). The PRP has been drafted and is scheduled for AID/W review in July. Timing of the PP design activity should follow shortly.

STATUS OF NEW LOANS: FY 1975 and 1976NORTHERN ABATTOIR (BOTSWANA)

A loan paper for a northern abattoir with a throughput capacity of 350-400 head a day has been reviewed favorably by AID/W. It is understood that a \$1,000,000 loan will be authorized in FY 75 for A&E work in connection with the new abattoir.

"Phase II," the loan for construction of the abattoir, is scheduled for FY 76. The amount of the construction loan is estimated at \$10 million.

PL 480 TITLE II, FY 77LESOTHO

Sponsor: Catholic Relief Services

A. Maternal and Child Health: Total Recipients 120.0Recipients by Commodity

<u>Recipients</u>	<u>Commodity</u>	<u>Pounds</u>	<u>Dollars</u>
120.0	Oil	1,440.0	494.0
65.0	Bulgar	<u>3,120.0</u>	<u>243.0</u>
	MCH Total	4,560.0	\$742.0

B. Food For Work: Total Recipients 34.5Recipients by Commodity

<u>Recipients</u>	<u>Commodity</u>	<u>Pounds</u>	<u>Dollars</u>
34.5	Oil	331.0	114.0
34.5	Corn Meal(S.F.)	7,452.0	570.0
34.5	Breadflour	<u>828.0</u>	<u>87.0</u>
	FFW Totals	8,611.0	\$771.0

Country Program Totals

13,171.0 \$1,513.0

NARRATIVE

1. The MCH foods are used entirely in the pre-school feeding program.
2. Almost all FFW food is used in support of the AID-assisted conservation program.
3. WFP has been supporting the CRS pre-school program with supplemental NFDM and BFF. This support may be terminated in FY 77.

If so, the CRS program AER will be increased by 2,340.0 pounds NFDM. Request will be for NFDM as experience has shown that substitution of CSM for NFDM has resulted in diversion of food at family level (CSM resembles staple meal in Lesotho and thus is often pre-empted by adult males). If only CSM is available, required level would be 3,900.0 pounds valued at \$497.0.

4. All FFW conservation activities are in process of being put under direct control of the Ministry of Agriculture's Conservation Division, which is being technically and administratively upgraded in an AID project. If the division demonstrates the capacity to manage a larger program, an increase in the FFW program may be requested.

APPENDIX

Project Identification Documents (PIDs) for FY 1977

Loans: Botswana Agricultural Production
 Lesotho Agricultural Sector Modernization

Grants: Swaziland Health Manpower Training
 UBLS Schools Examinations Council
 Lesotho Educational Resources

PROJECT IDENTIFICATION DOCUMENT (PID)

Agriculture Production Loan - Botswana

I. Summary of the problem to be addressed and the proposed response

1. Problem and Response

The AID supported range and livestock management project is expected to develop a technology to meet the needs of the smaller livestock owners in Botswana. This technology, in conjunction with the GOB's new land tenure policy, will create an opportunity to expand livestock production substantially beyond its present scope. If the proposed AID crop improvement project is approved, a similar opportunity should present itself in sorghum production.

The purpose of this proposed project is to help expand livestock and cereal production substantially through an agriculture credit loan. Initial emphasis will be on livestock production.

The Botswana DAP addresses the need to expand agricultural production and specifically notes that the limited amount of financing available to the mass of farmers is a major constraint to achieving this objective. This project would address itself to the credit constraint by making the prerequisites of production available to farmers. With the means of production available, and a proven, effective technology in operation in range/livestock test sites, the chances of increasing production substantially would be excellent.

The livestock element would permit substantial replication of the three cooperative ranches (test sites) being established under the range and livestock management technical assistance project. The type of ranch constructed under this loan will likely follow the pattern expected to be established by the range/livestock project, that is, small herders in rural villages desiring to rationalize the management of livestock and thus improve production would join together into an association having legal standing. (The Attorney General of Botswana is now in the process of establishing the exact form such legal associations will take.) The association would then assume management over lands which heretofore have been held in common and were unmanaged. The loan will allow these associations to purchase the equipment necessary to provide effective water management on the ranches. Water is the most critical physical aspect of ranch management in Botswana.

The crop element of the project would provide marketing credit funds to the Agricultural Marketing Board (AMB), a GOB parastatal body, helping it to establish an integrated grain marketing system. Under the form this system is expected to take, the AMB would pay the farmer 75% of the estimated value of his grain on delivery. The remaining 25%, less AMB charges, would be paid upon resale of the crop by the AMB.

2. Description of proposed project

a) project outputs

- i. Enough equipment to install an estimated 20 ranches
(actual number of ranches will depend on experience)

of range/livestock project and size/number of groups desiring to establish them).

ii. An adequate sorghum marketing system for eastern Botswana under the auspices of the Agricultural Marketing Board (AMB).

b) kind and amount of resources:

i. \$1,000,000 for equipment (loan):

water pipe

pumps

storage tanks

fencing wire

ii. \$500,000 credit (loan)

iii. \$500,000 for technical assistance (grant):

loan manager

technical specialist

training

c) disbursement period

3 years - loan

5 years - grant

LOGICAL FRAMEWORK

Goal: To increase food production

Purposes:

- 1) To support interested groups of farmers who wish to establish cooperative livestock ranches
- 2) To help the Agricultural Marketing Board establish an integrated sorghum marketing system in eastern Botswana

Outputs:

- 1) An estimated 20 ranches equipped with water pipe, pumps, storage tanks and fencing wire, financed under the AID loan through the Botswana Development Bank
- 2) An adequate sorghum marketing system in eastern Botswana using marketing credit administered under the AID loan by the AMB

Inputs:

- 1) \$1,000,000 for equipment sub-loans through the BDB (loan)
- 2) \$500,000 for marketing credit through the AMB (loan)
- 3) \$500,000 for 2 technicians for five years plus training (grant)

It is envisioned that the loan money will pass through three steps on its way to the ultimate beneficiaries. The first will be from AID to the GOB, on normal concessional AID terms. The GOB would then relend to the Botswana Development Bank (BDB) and the Agricultural Marketing Board (AMB) at slightly higher than concessional rates. The BDB would in turn relend to groups desiring to establish cooperative ranches at a rate approximately half that charged by commercial lending sources.

The Agriculture Marketing Board would use its sub-loan to purchase grain from crop farmers. It is envisioned that the AMB would pay on delivery 75% of the estimated value of the grain. The remaining 25%, less a small handling charge, would be paid to the farmer when the

AMB sells the grain.

The spread on the reloan, which would be limited, would accrue to the GOB and BDB/AMB for development purposes.

Technical services will be provided to both the BDB and the AMB. A loan officer will be provided to the BDB for the purpose of assisting in the smooth implementation of this loan while training BDB staff in the development of loan proposals in general. The technician assigned to the AMB will be a processing, storage and transport specialist who will be assigned in an OPEX role to manage portions of the AMB's operations and to offer in-service training to staff.

3. Major assumptions

a) Lack of financing is a major constraint on crop and livestock production, and this loan can significantly reduce that constraint.

b) Existing institutions (Botswana Development Bank and Agriculture Marketing Board) can effectively administer the loan with limited technical assistance inputs.

c) Botswana's small farmers will utilize the loan and maintain acceptable standards of repayment.

d) Increased production can be marketed profitably.

