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Draft country programme document for Botswana (2010-2014)

Contents

Introduction

1.   The proposed country programme for 2010-2014 will form part of the programme of cooperation between the Government of Botswana and the United Nations. It is based on the United Nations Development Assistance Framework (UNDAF), 2010-2016, and the recommendations of the draft 2008 UNDP assessment of development results (ADR). The country programme document is aligned with the UNDAF. Both are based on the 'National Development Plan 10' of Botswana (2009-2016), which seeks to achieve the national 'Vision 2016' and the Millennium Development Goals. The Government and the United Nations country team agreed that the programme of cooperation should be for a five-year period with a two-year 'bridge', based on programme performance.

I.   Situation analysis

2.   Botswana has experienced favourable development: low corruption levels, regular elections, steady economic growth and consistent public investment in infrastructure, health and education, have transformed Botswana from being one of the poorest nations at independence to an upper middle-income country. Of the 16 goals of the draft 'macro-development results for Vision 2016' and the national development plan, the most relevant for UNDP are: adequate supply of qualified, productive and competitive human resources; sustainable and rapid economic growth; sustainable management of natural resources; eradication of absolute poverty; prevention of new HIV/AIDS infections; transparency and accountability in public and private institutions; enhanced and sustained participatory democracy; and rule of law.

3.   Real annual economic growth – primarily driven by the mining sector, led by the diamond industry – averaged 9 per cent from 1965 to 2005. Poverty rates have dropped from 47 per cent in 1993-1994 to 30 per cent in 2002-2003. Poverty levels remain comparatively high for a middle-income country, indicating that economic growth has not been inclusive. The Gini coefficient was estimated at 0.57 in 2002-2003, up three percentage points from 0.54 in 1993-1994. Rapid economic growth has not commensurately reduced unemployment, which is more severe amongst youths (20-24) and women, with unemployment rates of 35 per cent and 19.9 per cent, respectively compared to a national average of 17.6 per cent. Poverty rates are higher for women relative to men and vary significantly across regions and between urban and rural areas. Large increases in the prices of basic food items in 2008 are likely to have driven significant numbers of households below the poverty line. Declining growth rates in the mining sector point to the need to boost growth in non-mining sectors so as to create jobs for the growing population and labour force. Economic diversification, necessary for promoting inclusive growth, is paramount for reducing poverty and unemployment.

4.   Recent data, from 'Macroeconomic Impacts of HIV/AIDS (2007)'; the 'Botswana HIV/AIDS Impact Survey II, (2007)'; and the 2007 educational statistics and environmental information system, suggest that several of the Millennium Development Goals have been or are likely to be achieved, particularly those relating to education and environment. Considerable progress has been made towards gender parity in education. Gender-based violence is of great concern, particularly at the domestic level, where 60.4 per cent of women surveyed reported having suffered violence at the hands of their husbands or partners. HIV/AIDS has adversely affected Goals 4 and 5 and hampers the positive trend in reducing poverty. The adult prevalence rate is estimated at 25.3 per cent.

5.   Botswana has a good reputation in democratic governance, with sound public institutions and a history of parliamentary democracy. The governance challenges are weaknesses in service delivery due to low civil service capacity and cumbersome processes. Public sector reform to improve service delivery is itself a critical challenge. Gender equality is also a challenge, despite the amendment of a number of laws that discriminate against women.

6.   The fragile environment of Botswana supports an economy dependent on natural resources, the source of livelihoods for most of the population. Water scarcity and rising water consumption rates and rangeland degradation (around 15 per cent of rangeland is experiencing bush encroachment)

have led to loss of biodiversity and of productive potential for livestock and tourism. Despite achievements in environmental management, the policy, legal and institutional frameworks for natural resource management remain fragmented. Mainstreaming environmental concerns across the sectors into development planning is a priority, since linkages between the environment, effects of climate change and economic development are insufficiently recognized.

