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PROJECT COMPLETION REPORT

633-0067

BOTSWANA AGRICULTURAL PLANNING

April 4, 1985

1

OUTLINE

SUMMARY

AID PROJECT INPUTS

- A. Background
- B. Project Implementation
- C. Participant Training
- D. Construction
- E. Procurement

GOB PROJECT INPUTS

COMPLETION STATUS

- A. Project Outputs
- B. Project Purpose and Goal
- C. Financial Summary

LESSONS LEARNED

ANNEX I Technical Assistance

ANNEX II Students Trained

2

PROJECT COMPLETION REPORT

BOTSWANA AGRICULTURAL PLANNING 633-0067

Funding: AID \$4,441,718

* GOB 2,075,500

Total \$6,517,218

SUMMARY

The Agricultural Planning Project was designed to provide technical assistance and staff training to the Division of Planning and Statistics (DPS) in the GOB Ministry of Agriculture. It was an institution-building project, designed to develop a trained, localized planning and analysis capability in the MOA. A Participating Agency Services Agreement (PASA) was signed in October, 1978 with the U.S. Department of Agriculture and this arrangement was continued until the PACD date, 9/30/84. The major targets of the project were attained: expatriate professionals staffed seven planning positions while 29 Botswana received training, construction proceeded as planned, and commodities and project support were provided. However, major deficiencies in the full attainment of project outputs remained unaddressed at the conclusion of the project. Little analytical work or long-range economic planning was undertaken. The Planning Unit in DPS remained without sufficient Botswana adequately trained to plan and evaluate projects, assess or modify rural development policies and strategies. The six MS students trained under the project, did not have either a Ph.D. degree or equivalent experience which would have been essential to carry on the rural development research, analysis, planning, implementation and evaluation at the same level as provided by the expatriate advisors.

DESCRIPTION

A. Background

The major constraint to effective agricultural planning in Botswana has been the lack of skilled manpower. This was substantiated in all of the National Development Plans to date. This project was designed to address this constraint. At the time the project paper was written it was stated that 80 percent of the senior level government positions were held by expatriates. During much of the project period the leadership of five of the six units in the DPS were held by expatriate staff. By 1985, only one of the leadership positions was held by an expatriate.

* Estimated in PP as GOB expenditures were mixed in other budget items and not broken out separately.

The Planning and Statistics Unit in the Ministry of Agriculture is composed of six major units: Planning, Statistics, Farm Management, Livestock Production Management, Rural Sociology and Arable Lands Development Program (ALDEP). The unit is under the leadership of the Chief Agricultural Economist (CAE) who reports directly to the Permanent Secretary. Control of all planning activities in the MOA is held by the CAE, and all Ministry requests for Domestic Development Funds or external donor assistance must pass through the CAE. Any planning efforts made by individual Ministry Departments or Regional Units which impact on agriculture are supposed to be assisted or processed through the DPS.

B.1 Project Implementation

Major components of the project were generally initiated on time. Some of the expatriate advisors arrived later than planned. The contractor, United States Department of Agriculture (USDA) recruited expatriates all of whom had prior overseas experience. Of the six positions, two were held by two individuals during the course of the project. The Field Support Office did an excellent job of assisting with procurement and housing affairs for the project staff. The USAID role in construction was minimized since building construction was under GOB control, and the USAID contribution was only a minor part of the new agriculture office structure.

Participant training goals were exceeded in terms of quantity with twenty-nine students receiving long-term training in the U.S. or in other African countries. Placement of students was accomplished by the Office of International Training (OIT) at Universities suggested by the Agricultural Education Advisor. Fewer students attained Master's degrees than anticipated, partly because prior to the inception of this project there were few staff with an undergraduate degree employed in the Ministry of Agriculture.