4. Activities of Host Government and Other Donors

The GOB has established a development bank and an agricultural marketing board. Both institutions have the objective of assisting in rural development. The Botswana Development Bank, the older of the two, is staffed by a competent group of professionals. Most of the staff is

provided by other donors with the British being the largest group. The Agriculture Marketing Board has just recently been established and is in the process of developing an integrated marketing system for Botswana crop producers. This organization is largely staffed by ODM-provided personnel.

The GOB is committed to a new land policy that will allow enclosure of state and tribal lands and thus pave the way for effective management of rangeland and livestock. It is also committed to extending the cooperative ranching scheme AID is supporting far beyond the three test ranches AID is financing.

The GOB is also committed to a marked improvement of the crop production situation. Towards this end ODM is financing a dryland farming project. This project has successfully completed its first phase and is now starting phase II.

5. Alternatives to this project

a) Commercial banking - The banking system in Botswana is in a primitive state of development. Both commercial banks follow a policy of lending only to owners of freehold land. The terms are well beyond the financial ability of the target population for this proposed AID loan.

b) GOB financing - The government currently lacks resources to expand into activities along these lines.

c) AID grant financing - The requirement is primarily for financing directly productive activities, which if the project is viable should be sustainable on a loan basis.

d) Other donor financing - Other donors appear committed in other areas and seem to lack expertise in this particular field. GOB is especially interested in AID financing because of U.S. experience in dryland farming and existing AID technical assistance projects in Botswana.

The project has been selected for AID funding because it addresses a set of priority problems. First, it is directly concerned with increasing food production. Secondly, it will allow ordinary farmers to take advantage of the opportunity afforded them by the GOB's new land tenure policy and developing dryland farming technology.

The means for expanding production should be well in hand by the time this project becomes operational. The technology will have been field proven and demonstrated to be socially acceptable; thus the prerequisites for expansion largely involve providing the physical and financial means to do the work. While the interest rates, availability of capital and loan policies of the small commercial banking sector preclude normal commercial loans, an AID loan on concessional terms clearly seems to be a viable activity.

6. Beneficiaries

The major beneficiaries of this project will be the owners of small herds of livestock and crop growers having modest amounts of land under tillage. Because Botswana is an extremely poor country, one of the 25 least developed by UN standards, the beneficiaries may not in every case be among poorest 40% of all Botswana. However, their average annual family income of approximately \$300 makes them poor by any standard.

The nation as a whole will benefit from the expanded agricultural production.

7. Spread effect

The project itself will be spreading the benefits of existing technical assistance projects. If successful, it in turn can be expected to have the effect of encouraging both the GOB and commercial banking sector to include smallholder agricultural credit in their future activities.

Because the actual implementation will take place throughout rural Botswana, it seems likely that a significant segment of the rural population not involved in the project will be exposed to it.

II. Financial Requirements and Plans

Estimated cost

<u>U. S.</u>	\$1,000,000	equipment loan
	\$ 500,000	marketing credit loan
loan total:	\$1,500,000	

\$ 500,000 grant for two technicians for five years plus training

<u>Botswana</u>	Botswana Development Bank	\$100,000	(administrative costs)
	Agr. Marketing Board	\$ 50,000	" "
	Local construction costs (GOB)	\$1,000,000	

III. Development of the Project

1. The project is being developed in response to a GOB expression of interest in having AID follow up the current range and livestock project and the proposed crop production project with a supporting agricultural credit project.

Preparation of the necessary documents will require specialized skills not available in OSARAC. However, it is believed that these skills,

primarily in agricultural economics and equipment, are readily available from either AID/W or REDSO/EA, or in the case of equipment can be obtained on short-term contract.

Baseline data adequate to develop this project is available from existing GOB sources.

2. Submission schedule

PRP September/October 1975

PP mid-FY 76

3. AID resources required

An agricultural economist, a specialist in agricultural equipment and a capital development officer will be required. All other required skills are available within OSARAC. A minimum of two weeks per person on the project development team will be needed to adequately prepare the PRP. After PRP approval, an additional two weeks per person will be required to develop the PP.

IV. Policy Issues

1. The desirability of basing this proposed project on two other as yet unproven projects (range/livestock and crop production).

2. The size of the loan. We do not at this stage have a hard factual basis on which to recommend a suitable amount. This is an issue which should be examined closely by the PRP team. In the case of the ranching equipment, their analysis should take account of the emerging experience with test ranches in the range/livestock project.

3. Whether the technical assistance proposed herein should be loan or grant financed. The argument could be made that since the BDB and AMB are both revenue-generating enterprises, technical assistance to them should be reimbursable under the loan rather than grant-funded.

OSARAC:

6/75

PROJECT IDENTIFICATION DOCUMENT (PID)

Lesotho Agricultural Sector Modernization

I. Summary of the Problem to be Addressed and the Proposed Response to the Problem

A. The Problem and the Proposed Solution

Agricultural development activities in Lesotho did not reach a significant level of magnitude until the advent of donor-assisted area development projects beginning in the early 1970s. By 1975, when the second five year plan was being developed, sufficient information had been generated by these projects to permit the more precise estimates of agricultural development goals required for continued development during the second plan period (1975/76 to 1980/81). In analyzing information produced and lessons learned during the first plan period as part of preparation for second plan activities, the GOL was able to identify several capital constraints which would have to be overcome if its second plan objectives were to be achieved. In two of the areas identified, agricultural machinery and conservation/roads equipment, the U.S. was clearly a possible source of required capital inputs, as the machinery and equipment already in country was predominantly from U.S. owned suppliers. The third, fencing as related to land use, is a subject on which interest has been stimulated by U.S. assistance in land-use planning and conservation practices. The GOL has thus entered into discussions with OSARAC concerning AID interest in providing these capital requirements on a loan basis. As the three areas under consideration are relatively discrete,

they are discussed separately in the following paragraphs.

(Note: Attention is invited to the first policy issue discussed in part IV (page 17), which has an important bearing on the rest of this PID.)

1. Agricultural Machinery

Eighty-five percent (85%) of the population in Lesotho depends on agriculture. Crop production contributes 60% to the Gross National Product. Total production has, however, been declining steadily in the last two decades, in part because of the shortage of agricultural machinery to perform farming operations efficiently and in time.

Timeliness of the land preparation and planting cycles for crops is of special importance in Lesotho. Due to both a relatively short growing season and the vagaries of the weather, there often are only a few days in which ground can be prepared and crops planted.

This problem is serious at the 5,000 foot elevations of the lowlands and is even more difficult to deal with at the 6,000+ elevations of the (generally more fertile) arable uplands.

To further exacerbate this already difficult situation of a hostile environment, a large number of the country's most able bodied men (up to 60%) are working outside of Lesotho, leaving difficult field jobs to be done by the women, children and older men.

A last, and equally serious problem, relates to the poor condition of the work oxen at the time (after first rains) when they are needed

most urgently. Often several weeks of critical time are lost before the oxen have regained strength from the cold dry winter and can be used for drawing tillage tools. Even so, it is not uncommon to see hitches of 10 to 12 oxen pulling a 12 inch plow, a job for 3 or 4 strong animals.

