UNDP

ASSESSMENT OF DEVELOPMENT RESULTS
EVALUATION OF UNDP CONTRIBUTION **BOTSWANA**

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ASSESSMENT OF DEVELOPMENT RESULTS: EVALUATION OF UNDP CONTRIBUTION – BOTSWANA

FOREWORD

The United Nations Development Programme (UNDP) Evaluation Office undertakes independent evaluations in order to assess UNDP contributions to achieving development results in the countries where it operates. In line with EB decision 2007/24, the Assessment of Development Results (ADR) evaluates the relevance and strategic positioning of UNDP's support and its contributions to the country's development over a given period of time. The aim of the ADR is to generate lessons for strengthening country-level programming and to contribute to the organization's effectiveness and substantive accountability. An ADR was conducted in Botswana covering the Country Cooperation Framework from 2003 to 2008.

Botswana was selected for an evaluation for a number of reasons: UNDP's multi-year programming cycle in Botswana finishes at the end of 2009 and a new country programme document needs to be approved.

The evaluation found that during the period evaluated, UNDP contributed significantly to addressing the development needs of Botswana. Most UNDP-supported projects are relevant in relation to the development needs of Botswana and the Government. The participatory and transparent UNDAF process is a key instrument to this. The importance and relevance of UNDP support is highlighted by the fact that UNDP is the only active development partner in most of its practice areas.

The evaluation found that the overall performance of the Cooperation Framework was adequate. However, there is room in all practice areas to sharpen the focus of work in certain sectors. In some projects, the linkage with the intended outcomes of the country programme is weak and can be strengthened. The evaluation also mentioned that the impact of UNDP-supported interventions on local populations has been positive. However, the impact has often been limited to target groups that include a relatively small number of people. In the practice area of HIV/AIDS, the most notable achievements have been in strengthening institutional capacity.

A number of people contributed to this evaluation, particularly the Evaluation Team composed of Klaus Talvela, Team Leader, Neddy Matshalaga, Team Specialist, Ramson Mbetu, a locally recruited Team member, and Sergio Lenci, the Evaluation Office Task Manager. We would also like to thank Suppiramaniam Nanthikesan, Kutisha Ebron and Anish Pradhan for their support.

The research and preparation of the evaluation was also completed thanks to the collaboration and openness of the staff of the UNDP country office in Botswana, led by Resident Representative Khin-Sandi Lwin, by former Deputy Resident Representative Viola Morgan and current Deputy Representative Rebonyebatho Moaneng. I would also like to thank the Regional Bureau for Africa, particularly Ana Soumare, who is no longer with us.

This report would have not been possible without the commitment and support of the Government of Botswana. The Team is also indebted to those representatives from the civil society, donor countries, international financial institutions and the United Nations Country Team, who generously gave their time and frank views.

I hope that the findings and recommendations of this report will assist UNDP in responding to the country's development challenges and provide lessons that may be of relevance to UNDP and its partners in Botswana and internationally.

Saraswathi Menon
Director, Evaluation Office

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ACRONYMS AND ABBREVIATIONS

ADR	Assessment of Development Results
AIDS	acquired immune deficiency syndrome
BIDPA	Botswana Institute of Development Policy Analysis
BOCONGO	Botswana Council for non-governmental organizations
BONASO	Botswana Network of AIDS Service Organizations
BONELLA	Botswana Network on Ethics, Law and HIV/AIDS
BONEPWA	Botswana Network of People Living with HIV/AIDS
CO	country office (of UNDP)
CPD	Country Programme Document
CSO	civil society organization
DEA	Department of Environmental Affairs
DPCF	Development Partners Coordination Forum
DPSM	Directorate of Public Service Management
EO	Evaluation Office (of the UNDP)
ESP	Environment Support Programme
FAO	Food and Agriculture Organization of the United Nations
GDP	gross domestic product
GEF	Global Environment Facility
GoB	Government of Botswana
HIV	human immunodeficiency virus
HOORC	Henry Oppenheimer Okavango Research Centre
IAEA	International Atomic Energy Agency
ILO	International Labour Organization
IUCN	International Union for Conservation of Nature
MDG	Millennium Development Goals
MEWT	Ministry of Environment, Wildlife and Tourism
MFDP	Ministry of Finance and Development Planning
MST	Ministry of Science and Technology
MTI	Ministry of Trade and Industry
NACA	National AIDS Coordinating Agency
NDP	National Development Plan
NGO	non-governmental organization

ODA	official development assistance
RC	Resident Coordinator
RR	Resident Representative
SADC	Southern Africa Development Community
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCCD	United Nations Convention to Combat Desertification
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Development Fund for Women
UNOPS	United Nations Office for Project Services
UNS	United Nations System
UNV	United Nations Volunteer
USD	United States Dollar
WHO	World Health Organization

1 USD = 6.41 Botswana Pula (May 2008)

1 euro = 1.5 USD (May 2008)

EXECUTIVE SUMMARY

The UNDP Assessment of Development Results (ADR) in Botswana covers the period from 2003 to 2008 and includes the period of the current United Nations Development Assistance Framework (UNDAF) and UNDP country programme. It focuses on effectiveness, efficiency and sustainability, which refer to the assessment of development results and programme-level analysis, as well as on relevance, responsiveness, equity and partnerships, which relate to strategic positioning and analysis at a strategic level.

Botswana is well known for having one of the world's highest economic growth rates since it gained its independence in 1966. The government macroeconomic strategy for future National Development Plans (NDPs) is premised on reducing the proportion of diamond mining in relation to other sectors of the economy, and there are promising trends towards diversification of the economy. Botswana still needs to translate its huge wealth from diamonds into a sustainable level of poverty reduction. Botswana's health sector faces significant challenges mainly due to the negative impact of HIV/AIDS. An assessment of progress made towards the achievement of the Millennium Development Goals (MDGs) conducted in 2004 indicated significantly good progress by the Government of Botswana (GoB). Botswana is widely considered to be one of the leading countries in Africa with regard to good governance, which is a reflection of its generally high quality of institutions, its independent legal system and a relatively low level of corruption.

Botswana's remarkable economic performance has resulted in it becoming a middle-income country. As a consequence, several development partners have either ended or reduced their aid programmes in Botswana. In recent years, the official development assistance (ODA) has been at approximately half a percent of the gross national income. The biggest donors to Botswana in 2005-2006 were the European Commission, the United States and Japan, followed by Germany, Norway and Canada. The importance and need of aid coordination along the principles agreed upon in the Paris Declaration on aid effectiveness, has become increasingly clear to the government and to its development partners, and Botswana has many prerequisites for successful donor coordination.

The UN contribution to the development of Botswana has a long history. The current priority areas of action are: achieving the MDGs and reducing human poverty; energy and environment for sustainable development; and responding to HIV/AIDS. In addition to these practice areas, the current UNDAF defines the following cross-cutting issues: fostering democratic governance; institutional capacity building / human resource development; gender equality and women's rights; and education, human rights, health, youth and population issues. The United Nations System (UNS) in Botswana is currently preparing the UNDAF for 2010-2016 and the new UNDP country programme will start in 2010. So far, GoB, civil society organizations (CSO) and the UNS have identified five priority areas for the forthcoming UNDAF: HIV/AIDS and other major diseases; governance and capacity development; gender equality, youth and women's empowerment; economic diversification and poverty reduction; and sustainable environment and climate change.

The UNDP country office (CO) in Gaborone is headed by the Resident Representative (RR) who also acts as the UN Resident Coordinator. The UNDP programme portfolio is structured according to the four practice areas that are managed by the respective programme units. UNDP Botswana employs a total of 65 full-time persons. This includes both professional and administrative personnel, of whom 35 are located

in the CO at UN Place in Gaborone and 30 are in various partner organizations. The CO has succeeded in developing and maintaining a satisfactory overall capacity, with adequate systems and structures. The annual volume of the UNDP Botswana portfolio has been approximately USD 15 million of which approximately 60 percent comes from GoB. In other words, most of UNDP's work consists of undertaking development support services for GoB. This has important implications for the CO's strategic positioning. UNDAF and Country Programme Document (CPD) objectives are compatible with GoB goals and support their achievement.

In the **practice area** of poverty reduction, the key programme is the Support to the National Strategy for Poverty Reduction. The HIV/AIDS and gender practice area also has one major programme, Gender Sensitive Multi-sector Response to HIV/AIDS. Governance is the most recent of the four practice areas and currently the governance programme unit is managing the governance programme. Unlike the other three practice areas, energy and environment includes several projects. While the overall performance has been adequate in all practice areas, there is room to sharpen the focus of work in some areas, as well as to define clearly the relationships with the strategic objectives of UNDAF, the country programme and GoB's development plans.

During the assessment period, funds were distributed among the UNDP practice areas as follows:

■ Poverty reduction – 10 percent

■ HIV/AIDS – 44 percent

■ Governance – 8 percent

■ Energy and environment – 38 percent

UNDP-supported interventions have generally been effective, although the impact has often been limited to target groups that include a fairly small number of people. In the practice area of HIV/AIDS, the most notable achievements have taken place in strengthening institutional capacity.

However, sustainability of the achievements continues to be a key challenge. Governance is the most recent of the UNDP practice areas. Its achievements are promising but not entirely fulfilled. The implementation of the governance programme is driven mainly by GoB through a strategy of capacity enhancement of officials already working for the government, thereby enhancing the sustainability of the programme. In poverty reduction and economic diversification, UNDP has supported activities that are pertinent and well-conceived. Their impact has been limited by constraints in GoB capacity and policy factors. In energy and environment, UNDP support has been instrumental and decisive for the entire sector. However, the high number of interventions and their subsequent work load have brought about challenges in maintaining the focus of the practice area.

Overall, stakeholders and partners are satisfied with the performance of the UNDP CO in Botswana. The UNDP country programme has contributed significantly to addressing the development needs of Botswana. The focus areas of the UNDP country programme correspond well with the development needs and priorities of Botswana. This is largely due to the active role of GoB in the preparation process of UNDAF. Most UNDP-supported projects are relevant to the development needs of Botswana and the government. The participatory and transparent UNDAF process is a key instrument to this. The importance and relevance of UNDP support is highlighted by the fact that UNDP is the only active development partner in most of its practice areas.

The projects in all practice areas have been reasonably **efficient**, when measured with disbursement rates, implementation of activities and production of outputs. Capacity constraints in the CO have caused administrative delays, but most of the stakeholders do not consider these to be serious.

Competent and experienced human resources are a key asset of the CO and are largely responsible for the CO's satisfactory performance and

delivery. Changes in senior management may have adversely affected the CO's effectiveness, but it seems that the situation is improving in this regard. UNDP's bureaucracy and procedural delays have been criticized by some of its counterparts and partners. While some criticisms may be based on a poor understanding of roles and responsibilities, it is important that the CO clarifies the use of systems and mechanisms to its counterparts and partners. Technical assistance provided by the UNDP is generally appreciated for its good quality and relevant contributions. However, its effect on strengthening national capacities and its sustainability are often questioned. Technical assistance currently absorbs a sizeable share of the project funding. UNDP has been instrumental in supporting key CSOs in Botswana. In spite of this, some stakeholders feel that CSOs should have greater and more meaningful involvement in the country programme. To enhance the efficiency of the projects and the country programme as a whole, financial monitoring and reporting should be strengthened. Evaluations should make more extensive use of that information.

Sustainability is a cross-cutting concern in all UNDP interventions. Nevertheless, it has not always led to genuine national ownership. Capacity constraints in the government are a challenge to sustainability. While some projects do have a sustainability strategy, others do not. In community-level interventions, the need to build on the beneficiaries' needs and priorities is a continuous challenge. In institutional projects, adequate capacity-strengthening activities, such as training events, have taken place, but not always within the framework of a comprehensive strategy. The weaknesses or absence of effective monitoring and evaluation systems in most institutions and projects has probably hindered the observation of this problem.

Regarding **relevance,** there is an adequate match between GoB policies, as defined in the National Poverty Reduction Strategy and the NDP, and the objectives of the UNDP country programme. The correspondence is ensured by the UNDAF

process in which the government plays a key role. However, the practical interventions do not always fully support the achievement of objectives. The identification of core problems for projects and the definition of subsequent project purposes are not always clear. Institutional frameworks have not always been successfully selected, which may explain the lack of buy-in by national counterparts in some projects. In spite of the generally appreciated relevance, it is not obvious that all the projects respond accurately to the needs of their target groups. UNDP practice areas do not include major missed opportunities.

The CO has included gender equality and mainstreaming in the interventions and activities it has supported. To further strengthen this critically important cross-cutting issue, an explicit strategy and specific human resources are needed. Although not defined as an area of work in the CPD, aid coordination is an area in which UNDP could have played a bigger role during the evaluation period. There are signs that the Resident Coordinator is now assuming this role. Stronger focus on the principles of the Paris Declaration and aid effectiveness could enhance UNDP's delivery of development support. A particular area in which UNDP can strengthen its strategic role is HIV/AIDS. The CO could take proactive steps to dialogue with key players in the field.

Most of the consulted actors considered UNDP to be responsive to the needs of the beneficiaries and other stakeholders. Responsiveness to the government's needs stems from the fact that a large amount of the programme funding comes from GoB (although GoB's share in environment is smaller than in other practice areas, due to the high volume of GEF funds). As a rule, all projects have a steering committee to include stakeholders in the decision-making process. Some stakeholders commented that technical support by UNDP was insufficient. This criticism may be based on a misunderstanding of the roles and responsibilities within a project. There are several interventions that enhance equity although the conditions have not always been conducive.

Regarding **partnerships**, UNDP is a key development partner in Botswana. It is visible and respected. This visibility is partly due to the small number of development partners in the country but also to the CO's participatory approach and strong relationship with the government. UNDP is also recognized for its publications, such as the human development report. The situation in donor coordination is shaped by the decrease in the number of donors supporting Botswana and in 2008, the government-led donor coordination was given a boost. The cooperation and coordination between UN agencies has been relatively effective. UNS working groups are functional and inter-agency linkages are operational. The basic work of UNDP in its practice areas is widely recognized.

In formulating the new country programme, UNDP and its partners will need to define an appropriate role for the CO. For this purpose, the ADR team has identified four main issues around which the **future positioning of UNDP Botswana** could evolve:

- capacity building;

- aid effectiveness;

- added value to the government; and

- civil society partnerships

The CO should ascertain the implications of these for the office itself, in various areas: structure, financial resources, human resources, systems and procedures, and the country programme. These need to be analysed in a holistic manner and a consecutive corporate strategy with subsequent actions plans needs to be formulated. The CO needs a partnership strategy in which it should define its position and principles of relationship vis-à-vis UN agencies, CSOs, and other development partners.

Chapter 1

BACKGROUND AND CONTEXT

1.1 OBJECTIVES OF THE EVALUATION

1.1.1 INTRODUCTION

As a part of the continuous process to enhance UNDP's corporate performance, the UNDP Evaluation Office undertakes independent evaluations of the country offices (CO) when these are in the process of preparing their country programmes. The evaluations are called Assessment of Development Results (ADR). They aim at assessing the progress towards outcomes defined in the UNDP programming documents, and at analysing UNDP's positioning in relation to national development needs. They also present key findings, draw main lessons, and provide a set of clear and forward-looking options for management to make adjustments in the current strategy and next country programme.

This document is the report of the UNDP ADR in Botswana. It covers the period from 2003 to 2008. Thus it covers the period of the current United Nations Development Assistance Framework (UNDAF) and UNDP country programme.[1] The UNDP CO and the United Nations Country Team in Botswana will use the results of the ADR in the planning processes that have already begun. The new UNDAF will be completed in July-August 2008, followed by the country programme, which will be prepared between August 2008 and the end of March 2009.

According to the terms of reference, the purpose of the ADR is to:

- Provide an independent assessment of the progress, or lack of, towards the expected outcomes envisaged in the UNDP programming documents. Where appropriate, the ADR will also highlight unexpected outcomes (positive or negative) and missed opportunities.

- Provide an analysis of how UNDP has positioned itself to add value in response to national needs and changes in the national development context.

- Present key findings, draw key lessons, and provide a set of clear and forward-looking options for management to make adjustments in the current strategy and next country programme.

The complete terms of reference are presented in annex I.

1.1.2 METHODOLOGY

The ADR has reviewed the UNDP experience in Botswana and its contribution to the solution of national development challenges. The two key dimensions of the ADR are: 1) UNDP's contribution to the development outcomes in each practice area; and 2) the strategic positioning of UNDP. Both key dimensions are examined on the basis of the following key evaluation variables:

- **Effectiveness:** Did the UNDP programme accomplish its intended outcomes? What are the unexpected outcomes it yielded?

- **Efficiency:** How optimally did UNDP use its resources (human and financial) in implementing the programme? What could be done to ensure a more efficient use of resources in the specific country context?

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1. The United Nations Development Assistance Framework (UNDAF) and the Country Programme Document (CPD) cover the period from 2003 to 2007. To make them coincide with the strategic planning cycle of the Government of Botswana (GoB), they have been extended until 31 March, 2010. The new National Development Plan (NDP 10) is planned to take effect starting 1 April, 2010.

- **Sustainability:** Are the benefits of UNDP interventions owned by national stakeholders? Are there conditions conducive to the consolidation / continuation of such benefits after the intervention is completed?

- **Relevance of UNDP programmes:** How relevant are UNDP programmes to the priority needs of the country? Did UNDP apply the right strategy within the specific political, economic and social context of the region? To what extent are long-term development needs likely to be met across the practice areas? What were critical gaps in UNDP's programming?

- **Responsiveness:** How did UNDP anticipate and respond to significant changes in the national development context? How did UNDP respond to national long-term development needs? What were the missed opportunities in UNDP programming?

- **Equity:** Did UNDP's programmes and interventions lead to reduced vulnerabilities in the country? Did UNDP intervention in any way influence the existing inequities (exclusion/inclusion) in the society? Was the selection of the geographical areas of the intervention guided by need?

- **Partnerships:** How has UNDP leveraged partnerships within the United Nations System (UNS) as well as with national civil society and the private sector?

Effectiveness, efficiency and sustainability refer to the assessment of development results and programme-level analysis. Relevance, responsiveness, equity and partnerships relate to strategic positioning and analysis at the strategic level. The assessment of the evaluation variables is operationalized through a number of evaluation questions that are explained in annex III.

The methodology of the ADR in Botswana follows the general ADR principles, adapted to the particular country context and the situation of the CO. It has used both qualitative and quantitative information, employing a variety of data collection methods, including desk reviews, stakeholder interviews and selected site visits. The persons consulted are listed in annex II.

The ADR Botswana proceeded through the following stages:

- Collection and review of documented information. While the period covered by the evaluation starts from 2003, some of the relevant activities began before the current programming cycle and the data for the ADR was collected from 2000 onwards. As a result, the ADR team obtained comprehensive data to review and analyse all the projects of the country programme 2003-2007. The projects included in the analysis are listed and explained in chapter 4.

- Scoping mission to Gaborone by the ADR Task Manager and ADR Team Leader from 20 to 26 April, 2008. This was done to identify and collect further documentation, validate the mapping of the country programmes, get key stakeholder perspectives on key issues, address logistical issues, identify appropriate methods, and conduct an entry workshop.

- Stakeholder mapping was carried out to identify and describe the basic characteristics of the key stakeholders. Their role in relation to the UNDP country programme was analysed. Thus the map was used as the basis to identify stakeholders to be interviewed during the main mission.

- Main mission to Botswana by the Team Leader, Team Specialist and National Consultant from 8 to 26 June, 2008. The mission included the operationalization of the work plan and methodology, meeting and interviews with the stakeholders, site visits, preliminary processing and analysis of the information, and two debriefing meetings.

- Preparation of the report by the Team Leader and Team Specialist. The draft report is reviewed and commented upon by the EO and ADR stakeholders.

- Stakeholder workshop is organized in Botswana to disseminate the findings, lessons and recommendations of the ADR, and to utilize them in planning and decision-making. Thus the ADR contributes to the preparation of the UNDP country programme.

- UNDP CO management response addresses ADR issues and recommendations, and defines a subsequent action plan.

- The results of the ADR are made known to interested parties and the public at large. The UNDP Executive Board has the ADR results available when approving the new Country Programme Document (CPD) for UNDP Botswana.

The ADR team visited four on-going field-level projects. These projects were selected on the basis of representativeness of all UNDP country programme practice areas, geographical balance, logistic feasibility and cost, the possibility of encountering achievements and challenges of general significance, and existence of partnership arrangements. The projects visited were:

- Nkaikela Youth Project at Tlokweng (HIV/AIDS)

- Community User Information Systems Project at Letlhakeng (governance)

- Garment Cluster Project at Molepolole (poverty reduction)

- Biokavango Project in Maun and Okavango Delta (energy and environment)

The discussions and interviews with the stakeholders followed the guidelines presented in annex IV.

The UNDP country programme in Botswana was subject to an external mid-term review in 2006. There are similarities between the scope of the ADR and that of the mid-term review, but the latter is more focused on operational issues and less on strategic ones. While the ADR team has examined the results of the mid-term review report, it has built the assessment independently of the mid-term review or any other evaluation.

Chapter 2

COUNTRY CONTEXT

2.1 GEOGRAPHIC AND DEMOGRAPHIC BACKGROUND

Botswana is a landlocked country of 582,000 square kilometres, about the same size as Kenya and France. It shares borders with Zimbabwe, South Africa, Namibia and Zambia.[2] Much of the country is covered by the Kalahari Desert and only 5 percent of the land area is considered arable. Botswana is a relatively flat country with low rainfall and high temperatures. Due to the semi-arid climate, most rivers and streams in Botswana are non-perennial. With high temperatures and low rainfall, Botswana is susceptible to droughts adversely affecting the food and agricultural sectors of the country.

According to the 2001 Population and Housing Census, Botswana's population was 1,680,863, compared with 1,326,796 in 1991. Botswana's population grew at an average annual rate of 2.4 percent during the inter-census period. Botswana's population growth rate has been declining over the years. Annual growth rates between 1971 and 1980, and between 1981 and 1991 were 4.5 and 3.5 percent, respectively.[3]

Many factors are said to have contributed to the general decline in Botswana's annual population growth rates. There has been a notable decline in the total fertility rate, which dropped from 6.6 percent in 1981 to 3.3 percent in 2001. There is also evidence of increasing mortality rates. The crude death rate rose from 11.5 to 13.5 percent between 1991 and 2001. This is most probably a result of HIV/AIDS. Although the number of immigrants has been increasing rapidly, they are still estimated to make up less than 5 percent of the population. The largest group of immigrants is from Zimbabwe and the relatively high levels of illegal immigration could potentially give an underestimation of the number of Zimbabwean immigrants.

Ethnically, Botswana is reasonably homogeneous. While ethnic origin of the population is formerly recorded, the census does record first language. This shows that 78 percent of the population are Setswana speaking, 8 percent speak Kalanga, 3 percent speak Sekgalagadi and English, and Sumbukushu and Serarwa are spoken by 2 percent each. The remaining 7 percent speak a range of other languages. There are concerns that some minority communities (such as Bakgalaagadi, Bayei, Bambukushu, Bararwa/San-Baherero etc.), particularly those living in the more remote areas of western Botswana, experience higher poverty rates and less favourable human development (health, education etc).[4] There has been an overall increase in the size of the youth population. Youth aged 15-30 years made up 26 percent of the total population in 1990. By 2007, the youth population was estimated to have risen to 32 percent and is projected to rise to 34 percent by 2015. This has an implication for development as youth unemployment is likely to rise.

Botswana is relatively flat with occasional rocky outcrops. The Makgadikgadi pans represent the inland drainage basins into which several rivers such as Mosetse, Nata and Boteti flow during the wet season. Large areas of the country are designated as national parks and game reserves.

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2. Republic of Botswana, NDP 9, 2003-2009. If not stated otherwise, the facts of this chapter are based on those of the NDP.
3. Botswana Demographic Health Survey.
4. United Nations System in Botswana, 'Second Common Country Assessment for Botswana, Final Report', 12 December 2007.