B.2 Technical Assistance

One component of the project was to provide the MOA with expatriate planning experts to handle the DPS while Botswana were being trained. Seven positions were listed and were filled through the PASA arrangement with USDA within a reasonable period after recruitment commenced. Two positions had a turnover of personnel during the tenure of the project. The Senior Agricultural Economist position was localized and the expatriate advisor left sooner than the project envisaged. In other positions, advisors remained longer than was planned. However, on completion there was little difference between the amount of technical assistance planned and fulfilled. (Annex I) A problem existed with lack of overlap between some of

4

the advisors and returning trainees; this was particularly acute with the farm management economist. The lack of overlap did not allow proper on-the-job training of most returnees.

At the output level, two aspects of the technical assistance program were met, the third aspect was only partially satisfied. Substantial progress was made towards institutionalization with expansion occurring in both the number of positions in the DPS and the range of activities it now carries out. In the area of data collection and retrieval, the number of reports have increased and the quality of ongoing surveys has been enhanced. Timeliness of publication has been improved. Enumerators have received additional training and are better able to gather and record data. However, the technical assistance staff was least successful in the area of conducting analytical work or long-term planning. No sector analysis of a standard acceptable to the Ministry was carried out. The preparation of the National Development Plan for the period 1982 - 87 was carried out during the project, but there was little development of policy or discussion of basic issues.

C. Participant Training

The project proposal called for the training of 16 to 20 Batswana in Agricultural Economics and related rural development fields. It specified that half would be trained to the Bachelor's level and half would attain Master's Degrees. Additional training would be given on-the-job and in-country on remedial subjects.

In terms of quantity of participants trained, the target was exceeded as 29 students received some training. However, the levels attained were substantially below that expected. Four students obtained a diploma in Accountancy from Tanzania and two obtained diplomas in Agricultural Statistics from the Bureau of the Census in the U.S. Six Master's Degrees were completed using project funding, and seventeen studied for Bachelor's Degrees, as listed in Annex II. (One student did not complete the final year.)

The extensive participant training has enabled the Division of Planning and Statistics to be almost completely localized. As of February, 1985 there were two expatriates in the Division, one a Senior Agricultural Economist who had formerly worked on the Project, and a Senior Agricultural Statistician (not associated with Project staff). However, replacing the expatriates with returnees having lower levels of training has resulted in an altered workload. Some areas such as Farm Management and Statistics where the overlap between advisors and returnees was only a few weeks would have benefited by



better prior planning or a higher priority being placed on assuring that a returnee was placed in the appropriate position.

D. Construction

The project provided money for construction for two purposes: to address the lack of office space and a library in the Ministry of Agriculture's main office building (which was being planned at the project start) and also to assist the GOB to meet the needs for housing for expatriate advisors. Without the additional funding provided by the project, the Ministry of Agriculture headquarters would have been a smaller building. The office space and library were constructed in a timely fashion during 1979 and were used by the expatriates for almost all of their tours, though final acceptance of the building from the Contractor did not occur until 1981. Five houses were constructed in a timely fashion under the project following usual GCB guidelines and were utilised in the normal fashion to house expatriate advisors.

E. Procurement

The four vehicles specified in the Project Paper, three one-ton pickups and one three-quarter ton pickup, all four wheel drive were purchased locally during the first year of the project and have been used largely to serve the Agricultural Statistics' Department needs.

Library books were ordered and installed in the library by a short-term librarian who was hired locally to carry out this assignment. The reference library now contains most of the major volumes considered to be essential reading for agricultural planning and development.

F. GOB Project Inputs

The GOB Project inputs were in three main areas: personnel, commodities and project support and construction. In general the MOA kept all of its commitments in the area of supplying counterparts and replacements for the AID planners and staff sent away on training courses. With twenty-nine trainees it was probably inevitable that there were periods where no counterparts were present with some advisors, and other cases where returnees were not placed in the units where they could best be utilized. Clerical and typing staff were sufficient for daily routine work, but when publications were being prepared additional assistance had to be provided.

