



Republic of Botswana



UNITED NATIONS BOTSWANA

INDEPENDENT EVALUATION OF THE GOVT OF BOTSWANA - UN PROGRAMME OPERATIONAL PLAN 2010-2016

FINAL REPORT

Submitted by



Cliff Bernard Nuwakora

c/o

CASE International Consultants Ltd

P.O Box 6916

Mukwasi hse, 1st floor, suite W1.5,

Lumumba av, Nakasero

Tel. +256 772 525 661, Kampala Uganda

Email: cliff.nuwakora@gmail.com, cliff@caseconsultug.com

Website: www.caseconsultug.com

October, 2015

Foreword

Acronyms and Abbreviations

UNDP	United Nations Development Programme
GoB	Government of Botswana
UNCT	United Nations Country Team
NDP	National Development Plan
POP	Programme Operations Plan
UN	United Nations
DaO	Delivering as One
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population Fund
UNDG	United Nations Development Group
OECD/DAC	Organisation for Economic Development/ Development Assistance Committee
RGs	Results Groups
MTR	Mid Term Review
PSC	Programme Steering Committee
MFDP	Ministry of Finance and Development Planning
RC	Resident Coordinator
NGOs	Non-governmental Organisations
PCG	Programme Coordination Group
OMT	Operations Management Team
ADCOM	Advocacy and Communication
UNTGs	United Nations Thematic Groups
TCG	Thematic Coordination Group
PCME	Programme Coordination Monitoring and Evaluation
RBM	Results Based Management
HRBA	Human Rights Based Approach
MIC	Middle Income Country
TA	Technical Assistance
MOV	Means of Verification
FAO	Food Agriculture Organisation
LED	Local Economic Development
SDGs	Sustainable Development Goals
JRMPS	Joint Resource Mobilization and Partnership Strategy
CBOs	Community Based Organisations
MDG	Millennium Development Goals
CSOs	Civil Society Organisations
GDP	Growth Domestic Product
IMF	International Monetary Fund
WHO	World Health Organisation
NCD	Non-communicable Diseases
NACA	National AIDS Coordinating Agency
NSSD	National Strategy for Sustainable Development
EIS	Environmental Information System
SADC	Southern Africa Development Community
GBV	Gender Based Violence
NCC	National Council for Children
CCF	Children's Consultative Forum
EFA	Education for All

Acknowledgement

The smooth and successful execution of this evaluation was made possible by the overt and covert contribution of a spectrum of individuals and agencies. The evaluator is particularly grateful to the PCME for the overall guidance provided in the execution of this assignment without which the success of the evaluation would not have been this.

In the same spirit the evaluator wishes to thank all the result group members as well as government officials and the entire staff of UN agencies that provided the evaluation data as well participating in all the planning and validation activities. Without your input the smooth execution of the assignment would not have been achieved to this magnitude.



Table of contents

Foreword.....	ii
Acronyms and Abbreviations	iii
Acknowledgement.....	iv
Executive summary.....	vi
1.0 Introduction.....	1
1.1 Programme background	1
1.2 Rationale for programme evaluation	1
1.3 Evaluation Scope	2
1.4 Evaluation Methodology	2
2.0 Programme Governance, Coordination Mechanisms and Reporting Structure	3
2.1 Management structures for the GoB-UN POP.....	3
2.2 UN Internal Coordination Mechanisms	5
2.4 Assessment of DaO as a Governance and Co-ordination Framework in UN Botswana.....	6
2.5 Strengths: UN GOB POP governance and co-ordination and reporting mechanisms	8
2.6 Challenges: UN GOB POP governance and co-ordination and reporting mechanisms	10
2.7 Challenges of Result Groups and Reporting mechanisms	11
2.8 Lessons learnt: UN GOB POP Governance and Co-ordination mechanisms	11
2.9 International Best Practices	13
3.0 Programmatic achievements.....	14
3.1 Governance and Human Rights promotion.....	14
3.1.1 Expected programme results	14
3.1.2 Key thematic achievements	15
3.2 Economic Diversification and Poverty Reduction	18
3.2.1 Expected Programme Results.....	18
3.2.2 Key Programme achievements.....	18
3.3 Health and HIV/AIDS.....	21
3.3.1 Key Programme achievements.....	21
3.4 Environment and Climate Change	24
3.4.1 Expected Programme Results.....	24
3.4.2 Key Programme achievements.....	25
3.5 Children, Youth and Women's Empowerment	26
3.5.1 Expected Programme Results.....	27
3.5.2 Key Programme achievements.....	27
4.0 Programme Assessment in the light of OECD/DAC Evaluation Criteria.....	29
4.1 Programme relevance	29
4.3 Programme Efficiency.....	30
4.4 Sustainability of programme benefits	31
5.0 Conclusions and General Recommendations	32
5.2 Conclusions on Programme Governance, Coordination and Reporting mechanisms.....	32
5.3 Recommendations for Programme Governance, Coordination and Reporting mechanism.....	33
Key M&E focus areas.....	34
5.3 Conclusions on Programmatic achievements	36
5.4 Recommendations for improving programmatic achievements.....	36
Annex 1: Level of implementation and outcomes of the MTR recommendations	37
ANNEX 2: Assessment of UN Joint Resource Mobilization and Partnership Strategy (Jrmeps).....	42
Annex 3: Summary of programmatic achievements.....	46
Annex 4: Result Groups/Stakeholder Self-Assessment Tool.....	50
ANNEX 5: List of documents reviewed	53

Introduction

The GoB-UN POP 2010 – 2016 provides a framework in which various United Nations agencies both resident and non-resident in cooperation with other stakeholders including the government and civil society contribute to national development. The Mid-term review of the plan in 2012 made significant recommendations that caused strategic modifications in the plan mostly the plan extension up to 2016 in order to properly align it with the national long term planning cycle. The GoB UN POP is anchored on five thematic areas with clear set outcomes as indicated in the programme results matrices. The thematic areas are; Governance and Human Rights promotion, Health and HIV/AIDs, Economic Diversification, Environment and climate change and children, youths and women empowerment.

Under each thematic area, the programme envisaged specific output and outcome results with well-defined indicators as reflected in the results matrices. The extent to which the programme has achieved the set results at the outcome level as well as analysis of the programme governance, coordination mechanisms and reporting structures formed the gist of this evaluation. More specifically the evaluation was guided by the following objectives;

Specific evaluation objectives

- Collect and document lessons-learned which will form the basis of providing actionable recommendations in terms of governance, coordination mechanisms, reporting structures, work of the Results Groups, under the GOVT OF BOTSWANA - UN PROGRAMME OPERATIONAL PLAN 2010-2016.
- Identify programmatic achievements and challenges at the outcome level of the GOVT OF BOTSWANA - UN PROGRAMME OPERATIONAL PLAN 2010-2016, especially focusing on the collective comparative advantage of the UN.
- Undertake an independent assessment of the relevance, effectiveness, efficiency and sustainability of the GOVT OF BOTSWANA - UN PROGRAMME OPERATIONAL PLAN 2010-2016 building on the extensive Mid Term review and the progress since then.
- To determine how the UN agencies worked together in implementing the GOVT OF BOTSWANA - UN PROGRAMME OPERATIONAL PLAN and GOB-UN POP and to what extent efforts in advancing the Delivering as One model impacted on overall efficiency and effectiveness.
- To identify international best practices and lessons learned to determine whether these have been applied in Botswana and to what extent have they contributed to the efficiency and effectiveness of UN support.
- Make recommendations for use in the design, implementation and reporting of the new GOVT OF BOTSWANA - UN PROGRAMME OPERATIONAL PLAN and its support programmes.

Methodology

A highly participatory evaluation was thus undertaken between August and September, 2015 under the facilitation of an Independent Consultant (Cliff Bernard Nuwakora), guidance and supervision of the Resident Coordinator's office. The evaluation adopted a mixed methods approach with both a qualitative and quantitative leaning. The evaluation data was captured from both primary (result groups, senior government and programme management officials) and secondary (programme reports and other national level research reports) data sources. Primary data collection made use of a Self-Assessment Tool (Result Groups) and a key informant guide while secondary data collection made use of data extraction tool (Annexes 1&2).

Main findings

Programme Governance is well structured in a manner that promotes effective participation of all stakeholders which is potentially important for promoting, programme effectiveness, efficiency and sustainability. This is because programme governance is shared between the government and the UN agencies; a factor that has facilitated joint programming and management hence efficient resource utilization. Through the established governance structures, stakeholder participation and ownership of the programme has been enhanced hence contributing to likelihood of programme sustainability.

Composition of governance structures is adequate and facilitates implementation as senior level officers are the ones overseeing programme implementation through various structures to which they are members.

There is satisfactory coordination among the UN agencies which in turn has promoted team work and harmonized interventions in responding to Botswana's national development priorities. The level of coordination evidences that there is impressive progress towards Delivering as One. However, while there has been great success in designing and implementing One Programme as evidenced by the current GoB UN POP, other pillars of DaO; one leader, one budget and one office have not been achieved yet, the interventions undertaken in this direction notwithstanding.

Delivering as One is a well thought through approach with tremendous efficiency and effectiveness gains not only to the UN but also to the government of Botswana. This is because of the avenues of skill sharing, joint resource mobilization, programme coherence, streamlined coordination and enhanced voice that are provided under the DaO approach.

On the government's side, the UN interventions are coordinated in the offices of Deputy Permanent Secretaries while from the UN side, the office of Resident Coordinator. While this coordination arrangement has facilitated smooth policy formulation and implementation, the delegated government coordinating structures (Office of Deputy PS) is quite busy which to some extent hampers effective execution of coordination functions. It was reported that many times meetings have been rescheduled on the account of non-availability of government officials.

GoB UN POP governance, coordination mechanisms and reporting structures have exhibited key strengths in promoting inter and intra agency partnerships, programme alignment with government priorities, and synergies across sectors among others.

Direct programme implementation has heavily rested upon the shoulders of implementing partners yet glaring capacity inadequacies are still prevalent among most IPs especially those at lower levels. This in isolated instances delayed programme activity implementation and realization of expected results. Whilst the philosophy used by the UN of providing technical assistance for upstream programme activities has worked well as the technical assistance provided is well filtering through a number of policies and action plans that have been developed, capacity gaps among lower level IPs is hindering the achievement of the outcome indicators.

Achievement of most programmatic outcome indicators is still low with some indicators like HIV/AIDS prevalence, government effectiveness, youth unemployment and maternal mortality rate having declined below the baseline indicators. Despite the slow progress towards achievement of outcome indicators, the evaluation noted that the major achievement registered during this UNDAF cycle has been establishment of a conducive policy environment and capacity strengthening. This therefore conveys a ray of hope over enhanced programme outcome achievement in the long run.

The evaluation further noted that while the outcome indicators are clearly stated in the result matrices, the means of verification were not clearly specified at the design stage. This deprived the programme of clear direction in making contribution towards ensuring systematic and timely data capture and analysis to reflect programme outcome level achievements. As such, programmatic reporting has been limited to activities and outputs. Nevertheless, the evaluation established that the interventions implemented hitherto have impressively created a supportive environment exemplified by policy clarity, capacity strengthening and

creation of structures and it is apparent that next period will witness significant programme outcomes should the implementation processes keep up or scale up the pace.

There is a very well-established unique structure with clear leadership, linkages and roles in relation to the programme thematic areas reviewed, right from the UN to GoB level through line ministries to the service delivery points. The RGs co-chairs have got to play a significant role in ensuring enhanced coordination mechanism between UN and GoB as well as in enhancing IPs in being accountable in program implementation

The programme governance structure promotes effective participation of all stakeholders hence fostering inter and intra partnerships among UN agencies on one hand and other development partners on the other. This has facilitated sharing of skills and expertise leading to efficient programme implementation and management.

The division of roles and responsibilities among the various governance structures has effectively promoted government ownership of the interventions as the UN is only portrayed as an enabler. This is potentially important for programme benefit continuity beyond the implementation period.

The programme governance arrangements gives the implementing partners considerable responsibilities along the programme implementation path but some reportedly lack sufficient technical capacity yet UN's technical assistance is concentrated at upstream policy formulation. Lack of adequate capacities detrimentally impends effective implementation and realization of expected results.

The programme governance structure has facilitated the UN and government to effectively work together at strategic level. Subsequently there has been proper alignment of UN interventions with national development priorities hence streamlined UN contribution to national development. However, while delays were notably minimal at upstream policy formulation levels, lower level implementation has been in many instances been marred with delays; a case in point being the delayed implementation of the planned gender mainstreaming activities as well as climate change and environment projects and scale up of out of school education.

The technical assistance that the UN has been providing is well filtering through a number of policies, strategies and action plans that have been formulated. This has facilitated the integration of global development ideologies and concepts for example sustainable development, and Human Rights Based Approach into the planning and development processes of Botswana. As such Botswana's capacity to meet her international and regional obligations has impressively been enhanced.

GoB UN POP has effectively achieved enhanced coordination among UN agencies in contribution to national development priorities while capacitating government structures to manage direct implementation. This has promoted programme relevance, effectiveness, efficiency and sustainability hence qualifying as an international best practice.

Lessons Learnt

Joint programming and alignment of the GoB UN POP: The Bot UN POP Programme has been designed in tandem and alignment with the GoB national policy strategy NDP10. The current cycle of government medium term strategic planning and visioning beyond 2016 is also aligned to national goals and national priorities which addresses critical gaps.

UN Comparative Advantage: The UN has learnt that there is need to refocus and position itself relevantly on its mandate within the country especially by exploiting its comparative advantage. The GoB strategic policy and visioning process also presents an opportunity for the UN to retool and re-strategize its interventions based on its comparative advantage of tested and tried TA, human and logistical strengths , innovative programming rather than being viewed as a donor within Botswana.

Enhancing DaO principles. With DaO as the over-arching operational model; to enhance the UN processes and systems, harmonization, alignment, joint programming etc there is need to bring to the forefront

programming instruments such as RBM, HACT and HRBA. Hosting the majority of the UN agencies in one UN building has also proved effective in coordinating UN business with the government as well as efficient utilization of resources for example FAO is also housed in GoB premises. The role of RCO as One Leader empowered to coordinate the UNCT has led ownership of the GoB UN POP program. For the UNCT to further realize and fulfil the DaO SOPs there is need to harmonize programming and operations systems and procedures such as harmonized procurement. This will reduce parallel processes and the subsequent transaction costs thereby enhancing the coordination and planning, and the resultant realization of the value for money and return on Investments. UN has also picked a lesson that in order to DaO, there is need to harmonize and simplify programming and operations processes such as M&E, results based Management as a self-starter country.

M&E and Reporting Instruments: Though structures are in place the UN GoB has learnt that without bringing to the forefront the UN M&E programming instruments and building capacities in those respective areas like RBM, HRBA, and HACT as well as monitoring principles the program implementation will always not be delivered to its full expectations. Another lesson by the UN GoB has been for structures to function well there is need to build the right skills as well as have the right tools supported with ICT.

Focus on downstream capacity gaps: The implementation of the GoB UN POP has also revealed to the partners the existence of glaring capacity gaps at the various government structures especially at the Director and levels below as a result of centralized ministries which end up taking on many roles and overwhelmed by government business. There is no deliberate empowerment of the downstream district structures at Local Government in implementation government programs since decentralization policy has not been operationalized. The UN should explore opportunities to bridge this downstream gap by providing matching TA

Partnerships and synergies: For those UN agencies who are thin in terms of structures and staffing such as FAO, experience has revealed that they have been able to reap from the synergies provided by the other sister agencies by benefiting from the human resources as they implement their programs. This has also led to improved coordination and reduction in time factor as well as duplication of resources. Another lesson in terms of partnerships and synergy has been in the value to exploit South to South Cooperation based on its advantages and level of building capacities especially in LED related interventions.

Need for up to date national data and statistics: Dealing with outdated data and statistics in terms of long intervals between various government surveys and inaccuracies has also been pointed as a lesson discovered along the path in proper planning and programming which later curtails the measurement of impact on government service delivery.

Staff motivation and incentives: To improve on results reporting mechanisms the UN-GoB has realized that there is need to introduce progressive incentives and disincentives for the members of the management and implementation structures which will improve efficiency.

a) Recommendations on Programme Governance and Coordination and Reporting Mechanisms: - there are no recommendation on Governance?

Programme Governance: The current governance structure, coordination and management as already indicated should be maintained as it represents all key stakeholders and encourages full and active participation by both the GoB and UN horizontally and vertically in GoB UN POP implementation. Further still the GoB should engage more with higher level offices like Presidents Office and ministers in enforcing that the good policies formulated are also implemented by the government institutions within their respective mandates. On the UN side there is need to fast track the fulfilment of the DaO principles in line with the DaO SOPs.

Strengthening M&E and reporting mechanisms through RBM, HRBA and PBM: A strong and committed, leadership and a concrete work plan specifying clear responsibilities, M&E mechanism and communications plan are essential to sustain the functionality of Result Groups in reporting up to the result/outcome level. This can be achieved through the introduction and application of RBM which should also be applied hand in

hand with Performance Based Management (PBM) system so that the programs and operations personnel both on the side of UN and government are held accountable during their respective appraisal processes.

The monitoring and evaluation systems and processes for the GoB – UN POP should focus on the Outcomes right from the start of the planning through implementation so that the definitions of all system indicators are coherent with right definition of data and ascertaining of its feasibility and availability later on quality and adequacy.

The UN and government both need to fully bring at the forefront and embrace the Results Based Management (RBM), Harmonized Cash Transfer (HACT) and Rights Based Approach to Programming (RBAP) as important programming tools in order to ensure Real time monitoring.

There is need for Capacity Needs Assessments (CNA) to develop suitable strategies that contribute to the strengthening of the institutions and systems and such skills could be in strengthening M&E reporting mechanisms through RBM, HACT and HRBA; UN program processes and operations and finally strategic planning and management

There is need to establish a Results Based M&E in order to enhance programme capacity to timely and systematically capture data on programme performance at all levels (activity, output, outcome and impact). This requires the programme management to undertake a ten-step process; 1) Readiness assessment, 2) agreeing on outcomes to monitor, 3) setting outcome indicators, 4) gathering baseline data, 5) setting realistic targets, 6) monitoring for results, 7) periodic programme evaluation, 8) systematic reporting of results, 9) dissemination and utilization of results and 10) planning for sustainability.

Investment in capacity strengthening in data collection, analysis and report is thus critical for the successful establishment of RBM&E. This is potentially important for streamlined integrated data base management which is a strong pillar for effective Results-Based Monitoring & Evaluation.

The programme management should undertake initiatives towards having amalgamated programme reports as opposed to the current practice where each result group compiles its individual report. This is critical for reducing the number of reference documents to be reviewed during any evaluative activity. It also harmonizes reporting and statistical inconsistencies.

Means of verification at both the programme and national level should be clarified and efforts made to ensure data availability. While ROAR is a good reporting template, its utilization has been limited to only the Governance and Human Right promotion Result Group. The use of ROAR reporting template should be modified to capture outcomes as well and then be adopted across the Results Groups.

Strengthening the PSC Secretariat: The GoB – UN should recruit a Program Officer to coordinate the POP business at GoB and UN agencies. This will be primarily focus on POP business by supporting the PSC GoB staff who are sometimes divided in their respective mandates and PSC work.

b) Improving programmatic achievements

Capacity strengthening of IPs, timely implementation of programme activities and adequate financial allocations for activity implementation remain key initiatives for performance enhancement and output/outcome achievement. This makes capacity needs assessment critical in order guide the design and effective delivery of tailor-made capacity strengthening interventions. A rebalancing of upstream , mid stream and downstream work by UN is also needed.

Overall conclusion: The evaluation concludes that the GoB – UN through its operationalization of the UNDAF through GoB UN Program Operational Plan 2010 – 2016 has made significant and remarkable progress towards realizing its set objectives, goals and priorities in an effort to fulfil the NDP10 and the Government of Botswana Vision 2016 aspirations. The UN has made significant contribution to GoB towards achieving 10 out of the 14 MDG targets apart from only 2 MDGs notably those dealing with the prevalence of

underweight children under 5 years of age, child mortality; maternal mortality and tuberculosis incidence. With the support of the UN and other international, Regional agencies, Botswana is also progressing well with the revision of the NDP10 into NDP11 as well as formulation of the successor to the Botswana Vision 2016. The key lessons learned over the GoB UN POP period are that having a wonderful governance and management structure doesn't necessarily deliver on the required targets and results. This was also due to drawn lessons that some UN programming instruments such as RBM, HACT, and RBAD have not been brought to the forefront in order to ensure that processes and systems are simplified and harmonized for effective delivery of the program results.

1.0 Introduction

This evaluation of the GoB – UN POP 2010-2016 was commissioned by UN – GoB. The evaluation process was facilitated by Cliff Bernard Nuwakora (Independent Consultant) between the months of August and September 2015.