Of particular importance for tourism are the Chobe national park, which contains a massive concentration of large game, and the Okavango delta, which is known for its beauty and abundant wildlife. The thick sand covering much of the country hides the underlying geology, although the east of the country is relatively well-mapped geologically. Botswana has numerous minerals, and mineral exploitation is the backbone of the economy. The main mineral resources are diamonds, copper-nickel and limited reserves of gold. Sustaining the environment is key to the achievement of many of Botswana's development priorities, including the exploitation of mineral resources, the use and re-use of scarce water resources, the development of the cattle industry and arable agriculture. Tourism also relies on effective management of the environment, wildlife reserves and ecological zones such as the Okavango and the Kalahari Desert. Economic development and the reduction of poverty in rural areas are closely linked to environmental factors.

2.2 SOCIO-ECONOMIC CONTEXT

2.2.1 ECONOMIC CONTEXT

Botswana is well known for having one of the world's highest economic growth rates since it gained independence in 1966. Between 1965 and 2005, real annual economic growth averaged 9 percent per year. Per capita income increased from USD 5,700 in 2005/06 to USD 7,000 in 2006/07, thereby making Botswana an upper middle income country. The key drivers of the economy (for the 2006/07 national accounts year) are: mining (contributing 42 percent of gross domestic product - GDP), followed by government services (15 percent of GDP), then trade, hotels and restaurants (10.5 percent of GDP) and financial and business services (accounting for 9.7 percent of the GDP).[5] Botswana's economic growth has been driven by

the exploitation and export of minerals, with the diamond sector producing most of the sector's output by value. The mining sector has been the largest contributor to GDP since 1977/78 (when it overtook agriculture). Over time, economic growth gradually slowed as diamond production reached a plateau. There has been considerable emphasis on economic diversification so that other economic sectors can provide 'engines of growth' once mineral-led growth begins to decline. In recent years, the growth of the non-mining private sector has been slow. GDP growth excluding mining and government services averaged only 3.6 percent per year between 1999/00 and 2005/06, which is a much slower growth rate compared to the National Development Plan (NDP) 9 targets of over 5.5 percent. Boosting the growth rate of the non-mining private sector is one of the major challenges facing Botswana.[6]

Botswana remains heavily dependent on diamond production, which accounts for about three quarters of exports, one third of GDP, half of government revenue and 3 percent of total formal sector employment, while agriculture (driven by the livestock subsector and beef exports) accounts for only 2 percent of GDP but contributes a substantial proportion of rural income and some 20 percent of total employment.[7]

The government's macroeconomic strategy for future NDPs is premised on reducing the proportion of diamond mining in relation to other sectors of the economy. Government revenue from diamonds will start to fall in NDP 11 and will decline rapidly in NDP 12. GDP growth will therefore rely less heavily on government spending and more on the growth of the non-diamond private sector. As such, the future economic thrust for Botswana is to accelerate economic growth through diversification of the economy via the generation of more non-mineral revenue.

5. Economist Intelligence Unit, 'Botswana Country Profile', United Kingdom, 2008.
6. United Nations Systems in Botswana, 'Second Common Country Assessment for Botswana, Final Report', 12 December 2007.
7. Republic of Botswana-European Community, 'Country Strategy Paper and National Indicative Programme for the Period 2008-2013', Botswana 2008.

There are promising trends towards diversification of the economy. In 2006/07, GDP grew by 6.2 percent and the non-mining private sector grew by 8.8 percent (13 percent in the final quarter). Reasons for the growth recovery in the non-mining private sector included: the successful introduction of the new exchange rate regime which led to a stable exchange rate, the real exchange rate depreciated against the major currencies, and the real exchange rate against the Rand remained constant.[8] It is projected that GDP growth will drop by 0.5-1.5 percent a year through 2021 as a result of HIV/AIDS [9], which is likely to account for a significant portion and amount by which actual growth falls below targeted levels. However, the government has addressed the negative growth impact of HIV/AIDS through the provision of anti-retroviral therapy to all that require it and the introduction of other policies and programmes that address HIV/AIDS in the country.[10]

2.2.2 HUMAN DEVELOPMENT

Though declining, **poverty** as measured by income remains a structural problem, with a national average of 23.4 percent of people living below USD 1 a day.[11] Despite improvements, the current poverty rates are too high for a middle income country and are similar to those of low income countries. This indicates that Botswana still needs to translate its huge wealth from diamonds into a sustainable level of poverty reduction.[12] The level of income inequality is also quite high with a Gini coefficient[13] currently estimated at 0.54, one of the highest in Africa. Another important feature of poverty in

Botswana is its high incidence among female headed households. High unemployment levels among the youth are also a serious dimension of the problem. There is also a geographical variation in poverty with rural areas experiencing higher levels compared to urban regions. In urban areas, poverty levels range between 7 to 15 percent, compared to 43 percent in the north-west and 53 percent in the south-west.[14] Despite these depressing trends, Botswana has made significant improvements in some of its social sectors such as education and health. Globally, Botswana's human development index is ranked at 124 out of 177 and is classified as belonging to the medium human development countries, with a human development index value of 0.654 for 2005.[15]

Over the last 35 years, the **education** system has expanded tremendously. One of the government's greatest achievements has been the provision of almost universal free education, although limited fees were introduced for secondary schools in 2006 as part of a government package of cost recovery measures. Adult literacy increased from 34 percent in 1981 to 81 percent in 2006. In government secondary schools, data show that the pupil-teacher ratio was 18:1 in 1999. Estimates for 2006 indicate further improvement, with the ratio falling to 15:1, as growth in the number of teachers has kept ahead of growth in the number of pupils.[16] Primary enrolment has risen to very high levels. The net enrolment rate for the 7-13 age group increased from 96.7 percent in 1995 to 98.5 percent in 2004. Total

8. Ministry of Finance and Development Planning, Power Point Presentation to UNDAF Processes, 15 April, 2008.

9. NACA and UNDP (E-Consult), 'The Economic Impact of HIV/AIDS in Botswana, Final Report', 2006.

10. United Nations Systems in Botswana, 'Second Common Country Assessment for Botswana, Final Report', 12 December 2007.

11. Republic of Botswana–European Community, 'Country Strategy Paper and National Indicative Programme for the Period 2008-2013', Botswana 2008.

12. African Development Bank, 'Botswana: Country Strategy Paper 2004-2008', country department, north, south and east region, 2004.

13. Gini Coefficient: An index measuring income inequality in a country ranging from 0=perfect equality to 1=perfect inequality.

14. United Nations System in Botswana, 2007 ibid.

15. UNDP, 'Human Development Report 2007/2008: Fighting Climate Change, Human Solidarity in a Divided World', Palgrave Macmillan, New York, USA 2007.

16. Economist Intelligence Unit, 2008 ibid.

enrolment in primary school peaked in 2002 at around 330,000 pupils and is projected to decline due to demographic changes. Data from the 2003 Literacy Survey suggests that non-attendance at school is very low. Only 0.6 percent of the 1-11 year old children had never attended school, while among the 12-14 year olds, the figure was 1.1 percent. In terms of gender, more female students seem to progress to standard 7 as compared to males. The school feeding programme and provision of support to poor children under the destitute programme has further improved access of the poor to the education system.

Botswana's **health** sector faces significant challenges mainly due to the negative impact of HIV/AIDS, a weak labour supply and the slow or ineffective implementation of policies and strategies. None the less, access to health services is relatively good. At the national level, 95 percent of the population lives within an 8 km radius of the nearest health facility, 84 percent lives within 5 km while 11 percent lives between 5 to 8 km radiuses.

Regarding **HIV/AIDS**, statistics on HIV prevalence rates vary by source (note: prevalence is for HIV not AIDS). According to the Government of Botswana Sentinel Survey of pregnant women aged 15 to 49 years, adult HIV prevalence rates peaked at 37 percent in 2003, declining to 32 percent in 2006. It should be noted that HIV prevalence in a country context of successful provision of anti-retroviral therapy is likely to increase as the therapy increases the life expectancy of HIV positive people. Socio-economic HIV impact studies have shown the negative impact of HIV on economic growth. The 2000 study[17] predicted that by 2011 the proportion of households living below the

poverty datum line will have risen by 6 percent and by 2021 the economy will be 33 percent smaller than it would have been without HIV/AIDS. The 2006 study projects that by 2010, the GDP will be 24 to 34 percent less than it would have been without HIV/AIDS. The pandemic also contributes to the decline in labour productivity.[18] However, a more recent impact study (Econsult 2007) indicated that the provision of anti-retroviral therapy would reduce the negative economic impact although the cost to government would be considerable. Despite this gloomy picture, the Government of Botswana (GoB) has achieved significant progress in addressing the challenges presented by HIV/AIDS. Successful programmes include HIV testing, initially on a voluntary basis and more recently through routine testing; treatment interventions including Prevention of Mother to Child Transmission of HIV and provision of anti-retroviral therapy; a robust orphan support programme; and home-based care initiatives. The anti-retroviral therapy roll-out programme has been impressive, with the number of patients treated increasing at an annual rate of 50 percent between 2004 and 2007.[19]

An assessment of progress made towards the achievement of the **Millennium Development Goals** (MDGs) was conducted in 2004. It indicated significantly good progress made by GoB. MDGs relating to education (MDG 2 – Education, and MDG 7 – environmental sustainability) have already been achieved. Review of data indicates a reduction of poverty (MDG 1) although data availability is not good enough to enable accurate assessments. Botswana is doing well with regard to achieving targets for gender equality and women's empowerment (MDG 3), proportion of births attended by skilled personnel (MDG 5), and access to anti-

17. Botswana Institute of Development Policy Analysis, 'Knowledge, Attitudes and Practices of Teachers and Students on HIV and AIDS', Botswana 2003.

18. Econsult Botswana, 'The Economic Impact of HIV/AIDS in Botswana', Botswana, October 2006.

19. Republic of Botswana-European Community, 'Country Strategy Paper and National Indicative Programme for the Period 2008-2013', Botswana 2008.

Table 1. Progress towards achieving MDGs in Botswana			
MDG	1990-1994	2002-2006	TARGET 2015
1. Poverty rate (% of population below PDL) 1 1. Underweight children (under 5%)	47 17.0	30 5.9	23 (reduced by half)
2. Net enrolment rate, primary school (%) 2. Literacy rate, 15-24 year olds (%)	96.7 89.5	98.5 93.7	100 100
3. Ratio of males to females in primary schools 3. Ratio of males to females in secondary education 3. Ratio of literate females to males, 15-24 yr olds	NA NA 1.26	0.98 1.07 1.19	≈1.0 ≈1.0 ≥1.0
4. Infant mortality rate (per 1000) 4. Under five mortality rate (per 1000) 4. Children immunized against measles	48 63 74	56 74 86	16 (reduce by 2/3) 21 (reduce by 2/3) 100
5. Births attended by skilled personnel (%) 5. Maternal mortality rate (per 100,000)	93 326	96 150-190	100 81 (reduce by ¾)
6. HIV prevalence among adults (%) 6. Access to anti-retroviral therapy (% clinically eligible) 6. TB notifications (per 100,000)	NA NA 200	25 95 620	Falling ≈100 Falling
7. Proportion of population without access to safe drinking water (%)	23	4	12 (reduce by half)

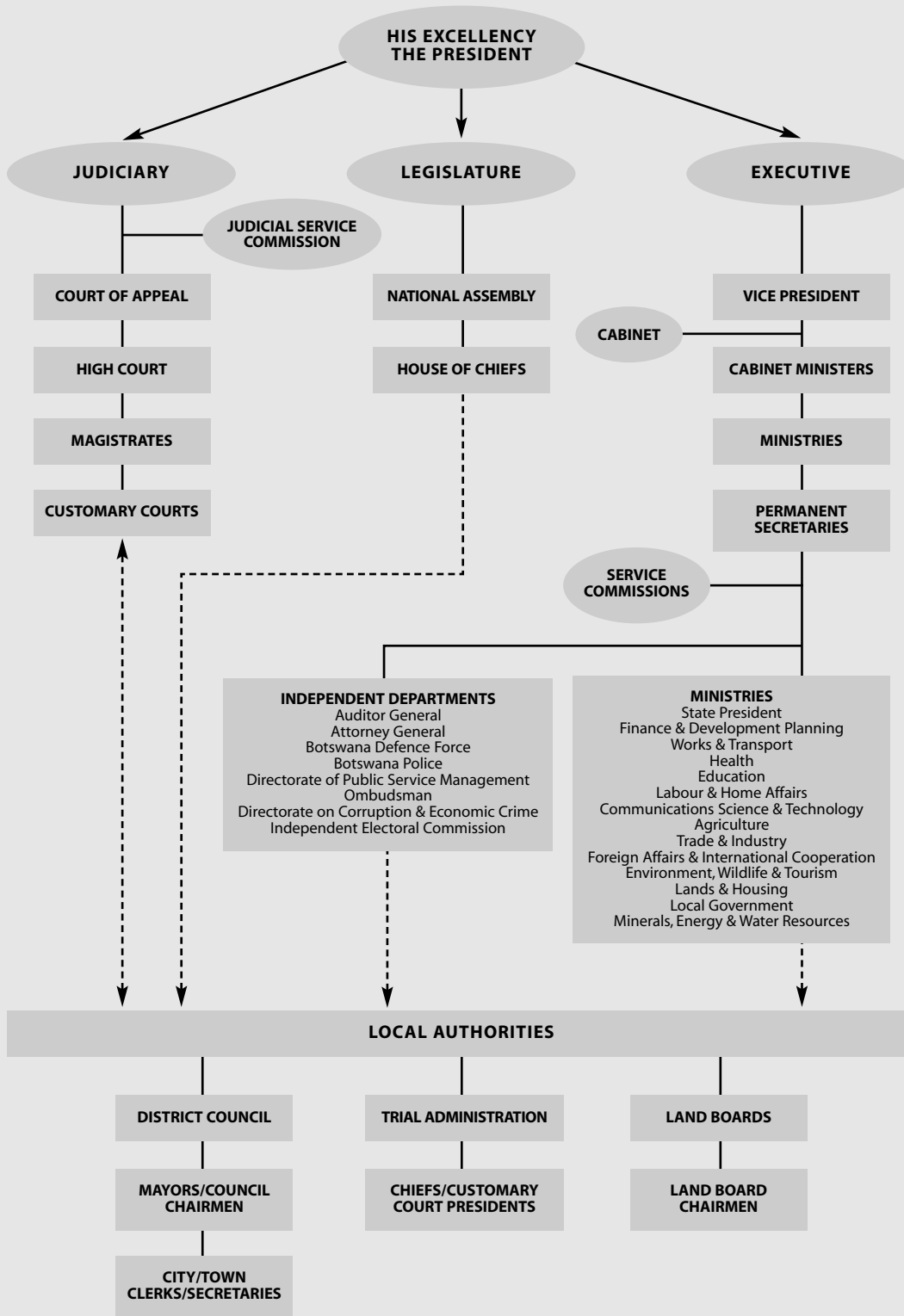**Source:** Second Common Country Assessment for Botswana, Final Report, United Nations System in Botswana, 2007.

retroviral therapy (MDG 6). Despite these achievements, Botswana still lags behind in the areas of eradication of extreme poverty and hunger (MDG 1), reduction of child mortality (MDG 4), and reduction of maternal mortality (MDG 5). Table 1 summarizes the progress made towards achievement of the MDGs.

2.3 POLITICAL AND INSTITUTIONAL SETTING

Botswana gained its independence from the United Kingdom in 1966. It is a tri-cameral democracy based on the separation of the legislative, executive and judicial powers. The President is both the head of state and head of government and is elected by the National Assembly for a five-year term. The President is restricted by the constitution to serve no more than two full terms in office. The current president, Lieutenant-General Seretse Khama Ian Khama, came into office in March 2008. Prior to that, Festus Mogae was President from 1998 to March 2008. The National Assembly has 63 members, out of

which 57 representatives are directly elected by the populace while four seats are appointed by the President. The Ntlo ya Dikgosi (House of Chiefs) advises on matters affecting custom and tradition including reviewing relevant draft bills before their consideration in the national Parliament. The President, the National Assembly and the Ntlo ya Dikgosi make up the national Parliament. Currently, the ruling party is the Botswana Democratic Party, which has been in power since independence. The opposition parties include the Botswana National Front, the Botswana Congress Party, the Botswana People's Party, the Botswana Alliance Movement, the New Democratic Front, the Marx, Engels, Stalin Movement, the International Socialist Movement (Botswana) and the Botswana Independence Party. In the 2004 parliamentary elections, the Botswana Democratic Party won 44 seats while the Botswana National Front won 12 seats and the Botswana Congress Party won one seat. Since its independence, Botswana has been hailed as a model of good governance characterized by a stable political environment.

Chart 1.1 The Botswana Government organisational chart

HIS EXCELLENCY
THE PRESIDENT

JUDICIARY

LEGISLATURE

EXECUTIVE

JUDICIAL SERVICE
COMMISSION

COURT OF APPEAL

NATIONAL ASSEMBLY

VICE PRESIDENT

CABINET

HIGH COURT

HOUSE OF CHIEFS

CABINET MINISTERS

MAGISTRATES

MINISTRIES

CUSTOMARY COURTS

PERMANENT
SECRETARIES

SERVICE
COMMISSIONS

INDEPENDENT DEPARTMENTS
Auditor General
Attorney General
Botswana Defence Force
Botswana Police
Directorate of Public Service Management
Ombudsman
Directorate on Corruption & Economic Crime
Independent Electoral Commission

MINISTRIES
State President
Finance & Development Planning
Works & Transport
Health
Education
Labour & Home Affairs
Communications Science & Technology
Agriculture
Trade & Industry
Foreign Affairs & International Cooperation
Environment, Wildlife & Tourism
Lands & Housing
Local Government
Minerals, Energy & Water Resources

LOCAL AUTHORITIES

DISTRICT COUNCIL

TRIAL ADMINISTRATION

LAND BOARDS

MAYORS/COUNCIL
CHAIRMEN

CHIEFS/CUSTOMARY
COURT PRESIDENTS

LAND BOARD
CHAIRMEN

CITY/TOWN
CLERKS/SECRETARIES

Source: DPSM

Botswana is widely considered to be one of the leading countries in Africa with respect to good governance, which is a reflection of the generally high quality of its institutions, its independent legal system and the relatively low level of corruption. The constitution can be amended in minor ways by a simple majority vote in parliament. Most substantial amendments require a two thirds majority, and major revisions have to be submitted to a referendum. Important constitutional changes in recent years have included limiting the term of the President to 10 years, and reducing the voting age from 21 to 18 years. Corruption is not perceived as a significant concern in Botswana. According to Transparency International, Botswana was given a score of 6.0 out of 10, thus ranking it number 31 worldwide.[20] An anti-corruption body, the Directorate on Corruption and Economic Crime, was established by an Act of Parliament in 1994. The body is independent of government structures, the Director reports directly to the President, and prosecution decisions are taken by the attorney general.

The reasons for Botswana's development as an African success story have been the subject of interest of many studies. Leith[21] identifies the following factors:

- a consensus-seeking approach to government, which has deep roots in Tswana culture;
- the practice of proposing presidential commissions to investigate options and propose policy frameworks;
- the tendency of ministers to serve in the same portfolio for a long time;
- the intensive use of foreign technical assistance associated with Botswana for long periods of time; and
- a development planning process that started before independence and has continued since.

While the social and economic development of Botswana over the past four decades has been impressive, the country does face challenges and tensions, as indicated by various observers in the country. The displacement of the Basarwa people from the Central Kalahari Game Reserve created controversies with international dimensions. There is freedom of media and expression, but concerns have been expressed about the government's dominant position in the media. Crime and corruption are low when compared to other countries in similar conditions, but may be increasing. Inflation, customarily below 10 percent, has recently risen to double digit figures. An investment study pointed out that Botswana's industries are not competitive and that less than 10 percent of the manufactured output is exported.

2.4 INTERNATIONAL COOPERATION AND AID MODALITIES

Botswana's remarkable economic performance has resulted in it becoming a middle-income country. According to the World Bank classification, only four Sub-Saharan countries are in the category of upper middle-income[22]. As a consequence, several development partners have either ended or reduced their aid programmes in Botswana. In recent years, the official development assistance (ODA) has been at approximately half a percent of the gross national income, as indicated in Table 2.

According to the Organisation for Economic Co-Operation and Development, the biggest donors to Botswana in 2005-2006 were the European Commission, the United States and Japan, followed by Germany, Norway and Canada. The situation has changed over the past two years and according to the European Commission Delegation, the planned donor disbursements to Botswana for 2008 total USD 134,000,000.

The distribution of development aid among the development partners has evolved as indicated in Table 3.[23]

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20. Afronews, http://www.afrol.com/articles/14602, 7 July 2008.

21. Leith, J. Clark, *Why Botswana Prospered*, 2006.

22. Botswana, Gabon, Mauritius and Republic of South Africa.

23. The GoB does not publish systematic data on received development aid. The figures are obtained from various sources, mostly from the development partners themselves. They are not necessarily always directly comparable.

Table 2. ODA to Botswana in 2004-2006, in millions of USD			
Receipts	**2004**	**2005**	**2006**
Net ODA	47	48	65
Share of bilateral ODA	58%	58%	52%
Net ODA / Gross National Income	0.5%	0.5%	0.7%
Net private flows	8	18	11

Source: Organisation for Economic Co-Operation and Development

Table 3: Distribution of ODA among Botswana's development partners		
Development partner	**Share of the total ODA to Botswana in 2005-2006, %**	**Share of the total ODA to Botswana in 2008 (planned), %**
European Commission	38.5	21.2
United States	31.3	60.1
Japan	10.0	
Germany	4.3	1.0
Norway	2.9	
Canada	2.9	
UNDP	2.9	6.0
France	2.9	0.2
UNHCR	2.9	
Global Fund (GFATM)	1.4	
Sweden		6.3
UNICEF		2.0
World Bank		2.0
UNFPA		1.2
Total	**100**	**100**

Source: Organisation for Economic Co-Operation and Development (2005-2006) and European Commission (2008)

Sixty-two percent of the aid in 2008 was allocated to combating HIV/AIDS, followed by education (16 percent), and environment and energy (11 percent).

The aid provided by the United States to Botswana is directed exclusively to combating HIV/AIDS. It comes from both governmental (The President's Emergency Plan for AIDS Relief) and non-governmental sources (the Bill and Melinda Gates Foundation).

The Bill and Melinda Gates Foundation, Merck & Co., Inc. and the Republic of Botswana launched an HIV Initiative on 10 July, 2000. Under this initiative, USD 100 million has been

assigned to support Botswana's national HIV/AIDS response. The goal of the project is to reduce the spread of HIV and to significantly increase the awareness, prevention, diagnosis and treatment of HIV/AIDS in Botswana. The two donors sponsor the African Comprehensive HIV/AIDS Partnership, which is a country-led, public-private development partnership dedicated to supporting and enhancing Botswana's national response to HIV/AIDS through 2009.

The European Commission's support to Botswana previously focused on private sector development and training, and on natural resources utilization and conservation. In recent years, support has been given mainly to the development of human resources, identified as essential to economic diversification and growth. A new Country Strategy Paper, including a National Indicative Programme, was signed by Botswana and the European Commission in December 2007, covering the period from 2008 to 2013. It includes a budget allocation of 73 million euros to be financed through the European Development Fund 10. It focuses on continued support for human resource development, in particular education and training. Eighty-four percent of the European Commission's aid is granted as budget support.

Since it closed its bilateral programme in Botswana, the Swedish International Development Agency has been focusing on HIV/AIDS through regional initiatives. Germany's aid consists mainly of technical assistance for education, HIV/AIDS prevention, transportation, and environment and energy. France provides technical assistance to the education sector.

Within the government structure, all assistance to Botswana is coordinated by the Ministry of Finance and Development Planning (MFDP). The GoB underlines that all external assistance must fit into the NDP framework. It is concerned by the diminishing donor support, because problems such as HIV/AIDS can hardly be tackled by domestic resources. Therefore it has established the Development Partners Coordination Forum (DPCF).

Botswana has many prerequisites for successful donor coordination. It has experience and capacity in public sector planning. The leadership and responsibility of the government in the country's development is recognized by all. Policies are sound and institutions solid. Development partners are open and motivated in seeking new and innovative ways for aid that would be more effective in a middle-income country.