This aspect of the project is intended to provide the farming community with mechanical facilities that will enable it to derive optimum benefit from the land which is a primary source of income.

There are now approximately five hundred (500) privately-owned tractors in Lesotho (most of which are 10 years or more old), which are not able to cope with the basic operation of plowing the 817,000 acres suitable for agricultural purposes. Most of these tractors are used for contract plowing. Over 80% of them operate at a loss because they spend much time traveling long distances among fragments of small holdings all over the country. As a result of this wastage, tractor owners are usually not able to recover their costs fully, they cease contracting and the farmer does not get services. Moreover the existing machinery is irregularly serviced and badly maintained, leading to frequent breakdowns and disruption of farming operations.

The main objective of this part of the project is to increase, mobilize and organize agricultural equipment in the country in such a way as to benefit both the farmer and the contractor.

The gradual decline in yield levels has been shown by research to be, at least in substantial part, directly related to problems of inadequate

seed bed preparation and late planting. The proposed project specifically addresses these problems.

This activity will relate directly to the GOL and AID sectoral goal of proper utilization of Lesotho's limited, severely eroded land resources. Lesotho requires a substantial upgrading of its capacity to conserve, restore and maintain the lands, and AID has made significant commitments to this effort. Data generated by the AID-supported Thaba Bosiu project indicates even a minimum conservation package in Lesotho will be a costly undertaking which can only be justified through increased production. As discussed above, development experience to date has indicated that such increases depend in good part on increased mechanization.

2. Conservation and Roads

The substantial AID input to Lesotho's efforts in land and water resource development has to date been directed primarily at institution building. This activity has been going on for about 2-1/2 years. Although the major portion of AID inputs from current, on-going projects is yet to come, the GOL has, as a result of the activities to date, established an extremely high priority for land and water resource development, as shown by the impressive level of human and financial resources it has committed. The Lesotho DAP indicates that successful achievement of the institution building goals is likely to come up against a capital constraint in the area of conservation operations. Furthermore, the Thaba Bosiu project has demonstrated that Lesotho conditions require a substantial capital input for proper

land management. At a minimum, continuation by the Ministry of Agriculture of conservation practices being developed in the Thaba Bosiu project requires more capital than AID can consider on a grant basis. Even the modest increase in activities resulting from AID assistance to date has already stretched the capacity of other donors which have been providing operational support. This aspect of the proposed project would provide the necessary capital inputs, along with ancillary maintenance inputs, to ensure the full development over the next decade of the MOA Conservation Division's capacity to meet national conservation needs.

As mentioned in the section on agricultural machinery, Lesotho cannot afford conservation activities without a reversal of the decline in productivity. Conversely, of course, production is unlikely to rise steadily without a sustained conservation effort. Agricultural projects in Lesotho address this problem in one way or another. The Thaba Bosiu project has developed a relatively simple supplies and marketing structure which, by making inputs readily available to farmers at the local level, has had a significant impact on productivity. This activity depends on the upgrading and maintenance of rural access tracks. The conservation element of that project includes the proper location of these access tracks in land use plans and includes upgrading and maintenance of them as part of physical conservation works. The Government, in building on this supply and marketing concept, plans to institutionalize and expand efforts in the development and improvement of access tracks. The equipment required for this

activity is identical to that required for conservation operations. Thus, to obtain efficient use of machinery, conservation and access track operations are jointly programmed in implementation schedules for land use plans. The AID-provided commodities in this area of the proposed project will therefore include sufficient quantities and mixes of equipment for these two related activities. The inputs relate both to the AID/GOL sector goals and to the current AID program focus.

3. Fencing

The concept of fencing has long been anathema under Lesotho's traditional land tenure system, and lack of fencing has made a major contribution to the deterioration of Lesotho's land and its improper utilization. The activities of area development projects such as the integrated farming component of the Thaba Bosiu project and the advent of proper land use planning are beginning to have an impact on farmers' attitudes. As a result of this and the increasing emphasis being placed by the GOL on land management, a significantly increased effort is planned in grazing control and pasture management. The fencing aspect of the proposed project will involve provisions of fencing and related commodities. It is encouraging that increased interest in grazing control and pasture management, which are directly related to sector goals, is emerging more rapidly than was anticipated.

B. Project Description

1. Outputs: The estimated required outputs are briefly summarized below in the three areas of the project:

a. Agricultural Machinery

(1) Private tractor and equipment owners adequately providing mechanization services to Lesotho's farmers on a contract basis.

(2) Adequate commercial facilities at central and field locations providing adequate maintenance and repair services for equipment provided under this project as well as other similar equipment in Lesotho.

(3) An adequate capacity in the Ministry of Agriculture to plan and administer the development of agricultural mechanization.

b. Conservation and Roads

(1) Adequate operational capacity of the Conservation Division to implement the physical aspects of land use plans in MOA development projects.

(2) Adequate Conservation Division capacity to service and maintain its own equipment.

c. Fencing

Implementation of grazing control and pasture management projects and activities related to this project.

2. Resource Requirements

a. Agricultural Machinery (\$3,300,000)

(1) Approximately 400 tractors with related tillage and planting equipment (\$2,400,000).

(2) Central and regional service/maintenance facilities financed by the project (\$700,000).

(3) Four man-years of grant-financed technical assistance to the MOA for development of mechanization policies and programs, with related training (\$200,000).

b. Conservation and Roads (\$2,500,000)

(1) Approximately 10 light bulldozers, 2 medium bulldozers, 15 road graders, 2 elevating scrapers, 20 heavy tractors and related equipment (\$1,600,000).

(2) Workshop equipped for maintenance and light repair of above items and 2-3 mobile workshops (\$500,000).

(3) 6 man-years of grant-funded technical assistance in maintenance and repair and 2 man-years in equipment operation (\$400,000).

c. Fencing (\$300,000)

The above estimates are preliminary figures to be analyzed at the PRP stage and further refined during project design. In the case of agricultural machinery, the amount is roughly half of a very preliminary estimate by GOL of their requirements over a six-year period.

3. Disbursement Period: Three years for loan inputs, four years for related grant inputs.

C. Assumptions

1. Agricultural Machinery:

a. Productivity will increase sufficiently to justify cost of inputs (to be assessed by PRP team).

b. GOL will have capacity to manage development of agricultural mechanization.

c. A functioning GOL/farmer/equipment owner/supplier organization and administrative infrastructure can be designed.

2. Conservation and Roads

a. Planned increase in GOL institutional capacity will be effected.

b. Costs of conservation operations can be justified (PRP issue).

3. Fencing

GOL plans for controlled grazing and pasture management will be carried out (sociological issue; for PRP assessment).

D. Current Activities

This activity will be related to and will support virtually all ongoing or planned agricultural development activities in Lesotho described in other OSARAC documents including the DAP.

E. Alternatives

Given the heavy emphasis on agriculture in current and planned AID activities in Lesotho and the general availability of other donor resources, OSARAC has not actively sought additional programs. However, as this proposal (1) is directly related to current activities, (2) will serve to further their impact, and (3) the commodities in question are of a type that

are advantageous to procure from the U.S., the project is considered worthy of serious consideration. Alternative solutions to addressing this constraint would be commercial financing, grant financing or other donor resources. The first is not considered feasible because of Lesotho's financial condition, the second is impractical due to project size and the third is considered less attractive on account of the types and logical source origin of commodities involved.