The United Nations Country Team (UNCT) in Botswana in close partnership with the Government of Botswana (GoB) is embarking on activities for a new United Nations Development Assistance Framework (UNDAF) roll out as well as formulation of NDP11 and National Vision beyond 2016. Thus, the Evaluation of the current GoB UN POP 2010 – 2016 is a prerequisite for this roll out process. To optimize the utilization of the study, the UNCT decided to undertake a participatory lessons learned exercise in respect to; Governance, Coordination Mechanisms and reporting structures, the work of the Result Groups and assessment of the GoB UN Programmatic achievements at Outcome level. Therefore, this evaluation was an inward-looking activity, which presents the lessons learned from the successes and challenges, and identifies the issues and opportunities emerging from the current GoB UN POP cycle. The study has drawn inputs primarily from the GoB line ministries, UN staff members, UN management structures and the UNCT.

1.1 Programme background

The UN work in Botswana dates way back to 1966 when Botswana became a member of the United Nations. Since then different UN agencies were running individual country programmes with loose inter-agency coordination until 2008 when Delivering as One (DaO) approach was adopted as a self starter where the roadmap to Development as One was established. Under the approach, individual UN agency mandates are subsumed in the ONE Programme strategic response to national priorities. The approach offers the most strategic response and removes biases of individual agencies and deals with the larger picture and ensures that resources are utilized effectively and efficiently in response to national priorities.

Subsequent to the DaO approach, the 2010-2014 Programme Operational Plan (GoB UN POP) was designed and implemented in order to improve the coherence and effectiveness of the contribution of the United Nations to the attainment of the national priorities of Botswana. The need to properly align the GoB UN POP with the NDP planning cycle as well as the Vision beyond 2016, led to the extension of GoB POP up to 2016. Built on five thematic outcome areas; i) Governance and Human Rights Promotion, ii) Economic Diversification and Poverty Reduction, iii) Health and HIV/AIDS, iv) Environment and Climate Change, v) Children, Youth and Women's Empowerment, the GoB UN POP serves as the UN Development Assistance Framework (UNDAF) action plan as well as an equivalent of the country programme action plan for UNICEF, UNDP and UNFPA.

In 2012, a midterm review of the plan was undertaken and key recommendations including inter alia; 1) Reviewing and refocusing the POP; 2) Strengthening Monitoring and evaluation; 3) Strengthen commitment to and practices towards Delivering As One; and 4) Broaden UN engagement and support to the national development agenda; were made. Therefore, the post MTR programme implementation focused on implementing these recommendations in addition to the activities slated for that period. The GoB UN POP cycle ends in 2016 and as per the undg requirement, the need for an independent evaluation was pertinent in the penultimate year. More specifically, this independent evaluation was conducted with the following objectives.

1.2 Rationale for programme evaluation

Besides being a undg requirement to undertake an independent evaluation in the penultimate year of the programme cycle, this evaluation was intended to Provide strategic insights into the formulation of the 2017-2021 GOVT OF BOTSWANA - UN PROG OPERATIONAL PLAN. Specific objectives of the evaluation were;

- Collect and document lessons-learned which will form the basis of providing actionable recommendations in terms of governance, coordination mechanisms, reporting structures, work of the Results Groups, under the GOVT OF BOTSWANA - UN PROGRAMME OPERATIONAL PLAN 2010-2016.
- Identify programmatic achievements and challenges at the outcome level of the GOVT OF BOTSWANA - UN PROGRAMME OPERATIONAL PLAN 2010-2016, especially focusing on the collective comparative advantage of the UN.
- Undertake an independent assessment of the relevance, effectiveness, efficiency and sustainability of the GOVT OF BOTSWANA - UN PROGRAMME OPERATIONAL PLAN 2010-2016 building on the extensive Mid Term review and the progress since then.
- To determine how the UN agencies worked together in implementing the GOVT OF BOTSWANA - UN PROGRAMME OPERATIONAL PLAN and GOB-UN POP and to what extent efforts in advancing the Delivering as One model impacted on overall efficiency and effectiveness.
- To identify international best practices and lessons learned to determine whether these have been applied in Botswana and to what extent have they contributed to the efficiency and effectiveness of UN support.
- Make recommendations for use in the design, implementation and reporting of the new GOVT OF BOTSWANA - UN PROGRAMME OPERATIONAL PLAN and its support programmes.

1.3 Evaluation Scope

In the light of the evaluation objectives above, the scope of this evaluation was to assess the governance, coordination mechanisms and reporting structure, programmatic achievements as well as programme performance in the light of EOCD/DAC evaluation criteria. The partnership and resource mobilization strategies were also assessed and it was on the basis of the findings therefrom that the evaluation delineated lessons learnt, best practices as well as advancing actionable recommendations for enhanced designed and implementation of the successor programme (GoB UN POP 2017-21).

1.4 Evaluation Methodology

The evaluation employed a mixed methods approach utilizing both primary and secondary data in order to enhance the validity of the findings. Qualitative data was collected through self-assessments of thematic result groups, key informant interviews and in-depth desk reviews. Quantitative data on the other hand was extracted from relevant documents both at programme and national level.

Evaluation participants included members of the thematic Result Groups (RGs), senior level managers of UN agencies as well as government officials (Annex 4). These were purposively selected on the basis of their roles in the implementation of GoB UN POP 2010-16. A self assessment tool (Annex 2) was circulated among all the five thematic result groups while a key informant interview guide was used to obtain data from UN agencies and government officials. The evaluation also involved intensive review of secondary literature on both programme and national development indicators. Desk review made use of a data extraction form (Annex 3).

Data was analyzed following content and thematic analysis procedure organized around three phases namely; 1) organizing similar responses or secondary data under relevant themes and sub themes, 2) comparative analysis of the baseline (MTR) and current programme indicators using the programme results framework as the benchmark, and 3) explaining the convergences and divergences within the data hence setting the basis of making conclusions, drawing key lessons learnt and advancing actionable recommendations.

The key limitation of this evaluation was the absence of clear outcome status indicators at MTR stage as the MTR scarcely reported on programmatic achievements. As such, while the evaluation scope covered a period after the 2012 GoB UN POP MTR, some of the baseline data referred to in this report go beyond this period. Secondly, at the programme design level, means of verification were not clearly stated and as such there are no clear reference documents. In effect, the evaluation discovered a number of statistical inconsistencies in the various documents that have been utilized.

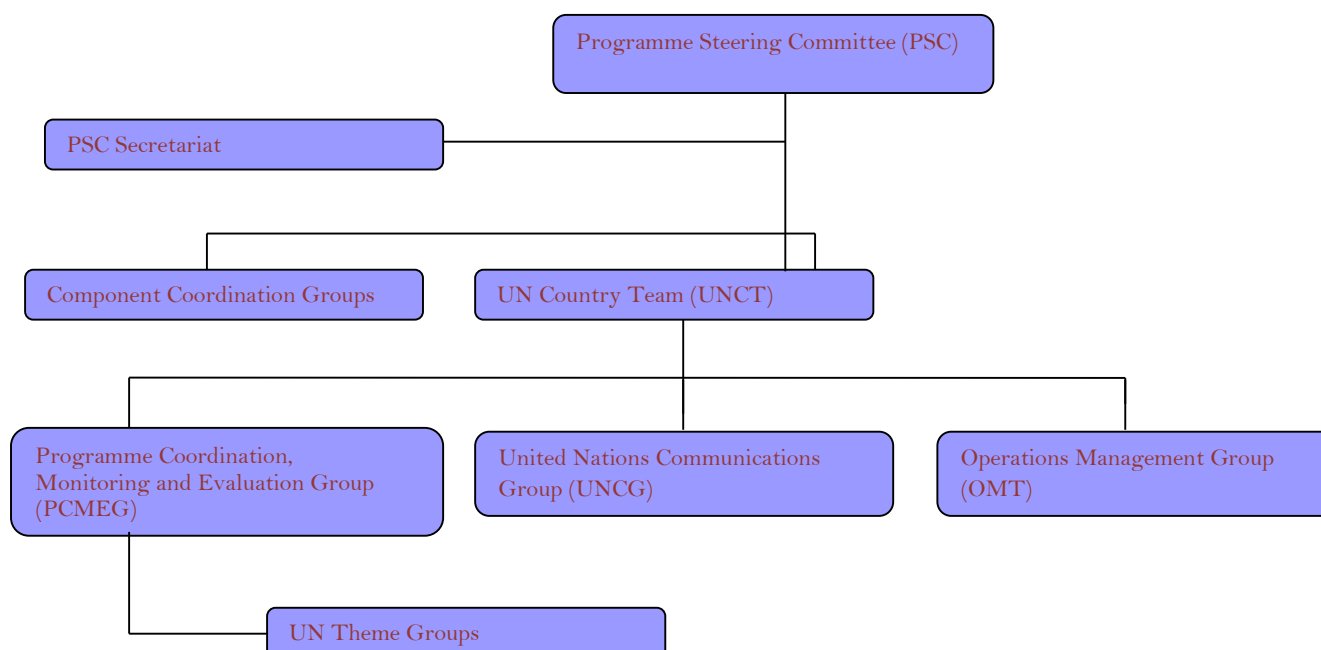
2.0 Programme Governance, Coordination Mechanisms and Reporting Structure

Overview: The Terms of Reference explicitly required the Consultant to collect and document lessons learned and provide actionable recommendations in terms of governance, coordination mechanisms and reporting structures under the GoB – UN POP 2010 – 2016.

2.1 Management structures for the GoB-UN POP

The following is responding to the first part of the ToR which also describes the various governance, management and coordination structures of the implementation of the GoB-UN POP.

The GoB – UN POP Structure



Government of Botswana – UN structures: According to the joint GoB-UN POP, there are two structures that were defined for the implementation of the GoB-UN POP. These are the Programme Steering Committee and the Result Groups which are organized according to technical thematic areas. These Result Groups were formally known as Component Coordinating Committee.

The Programme Steering Committee The implementation of the GoB-UN POP five components is overseen by a Programme Steering Committee (PSC) which is co-chaired by the Permanent Secretary of the Ministry of Finance and Development Planning (MFDP) and the UN Resident Coordinator (RC). Implementation of the component activities is by UN agencies, and by Government Ministries and Departments known as the Implementing Partners. In some instances Civil Society and Private sector also implement activities. The GOB-UN POP is entirely financed by UN and the Government of Botswana. Members of the PSC are the co-chairs of the five Result Groups (RGs), Permanent Secretary – Min of Finance and Development Planning and Resident Coordinator. The PSC meets quarterly to review progress reports from the co-chairs of each of the five Result Groups or program components and make decisions regarding the direction of the program. In order to have a full picture of the progress being made on the implementation of the GoB UN POP, the PSC also receives monitoring performance reports that go through quality assurance by the Program Coordination Monitoring and Evaluation Group (PCME Group) whose chairs are also drawn from UNCT.

THE RESULT GROUPS are composed of senior officials at the Director level from line ministries engaged in the respective thematic areas, development partners, civil society and relevant UN agencies. Each Result Group is co-chaired by the GoB lead ministry for the theme and a UN Head of Agency. The RGs meet on a

quarterly basis although ad hoc meetings are also conducted as and when necessary. The RGs have got clear Terms of References and are responsible to the PSC for the effective implementation of the program components in the GoB UN POP program document. The RGs summarized ToRs include the following¹

- a) Coordinating timely, efficient and effective joint planning and delivery of a distinct set of one plan results;
- b) Ensuring policy coherence and providing a policy forum for a distinct programmatic area as defined by the set of GoB UN POP 2010 – 2016 results falling under the respective responsibility of each RG; and
- c) Monitoring and reporting on achievements against planned results

Result Group	Mandate	Composition
1. Economic Diversification and Poverty eradication	The mandate is to design and implement those activities where UN can add value to the Governments policy formulation and implementation and thereby contribute to the development results related to Poverty eradication and economic diversification. The Group through the leadership of the Co- chairs also serves as the governance body to approve and monitor the work of the group.	Programme Managers from the Ministries of Finance, Education, Local Government and Rural Development, Labour and Home Affairs, Statistics Botswana and Office of the President and UN agencies- UNDP, UNICEF, UNFPA and ILO
ENVIRONMENT AND CLIMATE CHANGE	The group is established to provide strategic policy guidance in the implementation of environment and climate change programmes aimed at influencing upstream policy advice through establishment of methods of best practice evident from the downstream implementation of activities. The approach ensures that the rural poor, especially women, will derive greater benefit from the environment and natural resources through active participation and good governance	The group is comprised of the Ministry of Environment, Wildlife & Tourism and its Implementing Partners viz; Department of Environmental Affairs, Department of Meteorological Services, Department of Waste Management and Pollution Control who are the competent authorities on environmental matters in Botswana as well Birdlife Botswana, a Non-Governmental Organization accredited as a National Implementing Entity for GEF
GOVERNANCE AND HUMAN RIGHTS PROMOTION	The component will strengthen national capacities for effective service delivery, promotion of human rights and gender equality, in compliance with international agreements, treaties and commitments, and disaster preparedness and management. The support will strengthen institutions to formulate evidence-based, responsive policies, legislation and programmes, with special focus on vulnerable groups. The component supports the development priorities expressed in the national development programme and 'Vision 2016', for a democratic and accountable nation. The component will focus on human resource and institutional capacity development for results-based management and improvement of business processes and structures for public sector performance. Gender will be mainstreamed in policies, programmes and plans at the national and subnational levels. Improved capacity to collect, analyze and use statistical data will be an essential aspect of the component. The component will contribute to the attainment of the Millennium Development Goals through improvements in service delivery mechanisms. The Office of the President will oversee the component, given its central role in coordinating governance reform and disaster preparedness and response	Due to its multi-sectoral nature, the Office of the President and the Ministry of Finance and Development Planning are the principal counterparts in this UNDAF outcome. In addition, the National Strategy Office, Vision Council, Ministry of Foreign Affairs and International Cooperation and Gender Affairs Department and Civil Society will all receive specific support. A specific working group to bring together all the UN, government and non-government partners engaged in this theme will provide a forum for coordination
Health, HIV/AIDS	Under the guidance of the PSC, design the Health	MoH, NACA, UN agencies (WHO,

¹ Refer to GoB – UN POP 2010 – 2016 page 24/25

	HIV/AIDS RG plan and budget, implement the plan, monitor and report on the RG results	UNICEF, UNFPA, UNAIDS, UNESCO), key development partners and CSOs relevant to the HHA areas of work
Children, Youth and Women's empowerment	To address cross cutting issues of gender, youth and their empowerment	UNFPA, UNICEF, UNAIDS, Ministry of Youth and gender, MLG

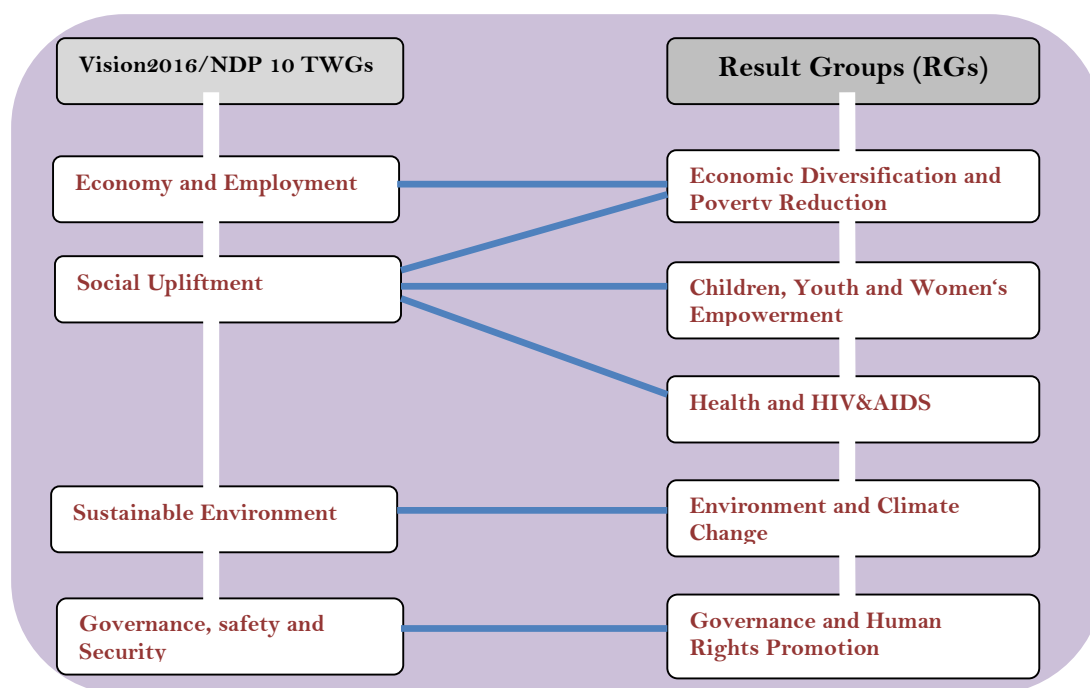
2.2 UN Internal Coordination Mechanisms

The internal UN coordination mechanisms consist of the following:

- ✓ United Nations Country Team (UNCT);
- ✓ The Operations Management Team (OMT);
- ✓ The Programme Coordination Monitoring and Evaluation Group (PCME),
- ✓ The Communication Group (COM)

The COM is responsible for the communication strategy for the UN and supports the programme priorities of the Results Groups. The UNCT is the umbrella oversight and coordination mechanism for the UNDAF and GoB-UN POP and acts as the primary link with the GoB-UN Programme Steering Committee (PSC). The PSC makes recommendations to the UNCT regarding strategic decisions and the development of shared approaches towards accomplishment of the objectives of the GoB UN POP while the OTM is responsible for common services and harmonizing operations. The PCME is responsible for programme guidance, advice and making recommendations to the UNCT on programme development, implementation, quality control, ensuring programme coherence and consistency with the broader UNDAF framework. The PCME and RGs are also responsible for maintaining linkages and support to the relevant GoB NDP10/GoB-UN POP thematic coordination mechanisms. The GoB-UN POP identifies the PSC to oversee implementation of the 5 UNDAF component and CCGs (now referred to as RGs) who are directly responsible for the day-to-day programme/project delivery.

2.3 The GoB – UN POP Programme coordination.



Co-chairs of the 5 Result Group where one is from the UN and the other from the government has ensured continuous interface between the PSC and UNCT. This coordination arrangement was appreciated by most of the stakeholders interviewed as an effective in terms of delivering their programmatic mandates with their respective thematic areas. The model of co-chair-ship was also applauded since it provided an opportunity for both government and the UN to jointly play a coordination role and share experiences.

In terms of management and coordination, among the UN Agencies, the GoB – UN POP is a binding document and a point of reference for UN assistance in Botswana. From the interviews held with the officials of the UNCT, it is noted that the GoB – UN POP was able to garner a spirited effort in ensuring teamwork as well coordinated and coherent joint programming, reporting and meetings enabled members to see a broader and bigger spectrum of the UN mandate and the benefits of delivering as One. However, other staff members also observed that the GoB UN POP was not particularly effective in coordinating programme implementation as some government agencies were not very proactive due to various government competing commitments. By and large the joint programming and implementation by the UN agencies and government resulted in more efficient use of resources and more effective coordination and monitoring. On another note the GoB UN POP was hailed for trying to bring on board the Non Resident Agencies in the development process of Botswana although they still need to be more proactive.

In terms of the coordination mechanism between the UN and the GoB, based on the assessment of operations of the structures and interviews with both UN and government respondents, it was noted that the UN and Government was working quite effectively especially with the line ministries, this was further confirmed by processes and monthly meetings of the PCME, RGs as well as cordial working relationship with the Ministry of Finance and Development Planning which is the focal point Government. The Government line ministry counterparts indicated that they have always been involved and participate in every UN process and do provide input in all programming processes. This is further enhanced through Quarterly PSC and RG meetings and reporting. Where possible there are joint site visits of projects under implementation using the newly developed reporting templates that are aligned to the POP outcome and output indicators.

Some challenges were however noted, at the level of sector line ministries who coordinate directly with UN Agencies and these challenges have been highlighted in the next section of the report. One officials from government noted that there was need for the UN pool funds as DaO principles in One Fund modality which would ensure efficiency and effective planning and implementation of UN programs.

2.4 Assessment of DaO as a Governance and Co-ordination Framework in UN Botswana

Botswana being a self-starter has made significant progress in Delivering as One whereby progressive and gradual initiatives have been made in the UN contribution to both Govt UN POP program and the promotion of joint planning and programming and monitoring. Interviews with key UN and government agencies revealed that the UN was providing relevant technical capacities at various levels such as supporting RC offices, One UN teams, and other UN coordination processes under the Delivering as One umbrella in effective implementation of the GoB UN POP. The DaO model also helped the UN agencies and government line IPs to effectively coordinate the implementation of activities and capacities of the program. While the technical expertise provided has doubtless been very useful to RCOs and the DaO agenda, there is still need to involve other key players in the process like the civil society as well as the private sector in bolstering the next Govt UN POP .

Although Botswana is a self-starter in DaO it has demonstrated a formal consistent process of transitioning to a fully-fledged ‘Delivering as One’ in a MIC context. The Government of Botswana’s expectation from the UN which would bear positive response in national development and relevance of the UN would entail (a) full operationalization of key elements of ‘Delivering as One’ (b) continued strategic alignment and joint planning and programming with utilization Government’s organizational structures (c) managing for development results, and (d) demonstrated leadership by the UN system in operationalizing the GoB UN POP agenda. In implementation of ‘One Programme’, importance of ‘process’ of building a competent team and development of a collective ‘vision’ and ‘mission’ and simultaneous up-scaling of UN collaborative/joint programming were emphasized. The Government is also expected to provide strategic leadership in determining ‘the scope’ of the ‘One UN’ in the Botswana.