Not only is strategic planning in Botswana deep-rooted in policy making, but these plans are also strictly adhered to. Botswana's development strategies are based on its long-term vision, known as Vision 2016, which envisages a nation that is educated and informed, prosperous, productive and innovative, compassionate, just and caring, safe and secure, open, democratic and accountable, moral and tolerant, united and proud. The Vision foresees the eradication of absolute poverty by 2016.

Medium-term targets are specified in the five-year NDPs. They define objectives and strategies for virtually all sectors of society. The NDP for 2003/04 to 2008/09 emphasizes agriculture, tourism, manufacturing and financial services as sectors for economic diversification and employment creation. GoB is currently in the process of preparing NDP 10 for the period 2009/10 to 2015/16. District and Urban Development Plans, with linkages to the NDP, are also being developed. The NDP is approved by the Parliament and has the status of a law. It includes a budget that is a compelling framework for annual GoB budgets. The NDP is subject to a mid-term review.

Botswana does have a National Poverty Reduction Strategy, prepared in 2003. It is the framework for poverty reduction interventions and therefore also important for UNDP operations. The study on poverty mainstreaming questioned the value of the National Poverty Reduction Strategy and its relationship with the NDP was assessed to be weak. Consequently, GoB has decided to review the National Poverty Reduction Strategy in 2009. Botswana is a

signatory of the Millennium Declaration and committed to the MDGs. The first MDG report, published in 2004, indicated significant progress in some areas, but also noted serious challenges in others, such as HIV/AIDS.

The importance and need for aid coordination, along the principles agreed upon in the Paris Declaration on aid effectiveness, has become increasingly clear to the government and to its development partners. Although the DPCF has existed for several years, it has had a low profile. Recently, however, GoB decided to reactivate the Forum. Its terms of reference were discussed in the meeting of 24 June, 2008. According to the proposal, the DPCF would provide a forum to share information, identify areas of concern and potential for joint programming, as well as discuss development challenges and good practices from other countries and regions. Development of a coordination database and identification of special funding modalities for middle-income countries are also among the proposed objectives. Regarding operations, it was proposed that the DPCF would meet twice a year and be co-chaired by the Permanent Secretaries of the MFDP and the Ministry for Foreign Affairs and International Cooperation. The secretariat would be provided jointly by the MFDP and the Office of the United Nations Resident Coordinator.

Among Botswana's development partners, UNDP plays a key role in the donor coordination process through the Resident Coordinator's (RC) office. The RC was selected as the co-chair of the DPCF in its June meeting. A United Nations Volunteer (UNV) has been attached to the RC's office to act as a nucleus of the DPCF secretariat. The emerging process is promising and certainly presents an opportunity for UNDP and the RC. To ensure the effectiveness of the process, it is important that its operationalization starts without delay. An aid effectiveness road map and/or action plan should be prepared, based on Botswana's specific conditions and along the globally adopted principles of ownership, alignment, harmonization, result-based management, and mutual accountability. Sufficient resources need to be assigned to the DPCF secretariat. The DPCF probably needs a versatile organizational structure in which the current general meeting is complemented by working groups or task forces. Systematic and reliable mapping of donor inputs to Botswana could be organized. Common guidelines and arrangements for technical assistance can be studied and prepared. Active support from countries that already have advanced experience from the same process could be sought to smoothen the learning curve. If the donor coordination process becomes cumbersome and doesn't produce some of the expected gains in the short term, the current interest and motivation may gradually disappear.

Chapter 3

UN AND UNDP IN THE COUNTRY

3.1 UN IN THE COUNTRY

The UN contribution to the development of Botswana has a long history. The UNS is composed of both resident and non-resident agencies (Table 4). The resident agencies make up the UN Country Team.

The approach of the UNS became more systematic at the beginning of the decade, when the Common Country Assessment was prepared in 2001 and the subsequent UNDAF was adopted for the period 2003-2007. The UNDAF was a result of intensive consultations with the government, other development partners and civil society institutions. After the Common Country Assessment, UNDP Botswana prepared its country programme 2003-2007, which was approved by the UNDP Executive Board in 2002.

While the UNDAF strengthened the holistic approach adopted by UNS and underlined the integration with GoB's development plans and international commitments, its strategic focus was quite similar to that of the Country Cooperation Framework of 1997-2002. It identified the following three priority areas:

1. achieving the MDGs and reducing human poverty;

2. energy and environment for sustainable development; and

3. responding to HIV/AIDS.

In addition to the practice areas, the UNDAF defined cross-cutting issues that were addressed in all practice areas and, where necessary, as substantive programme issues. These were:

- fostering democratic governance;

- institutional capacity building and human resource development;

- gender equality and women's rights; and

- education, human rights, health, youth and population issues.

Table 4. UNS agencies in Botswana				
Resident agencies		**Non-resident agencies**		
FAO	Food and Agriculture Organization	UNEP	United Nations Environment Programme
UNAIDS	United Nations Joint Programme on AIDS	UNESCO	United Nations Educational, Scientific and Cultural Organization
UNDP	United Nations Development Programme	UNIDO	United Nations Industrial Development Organization
UNFPA	United Nations Population Fund	ILO	International Labour Organization
UNHCR	United Nations High Commissioner for Refugees	UNIFEM	United Nations Development Fund for Women
UNICEF	United Nations Children's Fund	IAEA	International Atomic Energy Agency
WHO	World Health Organization		

Initially, the CPD for 2003-2007 adopted three UNDAF priority areas as UNDP practice areas. In the course of the programming cycle, governance was added as a fourth area and thus the CO now has four programme units.

UNS Botswana is currently preparing the UNDAF for 2010-2016 and the new UNDP country programme will start in 2010[24]. As a first step, the second Common Country Assessment for Botswana was published in December 2007. In 2008, the preparatory process was under the oversight of the Reference Group, which was co-chaired by the Deputy Permanent Secretary of the MFDP and the UN RC. Thematic working groups, organized by line ministries and UN agencies, have been supported by a Programme Coordination Group. Compared to the current UNDAF, the coming one is expected to be more results-based; to add UN strategic value for tighter focus of cross-agency support to national development priorities; to increase the coherence of resident agency programmes of cooperation (FAO, UNAIDS, UNDP, UNFPA, UNHCR, UNICEF, WHO); and to include greater participation by non-resident agencies (UNEP, UNESCO, UNIDO, ILO, UNIFEM, IAEA).

So far, GoB, CSOs and UNS have identified five priority areas for the forthcoming UNDAF:

1. HIV/AIDS and other major diseases;
2. governance and capacity development;
3. gender equality, youth and women's empowerment;
4. economic diversification and poverty reduction; and
5. sustainable environment and climate change.

3.2   UNDP IN BOTSWANA

3.2.1 UNDP COUNTRY OFFICE

The UNDP CO in Gaborone is headed by the Resident Representative (RR) who also acts as the UN RC (Chart 2). Programmes and operations are under the supervision of the Deputy RR who is assisted by the Assistant RR.

The UNDP programme portfolio is structured according to the four practice areas, which are managed by the respective programme units (Chart 2). The contents of the portfolio are described in Chapter 4 (Development results). The description and analysis are based on information provided by the programme units and they include the key characteristics of all projects and programmes since 2002-2003.

The Small Grants Programme of the Global Environment Facility (GEF) can also be considered as a programme unit because it works in the environment sector and reports to the Deputy RR. However, the strategy of the Small Grants Programme is not formulated as a result of the UNDAF and country programme processes but rather is defined according to the principles and systems of the GEF. As a result, the Small Grants Programme unit is fairly independent from other units of the CO.
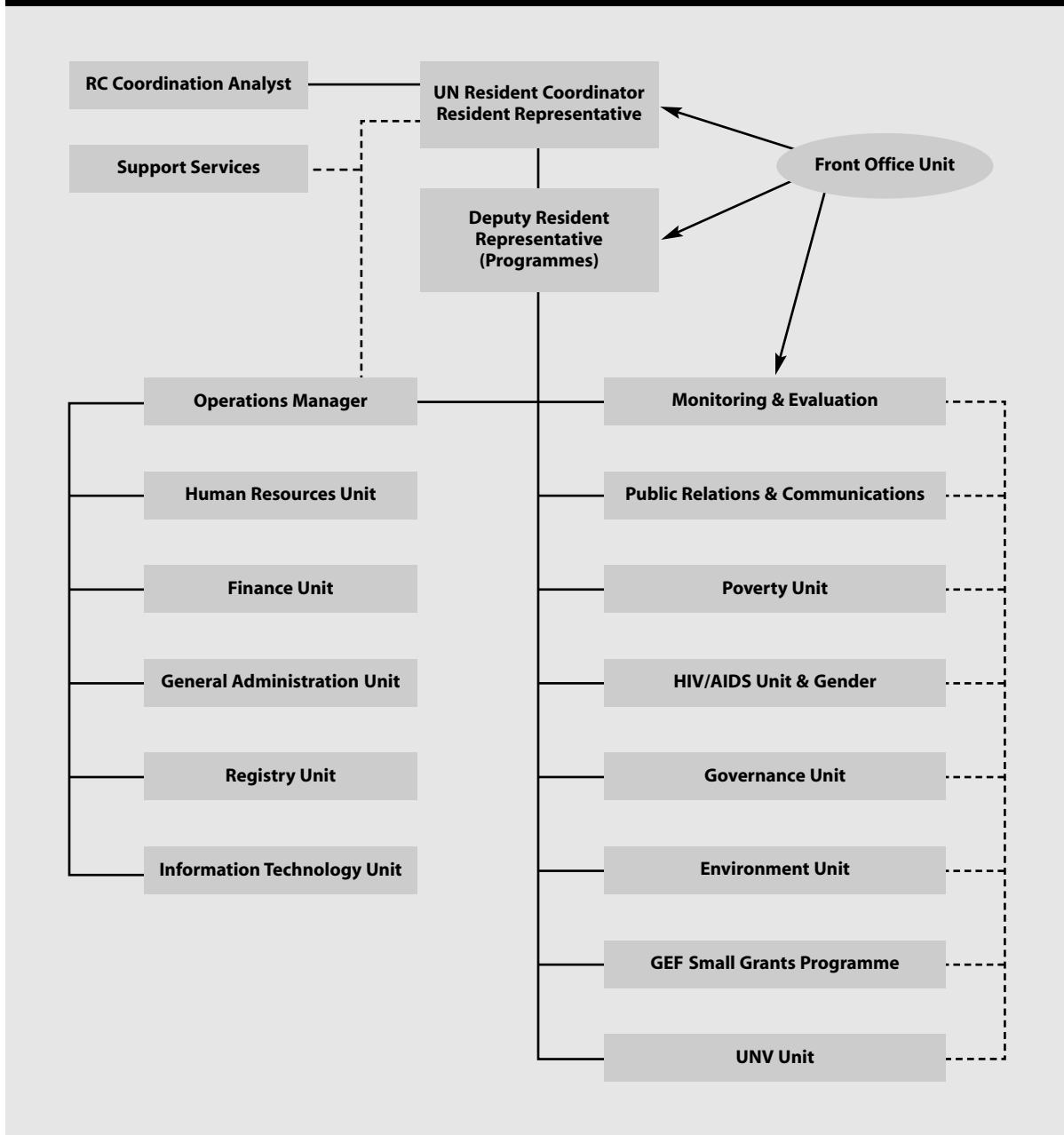
According to the CO list of staff of 2008, UNDP Botswana employs a total of 65 full-time persons. This number includes both professional and administrative personnel, under various types of contracts. Thirty-five of them are located in the CO at UN Place in Gaborone and 30 are in various partner organizations in which they mainly work on projects and/or in advisory positions. In addition, there are 13 national UNVs of whom three are stationed in the CO. The remaining 10 work as facilitators of the Community Capacity Enhancement Programme in various parts of the country.

Turnover among the key personnel of UNDP Botswana has been limited, as many of them have been working for the CO since the 1990s or the beginning of this decade. An exception is the post of the RR, which, since July 2002, has been occupied by five persons, including the current Deputy RR who has served as the acting RR on two separate occasions.

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24. The current UNDAF and CPD cover the period from 2003 to 2007. To make them coincide with the strategic planning cycle of the GoB, they have been extended until 31 December 2009. The new National Development Plan, NDP 10, is planned to take effect starting 1 April 2010.

Chart 2. Organization chart of the UNDP CO in Botswana

| RC Coordination Analyst | — | UN Resident Coordinator Resident Representative |
| Support Services | | Deputy Resident Representative (Programmes) |

Front Office Unit

Operations Manager	Monitoring & Evaluation
Human Resources Unit	Public Relations & Communications
Finance Unit	Poverty Unit
General Administration Unit	HIV/AIDS Unit & Gender
Registry Unit	Governance Unit
Information Technology Unit	Environment Unit
	GEF Small Grants Programme
	UNV Unit

Source: UNDP CO

Apparently the CO has succeeded in developing and maintaining a satisfactory overall capacity, with adequate systems and structures. This is indicated by the UNDP Management Results Framework, a partnership survey in which UN agencies, international financing institutions, bilateral donors, the private sector and CSOs give their opinion on UNDP COs. The UNDP Botswana CO was ranked 32nd out of all UNDP COs world-wide in 2004 and 6th in 2007.[25]

25. UNDP Balanced Scorecard Reports.

Table 5. UNDAF objectives and country programme intended outcomes

UNDAF objectives	UNDP practice area	Core result	Intended outcome
■ To create an enabling environment for poverty reduction through strengthening capacity for pro-poor and engendered economic policy making and implementation; research; monitoring and evaluation. ■ To support public sector reform for improved governance and poverty reduction, especially in the areas of trade, decentralization and institutional capacity building. ■ To facilitate government efforts to improve livelihoods of the poor by improving their access to productive assets, creating employment and income generating opportunities, and providing quality basic health and education. ■ To support the empowerment of community institutions to enable them to participate in the identification of their problems and implementation.	Achieving the MDGs and reducing human poverty	Statistical capacities and analytical processes for regular MDG reporting established.	Outcome 1: Improved national capacity to monitor poverty and inequality.
		Human development report addressing national priority issues prepared.	Outcome 2: Human development report
■ To support legislative reviews and strengthen the internal organization of legislatures. ■ To support improved access to justice and human rights. ■ To support improved access to information and the right of freedom of expression. ■ To support decentralization and local governance. ■ To support measures to improve public sector performance including strengthening leadership and institutions. ■ To support access to legal, user-friendly services by the poor. ■ To promote public awareness on electoral, parliamentary and budgetary processes. ■ To support increased social cohesion based on participatory local governance and stronger local communities and institutions. ■ To promote e-government, knowledge management and the use of IT.	Fostering democratic governance	Public administration reform for efficient, effective, responsive, and pro-poor public services promoted.	Outcome 3: Strengthening capacity for pro-poor socio economic policy making, implementation, research, monitoring and evaluation.
		Institutional/legal/policy frameworks established to promote and enforce accountability, transparency and integrity in public service.	Outcome 4: Strengthening capacity for pro-poor socio economic policy making, implementation, research, monitoring and evaluation.
		Institutional/legal/policy frameworks established to promote and enforce accountability, transparency and integrity in public service.	Outcome 5: Strengthening capacity for pro-poor socio economic policy making, implementation, research, monitoring and evaluation.
■ To assist Botswana in fulfilling its obligations under the global and regional commitments and goals that it has signed. ■ To strengthen the management/control of industrial and urban pollution and waste management, through strengthening capacities within and outside government and the establishment of public-private partnerships for environmental management. ■ To promote the environmental education, awareness and commitment necessary to achieve sustainable development.	Energy and environment for sustainable development	National strategies for sustainable development for integrating economic, social and environmental issues adopted and implemented.	Outcome 6: Improved awareness and understanding among decision makers and the public of the linkages between environmental sustainability and human poverty and well-being.
		Low emissions energy technologies including renewable energy, energy efficiency and/or advanced fossil fuel technologies introduced.	Outcome 7: Global environment concerns and commitments integrated in national planning and policy.
		Sustainable land management policy, linked to poverty reduction strategies and good governance established.	Outcome 8: Improved awareness and understanding among decision makers and the public of linkages between environmental sustainability and human poverty and well-being.
		Governments and local communities empowered to better manage biodiversity and the ecosystem services it provides.	Outcome 9: Improved national capacity to negotiate and implement global benefits.
■ To improve national capacity for leadership coordination, implementation, monitoring and evaluation of the multi-sectoral response to HIV/AIDS at all levels and across sectors. ■ To promote the human rights and dignity of people living with HIV/AIDS and support their greater involvement in planning, implementation, assessment and evaluation of programmes and policies. ■ To guide and support the design and delivery of participatory behaviour change and clinical interventions to prevent further transmission of HIV. ■ To facilitate the design and delivery of effective care and support for orphans, people living with HIV/AIDS and other people affected by the epidemic. ■ To improve the availability and accessibility of strategic information, including best practice policy documents, policy and programme-oriented research outputs and technical updates.	Responding to HIV/AIDS	Broad-based, multi-sectoral and multi-level response generated, integrating HIV/AIDS into national development plans and poverty reduction strategies.	Outcome 10: Institutional capacity built in leadership to plan and implement multi-sectoral strategies to limit the spread of HIV/AIDS and mitigate its social and economic impact.
		Support to RC system for coordination and effective functioning of joint UN teams on AIDS.	Outcome 11: Institutional capacity built in leadership to plan and implement multi-sectoral strategies to limit the spread of HIV/AIDS and mitigate its social and economic impact.

Source: UNDAF 2003-2007 and CPD 2003-2007

Table 6. Annual funds of the UNDP Botswana country programme by source of funding								
	UNDP		GEF		GoB		Total	
	USD	%	USD	%	USD	%	USD	%
2004	898	5.2	1,862	10.8	14,414	83.9	17,174	100
2005	1,412	9.9	4,951	34.6	7,959	55.6	14,322	100
2006	1,239	9.2	2,165	16.1	10,053	74.7	13,457	100
2007	1,495	8.8	2,774	16.3	12,769	74.9	14,980	100
2008	1,156	7.7	2,727	18.2	11,097	74.1	14,980	100
Total	6,200	8.1	14,479	18.8	56,292	73.1	76,971	100

Source: UNDP CO

3.2.2 UNDP PROGRAMME IN BOTSWANA

The UNDP country programme is based on the goals and objectives of the UNDAF, from which are derived the intended outcomes of the country programme. Strategic areas of support form practice areas that, in organizational terms, correspond with the CO's programme units.[26] Table 5 presents the linkages between the various objectives and planning concepts.

The Result-oriented Annual Reports include additional planning concepts, such as service lines, core results and annual targets. The combination of all these results in a fairly complicated and somewhat confusing framework of planning and reporting. Existence of annual CPD Action Plans could have strengthened the practical and realistic application of the planning tools.

UNDAF and CPD objectives are compatible with GoB goals and support their achievement. While the key reference – the NDP – does not stipulate definitive objectives but rather sets out an agenda and scenarios for future government budgets, it does define major policy thrusts. In the NDP 9, these policy thrusts include economic diversification, employment creation and poverty reduction; continued macroeconomic stability and

financial discipline; public sector reforms; environmental protection and rural development; human resource development, including the fight against HIV/AIDS; and disaster management. These policy strategies are considered to be crucial in achieving sustainable and diversified development.

3.2.3 FINANCING

The annual volume of the UNDP Botswana portfolio has been approximately USD 15 million. An annual breakdown of the financial resources by the source of funding is presented in Table 6. The UNDP contribution consists of various budget lines, including both core and non-core funding. Its share of the total resources has been less than 10 percent during the whole evaluation period. More than twice as much has been contributed by GEF. Most of the financing has come from GoB, whose share in recent years has been about three quarters of the total funds.

While the proportion of GoB funding has varied over the years, it is commonly said to be 60 percent. According to the figures in Table 6, the GoB's share is significantly higher. As a result, UNDP Botswana is the only CO in Sub-Saharan Africa to receive most of its financial resources from the

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26. In the current UNDAF, fostering democratic governance is not an objective but a cross-cutting issue. Nor has it been defined as a strategic area of support in the CPD 2003-2007. However, it has been defined as one of the four practice areas and has a respective programme unit.

host government. In other words, most of UNDP's work consists of undertaking development support services for the GoB. This has important implications for the CO's strategic positioning, and these are analysed in greater detail in Chapter 6.

Interpretation of the financial information requires a certain amount of caution. When analysing data from separate sources, the ADR team often found inconsistencies. While the introduction of the Atlas system in 2004 has made financial monitoring and reporting much more straightforward, definite analysis would probably require reconstruction of the data base. A case in point is the breakdown of the CO financial resources by source of funding.

The projects of the four programme units are enumerated in Table 7. These projects are also presented in Chapter 4 and are included in the analysis of the ADR.

The key programme in the practice area of poverty reduction is Support to the National Strategy for Poverty Reduction. Its original duration was three years, ending in 2007, but it has been extended until the end of 2009 to coincide with the termination of the current UNDAF. Of the total amount of the listed projects in Table 7, the share of the poverty reduction practice area has been less than 10 percent.

The major programme in the HIV/AIDS and gender practice area is Gender Sensitive Multi-sector Response to HIV/AIDS. With a total budget of USD 19.4 million, it is the biggest programme administered by the CO. Consequently, HIV/AIDS has been allocated the largest share of the total funds, 44 percent.

Governance is the most recent of the four practice areas. Currently the governance programme unit is managing the governance programme, which was initiated in 2006 and extended until the end of 2009. In terms of funding, governance is the smallest of the practice areas. Its budgeted funds over the evaluation period have been less than 9 percent of the total programme funding.

Unlike the other three practice areas, energy and environment includes several projects. In terms of budgeted funds, many of them are voluminous, such as the Support to Botswana Environment Programme, the Renewable Energy-based Rural Electrification Programme, the Biokavango Project, and the Southern Africa Biodiversity Project. Out of these, only the first two projects receive UNDP and GoB funding. All the other projects in energy and environment are financed by GEF (with the exception of the small HIV/AIDS and Environment Working Group). The share of this practice area of the total programme finances is 38 percent.

Cost recovery of the services it provides is a main concern for the CO. Currently, the CO receives 3 percent of a project's total budget to cover its own general costs. In addition to this, the CO charges for implementation of support services on the basis of universal UNDP prices. The CO claims that often, these prices are too low when compared to the real work load. For example, recruiting technical assistance is normally much more costly than what is stipulated in the price list. UNDP Botswana does not charge GoB for implementation of support services, which is chargeable to other entities.

Table 7. Budgeted funds (in USD) and durations of projects in four practice areas

	Total Budget	Duration
Poverty		
Support to the National Strategy for Poverty Reduction	4 379 306	2005-2007
Tourism Statistics Project	412 000	2004-2006
Advisory Services and Capacity Building in Investment Promotion: Developing FDI Strategy	220 000	2002-2003
Enterprise Botswana, Phase II	1 100 000	2001-2002
Poverty Sub-Total	*6 111 306*	
HIV/AIDS and Gender		
Gender Sensitive Multi-sectoral Response to HIV/AIDS	19 437 130	1997-2009
Support to Gender Programme	6 457 928	1997-2003
Teacher Capacity Building Project	2 700 000	2002-2005
N kaikela Youth Project	89 000	1998-2005
H IV/AIDS and Gender Sub-Total	*28 684 058*	
Governance		
Governance Programme	4 589 166	2006-2008
Capacity Development for MDG-based District Development Planning	100 000	2007
Support to National Governance	808 000	2003-2006
Strengthening the Capacity for Rights-based Approach to Development in Programming and Advocacy	150 000	2005-2007
Governance Sub-Total	*5 647 166*	
Environment		
Management of Indigenous Vegetation for the Rehabilitation of Degraded Rangelands in the Arid Zone in Africa	2 286 590	2002-2008
Support to the Botswana Environment Programme	4 630 833	2003-2009
Botswana National Capacity Self-assessment	200 000	2006-2008
Biodiversity EA + Add on	470 000	2002-2008
Enabling Botswana to fulfill its commitments to the UNFCCC, Phase I and II	450 000	1997-2005
Enabling Activities for the Preparation of Botswana's Second National Communication to the UN Framework Convention on Climate Change	420 000	2005-2008
Rebewable Energy-based Rural Electrification Programme for Botswana	6 678 463	2005-2010
Incorporating Non-motorized Transport Facilities in the City of Gaborone	891 630	2006-2010
Building Local Capacity for Conservation and Sustainable Use of Biodiversity in the Okavango Delta	4 000 000	2006-2011
Southern Africa Biodiversity	4 500 000	2000-2007
UNCCD	20 000	2005-2007
Partnership for the Development of Environmental Law and Institutions in Africa	125 000	2004-2007
Preparation of national inventory of PCBs and PCB-containing equipment in the SADC sub-region	14 000	2004-2006
GEF Project Development Facility A: Capacity-building for Sustainable Land Management	25 000	2004-
GEF Project Facility B: Enhancing Local Capacity for Sustainable Biodiversity Action (Birdlife Africa)	46 700	46700
GEF Project Development Facility: Integrated Water Resource Management in Southern Africa	25 000	2005-2007
HIV/AIDS and Environment Working Group -HEWG	45 000	2007-
Environment Sub-Total	*24 828 216*	
Total Programmes	**65 270 746**	

Source: UNDP CO programme units

Chapter 4

DEVELOPMENT RESULTS

4.1 ACHIEVING THE MDGS AND REDUCING HUMAN POVERTY

The main objective in poverty reduction, as defined in the CPD for 2003–2007, is to "create an enabling environment for poverty reduction by strengthening pro-poor economic resources by policy making, implementation, research, monitoring and evaluation." The intended outcomes for poverty reduction were:

■ "Improved national capacity to monitor poverty and inequality in accordance with the Millennium Development Goals."