F. Beneficiaries

The project would have an almost immediate impact on the bulk of Lesotho's population -- its small farmers. About 96% of Lesotho's population is rural. As noted in the DAP, there is a remarkable equality of income in the rural area. Project impact would not be skewed toward rich or large farmers, an unknown phenomenon in Lesotho.

This agricultural machinery project will have a most interesting and useful social impact. Reducing the drudgery of agriculture, as done by hand or with oxen, will give rural women greater freedom and time to devote to their families, to home improvement or to high value agricultural enterprises.

G. Replication/Spread

The impact of this project will not be limited to a specific geographic area. Although the entire country will not be affected by the project, the project will support initial activities of agricultural development programs which cover a significant portion of the country and are planned eventually

to encompass the entire agricultural sector.

II. Financial Requirements and Plans

The AID financed inputs to this project have been estimated on a preliminary basis at \$6.1 million. It is not possible at this time to quantify the GOL inputs and related donor inputs. However, it is anticipated that GOL inputs will substantially exceed the required one quarter of the project cost over the life span of U.S. supplied commodities, especially in regard to inputs directly related to conservation and roads. GOL and other donor inputs to the project will be dealt with in detail during the PRP stage.

III. Development of the Project

A. General Discussion

1. Agricultural Machinery

This component of the proposed project poses a series of sensitive questions, issues and policy positions for AID and the GOL to analyze carefully.

From AID's viewpoint, the most direct technique of implementation could be to contract the entire segment -- the equipment procurement, the construction and equipping of facilities, the needed technical assistance and training -- to a U.S. manufacturer/distributor. This procedure would require GOL agreements on a series of factors such as: How do prospective purchasers receive credit? To whom is payment made? Does the project contractor lease back the facilities? Who sets retail prices and determines repair costs? Etc.

The GOL has already indicated it may wish to establish a parastatal organization to manage this component. Following are excerpts from a very preliminary GOL paper on this point. (Note: The GOL has advised informally that they have no fixed positions on these points and would welcome suggestions/advice at PRP time):

"This project proposes the establishment of public corporation to provide agricultural machinery services in all potentially arable areas. A period of five years, beginning in 1976, is considered sufficient time during which an adequate agricultural machinery component will have been built up and the most appropriate institutional arrangements identified. For a start, strict government control and support in a parastatal organization is essential.

"For the implementation of this project there will be a parastatal organization to assume responsibility over the sale, organization and maintenance of agricultural machinery in the country.

"The activities of the organization will mainly be in the crop production concentration areas as delineated for development in the second five year plan period. The present large scale area based on agricultural development projects such as Thaba Bosiu, Khomokhoana and the imminent Phuthiatsana project will also fall within the area of operation of the organization.

"The project will have the following aspects to be instituted in the order in which they are listed:

- (a) establishment of a maintenance service with the following components:
 - (i) a central workshop with a spare parts store
 - (ii) 4 concentration area workshops each with a mobile unit to serve minor repairs in the field
- (b) the supply of tractors and implements to the private contractors to add to the existing national fleet and for replacement of scrap
- (c) provision of heavy harvesting and threshing equipment as well as

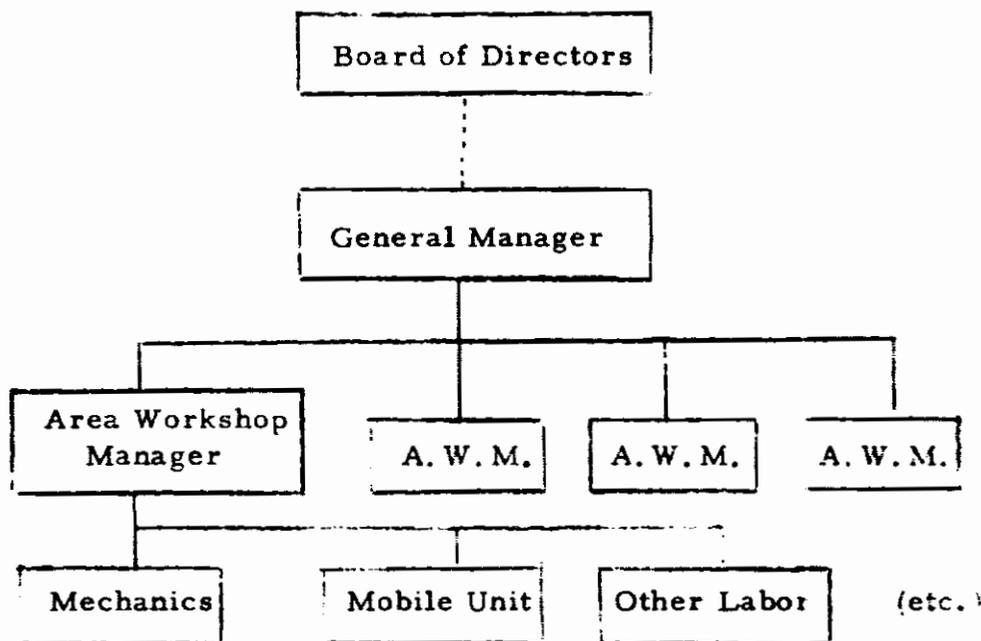
spraying equipment for crop protection

"The organization will be under the control of a board of directors, to whom will be responsible a general manager.

"On the board of directors will sit representatives of well organized and viable tractor owners' associations, representatives of well organized and reputed farmers association or farmers co-operatives, a representative of the Lesotho Credit Union League and finally representatives of the Ministries of Agriculture and Finance.

"The general manager will for an initial period be an employee of the Lesotho government on secondment to the organization.

"To the general manager will be responsible all workshop managers who in turn shall be responsible for the discharge of services both in the workshops and in the field through mobile units.



"The headquarters of the organization will be in the Maseru District which is a central position. The main workshop and spare parts shop will be at headquarters.

"The first phase of the project will be implemented in one concentration area in the Butha-Buthe district (75,000 acres). The purpose of this first phase is to test and confirm the economic and practical viability of the proposed system of operation. The area will have a workshop, tractors and implements, harvesters and sprayers estimated to be adequate for the acreage and cropping pattern in the area. Under close supervision of the management of the organization all operations will be performed as timely as possible in order to assess capacities and efficiency factors.

"When the necessary data has been obtained, it will serve as a base for establishing similar services in the other concentration areas.

"While accurate information is being investigated in the phase I area, the farm machinery section of the Ministry of Agriculture will be assisting to organize private tractor owners in other areas to perform the tillage operations as timely as in the phase I area. The organization will make available to all areas the heavier and sophisticated equipment (combines and threshers) which individual farmers cannot own."

As can be seen, this proposal, while stating it is directed to serve and upgrade the private tractor contractor, also notes that some of the services of the MOA farm machinery section will be upgraded and supported. In these interface areas many problems such as rate schedules, costs of repairs, etc. will be troublesome. The PRP must address these issues. The PRP also must include a thoughtful and careful analysis of the real costs of mechanization and relate these to the extent/degree of mechanization appropriate, i.e., while plows, planters, cultivators and tool bar equipment may be feasible, can Lesotho afford and are conditions such that combines, haybalers and other such high cost, high performance equipment are practical and economic?