Strategy	Strengths	Weaknesses
One Programme	<p>UN coordinated programming with GoB helps in alignment with national policies and strategies</p> <p>Leverage of UN comparative advantage is more realized and galvanized for the GoB benefit</p> <p>There is inter sharing of skills and capacities between UN agencies</p> <p>Coordinated joint programming and mainstreaming of cross-cutting issues eg GBV, SRH as in the case of Botswana</p> <p>Changes from monthly to quarterly meetings give room for proper planning and coordination</p> <p>Harmonized and standardized M&E reporting formats within UN-GOVT Results Groups.</p> <p>Improved Strategic program coherence and focus</p> <p>Mutual responsibility and accountability has led to efficiency and effective delivery of program results.</p> <p>UN and Government programming costs minimized</p>	<p>Programming instruments such as HACT, RBM and HRBA not yet operationalized</p> <p>NRA not actively engaged sufficiently</p> <p>Need for robust RBM system</p> <p>New M&E reporting formats still to be tested</p> <p>Government side inconsistency in program meetings</p> <p>Outcome designed at high level hence need to focus on output/Results level</p> <p>Need to strengthen the UN M&E framework/Plan</p>
One Leader (One Voice)	<p>Solid united RC Increased coherence among Agencies</p> <p>Joint policy position among UNCT</p> <p>Helped UNCT coordinate One Programme</p> <p>Strong UN Government cooperation and cooperation.</p> <p>RCO Secretariat provides back up support to UN agencies in terms of coordinating UN business with Government.</p> <p>Joint communication Team through UNCT and RCO as one voice with government ensures consistency and provides common voice.</p>	<p>Unified and harmonized accountability in UNCT still needed.</p> <p>Enhanced UN Communication strategy through its Group needed</p>
One Budget / Fund	<p>In Botswana this is yet to be achieved although there is a Joint Resources Mobilization and Partnership strategy (JRMPS)</p>	<p>Individual UN agencies mobilizing their own funds which increases transaction costs, and also strains the management capacity of resources as well increases the risks (what sort of risks) which affect programs efficiency and effectiveness.</p> <p>HACT minimally used</p> <p>Lack of coordinated resource mobilization leads to duplication, wastage of resources and the time taken by each agency in parallel individual agency mobilization is a lot of time. Donor fatigue</p>

One Office	<p>Partially achieved as only two UN agencies are outside UN Building but coordination is still strong.</p> <p>Strong government focal office PS MoFPD</p> <p>UN Botswana has realized reduced transaction costs especially that majority UN agencies are housed in same building</p> <p>Strong government UN partnership as exhibited by GoB-FAO office etc accommodation etc</p> <p>Coordination and decision making fast</p> <p>Increased visibility and joint national ownership</p>	<p>Need for establishment of One stop centre Unit within Ministry of Finance on government side to coordinate the Govt UN POP implementation instead of PS office which is busy</p> <p>No harmonized rules and Regulations</p> <p>Common measures of transaction costs not used</p> <p>No consolidated cost data to enable assessment of savings Operational costs remain high</p> <p>Only few common premises</p>
------------	--	--

2.5 Strengths: UN GOB POP governance and co-ordination and reporting mechanisms

A) Strengths on Governance and Co-ordination Mechanisms

1. The GoB UN POP Governance and Coordination structures have been able to promote smooth partnerships between the government and the UN at large but also leveraging internal partnerships within the UN by enhancing the various multidisciplinary expertise and the DaO. This has been realized by streamlining the operations of the UN Internal structures such as allowing the linkages between UNCT and the other groups like PCME, OMT, Communications group, Human Rights Group. The hitherto existing un-coordination and gaps have been bridged by appointing one of the UNCT to chair each of the Groups. In addition the PCME also includes members who also participate within the Result Groups.
2. At the management level and hierarchy of the chairs of the Programme Steering Committee and the co-chairs of the Results Group are at the right level of seniority in the Govt and UN system hence with delegated authority to make decisions on behalf of their respective departments and agencies/institutions. The architecture of the PSC and the Results Groups has been found to be a modest in what respect? and ideal management structure that ensures full alignment with that of the structures of planning of the Government and ensures accountability of UN support to the national priorities and the Government. These are also compliant with the UN DOCO's Standard Operating Procedures that are designed to improve UN system to Deliver as One (DaO) and more coherently while reducing transaction costs. The innovation of Co-chairing as a management arrangement was also pointed out as a good practice whereby the Government has been able to coordinate effectively with the UN as well as sharing experiences. This has also helped the UN in buttressing each other on issues of UN mandate.
3. The GoB UN POP structure also has been appraised in terms of its integration, alignment, prioritization and best coordination with government development plans and the GoB Vision 2016 notably the NDP10 and the Vision 2016 where by the 4 GoB thematic areas of Economy and employment, Social upliftment, Sustainable Environment, Governance, safety and security have all been aligned within the UN POP 2016 's 5 technical thematic CCGs now known as Result Groups and these include Economic diversification and Poverty reduction, children, Youth and women's Empowerment, Health and HIV&AIDS, Environment and Climate Change; and finally Governance and Human rights promotion. This has enhanced the cross sectoral nature and recalibration of the UN GoB interventions at both policy and implementation levels.² Within this alignment and integration in form of clustering, the UN has been able to draw its agenda from the GoB national development priorities that are enshrined within the NDP10.

² Refer to Flow Diagram above

4. The 2012 GoB UN POP Mid Term Review led to modification of the results matrix and formulation of outputs and revisions in indicators, there was evident improvements in the quality of GoB UN POP governance which was noted from the interviews and documents which revealed that the partnership structures have enabled wider participation of cross sectoral stakeholders at both government and UN level in terms of participation and involvement at all policy, strategic design, programming, implementation and monitoring levels.
5. Further still the GoB UN POP governance and coordination structures have been appreciated in the sense that they have been able to allow opportunities for synergy and cross sectoral planning and implementation by potentially providing holistic close working relationships from the high strategic policy levels a case in point is in the area of Poverty Reduction which has provided strategic arena for UNICEF, UNDP, MoFPD, Office of the President. This has also been exploited in other important areas like social protection by bringing together MoLG, UNDP, UNICEF and MoFPD and in close collaboration with WB. Systematic policy support in sectors the areas of HIV, gender mainstreaming, education, nutrition, environment, child protection also resulted in significant policy improvements and addressing inequities. At the implementation level technical working groups constituted from ministries or many department within ministers further enhanced cross sectoral collaboration and were supported by Results Group members.
6. The GoB UN POP has allowed flexibility in the methodological approaches for disbursing funds which are anchored in the robust GoB accounting systems and or UN procurement systems; this has also led to innovative ways and mechanisms of disbursing funds to the Implementing Partners (IPs).
7. The presence of TA Advisors (international technical experts placed within the Govt departments for long term) have boosted the capacities at the various levels although with some drawbacks in identifying their right entry points at various government levels and eventual transfer of capacity;

B) Strengths of the Results Groups and Reporting Mechanisms

1. The higher level indicators are derived from the national development plans and therefore helps align contribution of the Govt- UN POP plan to the national development results. The source of data and means of verification are also largely the ones used by the Govt or collected by the Govt (to which UN support is made available). Therefore UN does not typically embark on parallel data collection processes which allows for harmonization and ownership.
2. The Introduction of new harmonized Planning, Reporting and Monitoring templates developed by the PCME for use by Results Groups is a step in right direction in terms of enhancing reporting mechanism which should bring RBM to the fore front. This is further enhanced through technical RGs quarterly meetings and the PSC quarterly meetings which are held regularly and efficiently chaired for smooth implementation of the GoB UN POP.
3. The UN GoB POP has enhanced Joint planning and implementation at all the technical thematic clusters as well as within the UN level for example the UN Joint Gender Based violence program and the Sexual and reproductive Health program are jointly planned and implemented by the UN which has also benefitted the government in addressing it through relevant departments as well as integrating and mainstreaming it in the broader government programs. Through this joint planning and implementation, the Cross sectoral nature of Technical Working Groups allows synergies and internal capacity building within the UN and government upstream line ministries as a result of multisectoral expertise.
4. The structures have been able to promote effective benchmarking within the IPs structures whereby with UN partnerships they have been able to adopt effective and efficient methods of work to some extent for instance in the allocation of resources. The GoB UN POP structure has also provided a platform for reporting at higher policy levels in hierarchy

2.6 Challenges: UN GOB POP governance and co-ordination and reporting mechanisms

A) Challenges of the GoB –UN POP Governance, Management and Coordination mechanisms.

Slow pace in project/activity implementation: There has been mainly challenges in the pace at which some specific programs activities are implemented by some of the IPs departments which affects the effective implementation of the GoB UN POP. As a result the GoB and the UN have not been able to articulate the consequences of non-implementation or slow implementation hence it is not always clear in term of what remedial action is taken. Levels of seniority and technical capacity of the members of Results Groups varies considerably which restricts the quality of the decision making, discussion.

The formal UN- Government interaction: This is not adequate hence there is need for more opportunities for dialogue with sectoral ministries at the level of Ministers and Permanent Secretary since it is critical in ensuring that the UN is listening to the challenges of the Government on an ongoing basis and better able to calibrate its response. Interviews also revealed that often the senior Government officials are not aware of the details of our work through the Results Group as there is no formal reporting to the Ministries and they have no oversight role. Therefore HOAs often set up bilateral meetings to overcome this gap in dialogue and consultation. This in itself is not systematic and faces huge scheduling problems.

Downstream capacity and Skills gaps The design and conceptualization of the GoB UN POP assumed that there is a modicum of capacity on the part of IPs and therefore the Technical assistance entry points should not only target the upstream engagements. This has not been the case however as the technical assistance tend to be consumed by attending to operations at both upstream as well as downstream levels The issue of inadequate capacities at especially IPs at government level also was pronounced as a major factor in program implementation where by in designing and planning stage there was a presumption that the IPs at the lower levels have got requisite capacities to deliver on the results which has not worked. Where international technical advisors have been placed within Government department's substantial policy and programmatic gains have been achieved however the capacity and skills have not been transferred by the government to systematically sustain these capacities.

Higher level policy enforcement: GoB has got a good policy framework, however, there is need to proactively engage the high level political offices like the Office of the President and Ministers to authoritatively push and enforce government institutions to be able to carry out their respective mandates in result oriented policy implementation. The concentration and centralization of GoB of its planning, programming and implementation of its business has been given as one major factor in affecting the effective implementation of the UN GoB POP which is coupled with understaffing that later affects the delivery of the planned program services. Related to the above, the coordination of government activity implementation from the Centre to lower levels like the districts was also pointed out as major factor that hampers smooth implementation of the program since Decentralization strategy/policy has not yet taken root. This has left the central government to be overloaded with both policy, planning and implementation of programs coupled with inadequate staffing which end up jeopardizing the program results. A case in point when government allocated funds for health to ministry of local government in the districts and later withdrew which created confusion and coordination challenges in the management and implementation of the program.³

After effects of restructuring: As a result of recent UN restructuring especially the UNDP the laxity and sluggishness in the internal capacities and processes of both UNDP and government which has greatly hampered the planning, implementation and reporting. This calls for UNDP and government to ensure that the team's deliverables are pegged on their performance appraisals. At the personal level, IPs and some Group members also felt de-motivated due to the lack of genuine appreciation of their important roles as RG members. For many agencies, it is not part of the staff performance appraisal. The coordination and effectiveness of the group have been influenced by the working relations and team work among its members. Some RG members also felt that the functioning and motivation of the groups significantly depends upon the leadership quality and strategic vision of the convener and also the direction provided by the UNCT and the

³ Interview with government official

GoB respectively. A strong motivated leadership at all levels and a concrete work plan are critical to sustain the functionality of results groups.

2.7 Challenges of Result Groups and Reporting mechanisms

- 1. Need for improvements in Results Based Management:** Among the major capacity gaps identified are lack of skills in applying result based management reporting principles (RBM) which is an important programming instrument at the UN level. This has led to IPs only reporting on budget absorption and activity levels a situation that has often led to the low quality of reporting and monitoring. Coupled with the above, the reporting based on activities without making use of indicators at the Result level is still a major challenge although efforts are being made to address it through the introduction of new harmonized M&E templates. Lack of Real Time monitoring of the government programs and service delivery is a constraint in ensuring effective and efficient delivery of the program which hampers realization of value for money as well as Return on Investments. Further still the quality of planning and implementation of the GoB UN POP program implementation progress and results later on impact is due to the fact that both UN and government have not yet fully embraced and enhanced the application of Results Based Management in the planning, implementation and reporting simply because they lack adequate prerequisite capacity in RBM.
- 2. Systemic and bureaucratic weaknesses:** The funding of the Results Groups is provided by the Government and the UN. The government's funds are mostly used for most of the operational costs related to implementation and UN funds are used to provide technical advice and organization of advocacy events. As a result of the government's systemic bureaucracy, the implementation of the work plan is generally slow. The Co-Chairs of the Group once in a while have some authority to take corrective actions and mostly focus on problem solving and don't deal with staff performance issues since they have limited administrative control over them. The timeliness and quality of the UN TA is another challenge which affects the program more so in identification of the levels and entry points of TA. With the right placement of TA the program would be able to strategically benefit a lot rather than the TA to be consumed with the day to day activities that would hitherto been the responsibility of the IP staff.
- 3. Lack of clarity and understanding of the UN processes:** The IPs have also revealed during interviews that quite often they have been confused with the UN processes and operations before and during the implementation of the programs which has also caused delays especially in accountabilities of the IPs to the UN.
- 4. Inadequate technical capacities:** The IPs have also been criticized for undertaking ambitious plans and activities than what they can actually implement or realize due to inadequate capacities hence shortcomings in proper planning or capacity to implement e.g. over estimation of what IP are able to deliver which is coupled with slow implementation by the designated IPs. The reports are normally not well coordinated; progress is dependent on the officer who is attending the meeting at the time as reports quite often lack organizational ownership as a whole. Sometimes meetings were found to be re-scheduled due to conflicting but equally important tasks in regards to IPs core mandates. This may delay strategic guidance required by those that implement at grass-roots level.

2.8 Lessons learnt: UN GOB POP Governance and Co-ordination mechanisms

- 1. Joint programming and alignment of the GoB UN POP:** The Bot UN POP Programme has been designed in tandem and alignment with the GoB national policy strategy NDP10 and also the current cycle of government medium term strategic planning and visioning beyond 2016 is aligned to national goals and national priorities which addresses critical gaps. With the ongoing preparation of the National Vision beyond 2016 and the preparation of the National Development Plan 11 which also coincides with the UNDAF rollout process, these sets of processes and activities are an opportunity for both UN and GoB to harmonize, align the GoB UN POP-UNDAF roll out process with the government's processes mentioned above. From the interviews with both government and UN officials it was noted that this alignment is indeed being actioned. The UN also would ensure the government's plan of mainstreaming the SDGs into the NDP11 and post 2016 National Vision. Factors identified as contributing to better UN programmes include: joint programming, mutual accountability, an empowered Country Management Team, effective monitoring and evaluation, and the use of performance based funding. The innovation of having thematic

areas coordinated by different Result Groups from line GoB-UN agencies was also a good idea for championing the GoB – UN POP Outcome, which allows the PCME as a UN internal structure to interface with the RGs in planning, reporting and monitoring issues of the GoB UN POP. The UN GoB POP implementation has also demonstrated that there are reduced costs in joint programming, management and implementation.

2. **UN Comparative Advantage:** The UN has learnt that there is need to refocus and position itself relevantly on its mandate within the MIC country especially by exploiting its comparative advantage over other Development Partners there by moving away from being viewed as a donor to offering Technical Assistance to the government. This has led UN to start consolidating and leveraging its mandate to remain relevant in Botswana.
3. **Participation in GoB National Visioning and Strategic Planning processes by the UN:** The UNCT has through its various structures fully participated in the GoB policy formulation as already indicated above including all cross cutting issues. This GoB process also presents an opportunity for the UN to retool and re-strategize its interventions based on its comparative advantage of tested and tried TA, human and logistical strengths rather than being viewed as a donor within Botswana which is classified a MIC. Apart from having no One Fund the UN is moving towards the fulfillment of all the major perquisites of DaO model
4. **Enhancing DaO principles.** The UN agencies in order to remain relevant in the country and offer a comparative advantage will also ensure that the Country Program Documents of UNDP, UNICEF and UNFPA are harmonized and aligned including M&E and reporting systems. With DaO as the over-arching operational model; the processes and systems harmonization, alignment, joint programming as well as plans to bring to the fore front programming instruments such as RBM, HACT and HRBA are all aimed at ensuring that the UN provides its mandate of TA which is its comparative advantage. Hosting the majority of the UN agencies in one UN building has also proved effective in coordinating UN business with the government as well as efficient utilization of resources. The role of RCO as One Leader empowered to coordinate the UNCT has led ownership of the GoB UN POP program and its roll out process into UNDAF. For the UNCT to further realize and fulfil the DaO SOPs there is need to harmonize programming and operations systems and procedures such as harmonized procurement which will reduce parallel processes and the subsequent transaction costs thereby enhancing the coordination and planning, and the resultant realization of the value for money and return on Investments. UN has also picked a lesson that in order to DaO, there is need to harmonize and simplify programming and operations processes such as M&E, results based Management as a self-starter country
5. **M&E and Reporting Instruments:** Though structures are in place the UN GoB has learnt that without bringing to the forefront the UN M&E programming instruments and building capacities in those respective areas like RBM, HRBA, and HACT as well as monitoring principles the program implementation will always not be delivered to its full expectations. Another lesson by the UN GoB has been for structures to function well there is need to build the right skills as well as have the right tools supported with ICT.
6. **Focus on downstream capacity gaps:** The implementation of the GoB UN POP has also revealed to the partners the existence of glaring capacity gaps at the various government structures especially at the Director and levels below as a result of centralized ministries which end up taking on many roles and overwhelmed by government business. There is no deliberate empowerment of the downstream district structures at Local Government in implementation government programs since decentralization policy has not been operationalized. The UN should explore opportunities to bridge this downstream gap by providing matching TA
7. **Partnerships and synergies:** For those UN agencies who are thin in terms of structures and staffing such as FAO, experience has revealed that they have been able to reap from the synergies provided by the other sister agencies by benefiting from the human resources as they implement their programs. This has also led to improved coordination and reduction in time factor as well as duplication of resources. The coordinated partnership strategy of mobilization of resources especially Technical Assistance has also been observed to have resulted in reduced duplication and fragmentation among UN Agencies. Another lesson in terms of partnerships and synergy has been in the value to exploit South to South Cooperation based on its advantages and level of building capacities especially in LED related interventions.

8. **Need for up to date national data and statistics:** Dealing with outdated data and statistics in terms of long intervals between various government surveys and inaccuracies has also been pointed as a lesson discovered along the path in proper planning and programming which later curtails the measurement of impact on government service delivery.
9. **Staff motivation and incentives:** To improve on results reporting mechanisms the UN-GoB has realized that there is need to introduce progressive incentives and disincentives for the members of the management and implementation structures which will improve efficiency.

2.9 International Best Practices

1. **Strategic Policy and Program alignment:** The major identified international practice on the part of UN has been the success in aligning its business practices with the national development priorities which will also enhance its relevance and value addition in its support to GoB. This has been achieved through joint GoB UN POP as well as in the ongoing process of UNDAF roll out and NDP strategy formulation and National Vision beyond 2016. The close alignment and access to government led analysis is very useful to determine the strategic areas where UN's support/collaboration is most relevant. For instance the reorientation of poverty reduction strategy and social protection programme was based, in part, on analysis and policy advice provided by the UN system especially UNDP, UNICEF and the World Bank. While it is early days, advocacy by UN to ensure equity is beginning to open dialogue on how best to address the drivers of inequity especially in the remote districts.
2. **Delevering as One (DaO):** The UN in Botswana being a self-starter in operationalization of DaO has made some tremendous gradual progress especially in GoB joint collaboration, planning and implementation with GoB and have been able to identify and resonate with the situations and context of the Botswana as a MIC.
3. **Mainstreaming of Sustainable Development Goals (SDGs):** The UN's active push in ensuring that GoB mainstreams and aligns the SDGs final outcomes in its national strategies such as NDP11 and Vision beyond 2016 is a positive move for UN in implementation of its mandate in Botswana.
4. **The partnership and resource mobilization strategy:** The partnership has also emerged as good practice since issues are influenced at government level with technical guidance and support from UN TA. In an effort to be relevant in the context of MIC like Botswana, the UN has also been able to synergise and tap its internal and multi-sectoral skills and expertise within the UN family without expanding its staffing numbers. The UN has in addition been able to leverage international resources and funding to the GoB such as the Global Fund, GEF funds as well as bringing back on board the World Bank into Education sector support
5. **Skills development and capacity building initiatives:** The UN on going practice of training and skills building of IPs in UN programming and operations processes has also been pointed out as major stride in ensuring effective and efficient program implementation, monitoring and reporting. This is in such areas like enhancing and up-scaling robust RBM system, HACT, RBAP, procurement as well as UN direct payment to service provider. The practice of Training the IPs on the UNDP process has also been applauded as a best practice since it will also increase the effectiveness and efficiency of program management and implementation.