■ "Acceptance and use of survey and participatory methodologies for planning, implementation and monitoring of anti-poverty policies and programmes."

The role of UNDP in poverty reduction in Botswana has been to support the creation of capacity and structures to monitor, analyse, plan and implement poverty reduction policies and programmes. In this area, the UNDP contribution has been decisive and it has helped to build necessary foundations. Direct involvement to reduce poverty at the community level has been adequately shaped, but due to limited reach and scope, its effect in overall poverty reduction has not been significant.

Most stakeholders expressed an overall appreciation of the **effectiveness** of UNDP's poverty reduction projects. To some extent, the management of the sizeable and multi-dimensional poverty reduction programme has been difficult, because the programme unit is relatively small. According to some actors, the projects could have benefited from a closer collaboration with CSOs. Also, the approach to rural poverty needs to be more systematic. A major challenge has been to integrate poverty issues more effectively in the GoB agenda. In this, UNDP has made constitutive work and the Multi-sector Committee on Poverty Reduction provides an adequate forum for coordination of policies and operations. The poverty reduction programme has enabled a more holistic approach to key problems, as opposed to the numerous but fragmented projects that existed in the past.

The central project in the practice area of poverty reduction is the Support to the National Strategy for Poverty Reduction. Its main objective is to improve the capacity for designing and implementing poverty reduction strategies. The targeted beneficiaries are manifold, including government agencies, private sector, women owners of garment pilot enterprises, pilot communities, and civil society at large. The project was started in 2005 and was scheduled to end in 2007, but was extended until the end of June 2008. A bridging phase has been planned till the end of 2009, to coincide with the termination of the current UNDAF. An external evaluation of the project was carried out in March 2008.

The project has four main components:

■ Strengthening capacity for the systematic measurement, monitoring and analysis of poverty. This component is being implemented by the Central Statistics Office and the Rural Development Coordination Division of the MFDP.

■ Developing trade, investment and small and medium enterprises SME, with particular focus on the development of a joint production programme to support supply capacity building in the garments sector, and the development of a competition law. This component has been further divided into

several sub-components. The international trade promotion sub-component is implemented by the Department of International Trade of the Ministry of Trade and Industry (MTI). The sub-component of competition policy, legislation and consumer protection falls under the responsibility of the Department of Trade and Consumer Affairs of the MTI. The Department of Industrial Affairs has implemented the development of small-scale garment industry through pilot schemes in Molepolole and Thamaga.

- Piloting of community renewal/redevelopment with community resilience as strategies for community-driven development in rural and urban areas. This component is implemented by the Department of Local Government Planning of the Ministry of Local Government. There are seven pilot communities in which local steering committees and service providers lead the project execution.

- Developing the capacity of the secretariat of the Multi-sectoral Committee on Poverty Reduction to ensure that it is able to adequately carry out its oversight functions. This component is being coordinated by the MFDP and the secretariat of the Multi-sectoral Committee on Poverty Reduction. An advisor has been employed by UNDP to support the secretariat in the implementation of the component.

The strengths of the project lie in its high degree of relevance and its fairly effective implementation. After HIV/AIDS, poverty is one of the key challenges facing Botswana. Nevertheless, there are challenges related to analysing poverty. In response to this, the project produced a poverty profile that is yet to be published. Currently, a poverty map, based on the profile, is being finalized.

Support to the Multi-sectoral Committee on Poverty Reduction is moderately effective. The component includes four areas of work: poverty policy and programme design and mainstreaming; National Poverty Reduction Strategy implemen-

tation, monitoring and evaluation; pro-poor institutional development; and poverty information systems and advocacy. While poverty reduction is an explicit goal of the GoB, many initiatives and activities are not coherently structured and capacity gaps prevail. The Multi-sectoral Committee has been set up to tackle these issues and while this is felt to be the correct approach, some observers consider the achievements of the Committee to be partial. Sustainability is a main concern because the component is still highly dependent on the short-term international policy advisor and other external inputs.

Besides the Support to the National Strategy for Poverty Reduction, UNDP has implemented other less voluminous projects in the practice area of poverty reduction. The Tourism Statistics Project was implemented from 2004 to 2006 with a total budget of USD 412,000, of which 95 percent was contributed by GoB. The objective of the project was to develop a tourism information database for Botswana and to establish procedures for the collection, analysis and dissemination of tourism statistics. The project was implemented by the Department of Tourism at the Ministry of Environment, Wildlife and Tourism (MEWT). The project has not been subject to an external evaluation but rather to a partner assessment. The project succeeded in producing the tourism database, the key planned output. It is not clear, however, how functional the database currently is and how it is being updated. The linkage of the project's purpose to the intended outcomes of the UNDP country programme is distant.

The project Advisory Services and Capacity Building in Investments Promotion: Developing FDI Strategy (2001-2002) had the objective of creating an investor-friendly policy environment. It was implemented by MTI, the United Nations Conference on Trade and Development and the Botswana Export and Development and Investment Authority. The project's main achievement was its contribution to the development of an investment code that would make a

more rational use of foreign direct investments to Botswana. It promoted the inclusion of stipulations that would benefit medium- and small-size businesses, thus encouraging more versatile foreign direct investments. The related policy review enabled the elimination of restrictive investment practices. While the project has been considered to be effective, its relation to the intended outcomes of the practice area is not well established. This is partly due to the fact that the project was designed and implemented before the current UNDAF.

Enterprise Botswana, Phase II, was also implemented before the current UNDAF, in 2001-2002. The project had a two-fold objective. The immediate one aimed at development of entrepreneurship whereas the ultimate goal was to create employment, reduce poverty and diversify the economy. Fifty-five percent of the USD 1.1 million budget was funded by private companies such as Shell Oil Botswana, DEBSWANA, Kalahari Management Services, and the Botswana Chamber of Commerce. GoB provided 30 percent of the funding and 15 percent came from UNDP. The project was evaluated in 2003. The implementation was carried out by private enterprises and government institutions (MTI and MFDP). The project did produce a number of outputs, such as an entrepreneurship development model, business support services, training, and advisory services. The quantitative targets were met relatively well. The key objective was to create Enterprise Botswana and have it running on a sustainable basis. While an Institute was established, when the contributions ended, it was still dependent on grant support. The Institute was later privatized and it continues to function. Consequently, the project managed to be successful although not in the way initially planned. It was clearly an economic development project and its relation to poverty reduction was indirect. Before the current UNDAF, this seems to have been the general strategy of the practice area.

The projects in poverty reduction have been reasonably **efficient**, when measured with disbursement rates, implementation of activities and production of outputs. Capacity constraints of the CO have caused administrative delays, but most of the stakeholders do not consider these to be serious.

The total budget of the Support to the National Strategy for Poverty Reduction was USD 4.4 million. UNDP contributed 30 percent of the total amount, 45 percent came from the GoB, and the rest was provided by third parties. Approximately half of the budget was spent by May 2008. The total budget of the Advisory Services and Capacity Building in Investments Promotion: Developing FDI Strategy was USD 200,000, of which 59 percent was funded by UNDP and 41 percent by the GoB. Only 32 percent of the budget was spent.

Capacity constraints have influenced the efficiency of the Support to the Central Statistics Office. Adequate policies to combat poverty need an accurate base of information and data. Household surveys are a key instrument in this regard. The last one was done in 2002-2003 and preparations for a new survey are under way. A major challenge is the capacity limitation of the Central Statistics Office, which has not been resolved with contributions through technical assistance. Several outputs have been produced but much remains to be done to reach the planned outcomes. The follow-up of MDGs has produced only one MDG report, in 2004. The next one is being prepared and should be published in 2009.

Efforts in poverty reduction face serious challenges with regard to **sustainability.** GoB capacity is a bottleneck and many key activities are dependent on advisors employed by projects. Most counterparts do not have a strategy for continuing work without UNDP support, although most of the funding for poverty reduction actions comes from the government. There seems to be an overall confidence that the assistance will continue, one way or another. A sense of ownership has not yet developed in all project host organizations.

The Support to the National Strategy for Poverty Reduction has made a contribution in the right direction although the impact still falls short of expectations. The internal coherence of the project is somewhat loose and some of the activities and outputs do not have a clear connection to the intended outcomes. Institutionalization of pro-poor policies and structures in the government framework is incipient. Community-level initiatives (garment clusters and the Community Resilience Programme) have included many positive efforts but have not yet led to sustainable and self-reliant organizations.

The garment industry development remains in the pilot stage. The idea is to help women who individually produce garments to group into viable business units, or clusters. The interviewed members of the cluster in Molepolole (started in 2005) showed a high degree of enthusiasm and commitment. However, serious challenges exist. The women wish to have their own building, but the working capital is insufficient. There is a continued need for training, both in business management and in garment technology. The two pilot clusters comprise of only a few tens of women and consequently the impact of the component in poverty reduction at the aggregate level is marginal.

The seven community resilience projects are based on the same concept and aim at buy-in by the communities. During the initial stage, a community portrait is prepared to identify the assets and strengths of the community. Subsequent action plans are prepared and they are adopted by local governments. A major concern is the quality of the portraits and action plans. Often, key topics such as HIV/AIDS and crime are not addressed although these are resilience issues. The component is relatively well integrated into government structures, which is a key condition for sustainability.

4.2 FOSTERING DEMOCRATIC GOVERNANCE

The GoB and UNDP programming documents (Common Country Assessment 2001, UNDAF 2003-2007 and CPD 2003-2007) all identified governance as an important cross-cutting theme for the three priority practice areas of HIV/AIDS, poverty reduction and environment. Nearly halfway through the programming cycle, in 2006, the governance programme was elevated to the status of the fourth practice area. The thrust of the governance programme is public sector reform for effective public sector delivery through three focus areas:

- **Human capability:** Emphasis is on building the knowledge, skills, values and attitudes of public service providers and capacity for greater citizen engagement in service delivery.

- **Processes:** Emphasis is on increasing the efficiency of processes to enhance the delivery of services.

- **Structure/Systems:** Emphasis is on strengthening and informing the development of appropriate systems and structures in a coherent and integrated manner for service delivery.

The CPD 2003-2007 states the overall outcome for the governance programme as:

"Strengthening capacity for pro-poor socio-economic economic policy making, implementation, research, monitoring and evaluation"

A review of the Governance Project Support Document 2006 signed by the GoB and UNDP outlined the outcome indicators for the governance programme as follows:

- Efficient implementation, monitoring and evaluation of public sector reforms.

- Enhanced capacity of community leaders and institutions to identify problems and provide solutions that benefit the most vulnerable community members.

- Greater access to and utilization of information communication technology.

UNDP has contributed to the achievement of the intended outcome mainly through supporting capacity enhancement of key public sector

departments; sourcing high quality consultants; assisting in the design of key aspects of the governance programme; providing human resource support in strategic public sector departments for the governance programme; and making a financial contribution to the overall governance programme.

The GoB's governance programme is comprised of a collection of several carefully crafted, multi-linked and integrated projects that are implemented by many stakeholders. The main national governance programme is made up of 27 individual projects that are distributed among about eight ministries/departments and independent institutions. This programme has had a relatively short lifespan (2007 to date). Table 7 summarizes the main project activities for the governance programme. As in the assessment of other practice areas, the analysis in this section will focus on the degree to which the governance programme supported by UNDP was effective, efficient and sustainable. Where necessary, some of the listed projects (Table 7) will be explained in greater detail around the three variables of analysis (effectiveness, efficiency and sustainability).

Effectiveness Compared to other practice areas, the governance programme has been in existence for a relatively short time. Most project interventions have been implemented for less than two years. As such, the assessment of the programme will focus more on the quality of the outputs that may have a direct bearing on the attainment of outcomes. Overall, the governance programme is effective. This effectiveness has been demonstrated through improved service delivery, application of the principles of managing for results and capacity building of key players in the governance programme.

Improved service delivery Most of the sub-projects have either already built a solid base for service delivery or are already demonstrating improved service delivery. Prior to the inception of the Support to Administration of Justice

project, cases were recorded manually, thereby making it difficult to know how many cases were in the system. The justice system had a backlog of cases.[27] The main thrust of the Administration of Justice project was to make the justice system effective and efficient. The project was started in January 2008. Judiciary Case Management was introduced to empower judges to control the litigation schedule as soon as a case was registered. Computerization of Court Record Management Systems was also introduced to enable better management of cases. A new system, whereby cases were immediately allocated to judges, was introduced. Private lawyers were trained in the new case-management methods. The ADR noted an improvement in the administration of justice due to the programme interventions. There is predictability in case management and cases are reported to be executed more quickly than before. The Administration of Traditional Legal Systems also reported improved management of civil cases.

Through the establishment of business centres (*Kitsong* centres), Internet services in schools (*Thutonet*) and increased broadband services in rural areas (*Nteletsa*), rural communities have increased access to information. The Directorate of the Public Service management is working through various sub-projects to improve the overall quality of services. The Botswana Institute of Administration and Commerce is being transformed into the Botswana Civil Service College to ensure that the new college provides services to public officers in line with the government goal of improving the quality of labour productivity by the public sector.

Operationalizing the principles of managing for results The governance programme has enhanced competencies on results-based management among public sector and civil society officials. So far, 62 department permanent secretaries have been trained. Besides focusing on skills enhancement in monitoring and evaluation,

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27. Interview with senior officer at the Lobatse High Court, June 2008.

Table 8. The governance programme at a glance	
Ministries/Departments	**Governance focus areas**
Office of the President, Public Sector Reforms Unit	■ Overall coordination of the governance programme ■ Integrated results-based management ■ Coordination of the public sector reforms ■ Skills audit in the Office of the President
Directorate of Public Service Management (DPSM)	■ Transformation of the Botswana Institute of Administration and Commerce to the Botswana Civil Service College ■ Succession planning ■ Capacity development of DPSM ■ Harmonization of public sector employment
Ministry of Foreign Affairs & International Affairs	■ Implementation of international treaties
Ministry of Communication Science and Technology: Department of Information and Technology	■ E-government ■ *Kitsong* centres - community telecentres ■ *Thutonet* - Internet access to secondary schools ■ *Nteletsa* - 'Call me', increasing broadband services to rural centres
Administration of Justice	■ Judiciary Case Management ■ Institutional review and restructuring of the administration of justice
Attorney General's Chambers	■ Effective legal services (legal aid, alternative dispute resolution)
Vision 2016 Council	■ Capacity development in monitoring and evaluation ■ Vision 2016 implementation framework
Ministry of Local Government	■ Decentralization of policies and regulations ■ Local governance strengthening
Department of Tribal Administration	■ Strengthening of customary law systems
Department of Broadcasting Services	■ Strengthening of media bodies

Source: Compiled by consultant based on field data.

the Vision 2016 Council also plays a critical role in training in results-based management. The ADR noted increased awareness and appreciation of the results-based management principles in programming. Public sector officials trained in results-based management were reported to be already applying the principles in the development of NDP 10. In line with the principles of results-based management, and stressing the importance of costing, the GoB has achieved a paradigm shift from the traditional incremental planning to result-oriented planning augmented by costing activities to attain clear outcomes. Previously, national budgets had a 10 percent incremental budget from the previous annual budget. Through e-government, the coordination office of the President uses dash/scoreboard to monitor progress made by sectors towards the achievement of set development targets, thus enhancing progress. The GoB has also introduced performance contract rewards, which will encourage the continuity of good practices and delivery of services by public service officials. However, important development stakeholders such as the private sector and CSOs still lag behind in results-based management.

Capacity enhancement and skills transfer
UNDP support has helped the governance programme attain significant levels of capacity enhancement among the different levels of stakeholders. Trainings have been conducted across the board and implementing ministry departments have also enhanced their skills through the process. Learning from 'good practice countries' has also contributed to the enhancement of skills. UNDP, through its Southern Africa Capacity Initiative, provided the framework for the design of the governance programme.[28] A review of the Stakeholder Steering Committee quarterly Progress Report 1 indicated that the role of UNDP was to provide quality assurance to the governance programme. UNDP was mandated by the Stakeholder Steering Committee to play this role because of its comparative advantage in knowledge management.[29] Governance projects that had significant levels of training for key stakeholders include: Department of Traditional Administration of Justice, Administration of Justice, Directorate of Public Service Management, Public Sector Reform Unit and Ministry of Local Government. However, capacity training of staff in DPSM to manage the overall transformation of the public sector is reported to be relatively slow.

Management of the governance programme appears to be effective. A Stakeholder Steering Committee made up of high-level officials from implementing ministries and departments meets quarterly to share and review progress on the programme. The Committee is chaired by the Office of the President. Quarterly progress reports are produced and shared among key stakeholders.

Overall, UNDP has played a pivotal role in the design and implementation of the governance programme. UNDP directly supported a wide range of methodological approaches to get the governance programme in motion. The benchmarking mission to learn from experienced countries was used as an approach to enhance public sector capacities for the reform agenda. UNDP supports the National Coordinator for Governance working from the Office of the President. Through UNDP efforts, some governance project officials have been exposed to international learning. GoB participated in the Seventh African Governance Forum held in Ougadougou, Burkina Faso. The theme of this international conference – Building a Capable State in Africa – was very relevant for the GoB's governance programme. UNDP co-finances the governance programme, contributing USD 1,811,666 out of a total funding of USD 4,529,166, which represents 40 percent of the total budget. Besides the financial contributions, UNDP also identified consultants, who have played a significant role in building the foundation of the governance programme. Through UNDP support, the GoB has applied results-based management to the thematic groups in the development of the NDP 10 draft report.

Efficiency UNDP has strategically used its resources for the governance programme to enhance capacities of the participating public sector ministries and departments. Almost all the governance projects (Administration of Justice, Directorate of Public Service Management, Strengthening of Customary Systems, Decentralization of Policies and Regulations) were characterized by capacity training in various areas. The use of local institutions such as the University of Botswana to provide consultancy services to the governance programme is strategic in not only reducing costs of service provision but also in ensuring country ownership and sustainability. The President of Botswana closely monitors implementation of the governance programme and a committee of Permanent Secretaries meets quarterly to monitor progress on the programme.

Sustainability Overall, the governance programme is built on solid pillars for sustainability. It is

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28. GoB, UNDP, Governance PSD 9/18/2006

29. Office of the President, Programme Coordinating Unit, National Governance Programme, Progress Report 1, in preparation for the Stakeholder Steering Committee meeting to be held on 19 July 2007 at the UNDP Conference Facility.

supported by strong political commitment at very high levels of government. The speed with which most programmes are implemented and the quick achievement of results is a reflection of high political commitment. "The momentum in project implementation is high and will be maintained for timely completion of projects. This momentum can be explained by the level of commitment from partners often calling to request for help and clarity where necessary."[30] Capacity training for results-based management and monitoring and evaluation (unlike earlier programmes) targeted the highest levels within the ministries, namely the permanent secretary. In almost all programmes, as indicated in Table 6 above, UNDP contributes 40 percent and the GoB contributes 60 percent of the total governance budget. This ensures continuity of the programmes. The following are some of the pillars of the sustainability of the governance programme.

Establishment of systems and structures
Almost all the governance projects are built on the establishment of strong systems and structures. The Administration of Justice established a solid system of Judiciary Case Management and also computerized the Court Records Management System. The DPSM established collective bargaining structures, both at national and sub-national levels, which are also backed by a draft bill. The transformation of the Botswana Institute of Administration and Commerce to the Botswana Civil Service College is characterized by the solid development of systems and structures such as a new organigram for the college, and development of new courses and capacities. The e-government project increased the accesses of rural communities to the Internet. Project interventions include the establishment of systems and structures such as Internet connectivity and small business service provision. All these interventions are likely to remain a lasting feature of the governance programme.

4.3 ENERGY AND ENVIRONMENT FOR SUSTAINABLE DEVELOPMENT

In the area of energy and environment, the objective defined in UNDAF 2003-2007 is to "*assist Botswana to fulfil its obligations under global and regional commitments and goals.*" The respective intended outcomes are:

- Improved national capacity to monitor environmental conditions and trends and assess policy performance in promoting environmental sustainability.

- Improved awareness and understanding among decision makers and the public of linkages between environmental sustainability and human poverty and well-being.

- Integration of global environment concerns and commitments in national planning and policy.

- Improved national capacity to negotiate and implement global benefits.

It is likely that the UNDP environment programme has significantly contributed to the sectoral needs and priorities of Botswana. UNDP support has helped to keep environmental issues on top of the national development agenda. This is less so in energy issues. Some environmental government organizations believe that there would be a major gap in environmental work without UNDP's presence and contribution in Botswana. Environment is a vital sector for several reasons: more than 40 percent of the national territory is a protected area; tourism is directly dependent on environmental aspects; and large parts of the country's ecological systems are remarkably fragile. On the other hand, some observers feel that environment should not be a priority programme because it doesn't respond to the immediate needs of the population.

As opposed to other practice areas, energy and environment has operated many projects, not just one strategic programme. This is due to the significant number of projects financed by GEF.

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30. Programme Coordinating Unit, Office of the President, National Governance Programme, Quarterly Progress Report July to September 2007, submitted to the Stakeholder Steering Committee meeting of 25 September 2007.

CHAPTER 4. DEVELOPMENT RESULTS

The key characteristics of the energy and environment projects are summarized in Table 9.

Out of the 17 projects in the practice area, 11 are financed exclusively by GEF. Only one project has significant UNDP funding, the Environment Support Programme (ESP). The government is a funding partner in the ESP and the Renewable Energy Project. The three projects financed by other UN agencies (United Nations Convention to Combat Desertification and UNEP) are small in size.

The **effectiveness** of the environmental programme as a whole has been fairly satisfactory. In general terms, the projects have delivered the planned outputs and have reached their key outcomes, although some projects have clearly fallen short of expectations. To translate the produced outputs into development results requires ownership and political will from the stakeholders, above all from the government. Several stakeholders expressed their overall satisfaction with the results of the projects. UNDP brings experience from other parts of the world, which is an important added value. UNDP support is considered vital by the Department of Environmental Affairs. In some cases, for example in the Renewable Energy Botswana project, the effectiveness has been reduced because of inadequacies in the initial project design.

The ESP is the equivalent of the main programmes of other UNDP programme units. It includes several components all of which aim at capacity building. The project has been instrumental in strengthening MEWT, particularly the Department of Environmental Affairs. Its achievements encompass institutional strengthening through development of systems and training. The project has been instrumental in ministry-wide exercises such as the institutional restructuring of MEWT; the development of a communication strategy for MEWT; and the support to the drafting of the environment chapter for NDP 10, including the environmental keynote paper. The component of environmental information has been effective. The strength of

the ESP lies in its comprehensiveness and holistic approach, including both technical and institutional support. To some extent, the implementation of the project was delayed because of late recruitment of the Programme Manager and the CTA. An organizational restructuring of the Department of Environmental Affairs based on a needs assessment has been initiated but not yet completed. On the whole, the effectiveness of the project has been satisfactory. More outputs have been produced at the political level in comparison to the development of management systems, even though the project document envisaged equal emphasis on both. The Community–based Natural Resources Management Policy is a major achievement.