The GOB released staff for short and long-term training with the assurance of continued salaries, housing

6

and other standard GOB benefits. Only one of twenty-nine returnees was placed in another Ministry on her return, and only one participant failed to complete their undergraduate program, an excellent record. Statistical staff were seconded from the Central Statistics Office to the MOA as required in the Project Paper, and training was made available to staff working in this area.

The additional vehicles required for field surveys and farm management surveys were provided and all vehicles were maintained by the Ministry of Agriculture using customary GOB procedures. Normal office support in terms of office supplies and equipment was provided. The professional office space with attendant clerical offices were made available to the Department of Planning and Statistics as specified. Land was made available for four of the five AID funded houses as required and the GOB constructed three additional houses for expatriate advisors.

COMPLETION STATUS

A. Project Outputs

The provision of technical assistance allowed the DPS to expand the number of positions in the unit, and therefore to expand the scope of activities carried out. The surveys normally carried out on both livestock and crops were greatly improved in the quantity and quality of data reported, and the timeliness of their publication was also shortened. Additional reports on such topics as herd management and costs of production associated with arable agriculture in the Barolong area were undertaken on an ad hoc basis. Enumerators were trained in data collection and recording techniques. Sufficient time has not elapsed since the departure of the advisors responsible for data collection and retrieval to comment on whether the improvements can be sustained.

While the Project succeeded in improving the MOA's capacity to gather information on which strategy and policy could be based, it largely failed in taking that significant step. This deficiency was noted during the mid-term evaluation. No sector analysis was developed by the USDA-supplied advisors, nor has the necessary manpower been present in terms of either numbers or expertise since their departure. The Agriculture section of the 1982-87 Development Plan was recognized by the Ministry of Finance and Development Planning as being weak, especially with reference to a discussion of policy or analysis of alternative development strategies.

The Project exceeded its target in terms of placing middle level Batswana in planning positions. However, in

7

view of the criticism above, it is debatable whether trainees who have a Master's degree and little work experience are really able to assume positions on their return from training which require considerable analytical capacity or judgement.

B. Project Purpose and Goal

The purpose of the Project was to develop a localized GOB economic and analytical capacity to nationally plan and program responses to the issues of rural sector development. Development Plan Preparation was considered to be an index of the attainment of this purpose. Both the 1982-87 and its successor have been largely prepared by expatriates with the review process having more participation by Batswana. Another indicator to be used was the percentage of total staff held by expatriates in the Planning and Statistics Unit, and here the target of 50 percent Batswana planners has been greatly exceeded. The final indicator specified having a larger number and at least 50 percent greater value of agricultural/rural development projects planned and approved, but this has little relationship to the Project purpose. First, the planning of projects is a continuum not dependent on the length or discreteness of any one piece of paper. Secondly, plans are often dependent on donor demands or on other factors external to the domestic rural economy.

The goal of the Project was to make improvements in the welfare of small farmers and herders. The Project certainly was a necessary, though not a sufficient, contributor to the attainment of that goal in the long run. At Project onset, the MOA had few degree staff. By Project conclusion, a substantial number of staff had benefitted from training and the headquarters staff had been largely localized.

C. Financial Summary

TABLE A
AID CONTRIBUTION

<u>Element</u>	<u>Budget</u>	<u>Expenditure</u>
Technical Assistance	1,896,871.00	1,841,793.83
Participant Training	1,622,561.91	1,607,168.14
Commodities	148,540.57	84,852.38
Construction	201,750.00	184,471.59
Other Costs	17,947.58	10,346.59
Support Costs	<u>777,000.00</u>	<u>713,085.66</u>
TOTAL	4,664,671.06	4,441,718.19

8

It was not possible to ascertain the direct GOB contribution to the project since it was unable to break out the components from the general budgets. Its contribution included base salaries, housing, local transport and support staff.