Concluding remarks on Governance, Coordination mechanisms and reporting structures: There is a very well-established structure with clear leadership, linkages and roles in relation to the programme thematic areas reviewed, right from the UN to GoB level through line ministries to the service delivery points. However issues of capacity on the side of government are lacking both upstream and downstream which curtails the successful achievement of planned results in the program.

3.0 PROGRAMMATIC ACHIEVEMENTS

Assessment of programme achievements was at the core of this evaluation. The assessment was based on whether the outcome level indicators set forth in the programme result matrices have been achieved. Furthermore, the analysis of the factors that have facilitated and/or inhibited the achievement of such results was conducted in addition to the specific contribution of the UN in the achievement of such outcomes. Premised upon the findings, the evaluation was able to articulate what has worked/not worked well and why which in turn formed the basis of drawing lessons and recommendations.

Assessment of programmatic achievements covered a period between 2012 (post GoB UN POP MTR) but in the event where data on outcome indicators was not available as of this period, data extending to a period beyond 2012 was used. This formed the baseline against which the hitherto achievements were assessed (see Annex 3).

3.1 Governance and Human Rights promotion

The government's commitment to good governance and human rights promotion has long been documented and is further evidenced by the regular free and fair elections that have been held since 1965 (Economic outlook, 2015). Botswana is credited for having the longest working liberal democracy in Africa and as such, the country ranks highly on governance and economic competitiveness indicators. While both the Midterm review of GoB UN POP and NDP 10 were appreciative of the great strides the country has made in the arena of governance and human rights promotion, a number of challenges rocking the realization of best results under this thematic area were also highlighted. They were;

- Over centralized administration that hinders local governments to adequately respond to local interests with flexibility,
- Little independent funding for local governments
- Highly centralized decision making that renders citizens less influential on decision making processes
- Uneven access to justice with cost being a major barrier for the relatively poor.

In the light of the above governance and human rights promotion challenges, the Midterm of NDP 10 strongly called for; equal participation and protection of all citizens through legal and policy provisions, institutional reforms and capacity development, enhanced monitoring by CSOs and increased accountability for results. The extent to which the above challenges and recommendations were integrated in the design and implementation of the post MTR GoB UN POP and the results achieved hitherto formed an integral part of this evaluation as in the proceeding presentation.

3.1.1 Expected programme results

Under the Governance and Human Rights promotion thematic area, GoB UN POP envisages effective and efficient delivery of services for the fulfillment of human rights at a higher outcome level. Lower level thematic outcomes are;

- Strengthened national institutions which are accountable, responsive and contribute to the delivery of 2016 NDP 10 goals, MDGs, Millennium Declaration and other international agreements and obligations
- Strengthened human rights institutions to respond to the rights of vulnerable groups including youth, children, women, PWA, refugees and disabled.
- Gender mainstreamed in national laws and policies, in national, district and community plans and programmes
- Enhanced disaster risk reduction and preparedness capacities at all levels

Although the time scope of the evaluation stretched from 2012 to date, GoB UN POP Mid-term review paid little attention to programmatic achievements and as such the result matrices were not accordingly updated.

Therefore, the outcome indicators used in the assessment go beyond the evaluation period. As explicitly stated in the result matrices, GoB UN POP envisaged that the level of access to services in aggregate terms would increase from 22% as recorded in 2008/09 to 55% by 2016 while customers' satisfaction index from 25% in 2008 to 75% by 2016 and national institutions that deliver effectively to also increase from 73.9% in 2008/09 to 76% by 2016. To achieve these outcome targets, a number of interventions have been undertaken and they are; supporting the formulation of national policies such as NDP 11, National Anti-corruption Policy and 2014 draft poverty eradication policy as well as institutional capacity development and advocacy.

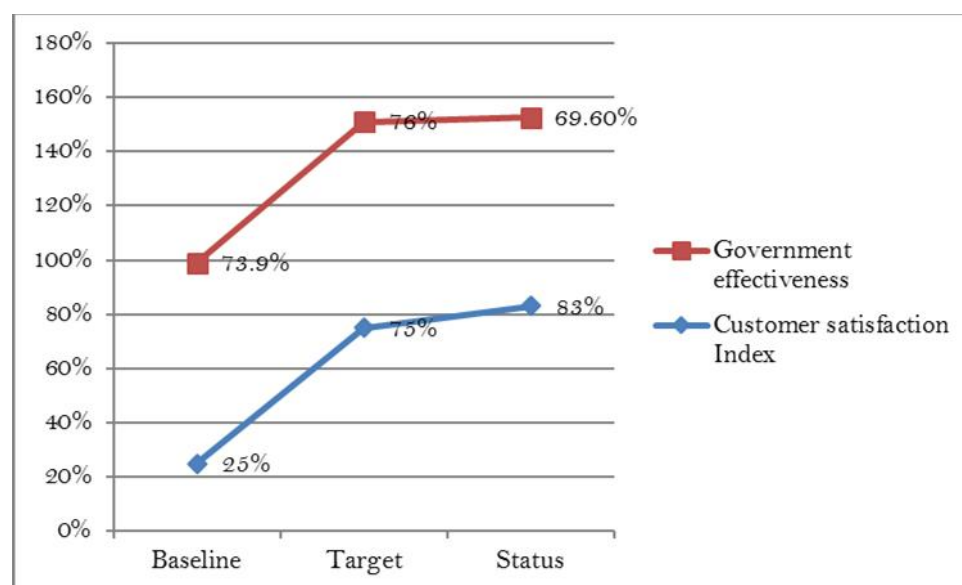
3.1.2 Key thematic achievements

The GoB UN POP interventions have positively contributed to various and critical governance and human rights areas yielding spectacular outcome results presented under each outcome result area hereunder. It is apparent that the Governance and Human Rights RG's interventions have contributed to the high ratings of governance and human rights indicators in Botswana. The country has retained her distinction among African countries for having one of the longest liberal democracy that has kept her ranking among the top three countries in Africa in terms of adherence to human rights, good governance and democratic values (ROAR, 2014).

i) Strengthened national institutions which are accountable, responsive and contribute to the delivery of 2016 NDP 10 goals, MDGs, Millennium Declaration and other international agreements and obligations

Interventions undertaken under this thematic area have scaled up government commitment to service delivery effectiveness that has been achieved through institutional strengthening. The capacity strengthening of public servants have not only transformed the Botswana's public service into an effective and efficient machinery for the delivery of public services but also improved accountability. Although the stage for ensuring effective and accountable public service delivery has been set, the latest data (2013) indicate that government effectiveness has instead gone down from 73.9% in 2010 to 69.62⁴ portraying a 5.88% variance from the target of 75.4%.

While the most recent (2014) data on customer satisfaction index and the corruption index would have best explained the actual outcome achievements registered so far, the evaluation was not able to get them hence unable to certainly present concrete evidence of the level of outcome achievement. Nevertheless, it is reported that as of 2012 when the customer satisfaction index was last computed, it was well above the target as illustrated in Fig 4.1 below.



⁴ ROAR 2014

Sources: Africa's Public service delivery & performance review (2015); POP Result Matrices & ROAR 2014

Despite the decline in government effectiveness, customer satisfaction has reportedly increased beyond the programme target largely as a result of public service delivery reforms that have been adopted. As reported in Africa's Public service delivery and performance review (2015) the Botswana government has embraced New Public Management paradigm that prioritizes results other than mere outputs. As such, although outcomes are not yet explicit, the government commitment to results based management partly explains the increased customer satisfaction levels.

Whilst the evaluation was not able to largely attribute the above achievements to the GoB UN POP implementation as even in 2009 customer satisfaction index had increased to the current level, the programme activities and outputs delivered so far point to impressive outcome indicators should the prevailing levels of government commitment and partner support towards institutional strengthening remain on course.

The UN has made spectacular contribution towards the achievement of the above results through supporting;

- ✓ The formulation of NDP11 to ensure that sustainable development is fully incorporated in the plan;
- ✓ Capacity building and awareness creation on integrating sustainable development into national and local plans;
- ✓ Finalization of the national Anti-corruption policy and implementation action plan as well as a corruption prevention module at the University of Botswana;
- ✓ Conducting corruption audits in the ministries of Education and Health;
- ✓ Legal aid project through which over 2010 individuals have accessed legal services
- ✓ Government efforts towards fulfilling international human rights reporting obligations

It is emergent from the above that provision of upstream technical and financial support coupled with strategic capacity strengthening at various levels is critical for achieving the outcomes under this result area.

ii) Strengthened human rights institutions to respond to the rights of vulnerable groups including youth, children, women, PWA, refugees and disabled.

The transfer of human rights mandate and reporting responsibility from the Ministry of Defense, Justice and security to the Ministry of Presidential Affairs and Public Administration portrayed government's commitment to enhancing human rights agenda. Through various UN and government of Botswana engagements, human rights have been placed high on the government's agenda. This has triggered a number of outcome that include;

- ✓ Enhanced access to legal services by vulnerable populations through the established legal aid support with statistics showing that in 2014 alone, 2010 cases were handled.
- ✓ Increase in the number of human rights focused institutions from zero in 2008 to six in 2014. This continues to strengthen the ground for advocating for human rights observance and enhanced access to human rights services like legal aid.
- ✓ Capacity strengthening of the institutions hence contributing to quality service delivery.

It is noteworthy that the continuous increase in the number of cases taken up by Legal Aid since its inception demonstrates that access to historically inaccessible legal services by the low income majority of the country is improving. Continued support to human rights including National Children's Council institutions, legal aid service providers and other human rights organizations is however still vital to propel more outcome and impact level results.

iii) Gender mainstreamed in national laws and policies, in national, district and community plans and programmes

While there has been substantial progress towards achieving gender equity as explained under the CYW thematic area, mainstreaming of gender in national laws and policies has not taken root. Absence of a ready to go implementing partner, delays in the formulation and implementation of the joint projects on GBV and

Gender Mainstreaming coupled with human resource capacity limitation are the key impediments to the envisaged outcomes under this result area. As such gender related development index (0.964) has remained as in the base year.

However, the presence of a government institution (GAD) with a mandate to address gender, integration of gender specific indicators in Vision 2016 M&E system and budgetary allocations to the mandated government institution coupled with the readiness of civil society to monitor commitment convey a ray of hope for better outcomes in future should the implementation of planned activities be undertaken henceforth.

The successes made towards integrating sustainable development principles in national and local government plans implicitly reflected commitment to mainstreaming gender. Although evidence in terms of the number of policies that have mainstreamed gender is still scanty, commendable progress with UNDP support has been made towards domesticating CEDAW and Beijing +20. In effect, country CEDAW and Beijing +20 reports have been developed and currently awaiting validation and submission.

Thus, UN provided support is significantly contributing towards enhanced national capacity to fulfill international reporting obligations on gender. Therefore, the ground for promoting gender equality and women empowerment has been set. What remains critical for the achievement of the outcomes is spirited implementation of all the planned activities.

iv) Enhanced disaster risk reduction and preparedness capacities at all levels

Annual % increase in expenditure for disaster preparedness policy development, expenditure for the development and implementation of structures and policies for emergency management and number of institutions with disaster management plans were the key indicators for the achievement of this outcome.

Although there is still scanty information to vividly evidence the level of achievement in the above outcome indicators, the evaluation established that the upstream technical assistance provided under the current UNDAF cycle has resulted in the formulation of 2013-2018 National Disaster Risk Reduction Strategy. Besides providing policy clarity in disaster risk assessment and response, the strategy has also guided the formation of various national, district as well as community level structures.

Furthermore, capacities of Disaster Risk Reduction structures have been strengthened through training; a factor that has facilitated the documentation and regular dissemination of case studies, initiatives and lessons learned in disaster reduction. This has instigated a chain of results including inter alia;

- i) Design and implementation of disaster risk reduction programmes, initiatives and projects
- ii) Progressive application of disaster risk reduction techniques and measures
- iii) Development of early warning strategies
- iv) Promotion of disaster risk awareness in schools and the media.

Although the level of outcome achievement is still partial, the evaluation found out that interventions so far undertaken in the direction of disaster risk reduction have laid a solid ground for enhanced outcomes should the implementation processes retain or scale up the current momentum. The UN has made invaluable contribution towards the formulation of the DRR policy as well as strengthening the capacity of National Disaster Management Office (NDMO) that is mandated to oversee the implementation of the strategy. Furthermore, capacity at community level has also been enhanced with the support specifically from UNDP. In effect, 133 people from relatively vulnerable areas (Tutume, Nata and Dukwi) have been trained in Risk Vulnerability Assessment (RVA) a factor that has facilitated the four community vulnerability assessments that have so far been conducted.

It is thus apparent that once a favourable policy regime is established and the capacity of various responsibility centres in policy implementation enhanced, the achievement of the outcomes is largely ensured. Thus, UN's

interventions under this thematic areas have been so strategic and relevant in supporting the desired outcomes under the disaster risk reduction in Botswana.

3.2 Economic Diversification and Poverty Reduction

Botswana is one of the few African countries that have experienced fast economic progression. The country has been able to transform from a Less Developed Country (LDC) in 1966 to a Middle Income Country (MIC) to-date. Botswana's per capita income has fast grown from \$ 250 in 1960 to \$ 4800 in 2008 and \$ 7168 in 2011. This fast growth has largely been spurred up by the mineral resources particularly diamonds. Thus, the Botswana economy has heavily been dependant on revenue from the mining sector that is estimated to account for up to 60% of the country's revenue.

Furthermore, other economic indicators are equally impressive with the 2009/10 Botswana Core Welfare Indicator Survey (BCWIS) showing that the proportion of people living on less than a dollar a day had reduced from 23.5% in 2002/03 to 6.5% in 2009/10. In addition, the proportion of the poor people according to the national poverty line had also declined from 30.6% in 2002/03 to 20.7% in 2011.

Despite the impressive economic indicators, Botswana like many other African countries is still grappling with chronic unemployment which stood at 17.4% in 2012, high income inequality evidenced by a gini-coefficient of 0.61 and a narrow economic base. In response to these economic challenges, government's commitment to economic diversification and enhanced citizens' participation in the economy has been evident through job creation strategies that have cut across formal and informal sectors. However, the NDP10 midterm review indicated that much as there was evidence for some economic diversification, it was slow hence the need for more measures to reduce over dependence on government-related projects and mining sector. In response, the GoB UN POP prioritized economic diversification and poverty reduction aiming to achieve the following outcomes by 2016.

3.2.1 Expected Programme Results

A diversified economy whose growth is rapid, inclusive, sustainable and generates decent employment opportunities and secondly; enabling key national institutions to develop and implement evidence-based gender sensitive pro-poor policies and strategies that contribute to the diversification of the economy. Key targets were; 1) increasing Non-mining private sector share of GDP from 43.8% in 2006/07 to 50% by 2016; 2) increasing real GDP growth rate (total) from 6.2% to 7.3%; NMPS from 6.8% to 9.0% and per capita from 5.3% to 7.5% per annum by 2016; 3) reduce the rate of unemployment (total) from 17.4%, male and female unemployment rates from 15.3% and 19.7% recorded in 2008 to 5% by 2016; 4) reduce gini-coefficient from 6.3 to 6.0; 5) reduce poverty head count ratio from 30.3% (2002/03) to 15.7% by 2016 and 6) reduce human poverty index from 31.4% (2005) to 13% by 2016.

3.2.2 Key Programme achievements

a) Increasing Non-mining private sector share of GDP

Growth in non-mining sector that was expected to increase from 6.8% in 2012 to 9.0% by 2016 is instead reported to have decline to 4.3% in 2013 mainly due to the drought and its associated water shortages and electricity outages that were experienced in the year (African Economic Outlook, 2014). Despite the sharp fall in the growth rate, the policy framework that has been put in place evidences the government's commitment to achieving economic diversification. The evaluation established a number of strategies that have been formulated to guide the economic diversification agenda and these are; the excellence strategy, the economic diversification drive, national export strategy and the private sector development strategy among others.

The outcome of the many interventions under taken to improve private sector in Botswana has been improvement in the country's business environment which has subsequently improved its global ranking. The 2014 world bank report 'Doing Business' ranked Botswana's business environment among the best in Africa; a factor that led to improving in the country's ranking from 65 in 2012 to 56 out of the 189 economies in 2013. The improvement significantly reflects the impact of significant reforms initiated by the National Doing Business Committee established in 2011.

Despite some gains registered in promoting private sector, a number of challenges still bedevil the realization of full outcomes and these are;

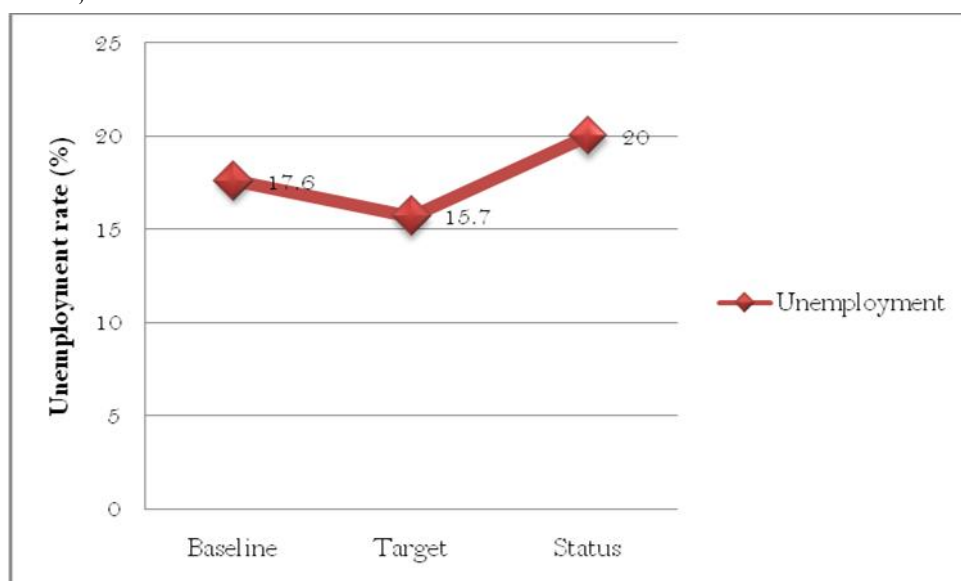
- ✓ Existence of cumbersome procedures for entry into business sector. Although there has been a marginally decline in the number of procedures and days that entrepreneurs require to start a business from 10 to 9 and 61 to 60 in 2013 compared to 2012⁵, such procedures still discourage entrepreneurship hence limiting opportunities for economic diversification and growth.
- ✓ Secondly, trading across borders remains the country's poorest aspect that has kept Botswana's ranking very low (145 out of 189 in 2013). This suggests that challenges continue to persist on the level of competitiveness, although the country climbed five places to 74 of 148 countries in the World Economic Forum, Competitiveness Report 2013-2014.

b) Increasing real GDP growth rate

Whilst the GoB UN POP envisaged an increased real growth rate from 6.2% in 2012 to 7.3% by 2016, the IMF economic outlook for Botswana indicate there has indeed been an increment in real GDP growth largely driven by service-oriented sectors, notably trade, transport and communication, public and financial services. However, there is a sharp contraction in the statistics presented by the IMF economic outlook and those in the programme results matrices. While in the result matrices, the total real GDP growth rate was indicated at 6.2% in 2012, the economic outlook indicates that in 2012, real growth rate was at 4.2%. The statistical contradictions in the data sources notwithstanding, there is undoubted indication of improvement in real GDP growth since 2012.

c) Reducing the rate of unemployment

The GoB UN POP envisaged a reduction in the rate of unemployment from 17.6% in 2012 to 15.7% by 2016. However, BAIS IV (2013) indicate that unemployment rate has instead increased estimated at 20.0% among the population aged between 15 and above and 19.8% among the population aged 18 and above as shown in Fig 4.2 below;



Source: GoB UN POP Result Matrices & BAIS IV (2013)

Although gender desegregated data on unemployment rate that is most recent could not be obtained by this evaluation, unemployment in Botswana is concentrated among the youth (4.7%; 15-24 years) and female gender. The 2015 UN Economic and Social Council reports that of the 72,866 unemployed youths, more than half (55.54%) are females⁶. despite the poor outcome indicators above, the evaluation found out that Botswana has designed and effectively implemented labour market regulations in accordance with international and

⁵ African Economic Outlook, AfDB, OECD, UNDP 2014

⁶ Contribution to the 2015 United Nations Economic and Social Council (ECOSOC) Integration Segment.

national labour legislations which are projected to have a profound impact on the unemployment rate in the country.

Significant regulations with high potential impact on unemployment rate include inter alia; reform of the education system with an intention of rectifying skills and labour market demand mismatch, internship programme and the Ipelegeng programme in 2008 that was designed to provide temporary employment to the people who needed jobs most. The 2014 Economic Outlook for Botswana reports that since its inception in 2009, the internship programme has successfully made over 3000 placements of which more than half have led to permanent jobs while about 66 800 had been employed under the Ipelegeng programme.

