



**JOINT RESOURCE MOBILISATION  
AND PARTNERSHIP STRATEGY  
2013-2016**



**UNITED NATIONS  
BOTSWANA**



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# Acronyms

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<i>ABC</i>	<i>Brazilian Agency for Cooperation</i>	<i>MOFCOM</i>	<i>Ministry of Commerce</i>
<i>ADB</i>	<i>Asian Development Bank</i>	<i>M4P</i>	<i>Making Markets Work for the poor</i>
<i>AGRA</i>	<i>Alliance for a Green Revolution in Africa</i>	<i>NCC</i>	<i>Net Contributing Country</i>
<i>AusAID</i>	<i>Australian Agency for International Development</i>	<i>NGO</i>	<i>Non Governmental Organization</i>
		<i>NGOs</i>	<i>Non Governmental Organizations</i>
<i>BOCONGO</i>	<i>Botswana Council of Non-Governmental Organisations</i>	<i>ODA</i>	<i>Official Development Assistance</i>
		<i>OECD</i>	<i>Organization for Economic Co-operation and Development</i>
<i>BRICS</i>	<i>Brazil,Russia,India,China and South Africa</i>	<i>OP</i>	<i>Office of the President</i>
<i>CCG</i>	<i>Component Coordination Group</i>	<i>OSISA</i>	<i>Open Society Initiative for Southern Africa</i>
<i>CCGs</i>	<i>Component Coordination Groups</i>	<i>RBEC</i>	<i>Regional Bureau for Europe and the Commonwealth</i>
<i>CSO</i>	<i>Civil Society Organization</i>		
<i>CSOs</i>	<i>Civil Society Organizations</i>	<i>RBLAC</i>	<i>Regional Bureau for Latin America and the Caribbean</i>
<i>DAC</i>	<i>Development Assistance Committee</i>		
<i>DaO</i>	<i>Delivering as One</i>	<i>SADC</i>	<i>Southern African Development Community</i>
<i>EU</i>	<i>European Union</i>	<i>SADPA</i>	<i>South Africa Development Partnership Agency</i>
<i>GBV</i>	<i>Gender Based Violence</i>	<i>SMME</i>	<i>Small, Medium &amp; Micro Enterprise</i>
<i>GCS</i>	<i>Government Cost Sharing</i>	<i>SSC</i>	<i>South – South Cooperation</i>
<i>GDP</i>	<i>Gross Domestic Product</i>	<i>SST</i>	<i>South – South and Triangular Cooperation</i>
<i>GFATM</i>	<i>Globalfund to fight AIDS,Tuberculosis and Malaria</i>	<i>TrC</i>	<i>Triangular Cooperation</i>
		<i>UN</i>	<i>United Nations</i>
<i>GIM</i>	<i>Growing Inclusive Markets</i>	<i>UNCT</i>	<i>United Nations Country Team</i>
<i>GNP</i>	<i>Gross National Product</i>	<i>UNCTAD</i>	<i>United Nations Conference on Trade and Development</i>
<i>GoB</i>	<i>Government of Botswana</i>		
<i>GoB - UN POP</i>	<i>Government of Botswana – United Nations Programme Operational Plan</i>	<i>UNDP</i>	<i>United Nations Development Programme</i>
		<i>UNFIP</i>	<i>UN Fund for International Partnerships</i>
<i>HIV/AIDS</i>	<i>Human Immunodeficiency Virus /Acquired Immunodeficiency Syndrome</i>	<i>UNICEF</i>	<i>United Nations Children's Fund</i>
		<i>UNOSSC</i>	<i>United Nations Office for South - South Cooperation</i>
<i>IFI</i>	<i>International Financial Institution</i>		
<i>IFIs</i>	<i>International Financial Institutions</i>	<i>USA</i>	<i>United States of America</i>
<i>IMD</i>	<i>Inclusive Markets Development</i>	<i>USAID</i>	<i>United States Agency for International Development</i>
<i>IMF</i>	<i>International Monetary Fund</i>		
<i>IOM</i>	<i>International Organization for Migration</i>	<i>USD</i>	<i>United States Dollar</i>
<i>JRMPS</i>	<i>Joint Resource Mobilization and Partnership Strategy</i>		
<i>LED</i>	<i>Local Economic Development</i>		
<i>MDGs</i>	<i>Millennium Development Goals</i>		
<i>MIC</i>	<i>Middle Income Country</i>		
<i>MICs</i>	<i>Middle Income Countries</i>		

## Foreword by the Resident Coordinator

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Working in an established Middle Income Country (MIC) such as Botswana presents some unique challenges and opportunities for the United Nations family. While we are acutely aware of the support and capacity needs of Botswana we find ourselves constrained by a resource scarcity that is a direct response to the country's status as a Middle Income Country. This mismatch of country needs and available resources challenges us to be creative in our approaches. We are challenged to identify new resources, to seek new collaborations and partnerships and above all, to think differently about development. This challenge is playing out in several other countries and is likely to be repeated many times over.