2. Conservation and Roads

This component of the project will be relatively simple to develop due to the intensive current activity in this area and the large amount of technical expertise on hand. An in-depth outside evaluation of the Thaba Bosiu project, augmented by on-going economic studies being conducted by the project and long range planning of the MOA Conservation Division, will assist in identifying capital requirements and developing benefit/cost data required for this part of the project. In-depth planning for expansion of the Thaba Bosiu, which is scheduled to commence shortly, will assist in the development of the rural roads component. Two key issues to be addressed during the development stage are benefit/cost considerations for different levels of intensity of conservation operations and the organizational structure for the development/upgrading/maintenance of access tracks.

3. Fencing

Although this aspect of the project should be the most simple as regards project development, the preconditions involved may be the most complex. The GOL has made a policy decision on enclosure of grazing areas and pasture and preliminary development of the program is underway, but actual large scale implementation has not begun. However, it is not expected that there will be a need for AID participation in this continued development other than close monitoring to determine that the program is getting underway satisfactorily so the fencing will actually be utilized. The

economic benefit of this aspect of the project has been conclusively documented.

B. Development Schedule

1. PRP submitted October 1975.
2. PP submitted May 1976.

C. AID Resource Requirements

In addition to OSARAC personnel the following assistance will be required for project development:

1. PRP Stage

a. Equipment specialist (contract) for four weeks to develop initial estimates of equipment types and quantities required as well as maintenance needs. The consultant would also make the initial recommendations on the alternative commercial arrangements possible for the agricultural machinery package.

b. Agricultural mechanization specialist (AID or contract) for eight weeks. This person would work with the equipment specialist and particularly the economist in determining the viability of increased mechanization in Lesotho, the direction it should take and the organization requirements for administering its development.

c. Agricultural economist (AID) for four weeks to initially address benefit/cost issues related to the project. He would be assisted by the work undertaken by the conservation economist who will participate in the evaluation of the Thaba Bosiu project.

The above consultants would also be assisted and coordinated by the OSARAC agricultural staff and AID-financed technicians in Lesotho, particularly those in range management (for fencing) and in conservation.

2. PP Stage

Requirements for the PP should emerge more clearly as the PRP gets underway.

IV. Policy Issues

A. Type of Loan

As sketched out in this Project Identification Document (PID), the proposed Lesotho Agricultural Sector Modernization loan would in effect consist of three related project commodity loans grouped together for administrative convenience. It is the view of OSARAC that the project might be implemented successfully in such a manner. However, another clearly possible and perhaps preferable method would be to prepare the project as an agricultural sector loan to provide Lesotho the necessary credit to finance commodity imports from the U. S. in response to its agricultural capital requirements. Should such a course be followed, we would propose to emphasize the inputs described in this paper but not limit procurement under the loan to them alone.

Due both to shortage of time caused by acceleration of the AID project document schedule and lack of experience with sector lending among present OSARAC staff, we have not at the PID stage attempted to present

this proposal as a sector loan or to commence the economic and sector analysis which should underlie that kind of recommendation. OSARAC does consider the nature of the proposed loan a fundamental issue to be decided before full PRP preparation and project design can get underway. We are fully prepared to use the sector loan route if a consensus emerges among AID/Washington, REDSO/EA and OSARAC that this method makes the most sense conceptually, analytically and from the standpoint of eventual implementation. It is our opinion that the GOL would be receptive to either a project or sector loan.

The decision on this matter will have a major influence on the personnel selected to prepare the PRP and PP. If we undertake a sector loan, OSARAC will need full assistance from REDSO/EA and/or AID/W to cope with the necessary analysis and project design. It is suggested that officers from REDSO/EA who have had recent experience with agricultural sector lending in Ethiopia and East Africa could be most useful in this exercise.

B. Are loans appropriate for Lesotho?

There is the question of whether providing loan assistance to Lesotho is appropriate in view of the country's current financial situation. It may be advisable for a REDSO economist to visit Lesotho briefly to study this matter and for AID/W to discuss it with IMF and IBRD.

C. GOL policies and programs related to the proposed loan

These matters which must be examined thoroughly at PRP time so that enough information can be gathered and analyzed to permit a determination

that the GOL is carrying out policies and implementing programs related to the loan in such a manner as to make this project a feasible, productive undertaking. A major example is fencing: what are the government's policies? How are they being carried out? How are they related to livestock and integrated farming programs? What about the land tenure system? Another is ownership, management and maintenance of farm machinery procured under the loan: will this be a commercial operation? Parastatal? What about import duties through the Southern African Customs Union on commercial commodities? If machinery is sold to individuals, what use if any will be planned for the local currency proceeds? Maintenance of access tracks is another issue. Earlier projects have found them easier to build than maintain. What organization will be made responsible? What effect will this have on its recurrent budget? What about control of the heavy equipment (Roads or Conservation Division)? An analysis of expected productivity increases and their relation to costs? Justification for conservation costs? The sociological problems of fencing, controlled grazing and pasture management?

Problems of this kind will have to be resolved by PRP analysis, discussions with the GOL and guidance from AID/Washington.

OSARAC:
6/75

SWAZILAND HEALTH MANPOWER TRAINING

690-0062

The PID for this project is scheduled for submission to AID/W following an AID-funded consultancy to the GOS Ministry of Health during July, 1975.

PROJECT IDENTIFICATION DOCUMENT (PID)

UBLS Schools Examination Council

I. Summary

A. The Setting

The University of Botswana, Lesotho and Swaziland Schools Examination Council (UBLSEC) was established in 1961. It is a regional institution partially supported by direct annual subventions from Botswana, Lesotho and Swaziland (BLS) and its primary purpose is to prepare, administrate and process results of the Junior Certificate Examination (JC). The JC is given in all three BLS countries at the end of the third year of secondary school. The importance of the JC lies in the fact that the majority of secondary school students do not progress beyond the third year and the result of the JC determines the school leaver's future training and job opportunities.

The UBLSEC is an independent body with its own officers and budget and has no direct administrative connection with the University despite the use of the University's name. However, by tradition the Vice Chancellor of the University has been chairman of the policy making body of the UBLSEC and the University's regional organization has provided UBLSEC with easier access to the educational systems of the three countries. Thus UBLSEC has identified closely with the University but still retains its individual internal structure.

UBLSEC is a relatively small organization with headquarters in Maseru, Lesotho. There are presently four professional staff members

headed by a Registrar. The governing and policy making body is composed of representatives of the three governments, the University and the professional staff of UBLSEC. A smaller Standing Committee makes day to day operational decisions and passes these on to the Registrar and his staff. The UBLSEC relies on part time outside expertise to assist with the heavy workload of test preparation and processing. A majority of these part time assistants now come from the University faculty. When first established the UBLSEC was dependent upon subject specialists coming from South Africa but gradually local and expatriate resources found within the three BLS countries were sufficient to supply most of the needs imposed by the JC.