While it is true that Botswana is still grappling with unemployment especially among the youths estimated at 20.0% (BAIS IV, 2013), government commitment to addressing the challenge is evident through the number of interventions designed and implemented so far. These include inter alia; Youth Empowerment Scheme (2012); Citizen Entrepreneurial Development Agency (2001); Youth Farmers' Fund (2008); Local Enterprise Authority (2004) and several infrastructural development projects among others. What remains however is the scale up of such interventions which subsequently calls for amalgamation of both government and development partners' efforts if tangible outcomes are to be holistically realized.

d) Reduced income inequality

Despite the remarkable progress Botswana has made in reducing poverty, inequality still remains a key development challenge evidenced by a high gini-coefficient (0.61) and higher poverty concentration in the rural than urban areas. Although no documentary evidence on the most recent gini-coefficient has been found, the rural and gender dimensions of poverty in the country still confirm the presence of wide gaps between the rich and the poor, men and women as well as the rural and urban areas. In respect to the outcome target, it is suffice to state that no significant achievement has been registered towards reducing income inequality as the gini-coefficient has not changed at all.

e) Poverty reduction

Statistical data on poverty reduction indicators that are currently used are old (2012) hence making the assessment of recent achievements in this area less emphatic. Nevertheless, the documented progress made in poverty reduction is remarkable with extreme poverty reported to have declined from 23.4% in 2002/03 to 6.5% in 2009/10. In the absence of most recent data to enable the measurement of programme outcome achievements, the prevailing government commitment to implementing safety nets and other poverty reduction interventions were based on to project the outcomes.

The evaluation established that the government of Botswana has designed and is committed to implementing a number of safety nets including inter alia; old age pension, destitution allowance, World War II veterans programme, primary school feeding programme, vulnerable group feeding programme and drought relief programmes to enable vulnerable populations live decent lives and reduce extreme poverty margins. Although the impact of such programmes is not yet reflected in the poverty reduction indicator statistics, it is suffice to state that the poverty reduction interventions continue to avail opportunities for achieving impressive outcomes should the implementation momentum be maintained and/or scaled up.

The UN through its facilitating role has made substantial contribution in supporting the realization of the above achievements. It has provided strategic and technical guidance in policy formulation or survey design for example the national and district framework for LED which is currently being implemented; Botswana Poverty Eradication Strategy, Out of school education for children programme as well as Early Child Development , Multiple Overlapping Deprivation Analysis that for the first time provides empirical information of deprivation at household level and correlation to poverty , Multi Topic Household survey and employment policy . Furthermore, UN has supported capacity enhancement for evidence-based integration of population concerns into national development plans in addition to strengthening coordination of the MDG programme implementation, monitoring and evaluation at national and district levels. Importantly also has been the technical advisory services provided through technical advisors attached to implementing agencies and bringing in national and international consultants. Though scarcely reported about, this has saved such agencies a lot of costs that would have been incurred through outsourcing of short term consultants.

3.3 Health and HIV/AIDS,

There is demonstrated evidence of government's commitment to promoting the health standards of the population in Botswana. As such there has been commendable progress in addressing health issues in Botswana which is largely responsible for the improved life expectancy from 55.6 years in 2001 to 68 years in 2011 (WHO, 2014).

Although the health ministry still suffers underfunding, it is the second highly funded after the Ministry of Education and Skills Development as regards recurrent budget allocations of 2014/15. All this signifies that the government of Botswana has prioritized the health sector being the engine for the growth of other productive sectors. More evidence for the Botswana's government commitment to health promotion is reflected through a number of policies, strategies and guidelines that have been formulated to guide health care service delivery in the country. These include inter alia; Accelerated Child Survival and Development Strategy; the national road map for reduction of maternal and newborn mortality; the NCD Policy and Strategic Plan; National Cervical Cancer Strategy; Health Promotion Strategy; the recommendations of the Accountability Framework on Women and Children's Health; the Libreville declaration on health and environment; and the Malaria Elimination Strategic Plan among others.

The many HIV/AIDS interventions that have been rolled out, including the WHO 2013 guidelines of universal access to ART to all children below the age of 5 have had profound impact on the health conditions of the population. For example, HIV prevalence among the 15-24 year olds has declined especially among females bringing female-male infection ratio down from 3:1 reported in 2003 to 2:2 in 2011. Equally impressive is the reduction in HIV-related mortality from 6% in 2003 to 1% in 2011. This notwithstanding, the population still living with HIV at the time of NDP10 review was still high (24%) with the level of HIV awareness unacceptably low.⁷

Despite the impressive sectoral successes above, the midterm review of NDP reported increasing number of Non-communicable diseases which significantly contribute to the country's socio-economic burden. Other health sector challenges highlighted during NDP10 review included; health commodity stock outs due to procurement and supply management deficiencies, resource constraints due to declining external and domestic funding for the health sector, as well as health personnel gaps among others.

In response to the situation above, the post MTR GoB UN POP design and implementation sought to achieve; 1) reduced child and maternal mortality, 2) combat HIV/AIDS, malaria and other diseases, 3) enhanced institutional capacity to effectively respond to HIV/AIDS and deliver preventive and curative health services including the unmet need for family planning, 4) strengthened capacity for implementation of international health regulations (IHR) including epidemic preparedness and response, 5) strengthened capacity for MOH, NACA, and MLG & RD and civil society to undertake routine data collection, research, studies and surveys and 6) increased availability and demand for quality services for communicable and non-communicable diseases. The extent to which these outcomes have been achieved, the soundness of the interventions undertaken to achieve the set results as well as the factors that have influenced the level of achievement formed the central piece of this evaluation as presented hereunder.

3.3.1 Key Programme achievements.

Assessment of programme achievements hinged on the outcome indicators set forth in the result matrices. However, while this evaluation mainly focused on the outcome level achievements since the MTR whose indicators would have served as the baseline, lack of clear cut indicators at MTR level compelled this evaluation to make some comparative reflections to the actual baseline indicators as seen under each result component hereunder.

⁷ NDP 10 MTR report, 2012.

i) Reduced child and maternal mortality

The quality of maternal, newborn and child health is the backbone of the health of the nation. Premised upon this realization, the government of Botswana and her development partners the UN inclusive have prioritized maternal and child health in their programming as reflected in NDP 10 and GoB UN POP 2010-16. Thus, the implementation of health interventions under GoB UN POP have been directed at reducing child and maternal mortality.

In a bid to achieve the above outcome indicators, interventions in the direction of; strengthening institutional capacity at all levels to effectively provide integrated, promotive, preventative, curative and rehabilitative services in line with the IHSP; improved quality and access of Health Services; and strengthened community systems and actions for better health outcomes have been undertaken under the current GoB UN POP 2010-16. However, progress towards achieving the targets seems slow as maternal mortality has instead been on the increase currently standing at 182/100000 (MDG Status report, 2013) while infant mortality at 31.8/1000 live births. Although the MDG country status report for Botswana indicates that the country has been able to reduce by two thirds the under five mortality rate, maternal and child mortality are still high.

In 2011, infant mortality was reported at 17/1000 having fallen from 57/1000 in 2007 indicating an impressive progress towards achieving MDG 4. Although the GoB UN POP did not indicate the outcome target, it is apparent that the upstream technical support provided under the current programme cycle has availed conducive environment for the survival of both the child and mother. Spectacular achievements in maternal and child health have been achieved with 2013 UNICEF Annual report showing ANC attendance at 94 per cent, immunization coverage of 90 per cent, high ANC HIV testing of 98 per cent, ARV for PMTCT of HIV at 93 per cent and 94 per cent of births taking place in institutions. A measles follow-up campaign in 2013 reached 94.5 per cent of eligible children with measles vaccine and 94.6 per cent with Vitamin A supplementation. With this levels of service coverage, health outcomes are deemed to be positive.

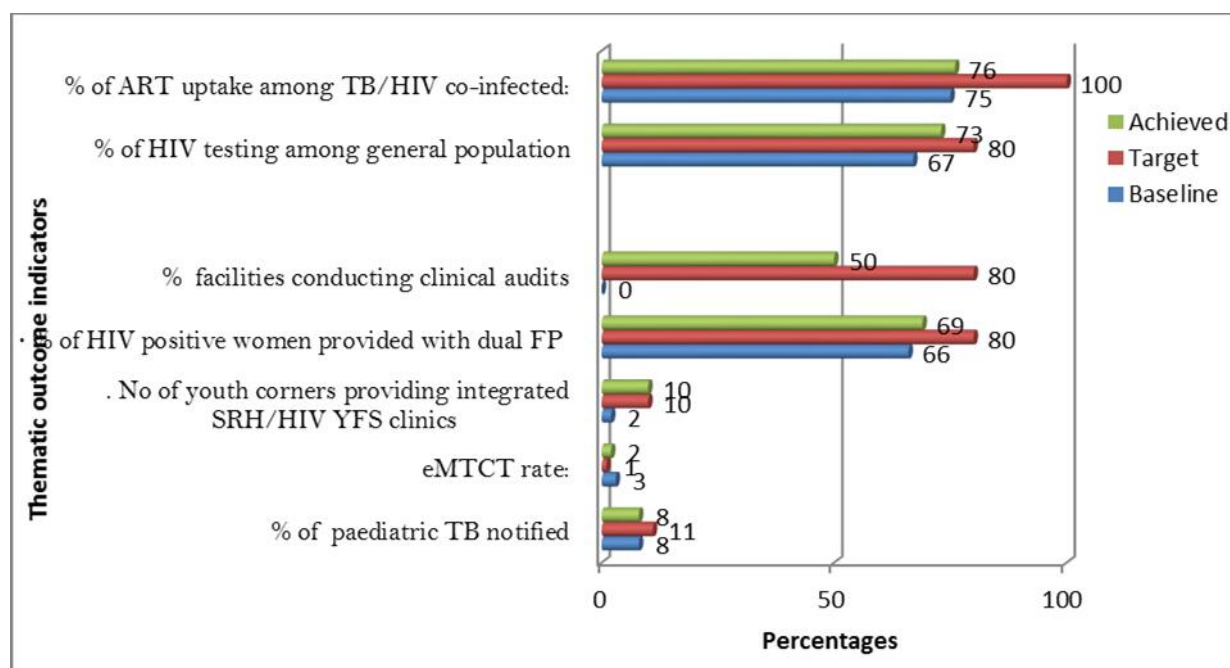
ii) Combat HIV/AIDS, malaria and other diseases

Botswana was seriously hit by the HIV/AIDS epidemic with prevalence as high as 36.2% between 1999 and 2001. However with spirited interventions, HIV/AIDS prevalence fell to 17.6% in 2008 (BAIS III, 2008) but reportedly increased to 18.5% as of 2013 (BAIS, 2013). Impressively however is the reported decline in HIV-related mortality from 6% in 2003 to 1% in 2011.

Key targets under this result area were; increasing the number of health facilities/clinics providing quality health and HIV/AIDS service from 246 in 2012 to 265 by 2016, promoting partner alignment to national priorities and strategies as well as increased funding for the health sector. Subsequently, strategic investments in strengthening the existing institutional frameworks and nation-wide mobilization for enhanced collaboration and coordination of HIV/AIDS response has been undertaken under the GoB UN POP.

Despite the spirited interventions and continued commitment in the fight against HIV/AIDS, it is worrisome that the prevalence rate has instead increased to 18.5% as reported by BAIS IV, 2013. It is still apparent that HIV/AIDS epidemic in Botswana portrays a gender face with prevalence higher (20.5%) among women than men (15.6%). Stratified by age, it is worrying that higher HIV/AIDS prevalence rates are reported among the most productive age groups (25-44) as it has significant bearing on the productive sector.

While there is impressive progress in terms of accessibility to HIV/AIDS related services like testing and counseling with universal access to free ARVs almost reaching 100%, other progress indicators under this result area are still wanting in comparison to the targets as summarized in Fig 4.3 below.



Source: MidYear Programme report 2015.

From the figure above, a very small progress from the baseline values is indeed observable despite the fact that the remaining time to the end of the programme cycle is too short to allow the realization of the set targets. It is therefore apparent that the progress made so far notwithstanding, majority of the outcome targets under this result area are most unlikely to be achieved within the remaining time frame. However, it is noteworthy that the programmatic achievements during this period revolve strongly around stage setting for enhanced achievements in the next programme cycle. For example, it is impressive that currently all government facilities across the country provide integrated HIV/AIDS services. Furthermore, the capacity strengthening interventions as well as robust policy framework the UN has supported to build provides a strong foundation for enhanced health service delivery outcomes in future.

iii) Strengthened capacity for implementation of international health regulations (IHR) including epidemic preparedness and response

There has been slow implementation of capacity strengthening for implementation of International Health regulations (IHR) as IHR core capacity assessment has not been done yet. In effect, the implementation of IHR is limited to mainly Port Health and IDSR implementation. Indeed, 12 entry ports are already implementing port health services as part of core capacities of IHR. This implies that although the implementation has lagged behind, the outcomes are slowly taking root. Thus, there is a ray of hope for health systems strengthening as the development of some policies, plans and guidelines is on-going with invaluable support of UN. The UN was fully involved in EBOLA preparedness and response.

iv) Strengthened capacity for MOH, NACA, and MLG & RD and civil society to undertake routine data collection, research, studies and surveys

Subsequent to the capacity strengthening interventions, much in terms of data collection is being undertaken for example; the National Health Accounts data collection from different stakeholders for the financial year 2013/14, availability of MOH research agenda, Joint review of PMTCT and Reproductive, Maternal, Neonatal Child & Adolescent Health (RMNCAH). In effect, although the evidence is still scanty on the utilization of the collected data in programming, the output achievements herein have potentially set a solid ground for impressive outcomes should these data be constructively utilized.

UN has specifically built capacity of various stakeholders ranging from government to NGOs in addressing health and HIV issues. As such UN contribution to system and capacity strengthening has been reflected in a

number of health related studies that have been undertaken. These include inter alia; bottleneck analysis for EMTCT, EPI technical implementation and management, research and rights-based planning for PLHIV and Infant feeding practices. It is evident that UN interventions continue to strengthen national health and HIV planning and service delivery that will result in better health indicators in the long run.

v) Increased availability and demand for quality services for communicable and non-communicable diseases

Under this result area, key targets were; increasing the proportion of the population in malaria endemic districts using LLINS from 49% (2012) to 90% in 2016, % of children under five sleeping under LLINS from 12% (2007) to 90% in 2016, % of the population protected by indoor residual spraying from 46% (2012) to 90% in addition to making STEPS III and mental health programme review reports available by 2016.

Although quantifiable indicators for the programmatic achievements under this result area are scanty, the economic outlook for Botswana (2015) report malaria prevalence has drastically dropped to less than 1% in 2014. This has been made possible through a number of UN supported initiatives including inter alia; capacity strengthening of health facilities to offer integrated health services as well as supporting policy formulation. This implies that progress towards ensuring availability of quality services for communicable and non-communicable diseases is impressively on course.

Particularly Substantial IAEA support has been provided to Botswana to enhance comprehensive cancer control (prevention and treatment), by strengthening nuclear medicine and radiotherapy services. For instance, an "imPACT" mission under the umbrella of IAEA's Programme for Action for Cancer Therapy (PACT) was conducted in August 2013 and it facilitated the development of a strategy for the management and control of cancer, as well as for building Human Resource capability in the country. In effect, the national capabilities in the area of Radiation Medicine to support the new national Radiotherapy centre has been built.

3.4 Environment and Climate Change

Botswana's largest land area is under formal conservation with key natural resources being; land, minerals, water, flora and fauna which form the backbone of the country's economy and serve as a source of livelihoods of the citizens. The country's natural resource management is governed by an elaborate policy and regulatory framework that derive its force and mandate from the country's constitution.

Environmental sustainability is highly recognized and prioritized as one of the three pillars of sustainable development which the government of Botswana ascribes to. Within the framework of promoting sustainable environmental management, Midterm review of NDP 10 identified key issues in the country's environmental management as; 1) land degradation and related issues of desertification, soil erosion and biodiversity, 2) conflicting land uses, 3) climate change, 4) access to water 5) fuel wood depletion and lack of alternative forms of energy and 6) protection of cultural and natural heritage.

The review further noted that the key challenges to achieving sustainable environmental management are; 1) absence of constitutional basis for integrating international environmental norms into local legislations, 2) weak institutional leadership for the integration of environmental issues across sectors, 3) limited public awareness of environmental issues, 4) limited judicial capacity and public engagements in the demand for sound environmental management and enforcement and 5) limited capacity for the community to take advantage of the participation space in sustainable environmental management.

3.4.1 Expected Programme Results

In the light of the gaps and challenges in the country's environmental management highlighted in the NDP 10 midterm review, GoB UN POP thematic outcome results were; 1) the poor especially women, youth and disadvantaged communities derive greater benefit from the environment and natural resources by 2016, 2) key national institutions, civil society, private sector, individuals and diverse actors have access to environmental

information and the capacity for effective decision-making in ensuring sustainable development, environmental integrity and natural resources management, 3) national policies and institutions promote and support the participation and beneficiation of communities in natural resource management, and 4) enhanced national policy frameworks and institutional capacities for effective climate change adaptation and mitigation.

The extent to which the above results have been achieved in addition to analyzing the factors that have supported or inhibited results achievement as well as lessons learnt formed the gist of this thematic area evaluation as seen hereunder.

3.4.2 Key Programme achievements

a) Greater benefit from the environment and natural resources

The need to promote greater benefit from the environment and natural resources has witnessed the integration of sustainable development concepts in the national planning processes particularly in the formulation of NDP 11. UN has provided vital technical assistance in integrating sustainable development into the overall planning framework of Botswana. Although quantifiable evidence of the outcomes is still scanty, it is apparent that the national planning framework is currently environmental sensitive which in itself is potentially significant for ensuring sustainable utilization of the environment and natural resources.

Consistently, the UN and government of Botswana engagements through the established environment management structures have played a pivotal role in putting sustainable development high on the national planning agenda. In deed Botswana is now at the takeoff stage of having all key departments and agencies aligning their plans with the sustainable development goals should the current government commitment and development partners' support remain adequate.

In addition to the 2005 Environmental Management Act and 1996 Wildlife Conservation Act as well as 2007 Community Based Natural Resource Management (CBNRM), the government of Botswana with support from development partners particularly UN has formulated a number of policies and strategies that provide strategic direction and policy clarity on the implementation of environmental sensitive projects. Examples of these include inter alia; National Climate Change Policy, Strategy and Action Plan; and National Strategy for Sustainable Development (NSSD). It is thus emergent that much as not much quantifiable outcomes have been realized under this thematic area, the interventions undertaken during the current UNDAF cycle have created a supportive environment for achieving greater environmental benefits in the medium and long term.

b) Accessibility to environmental information.

Much as tangible achievements under this outcome indicator are still insignificant, the interventions undertaken so far convey a ray of hope concerning the achievement of the projected outcomes. The continued support from UN towards the development of a fully-functional Environmental Information System coupled with the World Bank support towards streamlining the EIS process contain high potential of enhancing access to vital environmental information to guide decision making at various levels of socio-economic and political organization.

c) Capacity for effective decision-making in ensuring sustainable development, environmental integrity and natural resource management

The capacity development initiatives implemented by UNEP-EU partnership have provided a strategic guidance to and enhanced the ability of Botswana to develop Clean Development Mechanisms (CDM) projects. The developed capacity presents Botswana the potential to address her sustainable development priorities as well as complying with her obligations under the Kyoto Protocol. Much as during interviews with result groups, capacity gaps were frequently mentioned as key challenge under this thematic area, the achievements registered so far in the direction of capacity strengthening serve as stepping stones to the full achievement of programme targets.

d) Supportive national policies for participation and beneficiation of communities in natural resource management

Although tangible outcomes under environment and climate change thematic area are still scanty partly due to the fact that most projects are behind schedule, the upstream policy advice provided by UN agencies is filtering in most of the strategic areas that could influence policy reforms in favour of community participation and beneficiation in natural resource management. Through the UN provided support, the government of Botswana's capacity to implement and report on the implementation of Multilateral Environmental Agreements (MEAs) has been enhanced.

Specifically, IAEA has provided support to Botswana in the field of rural development, with emphasis on the application of nuclear and related techniques to i) select more resistant agricultural varieties via mutation breeding and ii) enhance livestock productivity through the genetic and phenotypic characterization of local cattle and the use of early detection and control techniques to fight transboundary animal diseases. In the field of enhanced water resources and soil management, for instance by building national expertise to determine nutrient and irrigation water use efficiencies in the country

In effect, co-management as a sustainable approach to managing national environmental issues is receiving due attention in the country's environmental and natural resource management frameworks. Thus, continued implementation commitments, capacity strengthening and adequate funding still remain critical for the realization of full outcome indicators.

3.5 Children, Youth and Women's Empowerment

Social equality is a key pillar of sustainable development as it ensures that vulnerable populations are not left behind in the development processes. Children, Youth and women have time in memorial been subjected to socio-economic deprivation and exclusion which has significantly retarded their progression in many spheres of life. However, there is evidence that the Botswana government is highly committed to achieving social equality through a number of gender related policies and plans that have been enacted and implemented since independence in 1966.