The Indigenous Vegetation Project has two main aspects, namely plants and land management, of which the latter bears some politically sensitive implications. At the same time, work on land issues is an important area. The effectiveness of the project has been marginally satisfactory. Many activities have been planned but only a few have been completed. Policy issues and capacity development seem to be difficult to tackle. To some extent the approach of the project emphasizes research at the expense of development work.

GEF sponsored a project to enable Botswana to fulfil its commitments to the United Nations Framework Convention on Climate Change. The project has been implemented since 1997 till the present under two separate financing agreements. It has included more than the production of the national report. The project comprised technical assistance and contributed to awareness raising. In 2006, the Second National Communication project was started to support Botswana in preparing the second communication to the United Nations Framework Convention on Climate Change; to provide additional capacity building and research on issues related to vulnerability and adaptation to climate change in several sectors; and to develop a National Adaptation Plan of Action. The project accomplished all its planned outcomes and therefore was effective. Some observers question,

Table 9. Projects implemented in the practice area of energy and environment			
Project and duration	**Objective(s)**	**Source of funding**	**Implementing institutions**
IVP - Management of Indigenous Vegetation for the Rehabilitation of Degraded Rangelands in the Arid Zone of Africa 2002 - 2008	To develop models for the conservation of biodiversity and rehabilitation of degraded rangelands, and to develop sustainable management systems using indigenous knowledge.	GEF 100%	Regional component: UNEP/UNOPS National component in Botswana: Department of Forestry and Range Resources
Support to the Botswana Environment Programme (also known as the Environment Support Programme) Originally planned for 2003 - 2007. Actually started in 2006. Further extension till the end of 2009 is expected.	1. To support MEWT and other organizations in achieving their mandates for environmental protection and management. 2. To strengthen the systems for conservation and sustainable use of natural resources. 3. To establish a national environmental information management system.	UNDP 40% GoB 60%	Department of Environmental Affairs (formerly known as National Conservation Strategy Agency), and MEWT
Botswana National Capacity Self-Assessment 2006 - 2008	To undertake a national capacity self-assessment with respect to meeting Botswana's obligations under the Conventions on Climate Change, Desertification and Drought, and Biodiversity.	GEF 100%	Department of Environmental Affairs (formerly known as National Conservation Strategy Agency), and MEWT
Biodiversity EA Original Project, 2002 - 2004 Add-on, 2006-2008	To prepare: 1. A National Biodiversity Strategy and Action Plan 2. A biodiversity clearing house mechanism 3. The second and third National Report to the United Nations Convention for Bio Diversity 4. An assessment of capacity-building needs	GEF 100%	Department of Environmental Affairs (formerly known as National Conservation Strategy Agency), and MEWT
Enabling Botswana to fulfil its commitments to the United Nations Framework Convention on Climate Change- Phase I and Phase II 1997 - 2005	To enhance GoB's capacity to fulfil its obligations in relation to the United Nations Framework Convention on Climate Change.	GEF 100%	Department of Meteorological Services, and MEWT
Enabling activities for the preparation of Botswana's second national communication to the United Nations Framework Convention on Climate Change 2006 - 2008	To enable Botswana to prepare its second national communication to the Conference of the Parties of the United Nations Framework Convention on Climate Change.	GEF 100%	Department of Meteorological Services, and MEWT
Renewable energy-based rural electrification programme for Botswana 2006 - 2010	To reduce Botswana's energy-related CO_2 emissions by promoting renewable and low GHG technologies as a substitute for fossil fuel (fuel wood, paraffin and coal) utilized in rural areas.	UNDP 0.1% GoB 50.4% GEF 49.5%	Energy Affairs Division, Ministry of Minerals, Energy and Water Resources and Botswana Power Corporation
Incorporating non-motorized transport facilities in the city of Gaborone 2006 -2010	To promote the significant use of substantially cheaper non-motorized-modes of transport, particularly walking and cycling, in Gaborone and to encourage and facilitate a shift from motorized transport to non-motorized transport modes for relatively short distances that can be covered by such modes.	GEF 100%	Gaborone City Council and Ministry of Local Government

Table 9 (cont-d). Projects implemented in the practice area of energy and environment			
Project and duration	**Objective(s)**	**Source of funding**	**Implementing institutions**
Building local capacity for conservation and sustainable use of biodiversity in the Okavango Delta - Biokavango 2006 - 2011	To support the elaboration and implementation of the ODMP and to lift barriers to mainstreaming biodiversity conservation objectives into three production sectors: water, tourism and fisheries.	GEF 100%	University of Botswana through the Henry Oppenheimer Okavango Research Centre, located in Maun Department of Environmental Affairs, MEWT
Southern Africa Biodiversity Support Project 2000 - 2007	To support the Southern Africa Development Community (SADC) and member states in promoting biodiversity conservation.	GEF 100%	IUCN-ROSA (Regional Office for Southern Africa), SADC, Ministries of Environment of the various member states
United Nations Convention to Combat Desertification National Report 2005 - 2007	To develop the 3rd National Report to the United Nations Convention to Combat Desertification. To finalize and publish a National Action Plan for Combating Desertification	UNCCD 100%	Department of Environmental Affairs, MEWT
Partnership for the Development of Environmental Law and Institutions in Africa 2004 - 2007	To train professionals in environmental legislation. To review and develop, strengthen and/or harmonize existing environmental law. To help organize a SADC sub-regional meeting.	UNEP 100%	Department of Environmental Affairs, MEWT and Attorney General's Chambers
Preparation of national inventory of PCBs and PCB-containing equipment in the SADC sub-region. 2004 - 2006	To prepare a national inventory of PCBs and PCB-containing equipment in the SADC sub-region.	UNEP 100%	Environmental Council of Zambia and Department of Environmental Affairs, MEWT
GEF Project Development Facility - A: Capacity Building for Sustainable Land Management 2004 - on-going	To prepare a project proposal for GEF funding under the focal area of sustainable land management.	GEF 100%	Department of Environmental Affairs
GEF Project Development Facility - B: Enhancing Local Capacity for Sustainable Biodiversity Action - Birdlife Africa. 2005 - 2007	Originally intended to develop a proposal for a regional project for GEF funding under the biodiversity focal area, the project has been refocused to deliver a national project due to the recent changes in the GEF pipeline and implementation of the GEF Resource Allocation Framework.	GEF 100%	UNOPS, Birdlife Africa, Birdlife Botswana
GEF Project Development Facility - Integrated Water Resources Management in Southern Africa. 2005 - 2007	To prepare a project proposal for GEF funding under the focal area of international waters.	GEF 100%	UNOPS, DWA, Kalahari Conservation Society
HIV/AIDS and Environment Working Group 2007 - on-going	To facilitate a working group on HIV/AIDS and environment. To prepare a project proposal for a transboundary project with Namibia and Botswana.	UNDP 100%	Kalahari Conservation Society, MEWT, NACA

Source: Compiled by consultant based on field data.

however, whether awareness on climate change has effectively penetrated public opinion and policy contents. The project has utilized 100 percent of its budgeted funds.

The objective of the Renewable Energy Project is to reduce greenhouse gas emissions through supporting photo-voltaic technology. The project has not been very effective. This may stem from

its institutional set-up, whereby the Energy Affairs Division has a supervisory role but the Botswana Power Corporation is the implementer. In recent years, the Botswana Power Corporation has been going through a restructuring and has not had personnel attached to the project. It was consequently decided that UNDP would take over the management of the finances and recruit a project manager and engineer. The sustainability of the project faces challenges because of institutional, technological and economic reasons. Photo-voltaic energy is marginal in comparison to the Botswana Power Corporation's main business, and therefore the Corporation may lack genuine commitment to supporting photo-voltaic energy. The initial investment in photo-voltaic equipment is quite expensive in relation to the income of a poor rural household. However, any subsidy scheme would probably undermine the long-term sustainability of the project. The project is about to reach its mid-point and the reviews carried out indicate that, despite significant delays in implementation, it can still achieve its intended outcomes.

The Non-motorized Transport Project consists of six components, all aimed at creating an enabling environment for the promotion of walking and cycling in the city of Gaborone. The project purpose is relevant because it could mitigate climate change and bring about savings in the use of fossil energy. Several outputs have been produced, such as a baseline study, a non-motorized transport best practices study, a non-motorized transport strategy, various popular events, publishing of promotional materials, and study tours. Nevertheless, the effectiveness of the project has not been satisfactory. The transportation strategy of the capital city is based on four-wheel vehicles and the infrastructure is not conducive to non-motorized transportation. Cycling and walking are not considered socially appealing and many people consider them to be unsafe. As a result, there has been virtually no increase in the number of people walking or cycling as compared to before the project's commencement. In spite of low effectiveness so far, some observers are of the opinion that the

project could be sustainable even after UNDP's contribution ends. The City Council is now planning a non-motorized transport infrastructure and if the promotion of cycling is focused on children, it could gain ground in the long-term.

The Biokavango project operates in the Okavango Delta and aims at tackling the barriers that impede the mainstreaming of biodiversity into the economic activities of the region. These barriers include the deficient capacity for wetland management, conflicts between user groups over access to wetland resources, a weak knowledge base in decision making, and lack of incentives for private sector involvement in conservation. The implementation of the project is entrusted to the University of Botswana and its Harry Oppenheimer Okavango Research Centre, located in Maun. While there are a number of stakeholder groups involved (tourism enterprises, fishermen, local communities), the project has a clear research focus. Plans, studies and training have been produced and community-level activities are on-going in selected pilot sites. The Department of Environmental Affairs considers the Biokavango project to be a model of how to work with communities and wishes to incorporate that approach into government structures. On the other hand, the effectiveness of the project faces several challenges. In addition to finding an appropriate role for research, the challenges include high staff turnover, logistical difficulties, and multi-ownership that sometimes renders decision-making complicated. Capacity building among the beneficiaries has not yet reached the level at which they can operate activities without project support.

The strategic effectiveness of several projects has been hampered because of the small size of the interventions and their high reliance on technical assistance. The Partnership for the Development of Environmental Law and Institutions in Africa Project had the objective of making environmental laws better known and understood. The project budget was relatively small and finding qualified technical assistance at a reasonable cost became a key challenge. Nevertheless, all the

planned outputs were produced: training manuals, training courses for various stakeholder groups, review and revision of environmental laws, and organization of a sub-regional meeting on harmonization of environmental laws. Environmental laws are now integrated into the education of various civil servants, for example the police forces. The Inventory of PCBs (polychlorinated biphenyls) Project aimed at enhancing national capacities of SADC member countries for the environmentally sound management of PCBs and related equipment, in accordance with international conventions. Activities included two regional workshops, national training courses, support for collection and processing of information for inventories, as well as awareness-raising for stakeholders and the public.

Without the strategic partnership with GEF, the volume of the environment programme would be only a fraction of its actual size. From the GEF point of view, UNDP is an effective and efficient implementer that enables GEF to focus on several environmental concerns in Botswana. On the other hand, it is the high proportion of GEF-funded projects in the UNDP portfolio that shapes the country programme, rather than the other way round. Collaboration with the GEF Small Grants Programme exists but is not very intensive because of a clear differentiation between projects administered by the two respective units. Recently there has been more collaboration between the Small Grants Programme and the ESP's non-governmental organization (NGO) facility.

The **efficiency** of the environment programme is satisfactory when measured with rates of disbursement. Most of the interviewed stakeholders considered UNDP to be efficient in administering the projects. Compared to the other programme units of the CO, the environment unit has a high number of projects to administer. This is mainly due to the GEF-funded projects. Some project partners did criticize delays in UNDP administrative procedures related to disbursements and decision making. According to CO administrative units,

many of the delays were due to incomplete dossiers submitted by counterparts.

Regarding the ESP, 60 percent of the project funds were disbursed by May 2008, which indicates a satisfactory rate of execution. This is also the case in the Non-motorized Transport Project, which has a duration of four years and a disbursement rate of 53 percent (May 2008), which indicates a fair degree of efficiency. In Biokavango, 34 percent of the budgeted funds were disbursed at the end of March 2008, which corresponds with the time elapsed of the five-year project. At the other end, the slow pace of implementation of the Renewal Energy Project is reflected in the low disbursement rate, which was only 10 percent of the budgeted funds in March 2008 when 20 months of the three-year project had passed.

In the case of the Indigenous Vegetation Project, the efficiency of implementation has been hampered because of a complicated project structure. The Indigenous Vegetation Project is one of three national projects that together form a regional programme. The other two are based in Kenya and Mali. The regional component has been implemented by UNOPS on behalf of UNEP while the national components have been executed by the respective UNDP COs. The overall responsibility lies with UNEP and GEF. The roles of the multiple actors were not clearly understood by all, which led to confusion and negative interpretations. The controversy between the national project coordinator and the CO is evident. As an indication of the differences in points of view, the project evaluation carried out by UNEP in October 2007 has still not been officially published. The evaluation from the national consultant which was under the control of the UNDP CO has been duly availed to all the stakeholders. The national counterpart's negative perception of the UNDP performance indicates that the prospects of sustainability of the project are meagre. At the termination of the project, 92 percent of the budgeted funds were disbursed, excluding some pending commitments.

Sometimes the efficiency of a project has been reduced because of limited interest in the project purpose. The Botswana National Capacity Self-Assessment is a fairly small project aimed at assessing the capacity of various sectors for environmental conservation. Its implementation has been slow. Stock-taking and capacity assessment have taken place at the district level and are planned to be completed in 2008 at the national level. ESP has also carried out a similar capacity assessment, so the two projects have decided to undertake joint activities and share the same Steering Committee. Analysis of the two projects and their overlapping activities indicates that the conception of the Botswana National Capacity Self-Assessment may have been based on availability of funding rather than on the needs and priorities of the beneficiaries. Although the project is close to termination, only 60 percent of the funds have been utilized.

GEF funding is an important opportunity for the CO because it provides resources. GEF projects are by nature additional to existing national initiatives supported by UNDP, and only cover the incremental costs of delivering global benefits. At the same time, the role of GEF in UNDP's environment programme raises questions. The high number of projects financed by GEF puts significant stress on the capacity of the programme unit. There is also a potential programme challenge because GEF projects are planned according to GEF principles, objectives and mechanisms.

In most cases, **sustainability** of the downstream environment projects faces serious challenges because of problems in institutional framework and capacity. In the key environmental project, ESP, sustainability is a challenge because central outcomes, such institutional restructuring, are pending. Technical assistance contracted by projects is frequently used as ad hoc functionaries, instead of capacity-builders. To increase sustainability, in some projects the initially conceived free supply of equipment to beneficiaries has been replaced with the principle of cost recovery.

In several projects, a true sense of ownership has developed within the government structures. However, many interventions are still considered to be 'UNDP projects', even though the bulk of their funding may come from GoB sources. Some government representatives admit that ministries do not profit enough from the projects, although a project such as the National Capacity Self-Assessment is explicitly focused on this issue.

In some cases outputs produced by projects have not been entirely compatible with GoB systems. The purpose of the Biodiversity Enabling Activities is to prepare a national biodiversity strategy and action plan, a clearing house mechanism, and the second national report to the UN Convention on Biodiversity. The project developed a national environment information system that, according to some actors, ended up being incompatible with the respective mechanism of the government. This obviously undermines the sustainability of the project although the effectiveness is satisfactory, in particular in capacity building, and because a national biodiversity strategy with an action plan has been produced.

The sustainability of a project might be diminished by a complicated decision-making mechanism. The Southern-Africa Biodiversity Programme was implemented by the International Union for Conservation of Nature from 2000 to 2007, under the auspices of the SADC, and approval from all 13 countries was required in strategic issues. The project was developed around the central concept that invasive species are a serious problem in Southern Africa and must be tackled regionally. Capacity building was at the heart of the strategy. The project developed a regional biodiversity strategy and related guidelines. Centres of excellence for training and research were identified and supported. The project relied heavily on outside technical assistance, which may have compromised its sustainability. One hundred percent of the available funds were spent, which suggests that the project was administratively efficient.

4.4   RESPONDING TO HIV/AIDS

HIV posed the biggest development threat to Botswana's socio-economic development in the period prior to the implementation of the UNDP-supported GoB HIV programme (from the mid-1990s through 2002). Overall, HIV prevalence rates were on the increase. Between 1995 and 2000, national HIV prevalence among the general population rose from 13 percent to 19 percent and among the sexually active aged 15-49 years it rose from 23 percent to 38.5 percent. Effects of the HIV epidemic included high morbidity and mortality among young people, the growth of the orphan population and deepening poverty. In 2000/2001 public health spending increased by 32 percent over the 1999/2000 levels. The HIV model projections suggest that the infant mortality rate, which was at 45 deaths per 1000 live births in 1991, will increase to 148 deaths per 1000 live births by 2010. Life expectancy at birth estimated to be 61 years in 2000 was projected to drop to 47 years in 2010.[31]

The HIV epidemic was poised to erode the socio-economic development gains made by the GoB since independence. This ADR assesses the UNDP contribution to GoB's efforts to combat the immense challenges posed by HIV/AIDS. The main objective of the HIV/AIDS programme support 2003-2007 is to assist the GoB in improving policy making, and promoting organizational change to facilitate a multi-sectoral gender-sensitive HIV/AIDS programme.[32]

The overarching outcome for the GoB HIV programme, supported by UNDP was:

"Institutional capacity built to plan and implement multisectoral strategies to limit the spread of HIV/AIDS and mitigate its social and economic impact."

UNDP has played a pivotal role in achieving this outcome. Key contributions include: establishment of umbrella HIV/AIDS organizations; capacity-building of the HIV network organizations; strengthening the Ministry of Education's response to the epidemic; supporting districts through establishment of sub-national structures for HIV response; and research and review of HIV programmes complemented by quality publications that have been widely disseminated to inform policies and programming. UNDP has supported placement of technical assistance in strategic institutions for effective HIV/AIDS programmes.

The HIV/AIDS programme for the GoB comprised a number of project interventions all designed to complement each other in a synergistic

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31. UNDAF 2003-2007
32. Mid-term review of the 2003-2007 HIV/AIDS programme.

Table 10. **HIV/AIDS programme at a glance**		
Project name and period	**Key implementing partners**	**Focus areas**
Support to the National AIDS Programme 1997-2002	■ GoB ■ District multi-sectoral AIDS committees ■ Disciplined forces ■ CSOs – BONELLA, BONEPWA, BONASO, Botswana Council for NGOs (BOCONGO) ■ Private sector	■ Strengthening multi-sectoral stakeholders for an effective HIV response ■ Establishing decentralized HIV coordination structures at district levels ■ Establishing umbrella CSO organizations for HIV/AIDS ■ Promoting and strengthening gender and development
Gender Programme in Botswana 1997-2003	■ CSOs ■ Women's Affairs Department ■ Ministries	■ Supporting HIV prevention through peer education
Nkaikela Youth Project 1998-2005	■ Nkaikela	■ Building entrepreneurial skills for the youth ■ Supporting HIV/AIDS education for primary and secondary schools
Teacher Capacity Building Project 2002-2003	■ Ministry of Education ■ Botswana Television	■ Building capacity of teachers to address HIV/AIDS in schools ■ Breaking the silence about HIV and AIDS
Gender and HIV/AIDS mainstreaming in the four pilot ministries 2003-2007	■ Women's Affairs Department ■ Ministries of Labour and Home Affairs, Finance and Development Planning, Local Government, Trade and Industry ■ National AIDS Coordinating Agency (NACA)	■ Increasing commitment of government ministries to gender mainstreaming ■ Strengthening linkages of gender inequalities and HIV in the national response to the epidemic.
Leadership Development for HIV and AIDS	■ Ministries of Labour and Home Affairs, Finance and Development Planning, Local Government, Trade and Industry	■ Improving institutional leadership for an effective HIV response ■ Capacity training of leaders in various leadership competencies ■ BOCONGO's index study on CSOs
Danish Project	■ NACA, Ministry of Local Government, CSOs ■ Leaders drawn from the public and private sectors and CSOs	
University of Botswana 40		■ Translating the CCE manual to Setswana ■ Providing care and support to orphans and people living with HIV/AIDS

Source: HIV/AIDS programme unit of the UNDP CO

manner and fashioned to contribute towards achievement of the GoB HIV programme outcome. The HIV/AIDS intervention from the earlier UNDAF programme (1997-2002) with relevance to this assessment was the UNDP support to umbrella CSOs (Botswana Network of AIDS Service Organization – BONASO, Botswana Network of People Living with HIV – BONEPWA, and Botswana Network on Ethics, Law and HIV/AIDS – BONELLA). Table 10 summarizes other important projects, highlighting the key implementing agencies and levels of funding support.

Effectiveness Overall, UNDP support to the HIV/AIDS response was effective. Three sub-variables have contributed to this effectiveness: strategic choices in the design of HIV programmes; effective human resource management; and the strong research, review, publication and dissemination of HIV interventions.

Strategic choices in the design of HIV programmes UNDP-supported strategic interventions were central to strengthening the gender sensitive multi-sectoral HIV response. The establishment of previously non-existent umbrella CSO bodies (BONEPWA and BONELLA) and the strengthening of existing NGO networks including BONASO, were some of the greatest outcomes of UNDP support. These institutions are now able to function on their own with the ability to identify new funding partners. Interviews with BONEPWA indicated that the organization has successfully established vibrant support groups for its members country-wide. UNDP successfully supported the Ministry of Education in the Teacher Capacity Building Project. The project received support for two years (2004-2005) and was aimed at affecting behaviour and attitude change among teachers and pupils in both primary and secondary schools. The project's sub-components include an interactive TV programme dubbed *Talk Back,* a curriculum development programme, and a strong field monitoring and evaluation component. Feedback from consultations noted that the project has helped break the silence around the discus-

sion of HIV/AIDS issues. Pupil and teacher behaviours are reported to have positively changed. The unintended outcome of the programme was the positive impact it had on the southern African countries, which also view the *Talk Back* television programme. UNDP also supported the Community Conversation Capacity Enhancement Programme. This is a community mobilization tool utilizing facilitators to engage communities in decision making regarding challenges presented by HIV/AIDS. The process engages institutions within their communities to be agents and vehicles for service delivery. The initiative has contributed to a new layer of community involvement in development. The ownership and accountability levels among communities are reported to be very high. UNDP supported the decentralization of AIDS coordinating structures (District Multi-sectoral Committee and Village Multi-sectoral HIV/AIDS Committee) and the Community Conversation Capacity Enhancement Programme has used national UNVs as a capacity strengthening strategy. About 16 District Multi-sectoral Committees were established. The intervention created operational structures that can be used by other key stakeholders for HIV interventions. UNDP also supported the HIV Leadership Programme, which entailed capacity training workshops and sensitization of leaders to play an important role in the national HIV response. With UNDP support, the GoB has established HIV/AIDS multi-sectoral technical committees that are pitched at high levels of seniority thereby reinforcing political commitment. The former President of Botswana, Festus Mongae, had visible political commitment to the country's response to HIV/AIDS.

Overall, most HIV projects supported by UNDP were very effective in their contributions to a multi-sectoral HIV response. In all project interventions, UNDP contributes resources for project intervention on a 60 percent (government) and 40 percent (UNDP) co-funding pattern. Administrative (rentals, salaries, equipment) and technical assistance support was provided during the establishment of HIV umbrella bodies. For

the Teacher Capacity Building Project, UNDP technical support included funding the project manager, two curriculum development officers and one monitoring and evaluation expert. Support to Botswana TV included funding the script writer, editor, camera person and production manager. At the district level, UNDP support included salaries for UNVs, equipment and capacity training workshops. For the HIV leadership project, the UNDP contribution included funding of the workshops and consultants. UNDP has also supported the design of methodological approaches to innovative HIV interventions, and has helped source high level consultants for services at various stages of the projects. UNDP provided key strategic support to NACA by providing a policy advisor who contributed significantly to the development of the National Strategic Framework 2003-2009 and supported the development of the Global Fund Round 2 proposal, and who continues to provide on-going support to the Global Fund and to developing the National Strategic Framework for 2009-2016.