II.   Past cooperation and lessons learned

7. The previous country programme (2003-2007) focused on three areas: poverty, HIV/AIDS, and the environment. Governance was added later, and institutional capacity-building, gender, and human rights education were identified as cross-cutting issues. The programme was extended to end 2009 to align with the national development plan cycle.

8. *Key results under the current programme.* The draft assessment of development results report (October 2008) highlights four key results achieved during the 2003-2009 country programme: (a) enhanced capacities and structures in Government to monitor, analyse, plan and implement poverty reduction policies and programmes; (b) increased efficiency in implementing, monitoring and evaluating public-sector reforms, and greater access and utilization of information and communications technology; (c) inclusion of environmental issues on the national development agenda; and (d) enhanced institutional capacity to plan and implement multi-sectoral strategies to limit the spread of HIV/AIDS.

9. *Lessons learned.* The mid-term review of the country programme in 2006 and the 2008 assessment of development results stressed the need to move towards fewer and more strategic areas of focus. The assessment in mentions that priorities must be defined and linked to UNDAF outcomes, country programme strategies and corresponding projects. In line with the human rights-based approach adopted in the 2007 common country assessment, UNDP should move to an inclusive approach, paying particular attention to the most vulnerable members of society. Accelerated mainstreaming of gender across practice areas and consistent use of monitoring and evaluation results in programmatic decision-making will lead to improved programming.

III.   Proposed programme

10. The proposed programme draws from development challenges identified in the 2007 common country assessment. It is based on the UNDAF and on lessons learned from the current programme cycle, and is well linked to national development priorities. The areas of focus correspond to the five UNDAF outcomes. The proposed programme will be an integral part of the programme of cooperation to be implemented in concert with resident and non-resident United Nations organizations. The areas of focus – governance, gender equality, poverty reduction and economic diversification, HIV and AIDS, sustainable development and climate change – will be consolidated into three programme components, namely, governance, poverty reduction and environment.

Programme component 1. Governance

11. 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.

12. 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, analyse 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.

Programme component 2. Poverty reduction

13. The component on poverty reduction will enhance capacity at the central and local government levels to foster inclusive economic growth, diversify the economy and improve the management and coordination of HIV and AIDS interventions. The component will support national efforts towards Millennium Development Goals 1 and 6. Positive outcomes on both goals will accelerate progress towards two key national goals: the eradication of absolute poverty, and zero HIV transmission by 2016.

14. To foster inclusive growth and globalization, the component outlines specific results: enhanced capacity at the district level to plan, implement and monitor local economic and social development; enhanced national capacity to provide adequate data to inform policy formulation and monitor progress against national goals and the Millennium Development Goals; enhanced capacity to develop and implement pro-poor policies and strategies; enhanced capacity to negotiate multilateral regional and bilateral trade agreements; and improvement in the quality and coordination of private-sector development strategies and support services, especially for small and medium enterprises. This will contribute to a diversified and growing economy, expanding employment opportunities by 2016.

15. In line with the UNDP strategic plan, 2008-2011, and in recognition of the strong linkages between human development and HIV/AIDS, the poverty component of the programme will support measures to strengthen the governance of the national response to HIV/AIDS. Programme interventions will focus on strengthening capacity in coordination structures and civil society alignment of programmes and policies, and strengthening the evidence base for policy action. Given a strong multi-actor response and the division of labour among the United Nations organizations, UNDP can best add value in capacity strengthening for effective management and response.

Programme component 3. Environment

16. This component will strengthen capacity for natural resource management, provision of cleaner energy services, and addressing climate change at the central and local government levels. The component will contribute to Millennium Development Goals 7 and 1.

17. The component focuses on inclusiveness in environmental policies through improved access to information for decision-making; enhanced government, civil society and private sector capacity to coordinate, monitor and report on implementation of natural resource management policies; and mainstreaming environmental concerns into national development and poverty reduction frameworks. Efforts will focus on strengthening the capacity of women and youth in rural communities to participate in planning, formulating and managing natural resource strategies. Support will be provided to develop and implement integrated water resource management plans and manage trans-boundary waters. Climate change, an important area under the overall responsibility of the environmental sector, calls for results in three areas: (a) developing sector capacities to assess and monitor the impact of climate change; (b) formulating multi-sector adaptation and mitigation responses; and (c) expanding access to alternative and cleaner energy sources.