The NDP 10 midterm review observed that there was impressive recognition for the rights of children, youth and women as enshrined in the country's policy and legal framework. The children's Act of 2009 vividly articulates the rights and entitlements of children while the role played by subsequent child protection structures have also been pivotal. Youth development has also been high on the national development agenda since 1966 when the first National Youths Policy was first adopted. The 2001-10 National Youth Action Plan which was later revised in 2010 provides an elaborate interventional framework in the development of the youths.

As reported by the NDP 10 Midterm review, there is demonstrated evidence for government's commitment to promoting gender equality in respect to access to opportunities, positions and resources. However, as still noted in the NDP 10 MTR report, gender parity was still evident exemplified by women's under representation in parliament and cabinet, women's ill-treatment and discrimination perpetuated partly by the dual legal system that accommodates the use of customary law.

It was further noted in the NDP 10 MTR that 67% of women had experienced some form of gender-based violence while 62% intimate partner violence in their life time with 44% of the men admitting to having ever perpetuated violence against women. Also, the education and employment sectors were also marred with gender disparities reflected by lower proportions of women than men in science and technology based subjects and activities as well as higher (19.7%) unemployment rate and poverty among women.

In responding to the plight of children, youths and women, the NDP 10 MTR observed key challenges which included; 1) inadequate capacity by child protection structures and systems, 2) limited opportunities, space and voice for children to participate in development processes, 3) inadequate data and information to guide programming, 4) increased vulnerability posed by youth unemployment, poverty, HIV/AIDS and limited access to sexual and reproductive commodities.

3.5.1 Expected Programme Results

In the light of the children, youth and women situation that prevailed at NDP 10 MTR, the design and implementation of the post GoB UN POP MTR was intended to achieve the following outcomes 1) increased child, youth and women empowerment and participation at all levels, 2) reduced gender based violence, 3) youth and women have increased equitable access and control of resources, 4) protective and supportive environment for children in place with reduced child labour, abuse, neglect and discrimination.

3.5.2 Key Programme achievements

The assessment of programmatic achievements under this thematic area was constrained by lack of data on baseline, target and status indicators. As such programmatic achievements were assessed on the basis of projected outcomes under each outcome sub theme as seen hereunder;

i) Increased child, youth and women empowerment and participation at all levels

The measurement indicators set for this outcome target were; youth unemployment rate, women's participation in politics and the proportion of the youth registered to vote. The Botswana Core Welfare Indicator Survey (2009) recorded unemployment at 17.9% but the 2013 Botswana AIDS Impact Survey (BAIS IV) estimated it at 20%. This implies that the anticipated employment related outcomes have not been achieved. Women involvement in politics is still very low with parliamentary statistics showing that women constitute 8%; compared to 6.6% in 2009. High poverty levels among the female gender, cultural limitations and gender insensitive electoral system are largely to blame for the decimal women participation in the political arena in Botswana.

The evaluation found out that avenues (National Council for Children and Children Consultative Forum) for children participation in decision making have been established but lack of accurate and most recent data on the level of children's utilization of such avenues constrained the analysis of the achievement registered hitherto. Nevertheless, it is apparent that the policy environment within which children and youth can participate in public decision making has been made more conducive only that without an affirmative action, the much desired outcomes may take long to be realized.

ii) Reduced gender based violence

The 2012 gender based violence indicator study reported a high (67%) prevalence rate of gender based violence that was sustained by the socio-economic male domination. Intimate partner violence was equally reported high (62%) with nearly half (44%) of the male participants confirming having ever perpetuated intimate partner violence. Despite the alarming rates of gender based violence, reporting was very low as only 1.2% of the women had reported the violence to police.

Inspired by the Commonwealth Plan of Action on Gender and Development (2005-2015) and Southern African Development Community (SADC) Protocol on Gender and Development target to halve GBV by 2015, a number of interventions have been undertaken within the framework of GoB UN POP 2010-16 and significant of them include the following;

Supporting the development of policies and strategies to end gender-based violence for example; the national strategy to ending GBV, GBV referral system and GBV standard operating procedures. These have strengthened coordination and monitoring of GBV interventions at both the national and sub national levels.

The GoB UN efforts have further been manifest in advocacy for gender mainstreaming and integrated approach to ending gender based violence. Great work has been done in strengthening male involvement in GBV and SRH issues through increased platforms for male engagement, mobilizing customary leaders (Dikgosi) to address GBV and gender inequality as well as supporting research on Gender Based Violence (GBV Indicator survey).

Capacity development has yet been another significant contribution of the UN agencies towards ending GBV. Several CSOs such as KSWs, BCC and GL have been supported to strengthen community mobilization campaigns, community dialogues, education. In effect, several women groups and NGOs have been supported to participate at local, national, regional and international conferences on gender and GBV. Capacity development efforts have also been targeted at gender sensitive reporting and the training of media practitioners that was conducted has greatly supported the realization of the results.

Although quantitative evidence for the outcomes from the above interventions is still scanty, it is apparent that there is increasing levels of awareness, responsiveness and service delivery towards addressing gender based violence. Besides, the policy and legal reforms that have been effected continue to provide a conducive environment for achieving the set outcome targets should the present activity implementation momentum be maintained or even scaled up. Although there is still lack of statistical harmony on the current gender inequality index (GII) with ROAR 2015 putting it at 0.964 while Economic outlook (2015) at 0.486, progress towards gender equality is impressive. For example, the 2015 Economic Outlook for Botswana report that 73.6% of women compared to 77.3% of men are literate while 71.8% of females compared to 81.5% of males were in 2014 participating in labour market.

iii) Protective and supportive environment for children with reduced child labour, abuse, neglect and discrimination.

Strengthening child protection systems through legal reforms, capacities of child protection actors at national and local level and child Participation mechanisms for decision making have been the key interventions in the pathway of achieving this outcome. Subsequently, the amendment of the 2009 Children's Act, the formation of National Children's Council (NCC) and Children Consultative Forum (CCF) have enhanced policy clarity besides providing children avenues of participating in decision making and having their concerns reflected in national planning agenda. Although quantitative evidence is still scanty, it is apparent that the prevailing legal and policy environment is supportive and protective of children.

Botswana has made significant strides in achieving her 2015 MDG commitments regarding universal access to primary education. The 2012 Education For All (EFA) shows that enrolment at primary level was impressively above 100% while primary level completion rates at 97%. This has great bearing on reduced child labour although a current quantitative indicator is not certainly available.

The UN provided support in policy formulation and capacity strengthening of various implementation structures coupled with government commitment are worth crediting for the achievements hitherto. UN support has particularly led to the formulation of child protection protocol, guidelines on rationalization and standardisation of OVC package of services, guidelines and regulations on probation and after care service, the costing of children's Act implementation framework among others.

4.0 Programme Assessment in the light of OECD/DAC Evaluation Criteria

4.1 Programme relevance

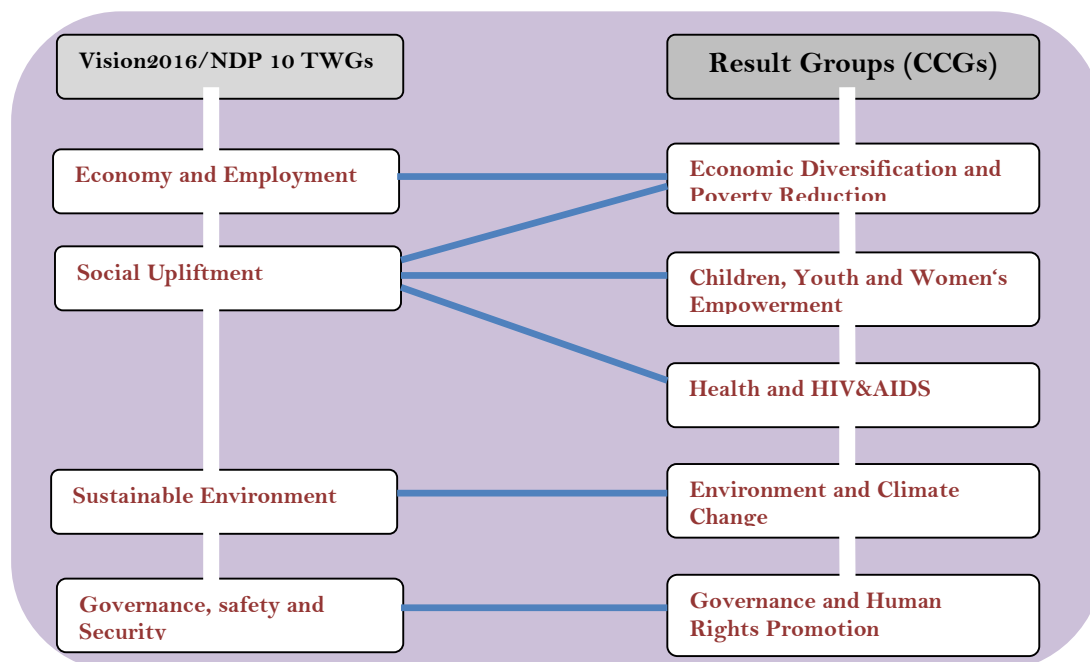
Programme relevance was assessed on two grounds; degree of internal and external consistence of the programme. Internally, the locus of the analysis was the extent to which the programme intervention logic has facilitated or inhibited the achievement of the desired results. According to the programme design and UN Botswana ideology, the intervention of UN is more at the upstream policy formulation level while the downstream work is down by the IPs which are mostly government agencies and CSOs but with technical and financial support from the UN agencies.

The use of government agencies as implementing partners promotes government ownership of interventions and sustainability of the outcomes while UN retains the status of being an enabler. Also the use of CSOs in the programme implementation promotes the involvement of third sector organizations which in turn promotes inclusive development. However, although according to the GoB UN POP design result achievement is largely influenced by the internal capacities and operational modalities of the IPs which the UN may have little control over, the technical assistance component of the programme is well intended and positioned to overcome the challenges that would emanate therefrom.

However, the evaluation found out that programme result tracking has mainly focused on activity and output level and as such outcome level data collection has been given little attention throughout programme design and implementation. This hinders effective evidence-based programming hence compromising achievement of programme outcomes and impacts.

Externally, there is adequate alignment of the GoB UN POP with the national development priorities as the programme component well squares with the both NDP 10 and vision 2016 which are the main national development planning documents as illustrated in figure 5.1 below.

Fig 5.1: Level of alignment between GoB UN POP and National Development Priorities



Source: GoB UN POP (2010/16)

The UN intervention strategy is built on sound principles; 1) Complimenting rather than substituting, 2) Shared knowledge and practice rather than competition, 3) Shared success ahead of individual success, 4) UN as an enabler rather than Competitor, 5) Consolidation in place of fragmentation and non-significant initiatives, 6) Drawing on regional and global knowledge and continuous learning, 7) Partnership ownership and 8) enhancing partner capacities which all promote national programme ownership hence ensuring its relevance.

The composition of programme management structures and implementation strategies which have witnessed UN agencies sharing planning and coordination platforms with national stakeholders like line ministries and

agencies as well as CSOs has ensured successful integration of both the government and the UN planning ideologies hence promoting complementary development. Indeed the extension of the current GoB UN POP up to 2016 was a well thought through initiative that will successfully align GoB UN POP planning cycle with that of NDP 11 hence promoting greater programme relevance.

In their own assessment, results groups had mixed opinions on the level of programme internal consistence with 2 out of 5 separately showing that level of consistence is acceptable and satisfactory while the other result group's opinion was that the level of internal consistence is very satisfactory⁸ It is apparent that the result group's opinions on programme relevance was influenced by the programme implementation and coordination challenges presented in section two.

4.2 Programme Effectiveness

Programmatic achievements in the light of set outcome indicators is still unsatisfactory although the programme interventions have successfully supported the creation of conducive environment for outcome achievement. Assessment of outcome indicators is critically compromised by data inadequacies at outcome level. At the upstream policy formulation level, there is evidence that the technical assistance provided by the programme has effectively filtered through a number of policies and strategies that have been formulated with the integration of sustainable development concept in the national planning framework presenting the most significant success registered hitherto.

Self-assessment of results groups indicate poor programme effectiveness score with majority (3 out of 5) of the groups rating it at acceptable while the remaining 2 at unsatisfactory levels. Although a credible progress towards the realization of output indicators was echoed in all the result groups, realization of programme outcome indicators is still at a low level. However, there is hope that since the first GoB UN POP programming cycle has largely addressed performance barriers by ensuring availability and clarity of policies, this will highly support the realization of programme outcome indicators in the long run.

Delayed implementation of some of the planned activities compromised output level achievements and consequently the outcomes. Also, lack of sufficient recent data at programme outcome level also compromised the full assessment of programme effectiveness especially from the beneficiary perspective. Nevertheless, it is noteworthy that the UN has played and still plays an effective role of enabling the government of Botswana to achieve her national aspirations in public service delivery arena.

4.3 Programme Efficiency

The scope and design of this evaluation as explicitly indicated in the terms of reference did not provide for a detailed efficiency analysis that deeply looks at programme budget variance and value for money analysis. As such focus was placed on the adopted programme implementation strategies have facilitated optimum resource utilization. In the first place, the strategic partnerships on which programme implementation has been anchored have presented the programme enormous efficiency gains by ensuring minimum duplication of interventions and resources

Furthermore, joint planning and implementation promotes resource sharing and its resultant effects on reduced implementation costs and timely interventions. Therefore, with exception of a handful of activities under the environment and climate change as well as children youth and women empowerment where delayed implementation was reported as a result of capacity constraints, programme implementation is on course in terms of timelines; a factor that signifies efficiency.

Self-assessment of the result groups indicate that the level of programme efficiency is acceptable implying that the efficiency score ranges between 50-70%. Adherence to the established procurement procedures, regular programme and operations meetings that monitor expenditure and joint programming allow resource leveraging and promote efficient programme management.

⁸ Very satisfactory (85-100%), Satisfactory (70-84.9%), Acceptable (50-69.9%), Unsatisfactory (30-49.9%) and Very unsatisfactory (below 30%)

4.4 Sustainability of programme benefits

The entire programme design, implementation and management was well anchored of the key tenets of sustainability; stakeholder participation, contribution, ownership and capacity building. The successful integration of the programme in the national development agenda with relevant government departments at the helm of programme implementation and coordination promotes benefit continuity. This is because the national government owns the programme as a result of its effective participation and contribution in the programme.

The UN has strategically positioned its self as a catalyst whose role has been supporting government development efforts. In effect, the government is fully in-charge of the programme benefit continuity as part of its national service delivery mandate. Strategies such as joint programming and stakeholder capacity enhancement which the UN agencies have undertaken are potentially significant in ensure continuity of benefits beyond the programme period.

5.0 Conclusions and General Recommendations

5.1 General Conclusion:

The evaluation concludes that the GoB – UN through its operationalization of the UNDAF through GoB UN Program Operational Plan 2010 – 2016 has made significant and remarkable progress towards realizing its set objectives, goals and priorities in an effort to fulfil the NDP10 and the Government of Botswana Vision 2016 aspirations. Significant progress was made towards achieving 10 out of the 14 MDG targets apart from only 2 MDGs notably those dealing with the prevalence of underweight children under 5 years of age, child mortality; maternal mortality and tuberculosis incidence. With the support of the UN and other international Regional agencies, Botswana is also progressing well with the transition from NDP10 into NDP11 as well as formulation of the successor to the Botswana Vision 2016. To a greater and significant extent the UNDAF-GoB UN POP 2010 – 2016 specifically those in the revised GoB – UN POP 2012 – 2016 outcome indicators have mostly fallen below the baseline and may partially be achieved by 2016. The GoB – UN POP 2010 – 2016 was fully owned by the UN and Government as an all-embracing and binding document since it provided opportunities for the UN GoB alignment in terms of joint planning, programming and implementation framework. Notably also was the super governance and coordination mechanism enshrined in the GoB UN POP document as a management tool despite a few hiccups in its application for effective delivery of the program results. There was also good coordination between the UN and Government at the upstream level and especially at cross sectoral levels although the full success of the program was constrained by the capacity gaps and inefficiencies at the downstream and IPs levels especially at lower government levels starting from the district.

However, although the program made significant achievements, there were also areas of challenge notably (a) the contribution of the Non Resident agents was not well harnessed and visible especially those that deal with the Labour issues possibly due to the nature of being nonresident hence a bit detached from the ground as well as challenges associated with distant coordination despite being part of the DaO framework. (b) Coordination challenges were also identified in some of the Result Groups operations such as the Health, HIV/AIDS Result Group due to the nature of the confusion in coordinating ministries and departments. Some of the indicators were also not measurable, and in some cases were inappropriate measures of the stated outcomes.

The key lessons learned over the GoB UN POP period were that despite having a wonderful governance and management structure doesn't necessarily deliver on the required targets and results. This was also due to drawn lessons that some UN programming instruments such as RBM, HACT, and RBAD have not been brought to the forefront in order to ensure that processes and systems are simplified and harmonized for effective delivery of the program results.

With Botswana being an upper MIC the UN has also been able to realize in its implementation of the GoB POP that it is time to rethink and reposition itself in leveraging its international network of resource base, expertise and knowledge for it to remain relevant in Botswana and in the face of other international knowledge Think Tank competitors. The south to south Cooperation framework was also another important conclusive aspect that the UN should upscale and exploit especially in the area of Local Economic development which will address the poverty disparities and inequalities in income distribution, HIV/AIDS and economic diversification.

Despite Botswana being classified as an upper MIC as well as a self-starter as far as DaO at UN level is concerned many of the challenges and lessons have been found to be common to some of the Least Developing Countries due to Income inequalities and distribution that presents as a skewed economy.

5.2 Conclusions on Programme Governance, Coordination and Reporting mechanisms

There is a very well-established structure with clear leadership, linkages and roles in relation to the programme thematic areas reviewed, right from the UN to GoB level through line ministries to the service delivery points. However issues of capacity are still lacking both upstream and downstream which curtails the successful achievement of planned results in the program.

The programme governance structure promotes effective participation of all stakeholders hence fostering inter and intra partnerships among UN agencies on one hand and other development partners on the other. This has facilitated sharing of resources leading to efficient programme implementation and management.

The division of roles and responsibilities among the various governance structures has effectively promoted government ownership of the interventions as the UN is only portrayed as an enabler. This is potentially important for programme benefit continuity beyond the implementation period.

The programme governance arrangements gives the implementing partners considerable responsibilities along the programme implementation path but some reportedly lack sufficient technical capacity yet UN's technical assistance is concentrated at upstream policy formulation. Lack of adequate capacities detrimentally impedes effective implementation and realization of expected results.

The programme governance structure has facilitated the UN and government to effectively work together. This result of this has been proper alignment of UN interventions with national development priorities hence streamlined UN contribution to national development.

Placing programme implementation responsibilities in specific offices that are highly influential like the PS and president's office has facilitated policy implementation hence enabling UN's technical assistance to swiftly filter through national development processes.

However, while the programme governance structure portray a high level commitment to joint programming and commendable progress towards "Delivering as One" the failure to establish a pool fund for the programme has forced different UN agencies to have parallel fundraising campaigns with its high transaction costs.

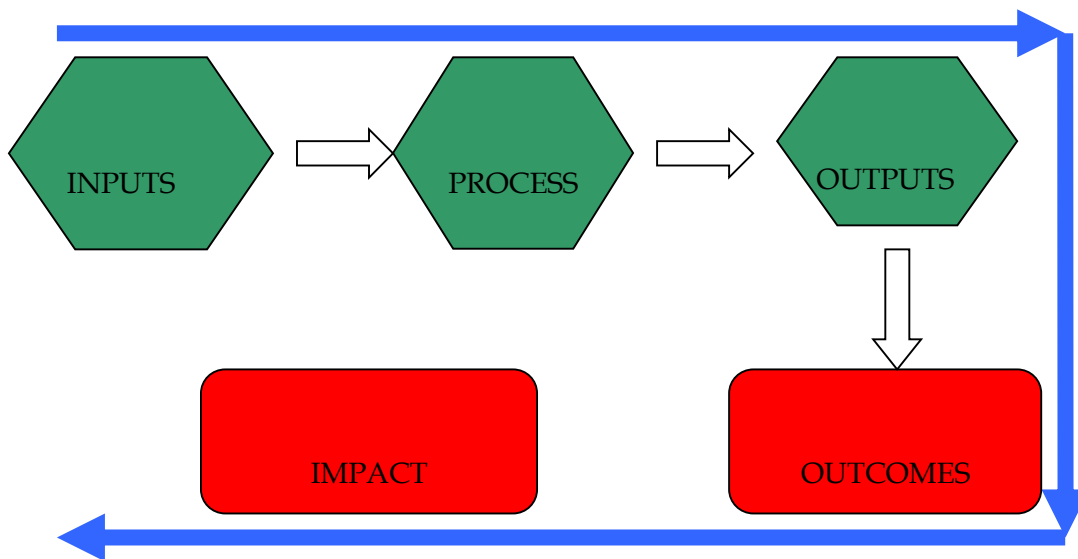
5.3 Recommendations for Programme Governance, Coordination and Reporting mechanism

Programme Governance: The current governance structure, coordination and management as already indicated should be maintained as it represents all key stakeholders and encourages full and active participation by both the GoB and UN both horizontally and vertically in GoB UN POP implementation. Further still the GoB should engage more with higher level offices like Presidents Office and ministers in enforcing that the good policies formulated are also implemented by the government institutions within their respective mandates. On the UN side there is need to fast track the fulfilment of the DaO principles in line with the DaO SOPs framework.