Technical assistance utilized a similar percentage of all expenditures to that foreseen in the PP or about 42 percent of the budget. Participant training amounted to 36 percent of all expenditures under the project compared with only 13 percent foreseen in the Project Paper. The decision to place increased emphasis on this area during project implementation resulted in improved project outcomes. Construction funding was less than the PP had estimated, about \$184,500 compared with \$232,000. The commodity budget was increased substantially, but one item, a microcomputer, which was discussed was not procured due to GOB desires to procure a non-American terminal which could interface with the main frame computer. Unliquidated funds were not reprogrammed; prior experience with the contractor had involved late receipt of bills.

LESSONS LEARNED

The targets set by the Project in terms of trainees were exceeded at a lower level of training than was originally envisaged. More realistic appraisal of staff qualifications at the onset might have suggested that there were few who could train directly at the Master's degree level. This could have led into a more thorough evaluation of credentials necessary for sustained ability to conduct analytical work after the departure of the advisors. It is doubtful if the progress made can be attained until more Batswana get either more work experience and/or graduate degrees. A more focused approach to on-the-job training with longer overlapping periods with advisors might have assisted. A somewhat longer training program focussed on assisting a selected few students for the Ph.D. would have been beneficial. More emphasis by the advisors, especially the Chief of Party, on conducting analytical work and policy formulation during their tours would have helped the trainees develop their skills in these areas.

9

TECHNICAL ASSISTANCE UNDER AGRICULTURAL PLANNING

<u>TITLE</u>	<u>NO. OF YEARS</u> <u>PLANNED</u>	<u>COMPLETED</u>
Chief Agricultural Economist (Amann 6/79 - 6/82)	4	3 11/12
Senior Agricultural Economist (Jones 2/79 - 8/80)	5	1 7/12
Farm Management Economist (Boykin 4/81 - 9/84) (Fox 12/78 - 2/81)	4	3 2/12
Agricultural Statistician (Kelley 2/79 - 6/81)	2	2 5/12
Rural Sociologist (O'Dell 2/79 - 5/80) (Behnke 10/80 - 1/83)	2	3 8/12
Livestock Economist (Larsen 7/79 - 9/84)	2	5 3/12
Agricultural Economist/Trainer (Litschauer 8/79 - 5/83)	<u>5</u>	<u>3 10/12</u>
TOTAL	24	23 10/12