The history of the UBLSEC up until 1973 was marked by general lackluster performance. Necessary work on the JC was carried out more or less on time but the UBLSEC took no position of leadership in education within the region or in individual countries. By the early 70's it appeared that the UBLSEC was an organization without a bright future. It was an institution which seemed not to recognize its own potential and the three BLS countries appeared to be losing interest in it. However, for the past three years UBLSEC has been under the direction of two consecutive Registrars who have been efficient and farsighted. Thoughts and plans were directed toward UBLSEC doing more than just the JC. The Cambridge Overseas School Certificate Examination (COSC) which is administered by the Cambridge Syndicate, London, and is given at the end of the fifth or last year of secondary school is now seriously considered as an examination that could soon be taken

over by the UBLSEC. The Primary School Leaving Certificate is also regarded as within the purview of UBLSEC. Also thought is being given to the relationship of UBLSEC and the national centers of the Regional Testing Center and the possibility of opening sub-offices in Botswana and Swaziland. The first step taken in this new look toward the future was for the UBLSEC to invite the Curriculum Division Center for Educational Development Overseas, London (CEDO), to provide a consultant to determine the feasibility of the UBLSEC undertaking its own School Certificate examination by replacing the externally administered COSC examination. The study was done in February 1973 and the conclusion reached was that while there existed evidence that the UBLSEC could eventually prepare, conduct and process a School Certificate examination through its own resources, it was at that time, in 1973, premature. Since then the second highly qualified, energetic Registrar has assumed leadership of the UBLSEC and once again action plans are being made to extend the importance of the UBLSEC role in the educational systems of the BLS countries. To further its own maturing process the UBLSEC has formed a Working Party composed of representatives of the three governments, UBLS, the Council and national offices of the RTRTC. The simple objective for the Working Party is to develop a five year master plan which will detail what the UBLSEC should look like and be doing in the year 1980.

B. The Problem

The Working Party with the assistance of short term outside expertise likely will devise a viable master plan for the development of the

UBLSEC covering the next five year period which will directly respond to the immediate needs of the three BLS countries. It is also likely that once the plan is formulated the now existing UBLSEC will be unable to implement it because of the limited resources available to it as an organization. The expected master plan most certainly will include the School Certificate Examination as a responsibility for the UBLSEC and also the Primary School Leaving Examination. The School Certificate poses professional problems which the UBLSEC with its present senior staff is unable to handle. The Primary School Leaving Exam presents technical problems which present UBLSEC equipment and staff skills are insufficient to overcome. For expanded services the present UBLSEC structure is organizationally inadequate. In short here is an institution set upon a bold plan of growth in response to regional needs but unable to realize those plans unless it receives assistance in developing its own internal capability.

The problem as stated here has a direct bearing upon the overriding theme contained in the DAPs for the three BLS countries: the lack of adequately trained manpower as the major single constraint to development.

Properly developed and administered, examinations can greatly reduce the wastage in educational programs and in subsequent employment due to inadequately prepared students whose aptitudes and interests are not suited to the training they are receiving. The social and economic costs of inefficient allocation of human resources can be, and often have been, enormous. When funds for development of human resources are severely limited, procedures which reduce wastage of these resources, both human

and financial, should be considered high priority by those responsible for development. Well-designed and administered examinations can yield a significant increase in returns to investment in training and education, (1) by identifying those most suited for further training, or employment in specific fields, and (2) by setting standards of academic, technical, and professional achievement appropriate to social and economic needs, measuring the attainment of those standards, and awarding certificates of such attainment.

C. Proposed Response to Problem

To meet the development targets expected to result from the Working Party's master plan the UBLSEC will require substantial outside assistance. The purpose of this project, then, is to help develop a localized regional examination council capable of providing services which will be instrumental in the identification of manpower most likely to beneficially influence the development process. This institution will be built upon the existing University of Botswana, Lesotho and Swaziland Examinations Council. Research and test processing capabilities will have to be strengthened and the UBLSEC staff upgraded and enlarged. The basic organizational structure likely will be revamped in order to accommodate expanded responsibilities. The master plan can reasonably be expected to concentrate on five areas of development if the UBLSEC is to be expected to grow into an efficient, professionally-oriented regional examinations institution by 1980.

1. Training is the most important element required for the proposed development of the UBLSEC. It should be designed to ensure

institutional viability after the phaseout of outside technical assistance. The training program should include not only persons who will comprise the UBLSEC staff but also other educators who will assist in examinations by providing support in areas such as item writing, research, test development and test administration. Training should consist of internal courses, short term courses and formal academic courses.

2. Test Program

A major aspect of the master plan will be the development of a School Certificate examination for use in all three BLS countries. This examination would replace the COSC now being administered by the Cambridge Syndicate and will require extensive writing, trial testing, editing and evaluation over the next several years. Also each of the BLS countries likely will want its own special version of the basic examination and this will require further investigation. As second priority a new primary school leaving examination will be considered and finally the three major examinations (the Primary leaving, the JC and the School Certificate) which dominate the educational systems will be reassessed and modified so that they become an integrated part of the education process rather than an alien barrier placed in the path of student progress.

3. Examinations Procedures and Analysis

Administrative and data processing systems will require special attention. Although some standard procedures developed for business and for academic research can be applied, many problems are unique to the

examination program. A data processing unit will be needed which will have access to electronic document reading equipment and a computer.

4. Research

In an organization that is primarily oriented toward the annual production and administration of large numbers of examinations, there is a constant danger that research will be given low priority and somehow never get done. Yet basic and applied research underpins the entire examination system. Validity studies must be made, and formats and examinations must be kept in pace with changing needs.

5. Administration of Examinations

The UBLSEC will be responsible for making all arrangements for the administration of its examinations including coordination with the three Ministries of Education for syllabus revisions, moderating committees and so forth. The distribution and invigilation of examinations will continue to be managed through the Ministries of Education. The fees from examinations will be used to reimburse the UBLSEC and the Ministries for expenses involved. Fees formerly paid to external examinations bodies should defray the cost of much of the Council's total operation after the initial years of implementing the master plan. However, it is assumed that government subventions will be needed for the foreseeable future.

The amount and type of donor assistance to accomplish the development of the UBLSEC described above will total approximately 16 man years of technical assistance including consultants over a period of five years.

The team would consist of an advisor to the Registrar who will be concerned with the overall development of the UBLSEC, a data processing expert and a research specialist. All will work for the five year period of the project. Also as part of the project would be 20 man years of training and the equipment needed for expanded operations of the UBLSEC.

D. Major Assumptions

The project as planned depends upon continued interest and support by the three governments for regional cooperation in the area of school examinations. The project also is based upon the assumption that basic examinations can serve the needs of three governments with only minor alteration to adequately satisfy individual national requirements. Further there is the assumption that the improved enlarged UBLSEC can provide more and better services than the external examining bodies which have in the past provided the expertise.

E. Alternatives

The UBLSEC now is in existence and is planning to assume a greater role in the education process in the three BLS countries. The only alternatives to this approach would involve the creation of strictly national examination bodies to do the job for which the UBLSEC was created. None of the three BLS governments wants to approach the complex question of school examinations on solely a national basis. OSARAC also views regional cooperation among the BLS countries in the area of examinations as highly desirable.

F. Beneficiaries and Dissemination

The direct beneficiaries are the tens of thousands of school students who sit for a major examination each year in the three countries. Examinations tailored specially for specific cultures can more efficiently identify individuals who likely will benefit from further education. The indirect beneficiaries are all of the students in the school who can be exposed to a better education brought about by the influence a strong, well conceived examinations system has upon curriculum reform. This project will affect the children in schools, the vast majority of whom are from the rural poor.