Programme approaches and partnership strategies

18. Programme approaches will focus on strengthening national capacity to deliver on national development priorities; creating an 'enabling' environment through policy adjustments; and adopting a human rights-based approach to address issues of the most vulnerable groups. Collaborative action among Government, the private sector, civil society and United Nations organizations will consolidate existing partnerships, and establish new ones, to deliver on the country programme under the 'One United Nations' approach. Cohesion of programming will be ensured with resident and non-resident United Nations organizations, especially the United Nations Environment Programme (UNEP), the United Nations Industrial Development Organization and

the United Nations Conference on Trade and Development, as well with the World Bank in the HIV/AIDS and energy sectors. UNDP will foster partnerships with the European Commission non-state actors programme in support to civil society organizations, and in the governance programme.

19. Mechanisms such as the joint United Nations team on HIV/AIDS, inter-sectoral coordination mechanisms under governance and poverty Reduction, and the Civil Society Advisory Group will be maintained and strengthened. The national Development Partners' Forum, established in late 2007, will be further strengthened for greater aid coordination and adherence to the Paris Declaration.

IV.   Programme management, monitoring and evaluation

20. The Government and UNDP will prepare a programme operation plan, translating the UNDAF outcomes and outputs into an integrated framework for implementation supported by management, monitoring and quality control mechanisms. The country programme document extracts UNDP contributions to the UNDAF, which will be elaborated in the plan. Results defined in the document will be measured and monitored jointly through existing Government mechanisms and institutions. For planning, implementation review, monitoring and quality-control purposes, a single programme coordination structure will be agreed under the overall leadership of the Ministry of Finance and Development Planning, with implementing agencies as members and stakeholders from Government, umbrella civil society organizations and development partners. Thematic coordination groups will oversee the overall implementation of the five UNDAF outcome areas.

21. Although the 2004 'MDG report' and the 2007 common country assessment note that the statistical system of Botswana is relatively sound, it noted that the system is not adequate for effectively monitoring and evaluating progress towards the Millennium Development Goals targets and the 'Vision 2016' goals. Disaggregation of data needs to be adapted to the requirements of key constituencies such as women and the districts. The monitoring and evaluation capacity development efforts defined in the UNDAF results matrix provide the framework for monitoring UNDAF implementation. While the national statistical system will be geared towards monitoring progress towards the national development plan and the Goals, it will also contribute to meeting UNDAF requirements.

22. The country programme focuses on priorities and challenges similar to those of the previous programme cycle, but adjustments have been made to streamline internal programme management. A review of United Nations system capacity to deliver on the UNDAF will be undertaken in 2009 to identify available staffing and short-term technical support requirements. The four components will be consolidated into three, for efficiency.

23. National execution will be the main execution modality. Joint programming within the context of the UNDAF will be pursued to advance common objectives. The harmonized approach to cash transfer, to be implemented by April 2009, will regulate financial transactions between the United Nations and the Government. In joint programming, new funding mechanisms in line with the Paris Declaration principles will be explored.

24. In the context of declining bilateral assistance, resource mobilization is a major challenge. The Government will complement core resources using 60:40 ratio. The Global Environment Facility is expected to remain an important source of funding for the environmental component. Additional fundraising efforts will be led by the Resident Coordinator's office on behalf of the United Nations country team, particularly where joint activities experience a funding gap.