PROJECT 633-9067 - AGRIC PLANNING

NAME	PIO/P	FIELD OF STUDY	PLACE OF STUDY	GOB DEPT.	DATE TRAINING STARTED
1. L. Mhlanga	067-90068	Agricultural Economics (BS)	Oklahoma State University	Min. of Agriculture	1/80
2. N. Macala	067-90084	Agricultural Economics (MS)	University of Missouri	Min. of Agriculture	6/80
3. B. Tsimako	067-90085	Rural Sociology (MS)	Michigan State University	Min. of Agriculture	6/80
4. K. Mmopi	067-80429	Agric. Education (BS)	University of Kentucky	Min. of Agriculture	9/80
5. S. Matswe	067-90118	Agricultural Economics (BS)	Oregon State University	Min. of Agriculture	1/81
6. M. Selato	067-90117	Rural Sociology (BS)	University of Missouri	Min. of Agriculture	1/81
7. B. Thote	067-90114	Agric. Business (BS)	Montana State University	National Dev. Bank	1/81
8. A. Mokgare	067-90115	Agric. Economics (BS)	Utah State University	Min. of Agriculture	1/81
9. B. Akuje	067-10022	Agric. Education (BS)/(MS)	Tuskegee Institute	Min. of Agriculture	8/81
10. B. Mabongo	067-10027	Agric. Appl. Stats. (BS)	Utah State University	Min. of Agriculture	8/81
11. F. Mtsayagae	067-10021	Computer Sciences (BS)	Bureau of Census Office	Min. of Agriculture	8/81
12. M. Bingana	067-10028	Agric. Economics (BS)	University of Minnesota	Min. of Agriculture	8/81
13. C.S.N. Khupe	067-10046	Agric. Economics (BS)	Oklahoma State University	Min. of Agriculture	8/81
14. J. Sono	067-10024	Agric. Education (BS)	Tuskegee, Institute	Min. of Agriculture	8/81
15. B. Mbikiwa	067-10025	Agric. Education (BS)	Utah State University	Min. of Agriculture	8/81
16. P. Haribe	067-10026	Agric. Education (BS)	Utah State University	Min. of Agriculture	8/81
17. S. Mokone	067-10023	Agric. Education (BS)	Utah State University	Min. of Agriculture	8/81
18. I. Botlholo	067-00210	Management Accountancy (DIP)	Moshi College, Tanzania	Min. of Agriculture	6/81
19. M. Modukanele	067-00211	Management Accountancy (DIP)	Moshi College, Tanzania	Min. of Agriculture	6/81
20. P. Hanthe	067-00212	Management Accountancy (DIP)	Moshi College, Tanzania	Min. of Agriculture	6/81
21. B. Thebeetsile	067-00214	Management Accountancy (DIP)	Moshi College, Tanzania	Min. of Agriculture	6/81
22. B. Kombani	067-00230	Agric. Economics (BS)	Montana State University	Min. of Agriculture	1/82
23. M. Mfakose	067-20056	Agric. Statistics (DIP)	Bureau of Census	Min. of Agriculture	8/82
24. D. Letsomo	067-20055	Agric. Statistics (DIP)	Bureau of Census	Min. of Agriculture	8/82
25. G. Bulawa	067-00229	Cartography (BS)	Sierra Comm. College	Min. of Agriculture	8/82
26. Y. Merafe	067-80425	Rural Sociology (MS)	University of Wisconsin	Min. of Agriculture	9/80
27. E. Smith	067-80427	Rural Sociology (MS)	University of Wisconsin	Min. of Agriculture	9/80
28. P. Masimega	067-80428	Rural Sociology (MS)	University of Wisconsin	Min. of Agriculture	9/80
29. L. Ndzinge	067-70085	Ag. Economics (MS)	Montana State Univ.	Min. of Agriculture	1/78

* Incomplete

PLANNING & STATISTICSESTABLISHMENT

	<u>1978</u>	<u>1980</u>	<u>1985</u>
<u>Professional</u>			
Chief Agric. Economist	1	1	1
Agric. Economist/Livestock	1	1	1
Agric. Economist/Farm Mgnt.	1	1	1
Agric. Econ./Coop. & Drought Relief	--	1	1
Agric. Economist/Planning Officer	1	--	--
Senior Agric. Economist	--	1	2 (1 for ATIP)
Senior Rural Sociologist	--	2	2
Rural Sociologist	2	1	1
Statistician	--	1	1
Agric. Economist/SADCC & Crop Prod.	--	1	1
Senior Agricultural Economist/Aldep	--	1	-- (A.F.S.)
General Manager, BAMB	<u>1</u>	<u>--</u>	<u>--</u>
Subtotal Professional Staff	7	11	11
<u>Support</u>			
Research Asst.	1	1	1
Asst. Agric. Economist	--	4	6
Senior Agricultural Assistant	1	--	--
Sociological Assistants	2	2	2
Secretarial/Clerical	5	45*	41*
Enumerators	27		
Messengers	2		
Cleaners	2		
Drivers	8		
Statisticians (from Central Statistics Office)	3-4	8	8
Asst. Sociological Officer	--	2	2
Chief Technical Asst.	--	1	1
Technical Officer	--	1	4
Admin. Assistants	--	3	6 (3 for LPMU)
Principal Admin. Officer	--	1	1 (LPMU)
Senior Admin. Officer	--	1	1 (LPMU)
Admin. Officer	--	1	1 (LPMU)
Supplies Officer	<u>--</u>	<u>1</u>	<u>--</u>
Subtotal Support Staff	51	71	74
TOTAL -- Planning and Statistics	58	82	85

*Secretarial/Clerical, Enumerators, Messengers, Cleaners, and Drivers