Human resource management The use of both international and national UNVs was an effective way of enhancing the capacities of both network umbrella bodies and communities at district levels in their response to HIV/AIDS challenges. In earlier programmes (particularly the establishment of HIV network organizations), international UNVs from Kenya, Uganda and Zimbabwe were placed in the institutions and assisted in institutional building as well as in the design of programmes. UNDP placed such volunteers in districts to assist BONEPWA with capacity strengthening of their programme. BONEPWA reported that the use of UNVs was instrumental in the establishment of support groups for people living with HIV/AIDS. The later HIV projects supported by UNDP, such as the establishment of sub-national HIV coordinating structures and the Community Conversation Capacity Enhancement Programme, have used national UNVs as a capacity strengthening strategy. The UNVs are paid a subsistence allowance. Another effective approach that UNDP has used for human resource management is the use of

consultants in supporting some of the HIV interventions. Consultants have been used in the design of new programmes as well as in the review of HIV projects.

Research, review, publication and dissemination of HIV interventions The assessment noted that UNDP has played a significant role in HIV-related publications. UNDP has conducted and commissioned reviews and evaluations of HIV projects, including commissioning HIV impact studies. Feedback from consultation hailed UNDP for quality publications and wide dissemination of the reports. Stakeholders consulted also reported utilizing the HIV publications to inform policy and design of new HIV programmes.

Efficiency Overall, UNDP made efficient use of its human resources to implement the HIV/AIDS programme. The use of both international and national UNVs was a strategic move to enhance programme implementation in the supported CSO organizations as well as to strengthen community involvement and participation in the national HIV response. Highly skilled technical assistance was placed in relevant ministries and departments implementing HIV interventions. While the utilization of technical assistance is commendable, the system has some loopholes, which can be closed in order to make the approach even more efficient. Most technical assistants are recruited on short, one-year UNDP contracts and they often view themselves as UNDP staff rather than as GoB staff. When the contracts of such employees end, they are more likely to move on to other employers, taking with them their wealth of skills. The systems of utilization of technical assistance can be improved if such personnel are hired as government employees, as they will then be more likely to provide a service to the GoB. UNDP also supported GoB in hiring quality consultants who have provided various services such as programme and project evaluations, impact studies, facilitation of workshops and more.

Sustainability Earlier sections have already alluded to the strong political commitment to the

national HIV response that characterizes the Botswana environment and UNDP has had a key role to play in this. The sustainability of UNDP-supported projects revolves around stakeholder participation, use of local institutions and structures in the design of programmes, and co-financing by the GoB.

Stakeholder involvement One of the key contributions of UNDP to the sustainability of the HIV programme is managing effective stakeholder participation at all levels of planning, implementation, monitoring and evaluation, and in the design of new interventions. UNDP coordinates most of the stakeholder workshops on HIV, including the participation of multi-sectoral players in the dissemination of key studies. Such stakeholder participation enhances national stakeholder ownership of the HIV programme. The UNDAF process, which is key in the design of new programme interventions, is characterized by wider participation of stakeholders, who endorse strategic choices taken in the projects to be supported. The implementation of the Ministry of Education's Teacher Capacity Building Project indicated a high level of stakeholder involvement. A high-level forum comprised of the head of the ministry, the UNDP RR, NACA, and the head of the African Comprehensive HIV/AIDS Partnerships, was created. The role of this forum was to discuss progress and emerging challenges from programme implementation as well as to make recommendations for effective implementation of the programme. While UNDP was acknowledged for supporting the establishment of umbrella HIV organizations, stakeholders expressed concern that UNDP had not done enough to design interventions that promoted greater involvement of CSOs in the HIV response, in particular in remote rural settings.

Use of local institutions and structures in the design of projects Most HIV projects supported by UNDP have used local institutions or structures in their design, an element that contributes to sustainability of project interventions. UNDP Botswana and Brazil, in collaboration with other development partners (African Comprehensive HIV/AIDS Partnerships), successfully supported the Ministry of Education in its Teacher Capacity Building Project. The *Talk Back* Botswana TV programme continues to be screened two years after the official end of UNDP support. Other HIV programme interventions also used products from the Teacher Capacity Building Project. BONEPWA reported using the Project for its intervention in schools aimed at breaking the stigma associated with living with HIV/AIDS. The assessment also noted a growing interest among other key stakeholders in HIV to utilize sub-national HIV/AIDS coordination structures for increased community participation in the HIV response. The World Bank is reported to be supporting capacity-building of CSOs in monitoring and evaluation and programming in general through the governance programme implemented by Vision 2016. The higher level of co-funding by the GoB − estimated at 60 percent as compared to 40 percent by UNDP − provides a comfortable level of potential sustainability of the programme. However, the assessment noted that linkages between NACA and district level structures may be too weak for an effective multi-sectoral response.

Strategy for weaning projects While most project partners acknowledged the support received from UNDP, there was concern over the lack of a clear weaning strategy for a smooth transition to other support mechanisms. UNDP support to the establishment of HIV umbrella bodies is one area that was cited as lacking in an exit strategy. The Nkaikela Youth Project is yet another project intervention with a weak weaning strategy. Feedback from consultations indicated that enthusiasm for support of this project was influenced by the RR who initiated the project. Subsequent UNDP leadership was reported to have little interest in the project. At the time of the field assessments, the project was on the verge of collapse. Other donors came in with limited funding that dried up quickly and did not sustain the project. As such, for projects that have potential growth, there is a need for UNDP to document good practices and design an exit strategy that helps ensure continued project support from other development partners.

Chapter 5

CROSS-CUTTING ISSUES

The 2003-2007 UNDP programme support to GoB had many cross-cutting issues (governance, institutional capacity building, human resource development, human rights, youth, education, health, gender, population issues, and information communication technology). The challenge with having several cross-cutting issues is that the greater the number of these issues, the less likely it is that they will be given special attention. The other challenge is that once an issue is designated as a cross-cutting issue, there is a tendency to pay little attention to the issue. Some cross-cutting issues, such as education and health, are less of cross-cutting issues and more of stand-alone sectors in their own right. If there is no special strategy to ensure that cross-cutting issues are carefully addressed and monitored, they tend to be ignored. For example, while gender equality, equity and women's empowerment are critical components for effective development, the design of the programme implementation lacked a clear strategy for ensuring that gender issues were adequately addressed across all practice areas.

5.1   INSTITUTIONAL CAPACITY AND DEVELOPMENT OF HUMAN RESOURCES

Both the government and development partners recognize the crucial role of human resources in attaining economic development and reducing poverty. To enhance productivity and competitiveness, the NDP 9 focuses on the development of human resources. The goal is to reduce unemployment through development of appropriately trained manpower for the labour market. Among the key donors, the European Commission has identified capacity building and

development of human resources as the key area of its cooperation with Botswana and 85 percent of the European Commission's resources under the National Indicative Programme 2008-2013 are allocated to this sector.

Shortage of skills in several areas of the formal economy is a major hindrance to economic development. In part, this is caused by emigration, mainly to South Africa, but also by the HIV/AIDS epidemic, which adversely affects economic diversification. Both public and private sectors are touched by this major problem.

A key challenge is that GoB does not have a holistic capacity development strategy, with assigned structures and resources. The National Manpower Plans don't fulfil this need for public administration. While the public sector is still a major employer, it seems to have difficulties in competing for qualified human resources with the private sector. Many employees in the ministries are in fact consultants, not civil servants.

5.2   GENDER EQUALITY AND WOMEN'S RIGHTS

Gender gaps identified at the start of the UNDP GoB programme included the oppression of women through economic and social practices and laws. Women had limited decision-making capacities, inequitable rights and access to inheritance, and limited access to assets and health and services. They were also exposed to abusive relationships. The HIV epidemic exacerbated the situation[33] for women. The period 2003-2007 had two major programmes for gender equality and human rights. The thrust of the programme for mainstreaming gender into the four

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33. UNDAF 2003-2007.

ministries was to increase commitment from governments and legal authorities to gender equality. The second project, gender mainstreaming into a multi-sectoral response to HIV, was designed against the background that gender inequalities fuelled the HIV/AIDS epidemics. Project interventions included: capacity enhancement of sector ministries (Ministry of Labour and Home Affairs, Ministry of Finance and Development Planning, Ministry of Local Government and Ministry of Trade and Industry); advocacy for establishment of women's organizations; and advocacy for women's participation in politics in general, ensuring gender sensitive policy and legal provisions and the sensitization of stakeholders on the linkages between HIV and AIDS.

The ADR noted significant progress towards the attainment of gender equality and women's rights, while at the same time there were observed areas of improvement. While baseline data was not available, there was consensus among many stakeholders (CSOs, GoB and UNDP) that there was a general increase in women's participation in politics. Women constitute 18 percent of the National Assembly and cabinet (6 out of 17 cabinet ministers and 8 out of 44 members of parliament[34] are women). The UNDP-supported programme is also reported to have contributed towards the establishment of many women's community based organizations[35]. UNDP was instrumental in connecting the Women's Affairs Department, which drives the gender agenda in the country, with UNIFEM New York. This enabled the Women's Affairs Department to obtain trust funds for combating violence against women and these resources have been used to address the challenge of gender-based violence in Botswana.

Despite these achievements, the ADR noted some areas for improvement. At the start of the 2003-2007 programme, UNDP had a full gender

unit, which regrettably was dissolved after the senior gender focal person left. The gender equality responsibilities were handled by the HIV/AIDS officer. This bundling of responsibilities had the potential of limiting the degree to which gender mainstreaming into other practice areas could be undertaken. The UNDP programme highlighted gender as a cross-cutting theme in its practice areas. However, the ADR noted that there was a tendency for patchwork treatment of gender as the practice areas of governance and environment did not adequately address gender. Treating gender equality issues as cross-cutting issues has the potential challenge of having such issues neglected. At the time of the ADR assessment, UNDP did not have staff specifically trained in this area to effectively address gender equality in all practice areas.

5.3 HUMAN RIGHTS, HEALTH, POPULATION, EDUCATION AND YOUTH

Human rights, health and population issues UNDP worked with some CSOs such as BOCONGO in sensitizing stakeholders to human rights issues. BONELLA, whose establishment was initially supported by UNDP (though its current growth is attributed to other development partners), mainly focuses on human rights issues in the context of HIV/AIDS. The ADR could find no clear evidence of how UNDP practice areas incorporated health and population issues.

Education and youth At the national level, the education policy has aimed at eliminating gender disparities in access to education. Despite high enrolment rates at the primary school level, substantial numbers of children do not finish primary school and there is a high dropout rate among secondary school students. However, between 1996 and 2004 there was a general improvement in the progression rate (form one to form five) at the secondary level from 30 percent

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34. African Development Bank, 'Botswana: Country Strategy Paper 2004-2008', 2004
35. Interviews with Women's Affairs Department officials and BONASO.

to 42 percent. Female enrolment matches or exceeds male enrolment at all levels of education except vocational. UNDP support to the Women Affairs Department, which has focused on review of gender sensitive policies, reduction of gender-based violence and the Teacher Capacity Building and HIV programme, has indirectly contributed to the improvement of the education sector. UNDP, through the involvement of UNVs, supported the establishment of day-care centres that catered to OVCs and youth. This project support eventually led to the formation of a full-fledged NGO called House of Hope. House of Hope provides a wide range of services to children and youth on HIV/AIDS. UNDP also supported a youth project, the Nkaikela Youth Project, which worked with out of school youths and former sex workers to initiate a community-based prevention and peer education campaign.

5.4 COHERENCE AND SYNERGIES AMONG UNDP AND UN PROGRAMMES

As a multi-programme organization, UNDP Botswana has many contact surfaces with UN specialized agencies. In addition, the RR's role as the RC puts UNDP at the core of the UNS functioning as a whole. Key instruments in UNS coordination are the 12 thematic working groups in which all resident agencies participate, in accordance with agency-specific interests. Four of the working groups are chaired by UNDP. Regular UNS meetings are held at the level of agency heads. The perception of their value varies significantly. Some participants see them as an important forum for interaction whereas others perceive the meetings to be a routine task that adds little value to the participants. Partly, the felt lack of dynamism may be due to frequent changes in the RC post. Most of the agencies believe that UNS coordination and synergy can and should be strengthened.

Most of the resident agencies are located at UN Place in Gaborone, in the same premises as UNDP. UNDP provides administrative and support services to those agencies that don't have their own capacity. Several UN agencies work

with limited resources. FAO has only one professional and WHO had to move to another office building because it could not afford its share of the UN Place premises. UNAIDS has virtually no funds for programmes.

The UNDAF process has significantly increased UNS coherence as all the agencies participate in the process and subsequently base their own strategic plans on the common framework. To increase the coherence to a more operational level, the RC has suggested the adoption of a common UNS country programme. This would undoubtedly enhance synergies and increase UNS efficiency and effectiveness. Several observers think, however, that this would involve fundamental issues with respect to the varied mandates of the agencies that first need to be resolved at headquarters' level.

Within the UNDP, the programme units focus on their respective key programmes and there are few examples of shared activities that would demonstrate synergy gains. The energy and environment and HIV/AIDS units have a common project, the HIV/AIDS and Environment Working Group, but the results of this are incipient. UNVs make a significant contribution to the human resources of UNDP and other agencies. Currently, 16 UNVs work in the UNS in Botswana and three of them work in the UNDP CO.

Collaboration among the agencies is most visible in the HIV/AIDS practice area. It is also the domain in which donor coordination in general is an acute issue, because for most development partners in Botswana, it is an area of convergence. UNDP, WHO, UNAIDS, UNICEF, UNFPA and to a lesser extent UNHCR, coordinate their actions but operate through separate programmes. UNDP and UNICEF signed a memorandum of understanding on CCE-CC and Community Capacity Development through Human Rights in 2007.

In energy and environment, the programme unit has a strategic relationship with GEF. The link is vital for both parties. GEF funding is crucial for the CO's environment programme, and GEF

would not have an executing agency in Botswana if UNDP was not there. While this relationship is very marked at the operational level, it is less so in strategic planning. Some inconsistencies in the strategic orientation of the UNDP environment programme may be due to the separate planning processes of UNDP and GEF. The GEF Small Grants Unit is administratively part of the CO but its linkage to the environment unit is weak. A closer relationship would probably lead to synergy benefits. UNEP is an operational partner and has financed several fairly small projects.

In both governance and poverty reduction, coordination with other UN agencies has not been substantial. Neither of the practice areas are explicit focuses of other agencies or of other development partners. Ten UNVs are working as facilitators in Community Capacity Enhancement Projects in various parts of the country.

5.5 MONITORING AND EVALUATION OF UNDP PROGRAMMES

Monitoring and evaluation in the CO are the responsibility of the Assistant RR. The tools utilized for this purpose are generic UNDP instruments such as score cards, snapshots from Atlas, and enhanced result-based management. While these tools are available to any CO, the Botswana CO makes good use of them. As a result, management has adequate and timely information about the CO's state of affairs. The accurate management monitoring is reflected in the high ranking of UNDP Botswana in comparisons between UNDP's various COs (see 3.2.).

The monitoring and evaluation of the country programme is carried out at the project level, as a responsibility of the programme units and in accordance with the principles of project cycle management. Mid-term reviews and evaluations have taken place as follows:

- **HIV/AIDS.** All the four projects were subject to evaluations and/or mid-term reviews between 2003 and 2005.

- **Governance.** None of the four projects has undergone an evaluation. A light review of the governance programme is foreseen for the second quarter of 2008. A final review is planned at the end of 2009.

- **Poverty reduction.** A final evaluation of the poverty reduction programme took place in March 2008. Of the other three projects, Enterprise Botswana was evaluated in 2003 and the Tourism Statistics Project was subject to a partner assessment. The Development of FDI Strategy has not been evaluated.

- **Energy and environment.** Out of the 17 projects, 5 have been subject to an evaluation and 3 will have one before the end of 2008. Some of the remaining projects are small interventions that barely justify a full-scale evaluation.

While the key projects have carried out evaluations – or will have one – this is not systematically the case for all projects. Furthermore, it appears that in some cases, the recommendations of the project evaluations have not been carried out, or even been reacted to. This may be due to unclear definition of roles and responsibilities in decision making, or to the absence of respective mechanisms in a project.

The UNDP country programme was subject to an external mid-term review in 2006. The review made a thorough analysis of the programme. Among its recommendations was the proposal to establish a specific monitoring and evaluation unit. This has not been done.

Apart from the management monitoring and project evaluations, there is no systematic and continuous arrangement to monitor the country programme as a whole. This may have led to a certain divergence between the intended outcomes and other strategic stipulations of the country programme on the one hand, and project reality on the other. It seems that Results-oriented Annual Reports are not as practical tools as they could be. The country programmes have not been operationalized into annual action plans.

Chapter 6

STRATEGIC POSITIONING

6.1 UNDP AND BOTSWANA'S DEVELOPMENT PRIORITIES

In analysing whether the UNDP programme in Botswana is in line with the priority needs of the country, one has to first look at the relationship between those needs and GoB development policies. There is a relatively high consensus that priority needs are also at the top of the government agenda. HIV/AIDS, poverty and the narrow economic base are commonly perceived as the key challenges of Botswana. Capacity constraints in public administration and governance are a common concern. Nevertheless, as in any society, in Botswana also there exist differing opinions on the chosen policy. Some observers argue that poverty reduction efforts are not effective at the grass roots level. Agriculture and rural development should perhaps have a greater weight in the national strategy. Environmental issues should play a bigger role in all sectors, being truly a cross-cutting theme. At the regional level, UNDP has supported several relevant interventions, such as HIV/AIDS, biodiversity and international trade.

The necessity to ensure correspondence between the people's priorities and the public policies underlines the need for continuous consultations and social dialogue. In spite of the long tradition of social consensus in Botswana, this is a challenge for both the government and civil society. In Botswana, the latter is still weakly organized and has limited opportunities to participate in policy formulation processes. In particular, the sub-national levels are only partially involved. UNDP support to CSOs has been correctly directed but still faces the dilemma of how far outside support can go without weakening the autonomy and self-reliance of a CSO.

Strengthening capacity for international trade is also relevant for Botswana and the government. The challenge is that much of the outputs produced in this component have been reactive, responding to specific and emerging needs, and often through services provided by consultants. Creation and sustainable strengthening of government capacity is still in doubt and this concern has been expressed by the Department of International Trade itself. The development of the competition policy and law has been achieved. Although training was part of the development work, the Department still feels the need for continued assistance.

In spite of satisfactory relevance, there is space to further increase the pertinence of the UNDP programme. While the quality of UNDAF is mostly appreciated, stakeholders perceive it to be more of a political reference rather than a practical tool. The envisaged common UNS country programme would probably be an improvement in this regard. Operationalization of the programme can be strengthened through consecutive action plans. This is necessary to reinforce the connection between formal strategy and every-day reality.

The four practice areas cover quite a wide realm of development needs and challenges. It is possible that to some extent, the breadth of the country programme has been maintained at the expense of its depth. A strategy that encompasses virtually everything cannot define priorities. Consequently it will lack strategic guidance. Several projects are small and sporadic. There are several pilot interventions that have neither led to large-scale implementation, nor have a clear strategy of what should follow after the pilot phase.

The high level of consensus on strategic objectives between GoB and UNDP has strengthened the atmosphere of dialogue and confidence. This has allowed UNDP to introduce certain issues that would otherwise have had less attention in the government. For example, poverty reduction is likely to have a more concrete form in GoB plans because the poverty mainstreaming consultancy pointed out the limited operational role of the National Poverty Reduction Strategy of 2003. The results of the MDG costing assessment are being taken into account by various ministries. The Multi-sectoral Committee on Poverty Reduction has helped to expand the poverty focus, although this work is still incipient. Some observers point out that without strategic UNDP interventions, environment would probably play a significantly reduced role in the public sector.

While the objectives of the country programme have been identified correctly, the attainment of long-term development needs is still questionable. Long-term strategy defined in the Vision 2016 has no defined targets and there are no accurate monitoring data. Achievement of fundamental goals through development partner contributions is an unrealistic expectation as the combined ODA in Botswana is less than 1 percent of the gross national income. Domestic policies and institutions play a key role that donors cannot replace. On the other hand, the small amount of development partner contributions underlines the importance of donor harmonization and aid effectiveness.

In spite of the generally appreciated relevance, it is not obvious that all the projects respond accurately to the needs of their target groups. People in communities have immediate needs and they may feel that holistic long-term strategies do not fit into their realities. This is a point made by some NGOs. Community Resilience Projects have been criticized for applying a uniform concept throughout the country. The Indigenous Vegetation and Biokavango Projects are seen to emphasize research at the expense of development.

UNDP practice areas do not include major missed opportunities. It is possible, however, that there are issues outside the four areas that could have deserved more attention. Gender equality and mainstreaming is included in the country programme but there is no explicit strategy for this nor are there specifically assigned human resources. Aid coordination is an area that has not been significantly enhanced during the evaluation period, but is likely to have more emphasis during the next programming cycle. There is an increasing need for small-scale financial services. Microfinance was part of the initial plan of the Poverty Reduction Programme but was dropped because no adequate institutional arrangement could be identified.

Sustainability is a cross-cutting concern in all UNDP interventions. Nevertheless, it has not led in all cases to genuine national ownership. Several operational counterparts do not know the details of or reasons for UNDP support. Capacity constraints in the government are a challenge to sustainability. Some projects do have a sustainability strategy but others do not. In community-level interventions, the need to build on the beneficiaries' needs and priorities is a continuous challenge. In institutional projects, adequate capacity strengthening activities such as training events have taken place, but not always within a framework of a comprehensive strategy. The weaknesses in or absence of effective monitoring and evaluation systems in most institutions and projects has probably hindered the observation of this problem.

6.2 STRATEGIC DIMENSIONS OF UNDP PRACTICE AREAS

Regarding **relevance,** there is an adequate match between GoB policies, as defined in the National Poverty Reduction Strategy and the NDP, and the objectives of the UNDP country programme. The correspondence is ensured by the UNDAF process in which the government plays a key role. However, practical interventions do not always fully support the achievement of objectives. The identification of the core problems for projects and definition of subsequent project purposes is

not always clear. Institutional frameworks have not always been successfully selected, which may explain the lack of buy-in by national counterparts in some projects.

The relevance of the poverty reduction programme is adequate. Some interventions, such as the Tourism Statistics Project, have an indirect link to poverty reduction outcomes and belong rather to activities of economic diversification. The government is paying increasing attention to poverty issues, which is reflected in the NDPs. Costing assessment of the MDGs and the consultancy on mainstreaming poverty has helped to translate the poverty agenda into the plans of various ministries. Studies and reports produced with UNDP support have been largely appreciated by the Botswana public.

Regarding relevance in the area of governance, a review of pertinent documents justifies the choice by GoB to focus on service delivery. The Common Country Assessment of 2001 identified national capacity for programme management and implementation and human resources development as underlying capacity development challenges. The Common Country Assessment also highlighted the importance of public sector reform. The public sector is extremely large both in terms of employment and in its contribution to Botswana's GDP. Both the 2003 study on decentralization (commissioned by UNDP) and the Customer Satisfaction Survey (undertaken by the DPSM) revealed the recipients perception of low effectiveness, inefficiency and inadequate coverage of public services delivered at central and local levels. The 2004 annual budget speech and the Vision 2016 documented low productivity and weak national governance as key development challenges.[36] Feedback from interviews suggests that sometimes there is a tendency to view the government as an easy creator of employment opportunities, which also generates some level of comfort and a tendency towards a laissez-faire attitude. There is also a

general wastage of resources in the government systems. Government effectiveness should work towards reversing this negative attitude about government.[37] Overall, the governance programme activities were viewed by stakeholders consulted as being extremely relevant.