Strengthening M&E and reporting mechanisms through RBM, HRBA and PBM: A strong and committed, leadership, accountability and a concrete work plan specifying clear responsibilities, M&E mechanism and communications plan are essential to sustain the functionality of Result Groups in reporting up to the result/outcome level. This can be achieved through the introduction and application of RBM which should also be applied hand in hand with Performance Based Management (PBM) system so that the programs and operations personnel both on the side of UN and government are held accountable during their respective appraisal processes. The key aspects to coordination should also be based on a clear identification and definition of common results areas and developing how the UN Agencies can work together in order to achieve those results and ensuring accountability and alignment. Given clear definition of common results, coordination would therefore be required at all the levels such as; (1) coordinating strategic decisions at the GoB – UN POP Outcome level, including monitoring the external environment and managing assumptions; (2) coordinating programme management with government counterparts at sector and thematic level; and (3) coordinating work plan activities at output and project level.

The following monitoring and evaluation flow should in future guide the GoB UN POP.

Fig 5.1 System Analysis Model indicating the coverage of GoB-UN POP monitoring and evaluations focus on projects up to this level in Green Colour



GoB-UN POP monitoring and evaluation of projects should focus up to this level in Red colour

Model built by: Cliff Bernard Nuwakora September, 2015.

The monitoring and evaluation systems and processes for the GoB – UN POP should focus on the Outcomes right from the start of the planning through implementation so that the definitions of all system indicators are coherent with right definition of data and ascertaining of its feasibility and availability later on quality and adequacy. It is through the assessment of these aspects that one can emphatically ascertain the impact of the GoB UN POP results and services delivered by Implementing Partners agencies. In future it is crucial that any monitoring and evaluation system focuses on all aspects of the model. The main aim is to ensure that inputs are not only linked to outputs but also reflect outcomes and impacts. It is however to be noted that while the analysis of outputs can be ascertained based on a short period of project implementation, the assessment of the outcomes and impact require a relatively longer period of implementation. This is because outcomes and impact reflect change in quality of life, a phenomenon that can only be established after a long period of sustained project interventions. It is pertinent that since the GoB – UN POP had a relatively longer period of 5 years plus, the application of the above comprehensive systems analysis as an evaluation tool would be appropriate.

Key M&E focus areas

- ✓ The UN and government both need to fully bring at the forefront and embrace the Results Based Management (RBM), Harmonized Cash Transfer (HACT) and Rights Based Approach to Programming (RBAP) as important programming tools in order to ensure Real time monitoring. The UN itself should assist the government to design specific capacity building strength in this line leveraging from its international network and knowledge such as picking lessons from the UNDP GEF projects which have got starting tools for effective tracking progress and achievements at result level. Specific skills and training programs in RBM, HACT and RBAP for both planners, programmers and other personnel involved in the planning and implementation of the GoB UN POP program at all levels.
- ✓ It is commendable that GoB-UN supports IPs in Results Based Management and Monitoring skills and training in order to move away from focusing on activity level monitoring to a more Result Oriented monitoring approach.
- ✓ The different means of verification (MOVs) used in monitoring and evaluation at different levels should also ensure effective M&E, Real Time Monitoring and Reporting and subsequent improvement in service delivery as opposed to the currently applied static monitoring and reporting.

- ✓ The Revised M&E Formats by the PCME are a step in the right direction towards enhancing a Robust M&E and are an effective MOV as it tracks Result Actions and timely resolving of outstanding POP implementation issues.
- ✓ MOVs used in M&E mainly focus on outputs, yet it is through measurement of outcomes and impacts that one can ascertain the influence intervention on quality of life
- ✓ Development of concrete RBM focused M&E guidelines and tool kits will enhance skills and foster a common understanding and vision among UN agencies, Government line agencies, Local Governments and Civil Society Organizations (CSOs)
- ✓ There is need for undertaking baselines studies as well as GoB to deploy resources with technical support from the UN to update its outdated national statistical database with realistic intervals in between. Such studies can also include Vulnerability assessment studies in addition to its statutory periodical national surveys

Harmonization of UNDP, UNICEF and UNFPA CPDs: For the UN to remain relevant in a MIC like Botswana and in an effort to consolidate its leadership role in terms of GoB National visioning and NDP process and alignment programs to the GoB, the UNCT should ensure that their harmonized CPDs focus on key strategic result issues such as reducing income inequalities through multisectoral poverty reduction programs which focus and target vulnerable groups such as children, women, youth and PWDs; human rights and governance deepening, economic diversification especially mineral and agricultural diversification; identification of innovative hubs as precursors for GoB economic and investment niches as well as environmental sustainability. HIV/AIDS remains a serious concern with rate of new infections among adolescents still high and requires coordinated focus by UN.

UN strategic SDG interventions: The UN should also strategize and support GoB in systematically ensuring that over time the mainstreamed SGDs in the forthcoming NDP11 and National Vision beyond 2016 are achieved through specific UN targeted interventions.

Communication and knowledge sharing: The UN Communication Group as part of management structure should enhance the communication and knowledge sharing especially on the planning, programming and reporting aspects of the GoB UN POP in order to secure a buy in from various stakeholders and increase on the visibility. This can be through various mechanisms such as use of internal UN-Government communication systems, print and electronic media. Also through external communication for improving the visibility of the UN, and internal communication to support the change management process through enhanced coordination. Communication can play an important role in popularizing the GoB – UN POP. The UNCT should utilize its comparative advantage in policy advocacy and TA knowledge transfer to maintain its relevance in a middle income country as well as play an important role in supporting GoB to enhance its role in South-South Cooperation

Streamlining Accountability systems with PBM: There is a need to reinforce and enhance governance and coordination structures with clear specification of shared responsibilities and accountability between the UN and the Government by introduction of PBM. The GoB – UN POP ownership by the Government should be overemphasized and stressed to ensure an effective implementation and monitoring. Government counterparts should be involved in the process as early as possible to ensure ownership. Participation of Local Government Units (LGUs) and other sub-national stakeholders and civil society partners is also equally important.

Skills development and capacity building: There is need for Capacity Needs Assessments (CNA) to develop suitable strategies that contribute to the strengthening of the institutions and systems and such skills could be in strengthening M&E reporting mechanisms through RBM, HACT and HRBA; UN program processes and operations and finally strategic planning and management.

Strengthening the PSC Secretariat: The GoB – UN should recruit a Program Officer to coordinate the POP business at GoB and UN agencies. This will be primarily focus on POP business by supporting the PSC GoB staff who are sometimes divided in their respective mandates and PSC work.

5.3 Conclusions on Programmatic achievements

Quantifiable outcome level achievements are still not impressive as most of the outcome indicators have not been met. However, lack of most current data constrained vivid assessment of the level of achievement and data leading to this conclusion date way back to 2012 and 2013. Furthermore, some outcome indicators lack baseline data which compromised target setting at the programme design stage and consequently performance assessment at the evaluation stage. The evaluation noted that programme reporting has mainly hinged on accomplishments at activity and output level and as such data on outcome indicators have scantily been collected.

However, it is apparent that programme interventions undertaken under the present UNDAF cycle have impressively addressed upstream implementation bottlenecks thereby creating a supportive environment for realizing enhanced programme outcome level achievements in future. This therefore calls for adequate investments in data collection and analysis at all programme performance levels (activity, output, outcome and impact where possible).

The alignment of programme interventions with the national development priorities coupled with joint programming have ably promoted programme relevance, effectiveness, efficiency and sustainability. The programme satisfactorily adheres to the OECD/DAC evaluation criteria. It is possible for the programme to deliver much benefit if the DaO approach remains at the core of the programme design, implementation and management.

5.4 Recommendations for improving programmatic achievements

Although great realization of a Result Based Programming and Management has already swept across programme management structures, there is need for adequate committal of resources to RBM capacity strengthening reporting among all programme stakeholders. Conducting a capacity assessment offers the best starting point as it clearly brings out the capacity gaps that have to be addressed.

1. There is a critical need to allocate adequate resources to data collection functions and ensure that adequate data is timely collected and analyzed to reflect programme performance. This is important for timely detection of performance variances hence guiding the design and implementation of corrective measures in time.
2. There is also need to increase the role of Civil Society through CSOs and their networks to participate fully in the design and delivery of programmes that allows for flexibility at the community level thereby addressing the peculiar social cultural contexts.
3. Urgent attention is needed to reduce youth unemployment while ensuring that they have skills that labour market needs.
4. Since a great proportion of households are headed by women and raise children policies and programmes that lifts them out of poverty are critical.
5. Design programmes that take into account multi-dimensional nature of poverty
6. Improved data collection, analysis and timely dissemination.
7. Advocacy for affirmative action towards improving participation of marginalized groups such as women, youths, children, PWDs in public policy formulation is critical if impressive results are to be achieved.

Annex 1: Level of implementation and outcomes of the MTR recommendations

MTR recommendations	Responsive actions taken	Remarks, challenges & suggested way forward
Review and refocus the POP :		
Strengthen the focus of the POP	<ol style="list-style-type: none"> 1. The GoB UN POP has addressed this issue by first and foremost extending the life of GoB-UN POP by an extra two years from 2014-2016 in order to align itself with the country's national development plans and visioning – NDP10 and Vision 2016 given the fact that these policy frameworks will be ending in 2016. This has given GoB UN an opportunity to further align their respective planning, programming and implementation. 2. The various Diagnostic studies by the GoB in place to strategically guide the formulation of the new NDP11 and Vision beyond 2016 are efforts in the right direction by all partners involved 	<p>The Gob-UN POP – UNDAF roll out should therefore maximize this opportunity in order for especially the UN to articulate its mandate and relevance within the context of the MIC Botswana.</p> <p>There is need for the GoB UN to engage broadly with other development Partners in the quest to fulfil the DaO</p> <p>The next UNDAF – GoB UN POP should be designed within the context of regional – SADC and international perspectives like south to South Cooperation</p>
Strengthen capacity and attention to cross-cutting issues	<ol style="list-style-type: none"> 3. A number of cross cutting issues have been addressed in the post MTR period especially those related to Gender aspects for instance there has been a Joint gender Based Violence programming as well as Gender mainstreaming has been tackled by the CYW thematic group in the process. Other issuers of HIV/AIDS and Environment have also been focused on with positive strides based on the outputs so far realized within the revised Results matrix. CSOs in men's issues have been brought on board too. Gender Policy is also in place 	<p>There is need to further enhance the aspects of cross cutting issues holistically more so the harnessing and bring to the forefront the Rights Based Approach since its still not well articulated in the GoB UN POP 2010 – 2016.</p>
Strengthen capacities for the Human Rights-Based Approach (HRBA) and results-based	<ol style="list-style-type: none"> 4. The post Gob UN POP MTR period has seen the introduction of new planning, monitoring and reporting formats that are in a right direction to address the RBM 	<p>The HRBA as indicated above doesn't come out well. As a fundamental UN programming instrument, the HRBA requires a systematic application of human rights standards and principles in all phases of the programming processes including the formulation of the Results</p>

management (RBM)	weakness although glaring capacity gap in skills of RBM application as programming instrument remains.	<p>Matrix/framework. The assessment of the institutional and behavioral aspects of the rights holders and bearers is also crucial in the application of the HRBA principles as well as ensuring that programs right from inception, design, programming to M&E levels have got inbuilt HRBA mechanisms. This also goes for policies and strategies of the Gob UN should be based on HRBA principles for instance be pro-poor and progressive in nature.</p> <p>In is imperative to note however that HRBA depends on good statistical database and strong country analytical work on social and regional situations and in the case of the GoB – UN, the statistical database is still not up to date hence needs to be updated in order to assist as baseline for measuring such outcome changes in programming like HRBA, gender and other targeted policy interventions.</p> <p>On the side of the UN there is also need to strengthen the Human Rights Coordination Group as part of the UN sub structure.</p>
Improve the use of UNDG guidance material in programming	5. This aspect has been achieved looking at the logical sequencing of the various programming and reporting materials of the GoB-UN although more is still needed especially on HACT, HRBA and RBM	As indicated above HRBA, RBM and HACT ⁹ programming instruments materials should be prioritized
Review internal UN capacity to engage in up-stream work and strategically deploy available skills	6. The UN has been responsive to this aspect as there is now 3 TA Advisors placed in the Office of the President on poverty reduction, Ministry of Local Government and Rural development on Local economic development (LED) aspects and Ministry of environment on Climate change and environmental sustainability aspects	The challenge with TA and deployment of TA skills has more less been on clear identification of strategic entry points in order to strategically reap from the policy level strategic interventions rather than entry points at IPs levels which renders TA to undertake the IPs day to day work. Refer to recommendations on partnership strategy in this report.
Strengthening the capacity for policy analysis and expenditure analysis and tracking	UN provision of TA to Office of the President and Ministry of Local Government	TA still strategically required both at the upstream and downstream

⁹ Merits of HACT are Reduce transaction costs pertaining to the country programs by simplifying and harmonizing rules and procedures; Strengthen the capacity of implementing partners to effectively manage resources; and •Help manage risks related to the management of funds and increase overall effectiveness

Strengthen use of existing data to inform programming	Most studies and surveys are out dated and this calls for GoB and the UN support to update	Need for GoB to update its national database
Strengthen Monitoring and Evaluation		
Strengthening Monitoring and Evaluation of the POP (Indicators and reporting)	<ol style="list-style-type: none"> 7. Addressed by refocusing the GoB-UN POP by revision on the Results Matrix with SMART indicators as well as various skills trainings in M&E especially on the improvement of reporting mechanisms using the RBM much as it is still an ongoing process. 8. Introduction of new M&E reporting formats is a step realized in the right direction by the PCME for the RGs 9. HACT minimally used as evidenced by UNICEF reporting reports 	<p>More efforts needed in embracing the various UN programming instruments such as HACT, RBM and HRBA.</p> <p>Further still more capacity building trainings and skills development are required in this M&E area in order to enhance it so that Outcomes and impacts of the GoB UN POP are easily measured and captured.</p> <p>Fundamental to this also is for the GoB UN to ensure availability of reliable up to date statistical data.</p> <p>There is need to reduce on fragmentation of activities into main activities with clear indicators as well as reflection of reduction in over ambitious plans and activities.</p>
Strengthen Monitoring and Evaluation structures and their functioning	<ol style="list-style-type: none"> 1. Clear Tors have been put in place for the various structures to function such as PCME, RGs although still faced with challenges of quality of reporting and ensuring accountability for results 2. Trainings and skills building as part of capacity building is ongoing for the various structures including IPs 	<p>There is strong need for introduction of minimum incentives as well as instituting accountability measures in the functions of the M&E structures especially the PCME and RGs members.</p> <p>Performance Based management (PBM) should also be adopted as part of the major reforms in the management of the GoB UN POP programs within the institutional mandates</p> <p>M&E Capacity building plan needed especially targeting M&E programming instruments such as RBM, HACT and HRBA as this will help in evaluating the progress</p>
Strengthen commitment to and practices towards Delivering As One		
	The refocus of the GoB UN POP by extension of	Operationalize the major initial tenets of DaO

Revisit and renew commitment to DAO and work on developing a common identity	POP by two extra years and its alignment with GoB Thematic TWGs is a step in this aspect.	
Develop specific commitments for DAO and monitor progress towards the commitments	GoB UN POP applying the Standard Operating Procedures (SOPS) document	
Strengthen the functioning and accountability of DAO-related structures	The RCO is strengthened by UNCT institutional, personnel and as well as other attendant GoB partnering structures such as the PSC	Need for more strengthening especially in consolidating the M&E systems and information and RBM, HACT and HRBA capacities
Strengthen the capacity of the GoB-UN POP Secretariat	PSC functioning well with UN and GoB as co-chairs but overstretched with work as the PS-MoFDP and UN RC are also busy	Need for establishment of Unit with Technical Team as PSC Secretariat overseen by PS and RC
View and treat DAO as a change process that needs to be managed and actively engage in managing it.	UN actively following the SOPs procedures step by step	Need to harmonise with GoB support for E-Governance since its also compliments the UN DaO
Utilise the opportunity offered by the One Fund to take DAO forward	No One Fund yet	Explore One Fund opportunities as a gradual process. GoB and UNCT Agencies have different Financial years/budget cycles and mandates. Lack of predictability of government support for harmonized funding.
Build on the outcomes of the forthcoming Quadrennial Comprehensive Policy Review (QCPR) to further strengthen DAO	UN on track	Nil

Broaden UN engagement and support to the national development agenda		
Provide technical support towards the completion of the NDP10 MTR	TA provide and placed in various ministries – see above	See above
Align the GoB-UN POP RGs with the NDP10 TWGs and their Technical Groups	Achieved through extension of GoB UN POP by 2 more years which coincides with end of NDP10 and Vision 2016. Also RGs and TWGs aligned for next NDP and Vision beyond 2016	Strengthen programming and operational systems and processes and internal institutional capacities and M&E systems for the UNAF-GoB UN POP roll out

ANNEX 2: ASSESSMENT OF UN JOINT RESOURCE MOBILIZATION AND PARTNERSHIP STRATEGY (JRMPS)

Overview:

This section assesses the relevance and effectiveness of partnerships for achieving the GoB – UN POP outcomes based on the JRMPS. *The Evaluation Consultant dwelt more on the Partnerships strategy as well as Technical Assistance Resource requirements as he didn't delve into the aspects of financial resources mobilization since he construed this to be already optimally catered for by the GoB.*

The JRMPS is a supplementary document to the GoB UN POP and is a direct response to the realization of what is spelt out in the GoB UN POP such as what partnerships are required and how the partnership will be addressed beyond the core resources of both GoB and the UN.

The UN appreciates and understands the aspirations and challenges which underpin Botswana and it's within this context that has brought in its international global experiences by focusing the JRMPS on 4 issues namely;

- a) Efficiency and effectiveness of the current GoB efforts;
- b) Strengthening private sector participation;
- c) Strengthening civil society participation; and
- d) Supporting the mobilization of additional resources to complete GoB investments

3.1 Partnership Strategy Modalities

The UN partnership strategy identifies 10 modalities excluding core resource allocations that would be explored for the UN programmes in Botswana.

ODA from traditional donors	South to south and Triangular Cooperation	Private Sector partnerships	Partnerships with Foundations	Civil society Partnerships Innovation hubs
Innovation Hubs	Government funding	Online fund raising	Regional Programmes	International Calls and awards

The strategy also mentions key considerations in its operationalization which include

1. Complimenting rather than substituting
2. Shared knowledge and practice rather than competition
3. Shared success ahead of individual success
4. UN as an enabler rather than Competitor
5. Consolidation in place of fragmentation and non-significant initiatives
6. Drawing on regional and global knowledge and continuous learning
7. Partnership ownership
8. Partner capacities

The UN has crafted its response using the 5Rs concept which include ***Rethinking; Refining, Resource, Revitalize and Reduce***

The JRMPS outlines the importance of partnership strategies – crucial for addressing the GoB country programme priorities through either joint programming or cost sharing where possible – provision of technical assistance, consolidation or achievement of synergies, leveraging GoB resources for better results. According to the JRMPS, coalescing UN energies and resources towards these objectives is the partnership strategy that UN has been establish and will continue to expand upon with partners who include government departments and institutions, specialized UN agencies, NGOs/CBOs and private sector.

The Consultant's assessment for the UN's partnership strategy was based on the extent to which UN collaborates and carries out its mandate with partners especially the GoB. This includes assessment of joint programming or cost sharing where possible, provision of technical assistance,

consolidation or achievement of synergies and leveraging government resources in order to realize more results in its service delivery.

For all the above to be realized, it is important to point out that GoB UN coordination is extremely important for all the usual reasons (i.e., to avoid duplication and overlap and maximize outputs and later outcomes of any program) but is imperative in the GoB – UN POP arena, given the dynamic nature of the programming and operating environment and the necessity of being strategic regardless of inter-agency or inter-governmental politics.

Stakeholders consulted emphasized the need for more thorough examination of completed, ongoing and planned GoB UN POP work before UNDAF roll out and current GoB national strategic planning and visioning processes. This will help to ensure complimentary, integrated lessons learnt and identification of the UN comparative advantage.

