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FROM - GABORONE
E.O. 12065 N/A

SUBJECT - Project Evaluation Summary - Crop
Production and Marketing - Project 633-0056

DATE SENT
June 12, 1979

REFERENCE -

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

NORLAND *PJB*

AGRIC

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PAGE 1 OF 1 PAGES

DRAFTED BY <i>ala</i> ALarent:ala	OFFICE DIR	PHONE NO.	DATE 6/7/79	APPROVED BY: Philip J. Buechler Acting Director <i>PJB</i>
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A. I. D. AND OTHER CLEARANCES

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PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

1. PROJECT TITLE Crop Production and Marketing			2. PROJECT NUMBER 633-0056	3. MISSION/AID/W OFFICE USAID/Botswana
6. KEY PROJECT IMPLEMENTATION DATES			4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) <u>No. 3 FY79</u>	
A. First PRO-AG or Equivalent FY <u>76</u>	B. Final Obligation Expected FY <u>79</u>	C. Final Input Delivery FY <u>81</u>	5. ESTIMATED PROJECT FUNDING A. Total \$ <u>4927</u> B. U.S. \$ <u>1742</u>	
7. PERIOD COVERED BY EVALUATION From (month/yr.) <u>8/76</u> To (month/yr.) <u>4/79</u> Date of Evaluation Review <u>May, 1979</u>			<input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION	

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

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., algram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
1. Perform thorough review of project financial records	USAID Controller	6/79
2. Prepare and thoroughly discuss annual work plan	CCIO with review by MOA and USAID Project Manager	7/79
3. Identify candidates for training and prepare training plans	CCIO with MOA and USAID	9/79
4. Inspect 5 BAMB warehouses	AID Engineer, USAID Project Manager, BAMB official	5/79
5. Discuss the appropriateness of establishing a Project Supporting Fund	USAID, GOB	5/79
6. Procure seed multiplication equipment if funds available	USAID	9/79
7. Ascertain whether inappropriate project equipment can be used in horticultural or other programs	MOA	6/79
8. Carry out external project evaluation with view towards possible FY 81 follow-on project.	USAID, MOA	3/80

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS

<input type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CPI Network	<input checked="" type="checkbox"/> Other (Specify) <u>Training Plan</u>
<input checked="" type="checkbox"/> Financial Plan	<input type="checkbox"/> PIO/T	<input type="checkbox"/> Other (Specify) _____
<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	
<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P	

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT

A.	<input type="checkbox"/> Continue Project Without Change
B.	<input checked="" type="checkbox"/> Change Project Design and/or <input type="checkbox"/> Change Implementation Plan
C.	<input type="checkbox"/> Discontinue Project

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

Jack Morris, Agricultural Officer, USAID/Botswana
David Finlay, Permanent Secretary, MOA
Vic Amann, Chief Ag. Economist, MOA

12. Mission/AID/W Office Director Approval

Signature	<i>[Signature]</i>
Typed Name	Louis Cohen
Date	<u>6/2/79</u>

14. Evaluation Methodology

This is the first regular evaluation carried out on this project. An issues paper was prepared by the USAID Project Manager and discussed at length with PASA's project personnel and key GOB officials. The draft PES was then prepared by the Project Manager with assistance from the USAID Evaluation Officer. The PES Summary and List of Actions were reviewed and agreed upon in a meeting which included the Permanent Secretary, MOA; the Director of Field Services, MOA; and the USAID Director.

15. External Factors

The project setting has not changed but was described in over optimistic terms in the PRP and PP. The PP indicated that research carried out by the GOB and other donors during 1970-73 "seemed acceptable as a center of focus for a crop production program." However, several key elements of that "production package" were not well tested and have not been attractive to farmers. For example, oxen have not been used for winter tillage due to lack of dry-season water supply at the "lands." Also, early autumn planting is not practiced due to scarcity of draft animals and customary Botswana residential patterns.

The worldwide grain shortage in 1976-77 led FAO and other donors to encourage establishment of Strategic Grain Reserve programs in LDC's. OSARAC decided that Botswana's subsequent request for USAID assistance in constructing six Strategic Reserve warehouses should be financed from the unused funds in this slow starting project.

16. Inputs

a. Technical Assistance

AID was to provide 6-1/2 and 3 person years of long- and short-term assistance respectively to the Crop Improvement Division (CID) formed by the GOB in 1975. Vain efforts to locate a university to implement the project slowed TA provision. Although the Project

Agreement was signed in August 1976, the Chief Crop Improvement Officer (CCIO), head of CID, came to Botswana permanently only in February 1978 following two TDY's (June-August 1977; October-December 1977). A Crop Program Officer to work with the CCIO arrived in May 1979, 2 years behind schedule after several candidates were rejected as unqualified and at least one candidate acceptable to the GOB and USAID took another assignment.