In general terms, the relevance of the environmental projects is satisfactory. The relationships between the projects' objectives on the one hand, and those of the country programme and GoB environmental policy on the other, are satisfactory. For example, the Renewable Energy Project can be considered relevant for its purpose to reduce dependence on fossil energy and thus combat global climate change. However, in some projects the relationship is not entirely clear. Furthermore, the definition of some of the intended outcomes is not pertinent. For example, "improved national capacity to negotiate and implement global benefits" does not stipulate the kinds of benefits. This refers to a more general problem in the country programme 2003-2007: the definition of intended outcomes permits many kinds of activities and thus provides little strategic guidance. In addition, many of the indicators do not fulfil the SMART criteria.[38] UNDP's pioneering work in the practice area of environment has strengthened the importance of environmental issues in the national development agenda. There are signs that environmental themes are increasingly important for the government, partly due to the interest the new President has in the domain. The environment unit believes that environmental aspects will have an increasing importance in future country programmes, not only as a separate practice area but also in terms of being integrated into other sectors, such as construction, transportation, health and agriculture.

In the areas of HIV/AIDS, the various project interventions made up a programme that was solid and relevant to addressing the observed HIV challenges at the start of the GoB HIV

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36. GoB and UNDP, 'National Governance Programme 2006'.
37. Interview with senior government official in the governance programme.
38. Specific, Measurable, Affordable, Relevant, Timely.

programme for the 2003-2007 period. The Teacher Capacity Building Project was established to strengthen the Ministry of Education's response to the HIV/AIDS epidemic. The support to umbrella CSOs (BONELLA, BONEPWA and BONASO), which were originally non-existent, was meant to strengthen CSO response to the HIV epidemic. The Community Conversation Enhancement Programme aimed to improve community participation in the national HIV response.

In poverty reduction, most of the interviewed partners valued UNDP support and considered UNDP to be **responsive** to their needs and priorities. At the same time, some stakeholders said they were not sufficiently aware of how UNDP operates, in which areas it can help, and what are its operational limits. In some cases, there was lack of clarity regarding the selection and role of the technical assistance. There was a general wish that UNDP should continue its support to poverty reduction along the same lines as it has done so far.

The poverty reduction unit and the respective UNDAF working group have outlined strategic characteristics for the new programming cycle. They emphasize a better linkage between the country programme strategy and relevant projects. Capacity building in statistics is likely to be a major component, within the framework of the National Strategy for Statistics Development. Gender equality will play a more significant role. Economic diversification will be emphasized and community resilience projects will be continued. Financial services are a potential area of work and they will first be subject to a study. Mainstreaming poverty reduction will be a continuous theme, although it will not be operationalized for NDP 10. Trade will continue to be an area of work and the focus will be on various aspects identified by the Department of International Trade.

By and large, the poverty reduction practice area is likely to continue along the lines of the current work. The planning process is drawing on the lessons learned so far. The definition of the principles and priorities seems adequate but a

major challenge is incorporating it all into a feasible and sustainable operational design.

In the area of energy and environment, most of the consulted actors considered the UNDP to be responsive to the needs of the beneficiaries and other stakeholders. Responsiveness to government needs stems from the fact that a large amount of the programme funding comes from GoB, although in environment, the government share is smaller than in other practice areas due to the high volume of GEF funds. As a rule, all the projects have a steering committee to include stakeholders in the decision-making process. Some stakeholders, for example national personnel of the Indigenous Vegetation Project, commented that technical support by UNDP was insufficient. According to the UNDP environment unit, this criticism is largely due to a misunderstanding about the roles and responsibilities within the project.

There are several innovative approaches that may raise interest beyond the projects' direct sphere of influence. Three Project Development Facilities with GEF funding are in the making in the areas of land management, biodiversity conservation, and water resources management. All of them will be developed into full-scale projects in the course of 2008. The Project Development Facilities process has taken longer than planned because of the restructuring of GEF and a change in project preparation guidelines. The HIV/AIDS and Environment Working Group resulted from a Namibian initiative. The purpose of the project is to assess linkages between HIV/AIDS and environment. Based on these results, a full-scale project will be developed. So far the project has established the Working Group and completed a situation analysis in Ngamiland. Approximately two thirds of the UNDP-funded budget has been spent.

There are several interventions that enhance **equity** although conditions have not always been conducive. The 'improved service delivery' of the governance programme contributes to the equity of disadvantaged groups. The poverty reduction programme and HIV/AIDS programme support

vulnerable communities. While equity has not been an explicit concern in most of the environmental projects, several projects contribute to geographical equity. Some of them address equity issues in a significant way. For example, Renewable Energy Botswana specifically targets those households that live in remote rural areas and have limited access to the electric grid. Thus the project will bring electricity within the reach of remote rural dwellers.

6.3 UNDP'S STRATEGIC PARTNERSHIPS IN BOTSWANA

6.3.1 CSOs AND THE PRIVATE SECTOR

In the programme under assessment, UNDP worked to establish umbrella HIV organizations. UNDP also supported a programme on governance of CSOs which is reported to have improved the management of HIV network organizations. The rationale behind establishing strong HIV networks was to have these networks work with their members to strengthen their positions. The assessment however noted major challenges around CSO operations. CSOs in Botswana tend to work in urban as opposed to remote rural areas. They also tend to work in competition rather than in a complementary fashion and above all, they are inadequately funded. The governance programme interventions supported by UNDP had limited or no involvement of CSOs. The involvement of CSOs in the governance programme was seen as presenting a conflict of interest. On the other hand, good governance should entail the ability of CSOs to act as checks and balances and work closely with the population in a rights-based approach to services. If the government directly supported CSOs, this would weaken the latter's watchdog role. UNDP made efforts to support BOCONGO and its network members on human rights issues. However, this effort did not yield much, as the organization's capacity to play an effective role remained weak.

The weak position of the civil society in Botswana should be understood from various angles. While GoB has adequate resources to provide services to the population, it may lack the human resources required to provide such services in a timely manner. CSOs in Botswana are poorly resourced due to the classification of Botswana as an upper middle income country. Involvement and participation of CSOs in development is central. The assessment highlighted the sentiments that UNDP was too close to government to have room for effective engagement with CSOs.

The private sector in Botswana has demonstrated some positive progress in addressing HIV in the workplace. UNDP has not played a significant role in supporting private sector organizations in the HIV response. However, there is potential for UNDP to partner with private sector organizations in joint interventions where CSOs with limited funding support could be matched with private sector organizations to work with communities to complement private sector efforts in responding to HIV/AIDS challenges.

6.3.2 DEVELOPMENT PARTNERS

UNDP is a key development partner in Botswana. It is visible and respected. This visibility is in part due to the small number of development partners in the country, but it is also due to the CO's participatory approach and strong relationship with the government. UNDP is also recognized for its publications, such as the human development report. The situation in donor coordination is shaped by the decrease in the number of donors supporting Botswana. Since the country gained a middle-income status, several donors have either terminated or reduced their bilateral programmes, or contribute to Botswana through a regional programme.

Donor coordination and other aid effectiveness have been on the agenda in Botswana for several years, but not in an active form. The development partner forum has met once or twice a year and no other operational mechanisms have been created. There are probably several reasons for the slow progress in donor coordination. The low amount of ODA has not compelled the government to engage in the fairly complicated and

burdensome process that would ensue. The leading role of GoB, mainly through MFDP, is already a de facto guarantee of donor coordination. Due to the small number of development partners in Botswana, there is limited motivation to seek formalized ways of donor coordination. There is a growing understanding that bilateral negotiations with each donor separately are likely to result in a loss of efficiency and effectiveness. Most sectors have only one or two active donors. The exception is HIV/AIDS, in which the need for donor coordination is expressed by all.

In 2008, government-led donor coordination received a boost. The DPCF was convened in June and the proposal for terms of reference was discussed. However, many basic issues need to be resolved, among them the role of CSOs and NGOs in the process, the need and role of a co-chair for the DPCF, and the frequency of meetings.

UNDP is known to have initiated important legwork in the coordination of development partners. While UNDP has contributed significantly to the multi-sectoral HIV response, it should be noted that there are bigger players with huge resources for the HIV response. While UNDP may not have as many resources, it does have a comparative advantage in terms of technical skills and its innovation in HIV sectors. UNDP can build on its comparative advantage and forge meaningful partnerships with better resourced development partners as they work towards massive evidence-based HIV prevention programmes.

6.3.3 UN AGENCIES

The cooperation and coordination with UN agencies has been relatively effective. UNS working groups are functional and inter-agency linkages are operational. The basic work of UNDP in its practice areas is widely recognized.

Challenges do exist, however. While UNDAF provides a valuable strategic framework, examples of operational collaboration, such as joint programmes, are few. Some overlapping of mandates exists and in some cases this has led to duplication of efforts. Some agencies feel that they do not have

much in common with other UN organizations. There is some degree of competition among agencies, although this stems from the UNS in general rather than from the specific set-up in Botswana. Consequently, intensification of collaboration must be supported by arrangements at headquarters' level. Information gaps were pointed out by some agencies, for example regarding UNDAF costing. The double role of RR and RC sometimes creates confusion, although this is inherent in the system and not dependent on individuals.

UNEP is also a long-term partner to the environment unit but the volume of its financing is much smaller than that of GEF. To some extent, the effectiveness of the UNEP partnership has been diminished because it has not had country desks and each project with UNDP Botswana has been handled by a different UNEP thematic officer. Many UNEP initiatives have been negotiated directly with GoB, without UNDP involvement. A recent Memorandum of Understanding between UNDP and UNEP should improve the functional relationship between the two organizations. UNEP values the collaboration with UNDP because of the CO's good knowledge of environmental issues in Botswana. However, UNEP feels that the effectiveness of the collaboration has been hampered to some degree by capacity constraints in the environment unit. A stronger integration of the interventions financed by GEF and UNEP into the objectives and principles of the UNDP country programme should be explored collectively and in collaboration with the government.

There is a general willingness to advance towards UNS delivering as one. While the process has been encouraging so far, concerns have also emerged. Some of them are related to the novelty of the exercise. Some agencies that have small offices may be preoccupied with their own survival. Proportions to common funding are not necessarily easy to determine. Reporting lines need to be clearly established, to avoid both overlaps and gaps. In all these issues, the agencies look at the headquarter level for instructions and support.

6.4 UNDP BOTSWANA'S COMPARATIVE ADVANTAGES AND CAPACITIES

UNDP Botswana has several strengths and assets that have contributed to its satisfactory delivery of results. These include:

■ adequate alignment of the country programme with GoB policies and strategies;

■ thorough knowledge and understanding of the operating environment and Botswana society;

■ use of the participatory and transparent UNDAF process in strategic planning;

■ competent and experienced human resources in the CO;

■ experience and skills in administration and management systems; and

■ central and respected role within the community of development partners.

Nevertheless, challenges exist. The high number of interventions puts significant pressure on the human resource capacity of the country office. The staff is relatively sizeable and most are occupied in routine tasks. When additional but important non-routine tasks appear, the CO capacity has difficulties in responding to them. For example, consultancy services were contracted for drafting the next UNDAF document. The division of these resources is a debate that requires action on the part of management. Some stakeholders see that currently the division of work does not take into account the respective volume and work load of the units' portfolios.

To a certain degree, UNDP Botswana's planning and delivery is dependent on individuals. The CO has managed to recruit high level professionals who are motivated in their work. This is largely responsible for the overall good performance of the country programme. In some cases there has been frequent staff rotation, which has had a negative impact. A case in point is the RR's post that was occupied by five individuals during the evaluation period, with acting RR periods in between. Currently there seems to be a general belief that the situation has stabilized in this regard.

The CO does not have a specific gender expert and this task has been assigned to the Deputy RR. In order to strengthen gender mainstreaming in all its activities, it is recommended that a gender expert be recruited.

Technical assistance plays a key role in the overall support provided by the CO. UNDP has the advantage of recruiting and contracting on a global basis. It has strong experience and know-how in this regard. In general terms, UNDP technical assistance has been appreciated by partner institutions. Nevertheless, challenges exist. Some counterparts (for example, the Indigenous Vegetation Project) feel that the quality of the technical assistance has not always been optimal. In several cases, UNDP experts are merely working as employees of their host institutions, rather than actively building capacity of their counterparts. An explicit strategy for capacity building is not clear in all cases. In several institutions (for example, the Department of International Trade), consultants end up doing strategic tasks such as drafting key documents for international negotiations.

The majority of the CO's financial resources come from GoB. GEF is also a major financier and UNDP's own funding during the evaluation period has been less than 10 percent. This proportion is unlikely to increase as UNDP's funding is increasingly allocated to low-income countries. The high proportion of government funding puts the CO in a situation that is quite different from that of most COs in Sub-Saharan Africa. In absolute terms, it is not lacking funding. This issue is more closely dealt with in the section on UNDP's evolving role in Botswana.

The definition of roles and responsibilities with regard to implementing administrative duties is not always clear. The CO considers that it is doing tasks that should be the responsibility of the projects and technical assistance. Among these are contracting and certain disbursements.

The counterparts frequently expect technical support from the CO's permanent staff, including in cases where such duties clearly belong to the project-level experts.

It is unlikely that the CO can increase its human and financial resources through UNDP funding. Consequently, internal productivity and efficiency becomes a key issue. There is potential for improvement in this area. While the overall performance of the CO is good, sometimes administrative and financial issues are dealt with in an isolated manner. There is a demand for a holistic and comprehensive review of the CO's internal structures, resources and systems. Not only would this review help find solutions to existing bottlenecks, but it would also assist in preparing for future challenges. The issue of cost recovery for CO administrative and support services should be examined within this framework. Another key area that requires a specific strategy is human resources, particularly the multitude of types of contracts, which calls for streamlining. The review should be based on the premise of further strengthening alignment with GoB systems and procedures and it should result in a streamlined approach across the units.

In general terms, the programme units are achieving satisfactory results. However, there are projects in which the design is not entirely adequate. In the Renewable Energy Project, for example, the institutional set-up is not optimal in light of the objectives and expected results. Strategic revisions have not been made and projects with problems have continued with their initial designs. Monitoring and evaluation is directly linked to efficiency. These functions are carried out both at the CO level and the project level, although in the latter case, not always with regular frequency. What is striking is that monitoring and evaluation results do not sufficiently feed into the decision making process.

In administrative procedures such as contracting and payments, the CO continuously strives to improve efficiency. There are defined deadlines within which payment requests must be met. According to the administrative officer, these deadlines are normally respected. Counterparts sometimes seem to have a different perception (although in some cases GoB offices prefer to utilize UNDP procedures because they are considered to be more rapid and flexible than the government's own systems). This may be due to misunderstandings of what is required for an administrative process, and what are the steps and respective durations. The CO should make these clear to all actors involved. Respective training needs to be planned and implemented.

Coordination and collaboration between programme units presents opportunities for synergy gains. To some extent these have been realized. For example, the Namibia Trans-boundary Project brought together the units of energy and environment and HIV/AIDS. The poverty and governance units work together in MDG district-level planning. On the other hand, the relationship between the environment and small grants units is relatively less operational, but the units themselves do not consider this to be a significant problem because their respective mandates are clearly defined. The synergy issue should be looked at as part of the internal strategic review proposed by the ADR. The energy and environment unit differs from other programme units in that it does not have one single framework intervention but rather a total of 17 programmes of which several are quite small. These are mainly funded by UNEP and some by GEF. Although the impact of these smaller interventions is likely to be limited, their administrative input requirements are often significant. It is probable that efficiency gains would be obtained if the projects in question were streamlined into larger strategic programmes.

6.5 UNDP'S EVOLVING ROLE IN BOTSWANA

In formulating the new country programme, UNDP and its partners will need to define an appropriate role for the CO. For this purpose, the ADR team has identified four main issues around which the future positioning of UNDP Botswana could evolve:

- capacity building;
- aid effectiveness;
- added value to the government; and
- civil society partnerships

The CO should determine the implications of these issues for the office itself, in various dimensions: structural, financial resources, human resources, systems and procedures, and the country programme. These need to be analysed in a holistic manner and a consecutive corporate strategy with subsequent actions plans needs to be formulated. The CO needs a partnership strategy in which it should define its position and principles of relationship vis-ˆ-vis UN agencies, CSOs and other development partners.

Regarding capacity building, the most serious challenges faced by the country programme relate to the capacity of its counterparts. In general terms, the relevance and efficiency of the projects and the programme as a whole are satisfactory, and so are responsiveness and equity. Sustainability and long-term effectiveness are undermined by several factors, all of which have capacity constraints as a common denominator. Capacity building should also be subject to donor coordination and eventually, harmonization. The European Commission allocates a sizeable contribution to the development of human resources in Botswana and a natural alliance with UNDP could be formed.

Government leadership and ownership is a key condition for aid effectiveness. This condition is largely present in Botswana, as manifested by the vision, political will and available financial resources of the GoB. Capacity constraints, however, may have hindered the progress of aid coordination.

UNDP has a central and respected role in the development partner community. This provides favourable ground to work on aid effectiveness and donor coordination. While the aid effectiveness agenda has so far had a low profile, there are emerging signs that it is being revitalized. The government has a central role in this, which

cannot be replaced by any development partner. But the government does need support from development partners, who obviously have a legitimate role to play within the aid effectiveness framework. There is an opportunity for UNDP, and in particular for the UN RC, in this process. UNDP has the credibility needed for the role. While the emerging aid effectiveness process is an encouraging phenomenon, it entails risks. The complicated and complex nature is perhaps not clearly understood by all partners, which may lead to an underestimation of challenges. Resources need to be assigned specifically to the aid effectiveness process. New modalities appropriate to a middle-income country must be identified and designed. These can most likely be found in a programme-based approach. The modalities could consist of budget support, sector-wide programmes, and coordinated and harmonized technical assistance.

The question about value added by UNDP to the government and people of Botswana is key when shaping the future strategy of the CO. The issue is particularly important because GoB finances most UNDP activities. A sizeable part of these activities is in development support services, that is, implementing and administering services financed by the government. This leads to both opportunities and threats.

UNDP has demonstrated beyond doubt that the technical assistance it provides to GoB through various methods of human resource management (UNVs, consultants, etc.) is valuable for implementing development projects. UNDP has also assisted GoB in the design of innovative projects and methodologies for most of its practice areas. UNDP has significantly contributed to the capacity enhancement of both the public sector and CSOs. Research, reviews, and the publication and dissemination of project interventions have also contributed to informing policies and the design of new programme interventions. However, UNDP can contribute even further to the education of the population of Botswana on the international development agenda, to which Botswana may be a signatory. Such a programme

could potentially improve the quality of lives of all citizens. The governance programme through the Ministry of Foreign Affairs has initiated a programme that looks at international conventions, where UNDP could play a more leading role.

From GoB's point of view, there are several reasons to continue financing UNDP-managed projects. First, GoB has capacity constraints to which the CO provides remedies. Second, if the GoB share of the funding is 60 percent, it receives a 40 percent top-up from sources mobilized by UNDP. Third, UNDP has world-wide experience and can identify human resources at a global level, which is to the benefit of GoB.

Part of the value added by UNDP in Botswana comes from an innovative approach. Documentation of some of the good practices and innovative experiences of some of the governance projects should be carried out. Botswana's governance programme has the potential to be a strong, unique programme from which other countries could learn. Such documentation could complement reviews and evaluations of the programme. All pilot projects should have a strategy that defines how their experiences will be collected, processed and capitalized. The strategies need to stipulate how and by whom the decisions regarding the pilots' possible continuation will be taken.

At the same time, some stakeholders in the government are questioning the continuation of requesting and paying for UNDP's development support services. Could the same services be obtained from another service provider, perhaps at a lesser cost? Would it not be more sustainable and sound to have those services managed by government institutions? Answering these questions requires a competitive strategy from the UNDP CO. Elements are presented in this report but the staff itself must prepare the strategy. UNDP Botswana needs to review its strategic positioning in the evolving aid context of middle-income Botswana.

In civil society partnerships, despite the present-ing challenges, there is room for UNDP to partner with CSOs to build their capacities so that they contribute meaningfully to overall development. UNDP could also enhance the capacities of CSOs to appreciate international UN Protocols so that CSOs can play an advocacy role in ensuring such national commitments are adequately met. Another area for UNDP engagement with CSOs is in the practice areas of HIV/AIDS (district-level responses), environment and poverty reduction. UNDP could play the bridging role between CSOs and potential development partners to implement good practice development interventions. Thus UNDP could indirectly play the role of resource mobilization for its tested interventions.

Chapter 7

CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNED

7.1 CONCLUSIONS

7.1.1 DEVELOPMENT RESULTS

- Overall, stakeholders and partners are satisfied with the performance of the UNDP CO in Botswana. The UNDP country programme has contributed significantly to addressing the development needs of Botswana.

- The focus areas of the UNDP country programme correspond well with the development needs and priorities of Botswana. To a large extent, this is due to the active role of GoB in the preparation process of UNDAF. Most UNDP-supported projects are relevant in relation to the development needs of Botswana and the government. The participatory and transparent UNDAF process is a key instrument to this. The importance and relevance of UNDP support is highlighted by the fact that UNDP is the only active development partner in most of its practice areas.

- The CO has included gender equality and mainstreaming in the interventions and activities it has supported. To further strengthen this critically important cross-cutting issue, an explicit strategy and specific human resources are needed.

- Although not defined as an area of work in the CPD, aid coordination may have been an opportunity in which UNDP, during the evaluation period, could have played a bigger role. There are signs that the RC is now assuming this role. Stronger focus on the principles of the Paris Declaration and on aid effectiveness could enhance UNDP's delivery of development support. A particular area in which UNDP can strengthen its strategic role is HIV/AIDS, in which the CO could take proactive steps to dialogue with key players.

7.1.2 PRACTICE AREAS

- In spite of overall adequate performance, there is room in all practice areas to sharpen the focus of work in certain sectors. Priorities must be defined clearly and their relationships with the strategic objectives of UNDAF, the country programme and GoB's development plans need to be clear cut. In some projects, the linkage with the intended outcomes of the country programme is weak. This is the case, for example, in the Tourism Statistics Project and in the Non-motorized Transport Project. There are several pilot projects without a clear strategy of continuation. Issues emerging from pilot projects have not always been capitalized. Examples include the garment pilot projects and the Renewable Energy Project.

- The impact of UNDP-supported interventions on local populations has been positive. However, the impact has often been limited to target groups that include a fairly small number of people. In the practice area of HIV/AIDS, the most notable achievements have been in strengthening institutional capacity. However, the sustainability of these achievements continues to be a key challenge. Governance is the most recent of the UNDP practice areas. Its achievements are promising but not entirely fulfilled. The implementation of the governance programme is driven mainly by GoB through a strategy of capacity enhancement of officials already working for the government, thereby enhancing sustain-

ability of the programme. There is limited documentation of some of the innovative interventions of the governance programme. The quarterly reports produced by the Stakeholder Steering Committee are the main sources of project information. In poverty reduction and economic diversification, UNDP has supported activities that are pertinent and well-conceived. Their impact has been limited by constraints in GoB capacity and policy factors. In energy and environment, the support by UNDP has been instrumental and decisive for the entire sector. The high number of interventions and their subsequent combined work load have brought about challenges in maintaining the focus of the practice area.

7.1.3 ADMINISTRATION AND MANAGEMENT

■ Competent and experienced human resources are the key asset of the CO and are largely responsible for its satisfactory performance and delivery. The CO is unlikely to receive additional human resources and therefore the current distribution between units needs to be reviewed and possibly revised. Changes in senior management may have adversely affected the CO's effectiveness but it seems that the situation is improving in this regard. UNDP bureaucracy and procedural delays have come under criticism. While some criticism may result from a poor understanding of roles and responsibilities, it is important that the CO clarifies use of systems and mechanisms to its counterparts and partners.

■ Technical assistance provided by the UNDP is generally appreciated for its good quality and relevant contributions. However, its impact on strengthening national capacities and its sustainability are often questioned. Technical assistance currently absorbs a sizeable share of project funding.

■ UNDP has been instrumental in supporting key CSOs in Botswana. In spite of this, some stakeholders feel that CSOs should have greater and more meaningful involvement in the country programme. For example in the governance programme, while the original project document indicated the implementation of the programme in partnership with CSOs, the assessment observed limited if not non-involvement of CSOs.