3.2 Achievements of the strategy

- ✓ The UNCT has already initiated a process of rethinking its position and relevance in the wake of Botswana as a MIC
- ✓ UN resources (its staff and funds) are primary focused to provide technical assistance to upstream activities aiming at fill gaps in policies/strategies, advocate for focus on neglected areas or emerging areas, generating evidence through surveys and programme assessments , support to meet obligations of complying or reporting on international treaties, leverage global funding sources such as GEF, Global Fund, sharing good practices and producing reports on progress towards global development goals – MDGs, UNGASS, Global estimates of Maternal and Child Mortality, Education for All etc...
- ✓ Providing high quality technical specialists who are placed within the Government departments or Ministries such as Poverty Reduction Unit, Local Economic Development, Environment, Education, Social Protection that is complemented by UN staff who maintain close collaboration and accompany the government proves have resulted in good knowledge products and build capacity within Government structures and improved programme design and service delivery.
- ✓ In terms of good practice, findings collaborated the fact that the UN shared a common perspective of an added value to the GoB. Placements of the TA advisors, for example, are deployed with ministry of Local Government on Local Economic Development (LED) technical aspects as well as in Office of the President on poverty reductions related technical assistance are building capacities although the question of their strategic entry points is still an issue in order to make requisite impact.
- ✓ Findings indicate relevant strategic avenues for the UN to provide strategic policy advice, technical support to the GoB in terms of using and leveraging its UN position and its international tested best practices, networks and knowledge especially in building the capacities of the government at various levels both upstream and downstream levels given the fact that GoB has got its sufficient financial resources but lack the requisite technical capacities to put them into use for better realization of its national development goals and aspirations as well as its potential contribution to planning outcomes. The UN should therefore upscale its engagement with the GoB by servicing the forums with information and knowledge sharing services. For example the UN produces some cutting-edge publications, like the *Human Development Report* and *MDG Monitoring Reports and later on as SDGs come on board*. These could be avenues for expanding the knowledge sharing activities with other development partners and influencing the development discourse as a whole in Botswana.
- ✓ The UN GoB partnership has also been positively realized and exploited in the joint planning and programming processes including the current GoB UN POP as well as the ongoing National Visioning beyond 2016 and its attendant NDP11.

- ✓ The JRMPS with operationalization of the GoB UN POP tried to realize the value of the civil society participation despite its structural bottlenecks in the role they play as well as ownership of GoB programs
- ✓ The UN partnership to GoB is also merited for ensuring more intense interaction between technical assistance and IPs in order to understand government challenges and respond in time as well as able to understand the internal to government institutional dynamics and also monitor the extent of capacity building and general improvements

3.3 Challenges of the partnership strategy

- a) Findings also indicate that for JRMPS, especially the partnership aspect there ought to have undertaken a deep understanding of the incentives for the public servants at the various structures of GoB and their willingness to absorb and work efficiently.
- b) For the JRMPS to realise its potential benefits to both GoB and the UN there ought to have been an Institutional Capacity Development plan for ensuring exit strategy as well as sustainability based on comprehensive Capacity Building mapping of the GoB institutions and structures both from the upstream to the downstream levels so that gaps are easily identified for right TA entry points to take effect. However in assessing the partnership strategy from the interviews carried out the consultant was unable to trace this important milestone. This would have assisted the UN GoB to clearly identify the Drivers of Change in bridging the capacity gaps and the resultant provision of Technical Assistance entry points.
- c) With lack of Training of staff and placement of technical staff have often not resulted in skills transfer and there is a risk of dependency or performing routine tasks to fill HR gaps in the government department's structures.
- d) UN technical support has not greatly help improved institutional capacity or strengthened systems and address systemic implementation weaknesses partly because a systemic gap analysis was not used to provide support. Most of the support have been focused on specific policy areas.
- e) From review of literature and interviews it is clear that for a long time the GoB national development discourse recognises the role of the various players and stakeholders including the Civil Society. This period of national strategic formulation of the NDP11 and Visioning beyond 2106 symbolises the importance of CSOs active participation and involvement. The same participation would equally be paramount for other components of the CSOs like the Trade Unions in Botswana so to say private sector. However findings indicate limited or piece meal roles of these two important categories of CSOs partly due to their structural weakness and infancy. Other reasons indicated that one of the barriers to working with the Civil Society is the lack of coordination among Botswana CSOs from a more strategic point of view although there are some network apex organizations, some of the respondents felt that their weak coordination makes it difficult to develop innovations that can create collective impact. Nonetheless it is important for the UN GoB to actively bring them holistically on board since they would also benefit from TA and continuous capacity building initiatives. This is due to the fact that support from UN has mostly focused on national level of the Government and not enough at district level or to civil society. Civil society are not consulted enough in policy formulation or Programme design especially when there is a need to tailor the implementation to the socioeconomic cultural contexts in remote districts.
- f) There is lack of vision and clarity on how to partner with the private sector and that to in a coordinated manner in general. Since most of the private in Botswana is focused on mining, UN's engagement with the extractive industry needs to be articulated more explicitly. Also most private sector in Botswana are subsidiaries of South Africa based companies more effort has to be made to explore options for partnerships Private sector and civil society member in this Result Group have been not made any real contribution and neither do they participate regularly. This is partly

because the work of the group has been to implement programmes that are funded and the advocacy role of private sector and civil society has not been properly incorporated.

3.3 Recommendations for improvement of Partnership Strategy

- i. The UN GoB should also carry out a Capacity Needs Mapping of the government institutions from both upstream and downstream levels as well as thorough identification of strategic drivers of change analysis in order to determine capacity gaps and strategic technical assistance entry points. This would also look at the development terrain of Botswana in the context of the MIC.
- ii. For the next roll out of UNDAF-GoB UN POP, there is need for an institutional Capacity Development Plan/framework in place with a clear exit strategy supported with clear targets for effective sustainability.
- iii. The articulation of the UN's comparative advantage should be clearly identified and brought to the forefront especially if the GoB UN POP and its attendant JRMPS is to be more relevant within the context of MIC amidst its situation in the SADC region, the UN should put into operational context the merits of the South to South Cooperation for example the Commonwealth Local Government forum and the engagement in Local economic Development aspects.
- iv. The UN should also undertake a Knowledge Management assessment at the UN Country level in order to deepen its understanding of Botswana's national development process in its quest for realistic transformational shift of strategic UN business.
- v. In order for the UN to reap maximum strategic results for its technical assistance there is need to revisit its placement of TA advisors into strategic policy entry points like NSO office

Annex 3: Summary of programmatic achievements

Thematic areas	Outcome indicator statement	Objectively verifiable indicators	Status	Data source
Governance & Human Rights Promotion	Effective and efficient delivery of services for the fulfillment of human rights	Level of access to services in aggregate terms increased from 22% (2008/09) to 55% by 2016	No data	
		Customer satisfaction index increased from 25% (2005) to 75% by 2016	83%	ROAR, 2014
	National institutions strengthened and are accountable, responsive and contribute to the delivery of 2016 NDP 10 goals, MDGs, Millennium Declaration and other international agreements and obligations	Increased percentage of nation institutions that deliver effectively from 73.9% (2008/09) to 76% by 2016.	69.62%	ROAR, 2014
	Strengthened human rights institutions that respond to the rights of vulnerable groups, including children, women, PWA, refugees and disabled people	# of human rights institutions advocating for the rights of vulnerable groups increased from 0 (2008) to 6 by 2011.	6	UNDP Annual report, 2014
		A data base of the institutions with their capacities established by 2011	No data	
		Yearly updates of their achievements	No data	
	Gender mainstreamed in national laws and policies, and in national, district and community plans and programmes	Number of laws and policies that mainstream gender into national, district and community plans	No data	
		Improved Gender Development Index (0.96) in 2011.	0.96	ROAR, 2014
	National institutions have the capacity to manage disasters, risk reduction and preparedness at all levels.	Annual % increase in expenditures for the disaster preparedness policy development	No data	
		Expenditures for the development and implementation of structures and policies for emergency management	No data	
		Number of institutions with disaster management plans in place.	No data	
Economic Diversification & Poverty Reduction	A diversified economy whose growth is rapid, inclusive, sustainable and generates decent employment opportunities by 2016.	Increase in Non-mining private sector share of GDP from 43.8% (2006/07) to 50% by 2016	No data	
		Increase in Real GDP growth rate:	Total from 6.2% to 7.3%	Economic Outlook for Botswana, 2015
			NMPS from 6.8% to 9.0%	
			Per capita from 5.3% to 7.5%	
		Reduced rate of unemployment	Total 17.4% (2008)	BAIS IV, 2013
			Male 15.3% (2008)	
			Female 19.7% (2008)	
		Gini coefficient reduced from 0.63 (2002/03) to 0.6 by 2016	No recent data	

Thematic areas	Outcome indicator statement	Objectively verifiable indicators	Status	Data source
		Poverty head count ratio reduced from 30.3% (2002/03) to 15.7% by 2016	No recent data.	
	Key national institutions develop and implement evidence-based gender sensitive pro-poor policies and strategies that contribute to the diversification of the economy.	Human poverty index reduced from 31.4% (2005) to 13% by 2016	No recent data	
Environment & Climate Change	Key national institutions, civil society, private sector, individuals and diverse actors have access to environmental information and the capacity for effective decision making in ensuring sustainable development, environmental integrity and natural resources management.	Environmental standards, tools and indicators officially endorsed and used in decision making and management	Impressive progress noted though No quantitative data available	UNDP Annual Report 2013/14
		Environmental information integrated and accessible	Progress noted but no quantitative data	
		8 environmental information system nodes established	No data	
		5 stakeholders adhering to EIS data standards and protocols	No data	
		1 mass media house delivering environmental awareness messages	No data	
		2 departments of government and 4 CSOs trained in natural resource management	Achieved	
		0.5% of stakeholders implementing multi-lateral environmental agreements (MEAs)	No data	
	National policies and institutions promote and support the participation and beneficiation of communities in natural resources management	20% increase in the number of CBOs and communities exposed to multiple training interventions in natural resource management and ecosystem management	Progress noted but no quantitative data	
	Enhance national policy frameworks and institutional capacities for effective climate change adaptation and mitigation.	National climate change policy in place with action plans	Achieved	
		Adaption tools and indicators.		
Health & HIV/AIDS	Reduce child mortality, maternal mortality and combat HIV/AIDS, malaria and other diseases.	Reduced HIV incidence (2.5%) in 2008	1.3%	BAIS IV, 2013
		Reduced HIV prevalence (17.6%) in 2008	18.5%: M 15.6% & F 20.8%	
		Reduced maternal mortality ratio from 182/100,000 (2011) to 82/100,000 by 2015.	182/100000	MDG country status report, 2013.
	By 2014 institutions at all levels have capacity to effectively respond to HIV/AIDS and deliver preventive and curative health services	Increase in number of health facilities/clinics providing quality health and HIV/AIDS services from 246 (2012) to 265 by 2016	All government health facilities offer integrated HIV/AIDS services	
		% of partners aligned to national priorities and strategies according to NOP and national health strategic plan		
		% of NOP estimated financing need met	No data	

Thematic areas	Outcome indicator statement	Objectively verifiable indicators	Status	Data source
		Increase in domestic and international spending on health services	No data	
		Core capacity report available.	No data	
	Strengthened capacity for the implementation of International Health Regulations (IHR) including Epidemic Preparedness and response	Functional Integrated District Health Information System	Partially achieved but there is impressive progress	RGs period reports
	Strengthened capacity for MOH, NACA and MLG & RD and civil society to undertake routine data collection, research, studies and surveys	Market research on condom access and utilization conducted.	Data available in BAIS IV	
	Increased availability and demand for quality services for communicable diseases by 2016	% population in malaria endemic districts using LLINS increased from 49% (2012) to 90% by 2016	No data	
		% of children under 5 sleeping under LLINS increased from 12% (2007) to 90% by 2016	No data	
		% population protected by in-door residual spraying increased from 46% (2012) to 90% by 2016	No data	
		STEPS III survey conducted	In progress	
		Mental health programme reviewed	In progress	
	Enhanced access to and utilization of quality services for SRH, HIV/AIDS and TB	% increase in HIV testing in general population (61.7%, 2012)	70.2%	BAIS IV, 2013
		% of pregnant women tested for HIV increased from 98% to 100% by 2016	92.8%	BAIS IV, 2013
		EMTCT rate (2.7%, 2012)	2%	Mid Year programme report, 2015
		% of TB patients tested for HIV increased from 78.9% (2012) to 100% by 2016.	No data	
		% of HIV patients screened for TB increased from 82 (2012) to 100 by 2016	No data	
		% of confirmed MDR/TB patients on RX increased from 90 (2008) to 100 by 2016	No data	
		% of young people aged 15-24 with multiple partners reduced (24%, 2008)		
Children, Youth & Women Empowerment	Increased child, youth and women empowerment and participation at all levels	Reduced youth unemployment (9%, 2008)	20.8% (data not desegregated by sex)	BAIS IV, 2013
		Reduced Female unemployment (19.7%)		
		Women parliamentarians (41%)	9.52%	Botswana General Election, 2014; Common Wealth Election report
		% of registered youth voters increased (49.6, 2008)	47%	

Thematic areas	Outcome indicator statement	Objectively verifiable indicators	Status	Data source
	Reduced Gender Based Violence	Reduced rate of GBV (67%,)	No recent data	
		Reduced number of cases of rape against women and children (1168)	No data	
	Youth and women have increased equitable access to and control of resources	No of youth accessing youth Farmer's Fund	No data	
		No of youth accessing out of school youth grant programme	No data	
		No of registered youth & women NGOs	No data	
	Protective and supportive environment for children in place with reduced child labour, abuse, neglect & discrimination	Child labour rate reduced	No data	
		Reported cases of child abuse, neglect & exploitation reduced	No data	



Republic of Botswana



UNITED NATIONS BOTSWANA

Annex 4: RESULT GROUPS/STAKEHOLDER SELF-ASSESSMENT TOOL

Introduction:

This self-Assessment tool is intended to collect views of the GoB UN POP result groups and other stakeholders to inform the programme evaluation which is under way. The tool has been structured in the light of key evaluation variables; Governance, coordination mechanisms and reporting structures; programmatic achievements and challenges in respect to; relevance, effectiveness, efficiency and sustainability; and key lessons learnt, best practices and actionable recommendations. The results of this evaluation are intended to inform the design of the next 2017/21 GoB UN POP.

This tool is however designed to provide guidance to the discussions and presentations as well as the minimum data requirements for this evaluation. You are therefore free to add any other issues and concerns you feel pertinent to this evaluation.

Evaluation themes/questions	Responses
Theme 1: General information	
Result Group Name	
Group composition	
What criteria were used in the formation of the group?	
To what extent did the criteria above ensure effective composition of the group. Give justification.	
What is the group's mandate?	
What is the basis of the group's mandate? Presence of TOR and other programme documents from which the group derive its powers.	
Give a brief description of the group's work.	
What challenges has the group faced in the execution of its mandate?	
Theme 2: Governance, Coordination mechanisms, Reporting structures, Work of the Results Groups	
Governance.	
What governance structures do exist to implement GoB UN POP?	
How are the above governance structures coordinated to promote coherence and harmonious programme management?	
What have you noted to be key governance strengths, weaknesses and gaps? <i>Please, bring out the level of clarity of duties and functions of the structures; adequacy of resources (financial, equipment & human resources) at their disposal</i>	Strengths:
	Weaknesses:
	Gaps:
In which specific ways have the above strengths, weaknesses and gaps affected the quality of programme management and subsequently performance?	Strengths:
	Weaknesses:
	Gaps:
What are the programme reporting structured?	
What are the key strengths, weaknesses and gaps in the programme reporting structures?	Strengths:
	Weaknesses:
	Gaps:
What key lessons, best practices have you noted from the programme governance, coordination mechanisms and reporting structures? <i>For the best/promising practices the presentation should cover; problem analysis, design of the response strategy and evidence that the strategy has yielded or likely to yield superior results.</i>	Lessons learnt:
	Best/promising practices:

Summary of Issues pertaining governance coordination mechanisms and reporting structures	
Strengths, weaknesses, gaps, lessons learnt, best practices and actionable recommendation for improvement.	Governance:
	Coordination mechanisms:
	Reporting structures:
Theme 3: Programmatic achievements and challenges.	
What are the key outcomes of your results group?	
What interventions have you undertaken to achieve the above outcomes?	
Using as likert scale of 1-5 rate the level of group's achievement. <i>Give supporting evidence.</i>	
<p style="text-align: center;"><u>Keys:</u></p> <p>Very satisfactory (85-100%) Satisfactory (70-84.9%) Acceptable (50-69.9%) Unsatisfactory (30-49.9%) Very unsatisfactory (below 30%)</p>	
To which factors would you attribute the above level of achievement?	
How do you capture performance data?	
Of the strategies employed to achieve the outcomes, which one(s) has/have work well/not and why?	What has worked well:
	Why:
	Key lessons learnt:
	What has not worked:
	Why
	Key lessons learnt:
What challenges has your group faced during the execution of its mandate?	
Theme 5: Programme analysis using OECD/DAC evaluation criteria; relevance, effectiveness, efficiency and sustainability?	
Relevance	
To what extent are the GoB UN POP outcomes aligned with national development priorities? Give a comparative assessment.	
What strategies were undertaken at the programme design level and throughout implementation to ensure that the programme outcomes rhyme with national development priorities?	
What are the strengths and weaknesses of the strategies employed to ensure GoB UN POP relevance to national development? What lessons can be learnt from the experience?	Strengths:
	Weaknesses:
	Key lessons learnt:
Which GoB UN POP outcomes are no longer relevant to national development and why?	
What more can be done to ensure proper alignment of GoB UN POP with national development priorities?	
Internally, how would you rank the level of consistence between the programme interventions and strategies and the expected programme results at the outcome level?	
<p style="text-align: center;"><u>Keys:</u></p> <p>Very satisfactory (85-100%) Satisfactory (70-84.9%) Acceptable (50-69.9%) Unsatisfactory (30-49.9%) Very unsatisfactory (below 30%) <i>Give supporting evidence.</i></p>	
Effectiveness	
What outcome level results relevant to your group's mandate have you actually realized? Give supporting evidence.	Outcome 1:
	Extent of achievement:

	Facilitating/inhibiting factors for enhanced achievement:
	Outcome 2:
	Extent of achievement:
	Facilitating/inhibiting factors for enhanced achievement:
	Outcome 3:
	Extent of achievement:
	Facilitating/inhibiting factors for enhanced achievement:
Under your group's work, have there been any unintended results? If yes, how have they affected national development?	Unintended results:
	Effect on national development:
	Positive: Negative:
With supporting evidence, how would rank the extent to which the overall programme outcomes have been achieved? Keys: Very satisfactory (85-100%) Satisfactory (70-84.9%) Acceptable (50-69.9%) Unsatisfactory (30-49.9%) Very unsatisfactory (below 30%)	
What factors can explain the level of the overall programme outcome achievement?	Facilitators:
	Inhibitors:
What key lessons and best practices can be drawn from the experience?	Key lessons:
	Best practices:
Efficiency: The extent to which outcomes are achieved with the appropriate amount of resources and maintenance of minimum transaction costs.	
Have there been any variations between the group's budget and actual expenditure? If yes, what have caused the variations and what corrective measures have been undertaken?	Level of Budget-expenditure variations:
	Causes of the observed variations:
	Corrective measures:
With specific evidence, what are the efficiency gains of DAO approach?	
What deliberate measures have been embedded in the programme design and implementation to ensure cost effectiveness?	
With supporting evidence, how would you rate the level of success of the above cost effectiveness measures? Keys: Very satisfactory (85-100%) Satisfactory (70-84.9%) Acceptable (50-69.9%) Unsatisfactory (30-49.9%) Very unsatisfactory (below 30%)	
What do you consider to be the key strengths, weaknesses of and gaps in the available financial management systems and gaps?	Strengths:
	Weakness
	Gaps:
	Key lessons:
What recommendations would you give to strengthen programme efficiency?	

Sustainability: The extent to which the benefits from a development intervention have continued, or are likely to continue, after it has been completed.	
What sustainability strategies have been embedded in the programme design and implementation? <i>Bring out elements of national ownership of the programme, stakeholder participation and national contribution and national capacity to sustain the programme benefits.</i>	
How would you rank the extent of benefit continuity? Keys: Very satisfactory (85-100%) Satisfactory (70-84.9%) Acceptable (50-69.9%) Unsatisfactory (30-49.9%) Very unsatisfactory (below 30%) Give supporting evidence.	
What factors have/likely to facilitate/hinder benefit sustainability? <i>Discuss the strengths, weaknesses, opportunities and threats of sustained programme benefits.</i>	Strengths of sustainability strategies:
	Weaknesses of sustainability strategies
	Opportunities to benefit sustainability:
	Threats/challenges to benefit sustainability:
Give actionable recommendations for benefit sustainability.	

Thank you.

ANNEX 5: List of documents reviewed

1. Government of Botswana – United Nations Programme Operational Plan 2015-2016
2. UNICEF Annual Report 2013 – Botswana
3. 2014/15 Botswana Government Budget: Briefing Note
4. Botswana AIDS Impact Survey (2013)
5. United Nations Development Assistance Framework 2010 - 2016, Botswana
6. Mid-term Review Report for GoB UN POP 2010-2016
7. 2013 and 2014 Annual reports of results groups
8. Morkor, N & Kebabonye G (2015) Desk Report for PMTCT Thematic Area
9. ROAR 2013 & 2014
10. ILO country programme: Decent work Country programme for Botswana
11. The Gender Based Violence Indicator study 2012
12. Botswana National Disaster Risk Reduction Strategy 2013-2018
13. UN agency annual reports 2013 and 2014
14. 14 Botswana Draft National Framework for Sustainable Development (2015)
15. Mid-term Review report of NDP10
16. BOTSWANA: Millennium Development Goals Status Report 2015
17. MDG Acceleration Compact: Improving Maternal Health, 2013