Annex. Results and resources framework for Botswana, 2010-2014

Vision 2016: An open, accountable and democratic nation and an educated and informed nation					
NDP10 goals: Transparency and accountability in all public and private institutions; reduced corruption; enhanced and sustained participatory democracy; rule of law					
UNDAF outcome 1: Effective and efficient delivery of services for the fulfilment of human rights					
UNDAF outcome 5: Increased child, youth and women empowerment and participation at all levels					
Programme component	**Country programme outcomes,**	**Country programme outputs**	**Output indicators, baselines and targets**	**Partners[1]**	**Indicative resources (thousands of dollars)**
Strengthening accountable and responsive governing institutions	1. Increased national capacities for effective service delivery and fulfilment of human rights and gender equality	1.1 Evidence-based responsive policies, legislation, programmes and projects formulated for increased efficiency and accountability of the publics, civil society organizations and the private sector in the development, provision and delivery of services (UNDAF outputs 1.1.1 and 1.1.2). 1.2 Human rights institutions, justice and social systems strengthened for enhanced rights equality and equity of vulnerable groups, including youth children, women, People Living with HIV/AIDS (PWA), refugees and disabled people (UNDAF outputs 1.1.3, 1.2.1, 1.2.2). 1.3 Legal framework reviewed and gender policies mainstreamed in national policies to address gender violence, increase women's representation in leadership positions; and comply with ratified international commitments (UNDAF outputs 1.3.1-1.3.3, 5.1.1, 5.1.2). 1.5 National statistical system strategy developed for effective coordination of collection, analysis and use of quality disaggregated data in decision-making (UNDAF outputs 1.1.4 and 1.1.5) 1.6 Enhanced disaster risk reduction and preparedness capacities at all levels (UNDAF output 1.4.1).	**Indicators: (a)** % access to services; (b) Customers satisfaction index; (c) Government effectiveness **Baselines**: (a) 22%; (b) 25%; (c) 73.9% **Targets**: (a) 55%; (b) 75%; (c) 76% **Indicator**: No. of human rights institutions focused on and advocating for the rights of vulnerable groups including youth, children, women, PWA, refugees and the disabled. **Baseline**: None **Target**: Database of the institutions with their capacities analyzed **Indicator**: Percentage of women in Parliament **Baseline**: **Target**: 30% **Indicator:** National statistical system strategy/disaggregated data **Baseline**: No national statistical system strategy **Target**: National statistical system strategy by 2011 **Indicator**: Percentage and response time at onset of a disaster **Baseline**: None **Target**: Policies and strategies to be formulated	Ministry of State President, Office of the President, Ministry of Labour and Home Affairs, Attorney General's Chambers, Ministry of Education , Ministry of Health, Ministry of Lands and Housing, Ministry of Environment Wildlife and Tourism, Ministry of Finance and Development Planning, Ministry of Local Government, Administration of Justice, Ministry of Foreign Affairs and International Cooperation , UNDP, UNFPA, UNICEF, UNHCR, WHO,UNIFEM, OCHA	Regular resources 500 Other resources 8,419
Vision 2016: A prosperous and innovative nation; a just, compassionate and caring nation					
NDP 10: Eradication of absolute poverty: equitable income distribution: adequate social protection: full employment, affordable and quality healthcare: prevent new HIV infections					
MDG: Eradicate poverty and hunger; global partnership, combat HIV/AIDS, malaria and other diseases					
UNDAF outcome 2: A diversified economy whose growth is rapid, inclusive, sustainable and generates decent employment opportunities by 2016					
UNDAF outcome 3: Country capacity to address health and HIV and AIDS challenges towards achieving universal access to high-quality services is strengthened by					