II. Financial Requirements and Plans

This is a project planned for five years with a total grant fund cost of \$1,740,000 broken down as follows:

Technical experts and consultants, 16 M/Y @ 75,000 per M/Y	\$ 1,200,000
Participants, 20 M/Y @ 10,000 per M/Y	200,000
Equipment	250,000
Housing	<u>90,000</u>
Total	\$ 1,740,000

The UBLSEC had a 1974-75 budget of approximately \$300,000 including the subvention from the three governments. This budget figure will increase greatly when the UBLSEC takes on the responsibility for all academic testing in the region. The UBLSEC is currently housed in

temporary office quarters, but is expecting to move into new offices shortly. There is no anticipated need for new construction to accommodate an expanded UBLSEC as described herein.

III. Development of Project

The single analytical study that has been completed to date on the UBLSEC is the document prepared by J. Deakin, Deputy Director, Curriculum Division, Centre for Educational Development Overseas, London. His report is titled "On the Feasibility of Establishing a Regional School Certificate Examination for Botswana, Lesotho and Swaziland." A Working Party was recently formed and has only begun work on a master plan for UBLSEC. Outside consultancy services will be required to prepare this plan. A request to AID for these services has already been made. If the consultant is obtained the master plan can be expected to be completed by October 1975. This plan will form the basis for subsequent project design. This PID actually precedes the master plan and assumes its results. For this reason future project documents may vary from this PID significantly if the master plan embraces more or less than envisaged herein.

The PRP should be prepared by January 1976 and the PP later during FY 1976.

The preparation of the PRP will require a consultant to assist the OSARAC staff. The consultant will need to be an expert in the field of testing and evaluation. His services will be required for 14-21 days.

A closer determination of the time required to prepare the PRP can be made when the contents of the master plan are known.

The PP can be prepared by the OSARAC staff with the assistance of a project planner possibly from REDSO and an individual knowledgeable in the field of preparing, administrating and processing examinations.

IV. Policy Issues

No significant issues of a policy or programatic nature are foreseen.

OSARAC:
6/75

PROJECT IDENTIFICATION DOCUMENT (PID)

NTTC Educational Resources Development

I. Summary

A. Background

Formal education in Lesotho started shortly after the arrival of the first missionaries in 1833. Since then mission organizations have dominated the education sector in Lesotho. Currently some 90% of the existing primary and secondary schools are operated by missions. Although the missions have produced a comparatively high literacy rate, estimated at over 40% of the adult population, teaching has remained heavily classically oriented and poorly suited to Lesotho's development requirements. Lesotho is a dominantly agricultural and rural country, and as the Government of Lesotho has recognized education must be oriented to a cultural, environmental and functional approach. It is the Government's stated policy to continue to give the missions substantial latitude in the operation of their schools. However, the GOL has embarked on a reform of the educational system and is exercising more effective academic and administrative control over curricula, teaching standards and examination procedures for all schools at primary and secondary levels. It was determined that teacher training would be the focal point for this reform, and in 1972 the GOL began (with support from the U.N., Denmark and Britain, see UNDP Project Paper No. LES/72/062/A/01/13) the development of a National Teacher Training College (NTTC) designed to offer a program less academic and more

functional in approach. In doing so, the Government hoped not only to exercise leadership and establish policy in the primary and junior secondary schools but to generate a general reform of content and methods at these levels.

The establishment of the NTTC and the philosophy behind it represent a major breakaway from the missionary domination of education. The NTTC, along with other developments such as the Government assuming salary payments for teachers, is a substantial achievement and its implementation presents the GOL with the challenge and opportunity of developing an educational system responsive to the country's needs. Initially the NTTC began operations in 1975, and at that time the seven mission operated teacher training colleges were converted to secondary schools. The NTTC now stands as Lesotho's sole teacher training institution. The immediate objectives of the NTTC project are as follows:

- " - to establish a national teacher training college at Maseru, the main objective of which will be pre-service training of 140 primary and 30 junior secondary teachers annually.
- " - to provide in-service training for the vast majority of Basotho teachers through seminar courses, vacation courses, on the job training, and seminars and workshops.
- " - to assist in curriculum reform at the primary and junior secondary levels as needed."

With teacher training now under one roof, the GOL will be able to establish a uniform standard of teaching not previously possible. To do this the NTTC will require a centralized educational resource center to provide the same learning opportunities for all teachers.

B. The Problem

Shortly after the NTTC began operations, it became apparent that insufficient consideration had been given to educational materials resources as an essential element in teacher training. The College found itself with plans and funds for a traditional library when the requirement for effective teaching and teacher training is for a resource center which will serve to demonstrate and disseminate a wide variety of teaching/learning materials. The administration of the NTTC quickly recognized the seriousness of the NTTC planners' neglect in the area of educational resources and sought informal advice and possible assistance from AID to rectify this situation.

It is proposed that AID address the need, type and importance of educational materials in the training and upgrading of Lesotho's primary and junior secondary school teachers as an integral part of the multi-donor NTTC project. AID assistance would correct the planning oversight which underestimated the funding needs for the establishment of a reference center even in the limited terms of a traditionally-oriented library. Provision of U.S. materials and techniques will not only provide for a depth of educational resources but will also create a better balanced selection of materials (to date, educational reference materials have come almost

exclusively from Britain). Furthermore, provision of multi-media instructional materials, technical assistance and training, together with reference materials, will result in the development of an educational resource center that will be able to provide critical support for the education and in-service training of Lesotho's teachers.

The other, and most important, area under consideration in this project, one which received virtually no attention in the original project design, is the development of indigenous materials for rural schools and instruction in their use for the teachers being trained by the College and those already in the system. Use of materials developed for foreign cultures generally does not have the long term effect of establishing local capability to respond effectively to changing national needs. However, the development of programs to provide a local capability requires a certain amount of external technical assistance. With the financial commitments to educational reform already made by the GOL, purchase of commercially-produced teaching aids will be a difficult proposition. Thus, the ability of teachers to develop their own aids from indigenous local materials will be of paramount importance.

Assistance to the NTTC in the form of establishing an educational materials resource unit contributes directly to better quality training for the largest single cadre of middle-level workers in Lesotho: the primary and junior secondary school teachers. This in turn responds to an overall DAP primary focus on the severe manpower constraints to development in Lesotho. Specifically the DAP EHRD sector listed as an "appropriate strategy" the

cooperation and coordination with other donors in the improvement of priority areas of education needs. Teacher training clearly has high precedence in Lesotho's EHRD sector development strategy. The development of the NTTC as a new national institution absorbs the inputs of a number of donors and transforms those inputs to a major force of middle-level workers who directly and deeply influence large numbers of the rural poor. The ability of these teachers to draw upon and use effectively a wide variety of educational teaching/learning materials can lead to improved skills in the communication of ideas in rural communities. Teaching/learning aids can effectively supplement the written word as a message carrier. The use of pertinent educational media can extend the communication range of those who function poorly or not at all as readers of a language.