The Crops Division has suffered from poor leadership and has not developed into a dynamic unit. The Division's annual work programs are still inadequately defined and adequate long-range plans have not been prepared. Staff positions for the new Division have not been recommended by the CCIO and thus are not yet established. The present CCIO is a talented research specialist but has little experience in management and extension. The GOB has asked that his contract not be renewed. His GOB counterpart may become CCIO but will need support from the Crop Program Officer and possibly an advisor who would replace the present CCIO.

The project also finances a Crop Screening Officer at the Arable Lands Research Station at Sebele, near Gaborone, who worked in Botswana under an OPEX contract from February 1977 through December 1978. His research work on maize, millet and sorghum is on schedule in all respects (planning, number and kinds of experiments, staff training, reporting). Additional AID-supported research on legumes/pulses and soil and plant genetics now appears to be necessary.

Short-term consultancies have been confined to two visits by a single Seed Specialist. His analysis and recommendations have proved valuable to the GOB which is presently finalizing plans to upgrade its Seed Multiplication Unit with USAID (equipment) and UK (personnel) assistance.

b. Participant Training

The project included funds for a total of 29 study years in the U.S. and Africa for 13 participants (Agronomy - 6, Farm Management - 3, Extension - 2, Post Harvest - 2). Only two participants are now in long-term training (Crop Science, Plant Science). A third participant has returned from a short-term course (3 months) in grain storage. MOA officials argue that qualified candidates are available but training programs have not been developed by the CCIO. There is a serious need for MOA review of the types of training required. For example, training at ICRASAT (funded by other donors) has proven of excellent quality and is of shorter duration than traditional U.S. degree training. An updated training plan should be prepared to include training for the various components of the project: (1) Research; (2) CID; (3) BAMB/Grain Storage; (4) Seeds.

c. Commodities

All project commodities outlined in the PP have arrived. However, additional requirements (seed processing and warehouse equipment totalling approximately \$100,000) may possibly be procured through reprogramming remaining project funds.

The commodities ordered by OSARAC prior to the research technician's arrival, namely a tractor (small Farmall) and an experimental plot planter are of little or no use. The tractor is so underpowered it can't pull the supplied equipment. The tractor hitch is not standard with any other research station equipment that might be used. The planter delivered can't be adapted to experimental row widths necessary and the planter boxes are not adaptable to seeds (corn, sorghum, etc.) being used. The planter does not allow seed to fall properly. Alternative uses for the equipment, such as use on a horticulture project are presently being explored. Other research station equipment has been made available to the Crop Screening Officer for his work.

d. Other Costs

The three project houses have been completed and occupied. These houses (Type 105) are, however, smaller than other units constructed under later AID projects (Shakawe's) and might be traded to BHC for Shakawe's to reduce potential for PASA tension. The Crop Research Workshop is in use as planned. Due to poor records and a shift in controller responsibilities, levels of expenditure for budget support of the Crops Division must be determined during an in-depth review by the USAID Controller's office, now underway.

The grain storage (BAMB) activities are complicated. According to the PP, two units were to be built by September 1977 and three more by July 1978 at a total cost of \$120,000. ProAg 77-B-5 (15 February 1977) provided \$96,000 for two warehouses and program support. Although not clearly spelled out in the ProAg, it seems logical that approximately \$66,000 was earmarked for two warehouses, because under ProAg 78-633-4, \$97,000 was earmarked for three warehouses. The warehouses, built under FAR procedures, have not yet been accepted by AID engineers (all are complete except Moshupa which is scheduled for July completion) and no disbursements have been made.

OSARAC, with AID/W approval, agreed to finance an urgent GOB request in October 1977 for construction of six Strategic Grain Reserve warehouses with funds (\$199,000) from this project. Subsequently, the GOB decided to relocate the Strategic Units to more isolated areas and asked AID to provide an additional \$367,000 for costs of offices, fencing, site preparation, etc. Since FAR procedures had been utilized and additional funds were not available, USAID suggested the GOB turn elsewhere for assistance. The GOB/BAMB has not yet selected building sites nor furnished final design and site plans for review by an AID engineer. USAID has recommended that BAMB select a qualified private engineering firm or use the MOW to supervise construction.