Promoting inclusive growth, gender equality and achievement of the Millennium Development Goals (MDGs)	2. Enhanced capacity at the central and local government level to foster rapid and inclusive economic growth, diversify the economy and improve the governance of HIV and AIDS	2.1 National and district frameworks for local economic and social development are developed in all districts (UNDAF outputs 2.1.1, 2.1.2, 2.2.1) 2.2 Enhanced technical and oversight capacity of the Ministry of Finance and Development Planning to manage the implementation of the national strategy for poverty reduction (UNDAF outputs 2.2.2-2.2.4)	**Indicator$_2$:** Number of national and district local economic development frameworks completed **Baseline:** Zero **Target:** 2010: national framework complete, 2013: 16 **Indicator:** Percentage of sector and district plans/strategies adequately integrating poverty reduction **Baseline:** Zero **Target:** 2013: Revised national strategy for poverty reduction	Ministry of Finance and Development Planning (MFDP), Ministry Local Government (MLG), Ministry of Trade and Industry (MYI), Ministry of Environment Wildlife and Tourism (MEWT), Ministry of Agriculture (MOA), Central Statistics Office, (CS)) Local Enterprise Authority (LEA), University of Botswana (UB), Botswana Confederation of Commerce, Industry and Manpower (BOCCIM), civil society organizations (CSOs)	Regular resources 805 Other resources 13,509
		2.3 Institutional capacity to provide and coordinate private sector development and support services, especially for the small and medium enterprise and informal sectors is strengthened. (UNDAF outputs 2.3.1-2.3.2)	**Indicator:** Frequency of national and district poverty monitoring reports **Baseline:** Zero **Target:** 2013: All districts produce annual poverty-monitoring reports **Indicator:** No. of policy initiatives (reviews/new) on entrepreneurship development **Baseline: -**Industrial development policy (IDP) No systematic review of regulatory environment for business **Target:** 2010: Revised IDP 2010: First biannual 'Botswana Enterprise Monitor' is produced.		
		2.4 Strengthened governance of HIV/AIDS multi-sectoral response (UNDAF outputs 3.2.1-3.1.3)	**Indicator**: Number of institutions implementing enhanced HIV/AIDS strategies, programmes and policies **Target** : 5 ministries/5 CSOs/5 districts/House of chiefs, 100 Headmen and 50 Councillors **Baseline**: available structures lack capacity, NSF evaluation report and United Nations Special Session on HIV/AIDS		
Mitigating the impact of HIV and AIDS		2.5 Communities mobilized for improved HIV/AIDS services uptake in high-prevalence districts. (UNDAF outputs 3.3.3-3.3.6)	**Indicator**: Percentage of increased knowledge base of communities on HIV/AIDS **Target**: 5 districts **Baseline**: High-prevalence districts according to 'BIAS III' and sentinel surveillance **Indicator**: Percentage of communities mobilized to respond effectively to HIV/AIDS. **Target**: 5 districts **Baseline**: High-prevalence districts according to BIAS III and sentinel surveillance		
Vision 2016: A productive, prosperous and innovative nation. **MDG: Goal 7: Ensure environmental sustainability; Goal 1: Eradicate extreme poverty and hunger** **UNDAF outcome 4: By 2016 the rural poor, especially the women, enjoy greater benefits from the environment and natural ecosystem**					
Mainstreaming environment and energy	3 Increased capacity at central and local levels for natural	3.1 Strengthened national capacity and improved policy and institutional framework for environmental management and sustainable development (UNDAF outputs 4.1.1- 4.1.3)	**Indicator:** number of key policies, legislation and assessment developed and implemented **Baseline:** 0; **Target:** 4 policies, 2 assessments and national strategy for sustainable development	Ministry of Environment, Wildlife and Tourism, Ministry of Finance and Development Planning,	Regular resources: 550

Expanding access to environmental and energy services for the poor Promoting adaptation to climate change	resource management, provision of cleaner energy services and response to climate change	3.2 Effective management of natural resources, particularly water and biodiversity; enhanced community participation for equitable benefit distribution (UNDAF outputs 4.2.1-4.2.3, 4.3.1) 3.3 Expanded access to rural energy services and enhanced capacity for mitigation and adaptation response to climate change at local and national levels (UNDAF outputs 4.3.2 and 4.3.3)	**Indicator:** No. of community-based protected areas and natural resource-based enterprises and users accessing the EIS **Baseline:** 3 and 8, respectively ; **Target:** 8 and 120, **respectively** **Indicator:** National policy on climate change and national adaptation; percentage of rural population with access to energy services in selected areas **Baseline:** None; 40% **Target:** Policy and plan developed and implemented; 80%	CSOs, Ministry of Local Government, Ministry of Minerals, Energy and Water Resources, United Nations Environment Programme	Other resources 10,050

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