C. The Solution

OSARAC proposes to develop, in conjunction with the GOL and in cooperation with the other donors supporting the NTTC, a four-year technical assistance project designed to help overcome the problems mentioned above. The project will comprise the following components, which together will serve to create a strong educational resource center responsive to Lesotho's needs:

1. Sufficient funding to provide basic reference material adequate to support the NTTC during its initial years. U.S. funding will be supplemented by U.N. and British funds to acquire required materials not of U.S. origin. Other donor funding for the required physical facilities has already been

secured. In addition to reference works, multi-media instructional materials adequate to provide required support of the educational program at NTTC will be provided by AID. A U.S. expert will be financed for four man-years to develop programs and methodology for the use of these materials and to train Basotho counterparts for assumption and continuation of these activities. Academic and specialized short-term training as required will be provided for Basotho counterparts. The U.S. expert will also be responsible for item 2 below.

2. The major and most difficult aspect of the project will be the development, within NTTC and the Ministry of Education as appropriate, of an institutional capacity to produce indigenous educational resource materials in support of primary and junior secondary curricula developed by NTTC. This will include centralized production of resource materials and training of teachers in their use as well as the training of teachers in the development and utilization of readily available local resources in isolated rural areas where most schools are located.

The U.S. expert mentioned above will be responsible for the initial development of materials, methodology for production, training programs for utilization and local development of materials, and the administrative/technical infrastructure required for institutionalization and further growth. To assist in this task an additional U.S. expert will be provided for two years, primarily to conduct the field research required for development of appropriate materials and programs. This technician

will be particularly involved in development of training programs for in-service teachers and feedback mechanisms to ensure responsiveness to the requirements of in-service teachers. Short term assistance in specialized areas as required will also be provided. In addition to on-the-job training of counterparts, academic and specialized out-of-country training will be included. Commodity inputs will include materials and equipment required for initial program development, operational support for program activities during the life of the project and logistical support for the U.S. technicians.

D. The Project

1. Outputs

a. A viable, functioning Educational Resource Center responsive to the needs of the NTTC's educational curriculum and Lesotho's in-service teachers at the primary and junior secondary level.

Note: It should be stressed that this project does not propose to address the area of curriculum development which is adequately covered by inputs of other donors. It will, however, continually support the curricula developed as part of Lesotho's educational reform program.

b. Training programs designed and implemented which educate in-service teachers in the use and development of educational resources.

c. Established and functioning feedback mechanisms that will permit the Educational Resource Center to be responsive to the needs of in-service teachers.

d. The institutional capacity within the NTTC and the Ministry of Education to plan and administer the continuing development of the first three outputs.

2. Inputs

a. Technical Assistance:

Program Development Specialist - 4 man/years

Research/Training Specialist - 2 man/years

Specialized Short Term Assistance - 10 man/months

b. Training:

Educational/Media Specialist - Academic Degree

Training Materials Development Specialist - Academic Degree

Short Term Specialized Training - 12 man/months

c. Commodities:

Reference Materials

Multi-media Instructional Materials

Educational Resource Production Materials

Training Aids

d. Other Costs

Logistical support for U.S. technicians' operational costs during life of project (at decreasing rate)

3. Disbursement Period

Four years from arrival of first U.S. technician, including academic training period.

E. Major Assumptions

1. Continued support by GOL and other donors to overall project goals.
2. Adaptability of U.S. technology to Lesotho conditions.
3. Compatibility with other donors' curriculum work.
4. Availability of suitable counterparts.
5. Timely availability of physical plant.
6. Adequate reform of educational system to make it more responsive to development needs.

F. Alternatives

Other than modest activities of two regional projects (UBLS and Regional Testing Center) in Lesotho, OSARAC has not provided specific educational support to Lesotho. Since Lesotho embarked on its efforts to gain control of its educational system and direct it toward becoming more responsive to its development requirements, OSARAC has continually monitored developments to determine if a role concurrently responsive to Lesotho's needs and AID policy could be identified. Until the current opportunity emerged, it was apparent that assistance being provided by other donors both addressed the obvious needs and taxed the absorptive capacity of the GOL to its limit. It is felt that this project, in addition to assisting in the improvement of the human resources required for overall development, will strengthen the impact of current activities without

significantly increasing the absorptive burden. AID financing, as opposed to other sources, is considered appropriate on the grounds that other potential donors are already significantly involved. Also, the intervention of U.S. technology, aside from its comparative advantage in the field, will serve to broaden the available educational philosophies which Lesotho can exploit in developing an educational system responsive to its unique requirements.

G. Beneficiaries

The immediate beneficiaries will be Lesotho's teacher trainers and in-service teachers at the primary and junior secondary level. The indirect beneficiaries will be their students and the ultimate beneficiary will be the entire Basotho nation.

H. Project Spread/Replication

There are two areas into which the project is expected to spread or be replicated. Most immediately, the development of indigenous resources as instructional materials appears relevant to an ongoing IBRD support project in vocational education which is also beginning to consider non-formal education of adults and school leavers. The project will liaise closely with the IBRD project and provide it with support as feasible. Additionally, it is expected that methodologies developed in this project will be applicable at the higher secondary level for which teachers are trained at UBLS. Responsibility for this spread will lie with the Ministry of Education as an ongoing effort.

II. Financial Requirements and Plans

A. Aid Funding

Total AID financial input to the project is estimated on a preliminary basis at \$590,000 broken down as follows:

Technical assistance (6 M/Y long term and 6 M/M short term)	\$ 300,000
Training (2 academic for 2 years, 12 M/M short term)	65,000
Commodities	160,000
Reference Materials	\$ 70,000
Multi-media instructional materials	40,000
Resource Production Equipment	40,000
Training Aids	10,000
Other Costs	65,000
Logical/Operational Support (100% first year, 50% second year, 25% third year)	40,000
Technician Housing	25,000

B. GOL and Other Donor Financing

Direct GOL support to this project will be determined during the PRP stage. If its support to the total NTTC project is included, the contribution will be substantial, as shown by the following table of current funding estimates. Physical plant will come primarily from other donor financing.

Estimated Project Expenditure for NTTC Over 6 Years

GOL	\$ 2,100,000
UNDP	1,000,000
UNESCO	400,000
Denmark	900,000
Britain	400,000
WFP	<u>200,000</u>
	\$ 5,000,000

The above does not include minor donations from other Scandinavian countries and the programmed Peace Corps input of 20 volunteers.

III. Project Development

With a number of donor-funded technicians already on board in the NTTC project, many of whom are from the U.S., no problem is seen in developing the project with a relatively limited AID input other than from OSARAC staff. Some analysis will have to be made to determine the exact type of human and technical input required to develop a resource center and capacity to produce local materials which are suitable for Lesotho.

A. Documentation Schedule:

PRP submission - October 1975

PP submission - March 1976

B. Resources Required for Project Development:

PRP Stage

Two educational media experts (direct-hire or contract) are required for approximately six weeks to design the input package and to determine whether current GOL policy and programmed activities will provide an adequate climate for the AID project. One consultant will analyze requirements and design an initial program for the development of the educational resource center in its role of supporting the NTTTC's education program. The second consultant will analyze requirements for and initially design part of the project aimed at development of indigenous educational resources for teachers and training programs for their development and use.

A REDSO project design officer and the OSARAC EHRD officer will join these two consultants during the last two weeks.

PP Stage

Assistance requirements at the PP stage will be determined during the review of the PRP. Help may be required to prepare initial commodity lists to allow project technicians to operate effectively during the first year of the project.

IV. Policy Issues

No significant issues of a policy or programming nature are foreseen.

OSARAC:

6/75