17. Outputs and EOPS

a. By 1981 the Crop Improvement Division (CID) will have the institutional capacity to identify and react to opportunities in dryland crop development. It will:

- (1) Recommend (a) policies and programs related to crop production; (b) crop-related experiments, studies, and analysis; and (c) policies and programs in support of Botswana's needs for seed multiplication activities.
- (2) Prepare and implement a long-term crop development plan.
- (3) Coordinate and provide liaison with other donor-funded activities related to crops, the Agricultural Research and Field Services Divisions, BAMB, and international crop research institutions.
- (4) Assemble the necessary staff from the Ministry as a task force - to address particular problems and design and support execution of projects.
- (5) Support the training of field staff in crop production operations.
- (6) Evaluate crop-related activities.

Comment

CID is far from gaining this capacity and, as noted above, the Division has no long-range management plan for improving its capacities. A special task force (not including CID) has been set up in MOA to prepare an Arable Lands Development Program (ALDEP) over a two-year period. While not involved in designing ALDEP, CID will have a critical role in its implementation.

CID has been effective in conducting field trials in three regions of Botswana to test elements of possible arable lands technical packages and has provided important recommendations on improved seed multiplication activities.

- b. Botswana will have a substantial research base proven in trials and demonstrations in many parts of the country, in which to build a national cereal and crop program. This technology will be institutionalized into extension training.

Comment

The project's input of a Crop Screening Officer for sorghum, millet and maize has given a small but important boost to Botswana's research program. Although diagnoses vary and little hard evidence* is available, it appears clear that many key research questions concerning a basic arable "package" remain unanswered. The GOB/MOA has requested TA for sorghum/millet, legumes/pulses, plant genetics and soil fertility research from the US. Linkages between research and extension training are not clear. The concept of a simplistic "package" is also very doubtful.

- c. A basic core of trained (local) technicians will be assigned to crop-related positions in the MOA.

Comment

The CCIO is working on a day-to-day basis with a qualified counterpart. As noted above, few candidates have been identified by CID for training although the MOA insists that several qualified personnel are available. The MOA/CID should prepare a long-term staffing and training program ASAP.

- d. Five 1000-ton capacity grain storage warehouses operating with personnel trained in storage management.

Comment

Four of 5 warehouses operating. No in-country training in storage management financed by USAID to date.

18. Purpose

The project purpose is twofold. The primary purpose will be to staff and train a Crop Division in program development and operations. The subordinate effort will be to expand crop research (major emphasis on sorghum) to supplement GOB and other donor-supported efforts.

Comment

End-of-Project Status (EOPS) are described along in the Outputs in the original PP logframe and in this document and thus will not be discussed again here. As noted above, progress in developing a strong Crop Division has been disappointing. Leadership in the Division will have to be strengthened and a plan for developing the Division prepared and agreed upon by the MOA.

Aid-funded staff should show greater interest in identifying candidates for training and developing training programs in the U.S. or Africa for these future CID staff members. The project has met its very limited research objectives and with hindsight, one can argue that more emphasis should have been placed on research (legumes/pulses, plant genetics, soil fertility) in the PP.

19. Goal

The long-term goal of the GOB is to develop a crop system accessible to resource-poor farmers with particular emphasis on cereals, primarily sorghum, that will be more productive per unit of input and minimize risks.

Comment

Botswana's yields are among the lowest in the world and most rural households are engaged in several other income-generating activities

(livestock, South African mines, urban employment in Botswana, etc.). Returns from crop production have not been sufficiently attractive for households to risk large amounts of capital and labor on farming. Despite the country's semi-arid climate and erratic rainfall, there are many who believe that increased crop production is essential to increased rural incomes and rural employment and can be obtained via a major new program entitled Arable Lands Development Program (ALDEP). Planning for ALDEP is being coordinated by a special task force within the MOA. While many technical and economic constraints require resolution, it appears likely that crop system(s) can be developed which will prove attractive to small farmers, although subsidies might be required, at least initially.

20. Beneficiaries

The PP anticipated that 60-70,000 low income rural families would benefit from the project through increased crop yields and hence increased income as a secondary effect of the institution building activities of the project.

Comment

There is no reason to believe that many rural families have benefited in any substantial way from the project as yet. For the anticipated benefits to occur, the CID will require major strengthening during the remainder of the project life.

21. Unplanned Effects

None to date.

22. Lessons Learned

- a. USAID and the GOB must more carefully evaluate the management capacity of expatriate personnel whose functions are to build an institution while providing the high-level technical expertise.
- b. USAID must be more realistic in understanding that a project's size will affect its attractiveness to universities. In this case, many months were lost in selecting an implementing organization because the project, with just two positions to be filled by the contractor, was not large enough to interest a U.S. university.
- c. OSARAC staff was too overburdened with regional project design responsibilities to adequately monitor implementation of this project. Once again, AID has not seen fit to staff up sufficiently to ensure the value of the investments.