7.2 RECOMMENDATIONS

■ The UNDP country programme should include a more realistic and adequate formulation of intended outcomes and respective indicators than is currently outlined. The country programme should be operationalized through annual action plans and accompanying budgets. Key programmes of the practice areas should sharpen their foci and concentrate on fewer priorities instead of covering a wide range of interventions that provide little synergy gains. For example, in the practice area of energy and environment, UNDP and GoB could consider making the Environment Support Programme a framework programme, comparable to the key programmes in other practice areas. Integrating GEF support into this framework programme should be considered.

■ Considering the evolving aid context in Botswana, the CO should embark on a strategic review and possible revision of its internal systems, covering areas such as the distribution of human resources between units, and the streamlining of various types of contracts. Possibilities of stronger alignment of CO procedures and systems with those of GoB should be explored. Administrative procedures, steps and their durations should be clearly communicated to all relevant actors and adequate training in these areas should be arranged in case of identified needs. The CO's policy for cost recovery should be revised so that it enables sustainable provision of support services. The principles of defining UNDP costs and related charges must be transparent, based on fair criteria, and communicated to pertinent stakeholders.

- UNDP should explore the possibilities of working more closely with CSOs, maintaining their autonomy and involving GoB in the process of defining the role of CSOs in Botswana. CSOs could potentially play a watchdog role for service delivery. UNDP could assist GoB in crafting an innovative role for CSOs to play in the governance programme.

- To enhance the efficiency of the projects and the country programme as a whole, financial monitoring and reporting should be strengthened. Evaluations should make more extensive use of that information. Monitoring and evaluation of the CO should be strengthened, perhaps through the creation of a specific monitoring and evaluation unit. Such a unit should also support respective GoB functions and enhance alignment with the government monitoring structures and mechanisms. The monitoring and evaluation of projects should be more systematic and the recommendations of project evaluations should be taken into account more systematically.

- All interventions supported by UNDP should be based on project documents that fulfil universally applied criteria of project cycle management. There should be an explicit strategy for sustainability in every project.

- All projects need to have clearly defined roles, responsibilities and decision-making structures, and these must be effectively communicated to all pertinent stakeholders.

- Currently, the country programme has too many cross-cutting issues and several of them are insufficiently operationalized. There is a need to clarify the respective strategies, simplifying key planning concepts. Future programme design should limit the number of cross-cutting issues to one or two

and have a clear strategy for ensuring that the cross-cutting issues are adequately addressed.

- Gender equality and equity is an important element of development effectiveness and should be given adequate attention as a practice area. This implies ensuring the hiring of personnel with the relevant competencies at equally senior levels with other practice areas. The CO should further strengthen gender equality and mainstreaming through assigning specific human resources. Like gender equity, equality and women's empowerment, youth issues are an equally important focus area that requires special attention in future programming. A clear strategy should be in place to ensure adequate attention to this sector of development.

- Efficiency of the governance programme could be improved if UNDP was able to establish a senior-level management team that regularly reviews progress on implementation of the governance programme (UNDP Project Manager, the RR, the Deputy RR and the Assistant RR) to match the government side.

- The governance programme could benefit from regular reviews. Apart from the quarterly report, there are currently no formal formative assessments. The programme could benefit from documentation of good practices as the programme unfolds. A review could provide the much need information on progress.

- Strengthening the linkages between National AIDS Coordinating Agency and sub-national coordination structures is a potential area for UNDP work. UNDP could learn from the experiences of other regional countries that have worked on the establishment of effective sub-national HIV coordination bodies.

Annex 1

TERMS OF REFERENCE

1. INTRODUCTION

The Evaluation Office (EO) of the United Nations Development Programme (UNDP) conducts country evaluations called Assessments of Development Results (ADRs) to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level. ADRs are carried out within the overall provisions contained in the UNDP Evaluation Policy[39]. The overall goals of an ADR are to:

- provide substantive support to the Administrator's accountability function in reporting to the Executive Board;

- support greater UNDP accountability to national stakeholders and partners in the programme country;

- serve as a means of quality assurance for UNDP interventions at the country level; and

- contribute to learning at corporate, regional and country levels.

In particular, EO plans to conduct an ADR in the Republic of Botswana during 2008. The ADR will contribute to a new country programme which will be prepared by the concerned country office (CO) and national stakeholders.

2. BACKGROUND

Botswana is an upper middle income country. Despite impressive growth rates over several decades and prudent management of its mineral wealth, Botswana faces daunting challenges: one of the highest HIV prevalence rates in the world; high levels of poverty and inequality; continued difficulties in diversifying the economy; and environmental degradation. Economic growth has not yet had the desired impact on poverty levels, and an estimated 30 percent of the population lives below the poverty line. Recognizing the significant gains this southern African nation has made since her independence, UNDP is committed to assisting the country progress even further towards the achievement of the Millennium Development Goal (MDG) targets. The goal of UNDP in Botswana is to continue to provide quality policy advisory services, share best practices and support government efforts to build capacity to address development challenges related to poverty, HIV/AIDS and environment management for the current programming cycle. Issues of governance and gender are also being factored into various programmes and projects. To make meaningful and lasting contributions to human development in Botswana, UNDP has mainly focused on the programme areas of AIDS, natural resources management and the environment, good governance, and the reduction of poverty through promotion of trade and investment[40].

The completion of the programming cycle presents an opportunity to evaluate UNDP contributions and shortcomings over the last programme cycle and before. The findings will be used as inputs to the 2009-2011 Country Programme Document within the context of the United Nations Development Assistance Framework (UNDAF).

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39. http://www.undp.org/eo/documents/Evaluation-Policy.pdf
40. Resident Representative welcoming note, UNDP Botswana web page.

3. OBJECTIVES, SCOPE AND METHODOLOGY

The objectives of the Botswana ADR include:

■ Providing an independent assessment of the progress, or lack of, towards the expected outcomes envisaged in the UNDP programming documents. Where appropriate, the ADR will also highlight unexpected outcomes (positive or negative) and missed opportunities.

■ Providing an analysis of how UNDP has positioned itself to add value in response to national needs and changes in the national development context.

■ Presenting key findings, drawing key lessons, and providing a set of clear and forward-looking options for the management to make adjustments in the current strategy and next country programme.

The ADR will review the UNDP experience in Botswana and its contribution to the solution of national development challenges. The evaluation will cover the ongoing and previous country programmes. Although it is likely that greater emphasis will be placed on more recent interventions (due to better availability of data) efforts will be made to examine the development and implementation of UNDP's programmes since the start of the period to assess consistency (or lack of) and adaptation to contextual changes over time. The identification of existing evaluative evidence and potential constraints (lack of records, institutional memory, etc.) will occur during the initial scoping mission (see Section 4 for more details on the process). The overall methodology will be consistent with the ADR Guidelines prepared by the EO (dated January 2007).

While assessing UNDP contribution to national development results, the evaluation will focus on two key dimensions: a) analyses of UNDP contributions to development outcomes in each of the programmatic areas of focus; b) the strategic positioning of UNDP. The analysis will also try to identify unexpected outcomes related to UNDP interventions, positive or negative, as well as missed opportunities.

The evaluation will also consider the influence of administrative constraints affecting the programme. If during initial analysis these are considered important, they will be included in the scope of the evaluation. Issues related to the existence of an effective monitoring and evaluation system will be systematically addressed. It should be noted that special efforts will be made to examine UNDP's contribution to capacity development, knowledge management and gender equality.

DEVELOPMENT RESULTS

The assessment of development outcomes will entail a comprehensive review of UNDP programme portfolios of the previous and ongoing programme cycles. This will include an assessment of: development results achieved and the contribution of UNDP in terms of key interventions; progress in achieving outcomes for the ongoing country programme; factors influencing results (UNDP's positioning and capacities, partnerships, policy support); and achievements/ progress and contribution of UNDP in practice areas (both in policy and advocacy). In addition, the cross-cutting linkages and their relationship to MDGs and UNDAF will be analysed. The analysis of development results will identify challenges and strategies for future interventions.

Besides using the available information, the evaluation will document and analyse achievements against intended outcomes and linkages between activities, outputs and outcomes. The evaluation will qualify UNDP's contribution to outcomes with a reasonable degree of plausibility. The following is a core set of criteria related to the design, management and implementation of UNDP interventions in the country:

■ **Effectiveness:** Did the UNDP programme accomplish its intended outcomes? What are the unexpected outcomes it yielded?

■ **Efficiency:** How optimally did UNDP use its resources (human and financial) in

implementing the programme? What could be done to ensure a more efficient use of resources in the specific country context?

- **Sustainability:** Are the benefits of UNDP interventions owned by national stakeholders? Are there conditions conducive to the consolidation / continuation of such benefits after the intervention is completed?

STRATEGIC POSITIONING

The analysis of the strategic positioning of UNDP will include: i) a systematic analysis of UNDP niches and roles within the development and policy arena in Botswana; ii) a review of the strategies used by UNDP to strengthen its position; and iii) an analysis of the policy support and advocacy initiatives of the UNDP programme vis-à-vis other stakeholders. The evaluation will analyse a core set of criteria related to the strategic positioning of UNDP, such as:

- **Relevance of UNDP programmes:** How relevant are UNDP programmes to the priority needs of the country? Did UNDP apply the right strategy within the specific political, economic and social context of the region? To what extent are long-term development needs likely to be met across the practice areas? What were critical gaps in UNDP programming?

- **Responsiveness:** How did UNDP anticipate and respond to significant changes in the national development context? How did UNDP respond to national long-term development needs? What were the missed opportunities in UNDP programming?

- **Equity:** Did the programmes and interventions of UNDP lead to reduced vulnerabilities in the country? Did UNDP intervention in any way influence the existing inequities (exclusion/inclusion) in the society? Was the

selection of geographical areas of intervention guided by need?

- **Partnerships:** How has UNDP leveraged partnerships within the UN System as well as with national civil society and the private sector?

Within the context of partnerships with the UN System and overall UN coordination, the specific issue of the development of joint programmes will be highlighted.

4. EVALUATION METHODS AND APPROACHES

DATA COLLECTION

In terms of data collection, the Evaluation Team will use a multiple method approach that could include desk reviews, workshops, group and individual interviews (at both HQ and the CO), project/field visits and surveys. The appropriate set of methods would vary depending on the country context and the precise nature would be determined during the scoping mission and detailed in an inception report[41].

VALIDATION

The Evaluation Team will use a variety of methods to ensure that the data is valid, including triangulation. Precise methods of validation will be detailed in the inception report.

STAKEHOLDER PARTICIPATION

A strong participatory approach is envisaged involving a broad range of stakeholders; this will include government representatives, civil society organizations, private sector representatives, UN agencies, multilateral organizations, bilateral donors, and direct beneficiaries of UNDP projects.

5. EVALUATION PROCESS

The ADR process can be divided into three phases, each including several steps.

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41. The Scoping Mission and Inception Report are described in Section 5 on the evaluation process

PHASE 1: PREPARATION

■ **Desk review** − Initially carried out by the EO (identification, collection and mapping of relevant documentation and other data) and continued by the Evaluation Team. This will include general development-related documentation as well as a comprehensive overview of the UNDP programme over the period being examined.

■ **Stakeholder mapping** − This will include both direct partners of UNDP as well as stakeholders who do not work directly with UNDP but can offer interesting analytical perspectives. The mapping exercise will also indicate the relationships between different sets of stakeholders.

■ **Inception Meetings** − Interviews and discussions in UNDP HQ with the EO (process and methodology), Regional Bureau for Africa (context and county programme) as well as with other relevant bureaux as appropriate.

■ **Scoping mission** − A mission to Botswana in order to:

- identify and collect further documentation;

- validate the mapping of the country programmes;

- get key stakeholder perspectives on key issues that should be examined;

- address logistical issues related to the main mission including timing;

- identify the appropriate set of methods for data collection and analysis; and

- conduct an entry workshop where the ADR objectives, methods and process will be explained to stakeholders.

The Task Manager will accompany the Team Leader on the mission.

■ **Inception Report** − The development of a short inception report which will include the final evaluation design and plan, background to the evaluation, key evaluation questions, detailed methodology, information sources and instruments, plan for data collection, design for data analysis, and format for reporting.

PHASE 2: CONDUCTING ADR AND DRAFTING EVALUATION REPORT

■ **Main ADR mission** − The mission of two (possibly three) weeks will be conducted by the independent Evaluation Team and will focus on data collection and validation. The Team will visit significant project/field sites as identified in the scoping mission.

■ **Analysis and reporting** − The information collected will be analysed in the draft ADR report by the Evaluation Team within four weeks of the departure of the Team from the country.

■ **Review** − The draft will be subject to: (a) factual corrections and views on interpretation by key stakeholders (including the UNDP CO, Regional Bureau for Africa and government); (b) a technical review by the EO; and (c) a review by external experts. The EO will prepare an audit trail to show how these comments were taken into account. The Team Leader, in close consultation with the EO Task Manager, shall finalize the ADR report based on these final reviews.

■ **Stakeholder meeting** − A meeting with the key national stakeholders will be organized to present the results of the evaluation and examine ways forward in Botswana. The main purpose of the meeting will be to facilitate both the accountability of UNDP interventions at the country level and greater ownership of the evaluation process, of its conclusions and recommendations. It may be necessary to incorporate some significant comments into the final evaluation report (by the Evaluation Team Leader).

PHASE 3: FOLLOW-UP

■ **Management response** − The UNDP Associate Administrator will request the CO and Regional Bureau to jointly prepare a management response to the ADR. As a unit

Activity	Estimated date
Collection and mapping of documentation by the Research Assistant	April 2008
Desk review by the Evaluation Team	April 2008
Scoping Mission to Barbados and OECS	April 2008
Inception report	No later than two weeks after the scoping mission
Evaluation Team meeting at UNDP New York	May 2008
Main ADR mission to Barbados and the OECS	June 2008
Submission of First Draft Report	August 2008
Comments from EO and Advisory Panel	September 2008
Submission of Second Draft Report	September 2008
Factual corrections from corrections from CO, Regional Bureau for Africa and Government	October 2008
Issuance of final report	November 2008
Stakeholder workshop	November 2008

exercising oversight, the Regional Bureau for Africa will be responsible for monitoring and overseeing the implementation of follow-up actions in the Evaluation Resource Centre.

■ **Communication** – The ADR report and brief will be widely distributed in both hard and electronic versions. The evaluation report will be made available to the UNDP Executive Board by the time of approving a new Country Programme Document. It will be distributed in Botswana and at UNDP headquarters and copies will be sent to evaluation outfits of other international organizations as well as to evaluation societies and research institutions in the region. Furthermore, the evaluation report and the management response will be published on the UNDP website[42] and made available to the public. The report's availability should be announced on UNDP and external networks.

The tentative timeframe or the evaluation process is detailed in the table above.

6. MANAGEMENT ARRANGEMENTS

UNDP EO

The UNDP EO Task Manager will manage the evaluation and ensure coordination and liaison with Regional Bureau for Africa other concerned units at headquarters level and the CO management. The EO will also contract a Research Assistant to facilitate the initial desk review and a Programme Assistant to support logistical and administrative matters. The EO will meet all costs directly related to the conduct of the ADR. These will include costs related to participation of the Team Leader, international and national consultants, as well as the preliminary research and the issuance of the final ADR report. EO will also cover costs of any stakeholder workshops as part of the evaluation.

THE EVALUATION TEAM

The team will be constituted of three core members plus the Task Manager and the Research Assistant:

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42. www.undp.org/eo/

- Consultant Team Leader, who has the overall responsibility for providing guidance and leadership, and for coordinating the draft and final report;

- Consultant Team Specialist, who will provide the expertise in the core subject areas of the evaluation, and be responsible for drafting key parts of the report; and

- National Consultant, who will support the team in data collection and analyses at the country level, as well as support the work of the missions.

The Team Leader will have a demonstrated capacity in strategic thinking and policy advice and in the evaluation of complex programmes in the field. All team members will have in-depth knowledge of development issues in Botswana

The Evaluation Team will be supported by a Research Assistant based in the EO in New York. The Task Manager of the EO will support the Team in designing the evaluation, will participate in the scoping mission and will provide ongoing feedback for quality assurance during the preparation of the inception report and the final report. Depending on needs, the EO Task Manager might also participate in the main mission.

The Evaluation Team will orient its work by United Nations Evaluation Group norms and standards for evaluation and will adhere to the ethical Code of Conduct[43].

THE BOTSWANA COUNTRY OFFICE

The CO will take a lead role in organizing dialogue and stakeholder meetings on the findings and recommendations, support the Evaluation Team in liaison with the key partners, and make available to the Team all necessary information regarding UNDP activities in the country. The CO will also be requested to provide additional logistical support to the Evaluation Team as required. The CO will contribute support in kind (for example office space for the Evaluation Team) but the EO will cover local transportation costs.

7. EXPECTED OUTPUTS

The expected outputs from the Evaluation are:

- an inception report (maximum 20 pages);

- a comprehensive final report (maximum 50 pages plus annexes);

- a two-page evaluation brief; and

- a presentation for the final stakeholder workshop.

The final report of the ADR may follow the following format:

- Chapter 1: Introduction

- Chapter 2: Country context

- Chapter 3: UN and UNDP in the country

- Chapter 4: UNDP contribution to national development results

- Chapter 5: Strategic positioning of the UNDP country programme

- Chapter 6: Conclusions, lessons and recommendations

Detailed outlines for the inception report, main ADR report and evaluation brief will be provided to the Evaluation Team by the Task Manager.

The drafts and final version of the ADR report will be provided in English. The published document will also be in English.

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43. The UN Evaluation Group Guidelines, 'Norms for Evaluation in the UN System' and 'Standards for Evaluation in the UN System', (April 2005).

Annex 2

PERSONS CONSULTED

GOVERNMENT INSTITUTIONS

Aniku, D., Principal Natural Resources Officer, DEA

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Annex 3

EVALUATION QUESTIONS OF THE ADR BOTSWANA

Evaluation variable	Evaluation question from the Terms of Reference	Issues emerged during the scoping mission	Complementary evaluation questions
Effectiveness	Did the UNDP programme accomplish its intended outcomes? What are the unexpected outcomes it yielded?	Achievement of results and added value by the UNDP.	What are the main contributions to development for which UNDP is recognized in Botswana? To what extent, and how, do these contributions relate to the intended outcomes that UNDP has strived to achieve? What are the impacts of UNDP interventions among local populations? What other conditions and factors have had a significant influence on the achievement of UNDP's development results? Where has UNDP made its greatest contributions to the development of Botswana in the latest programming cycle? Since 2000?
Efficiency	How optimally did UNDP use its resources (human and financial) in implementing the programme? What could be done to ensure a more efficient use of resources in the specific country context?	Operational efficiency.	Are all four units achieving satisfactory results? If not, why not? Where is the UNDP Botswana programme realizing opportunities for synergies among the four programming units? How much is UNDP Botswana's programme planning and delivery dependent on individuals, starting with the RR? Are UNDP budgets sufficient to meet the needs of its government partners? How efficient, rapid and flexible are UNDP's decision making and approval processes during project development and implementation, compared with expectations of partners? Does UNDP have the necessary capacity, especially with regard to human resources, to meet its own responsibilities?

Evaluation variable	Evaluation question from the Terms of Reference	Issues emerged during the scoping mission	Complementary evaluation questions
Sustainability	Are the benefits of UNDP interventions owned by national stakeholders? Are there conditions conducive to the consolidation / continuation of such benefits after the intervention is completed?	Capacity development (at various levels and through several dimensions). Alignment with GoB strategies, systems and procedures. National ownership. Development support services. Participation of stakeholders and beneficiaries. Inter-institutional linkages and synergies.	How has UNDP been able to contribute to the capacity development of partner institutions, particularly to the development of their human resources? How well does UNDP follow-up to determine the longer-term sustainability of its interventions and results? Do adequate systemic, technical and financial capacities and commitments exist within key role players to capitalize on UNDP contributions to development?
Relevance	How relevant are UNDP programmes to the priority needs of the country? Did UNDP apply the right strategy within the specific political, economic and social context of the region? To what extent are long-term development needs likely to be met across the practice areas? What were critical gaps in UNDP programming?	Advocacy and technical assistance. Knowledge management and sharing. Thematic focus of UNDP. Development support services. Participation of stakeholders and beneficiaries.	To what extent have UNDP programmes been relevant to the national development goals and strategies of GoB? To what extent are the GoB's national development goals and strategies in line with the most pressing national needs? Are UNDP programmes responding to the real needs of target groups? What is UNDP Botswana's real capacity to provide policy advice on governance and other issues? Where should UNDP Botswana's programme focus be? How can future programmes build on the strengths / comparative advantages and avoid / overcome the weaknesses? To what extent is UNDP contributing to effective learning and knowledge sharing among development partners and programme participants?

Evaluation variable	Evaluation question from the Terms of Reference	Issues emerged during the scoping mission	Complementary evaluation questions
Respon-siveness	How did UNDP antici-pate and respond to significant changes in the national develop-ment context? How did UNDP respond to national long-term develop-ment needs? What were the missed opportunities in UNDP programming?	Responsiveness.	Does UNDP use a clear, coherent and appropriate strategy to maximize opportunities to contribute to development in Botswana? Will the intended results of UNDP remain relevant within the changing context of develop-ment in Botswana? How has UNDP been able to capitalize on opportunities and emerging issues? How effectively and in what manner has UNDP anticipated and dealt with problems and constraints? Do UNDP Botswana's government and donor partners have a clear vision of UNDP's role in Botswana? How does this correspond with UNDP Botswana's self-image and strategy? What are the implications of any mismatch with what was intended?
Equity	Did UNDP programmes and interventions lead to reduced vulnerabilities in the country? Did UNDP intervention in any way influence the existing inequities (exclusion/inclusion) in the society? Has the selection of geographical areas of intervention been guided by need?	Gender equality and mainstreaming. UNDP's geographical focus. Poverty reduction.	Do UNDP programmes display the necessary cultural sensitivity?
Partnerships	How has UNDP leveraged partner-ships within the UN System as well as with national civil society and the private sector?	Aid coordination (between UN country team, among develop-ment partners, and the role of the GoB). Partnerships.	To what extent and how have the range and quality of UNDP partnerships influenced the achievement of results? To what extent has UNDP been effective in using opportunities for harmonization of its efforts with those of its partners? How effective is the cooperation strategy with other UN agencies within these addressed areas? How effective is the cooperation strategy with other development partners? To what extent is UNDP promoting coordination between (i) the GoB and donors; (ii) donors; and (iii) civil society organizations and donors? What are the key development funding modalities used in Botswana and how effective are those of UNDP? How have UNDP development contributions affected its position and role in Botswana?

Annex 4

GUIDELINES FOR CONDUCTING STAKEHOLDER INTERVIEWS

- Introduction
  - Purpose of the ADR and our mission.
  - Composition of the team.
  - Why we wanted to have this meeting.
  - Discussions are confidential.

- Relationship with UNDP
  - What projects and/or activities have comprised your relationship with UNDP?

- Achievement of outcome
  - Remind yourself/ them what was defined as outcome(s) in this practice area.
  - In your opinion, what should have been achieved through the collaboration with UNDP?
  - In your opinion, to what extent has the defined outcome been achieved?

- Experience on collaboration with the UNDP
  - How effective were your programmes that were supported by the UNDP?
  - What positive aspects / advantages / strengths do you see in this collaboration?
  - What challenges / weaknesses / constraints have there been in the collaboration with UNDP?

- Sustainability
  - Could you comment on the sustainability of the programme?

- Possible aspects: capacity, alignment to GoB strategies, national ownership, stakeholder participation, inter-institutional linkages and synergies.

- Relevance
  - Were the activities and objectives of your programme relevant for the achievement of the outcome?

- Responsiveness
  - In instances where needs and/or circumstances have changed, has UNDP been able to review and revise its approach?

- Equity
  - To what extent have UNDP-supported programmes addressed issues of gender inequality, good governance, geographical targeting and overall poverty reduction?

- Partnerships
  - Comment on UNDP partnership strategy for achievement of set outcomes in the four practice areas, highlighting achievements, challenges and possible recommendations.
  - Reminder of partnerships: with the government, civil society, private sector, other development partners, UN agencies.

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