The UN in Botswana has, together with the Government of Botswana, reflected on the role that the UN should play in support of the country. This process resulted in the Government of Botswana-United Nations Programme Operational Plan (GoB-UN POP) for 2010-2014. The GoB-UN POP 2010-2014, developed with much optimism, has been faced with the reality of funding shortfalls reflecting a weak out-turn on the optimism that donor funding would be forthcoming. It is against this funding shortfall that the Botswana United Nations Country Team (UNCT) has engaged in further reflection on the role of the UN in a Middle Income Country and strategies for resource mobilisation in support of such a country. Several months of reflection and research to understand the shifts in approaches to development work and funding have culminated in this report, the United Nations Joint Resource Mobilisation and Partnership Strategy (JRMPS).

The Strategy presents us with options for mobilizing resources and partnerships in support of the GoB-UN POP. The options call for intensification of efforts in some areas, new partnerships in others, and innovation in others, all with a focus not just on money but different forms of resources that may be deployed towards the realization of GoB-UN POP objectives. The strategy calls on us to combine creativity and emerging lessons and practices from across the globe to find locally applicable solutions. We are challenged to work with new partners.

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We are also challenged to rethink, how the UN relates to the Government to focus on what the UN brings to the partnership – technical capacity and global experiences – and the extent to which the funding of access to such expertise and experience can be shared between the UN and the Government of Botswana. While the dialogue on such cost-sharing is new, it is not about experiences that Botswana does not have. The Government of Botswana has through various arrangements shared costs with the UN. The challenge is to scale up such arrangements and increase the predictability of the resources available. Inspirational examples in this regard can be found in Latin American countries, particularly Argentina, Brazil and Chile, among others, that have a long history of cost sharing.

We are also challenged to re-examine how we engage with the private sector and local and global communities. To what extent do we facilitate their shared ownership and participation in the development effort? Increasingly, evidence from social entrepreneurial ventures shows that indeed there is scope for creativity in how problems are tackled. New technologies are offering new ways of delivering solutions. New communities of support for local initiatives are being created in diverse globally dispersed locations with the only requirement being that the individual, wherever he or she may be, identifies with and feels strongly about the particular concern. These are exciting times.

Times, when human creativity must come to the fore to advance are shared agenda.

We, the United Nations Country Team are excited about the prospects and see yet another opportunity for Botswana to be a torch-bearer in innovative approaches to solving development challenges. We invite the reader, irrespective of sector, geographic location, age, sex, wealth status, or title to join us as we embark on a journey of discovery of collective strength and achievement against the development challenges facing Botswana. Together we can, and will show that a different future is possible and that, through shared responsibility we can realize for all of Botswana's citizens a life free of extreme poverty, preventable diseases, malnutrition and unrealized dreams and aspirations. Let us rise to the challenge and provide leadership for others to follow. Pula!



Anders Pedersen  
United Nations Resident Coordinator



## 1 Introduction

### 1.1 Purpose

The purpose of the Joint Resource Mobilisation and Partnership Strategy (JRMPS) is to provide a framework for resource mobilisation and partnership development for the United Nations Country Team (UNCT) in Botswana. The JRMPS does not replace individual agency resource mobilisation and partnership efforts. Rather it aims to complement the efforts by providing a guide on the wider array of resources and partnership strategies available to agencies to pursue individually and collectively as they see fit.

### 1.2 The basis for the strategy

The JRMPS has been crafted on the basis of a review of global United Nations agency practices in resource mobilisation and conversations at local level with UN agencies, representatives of Government of Botswana ministries and departments, private sector entities, civil society representation and embassies and representatives of development technical cooperation agencies. The review of global United Nations agency practices not only served to highlight the changes in the business model of the United Nations but also to a) illustrate the range of actions that are possible within the UN rules and regulations (often cited by staff as a limitation to doing new things or doing things differently), and b) providing UN generated examples that can be used for both learning and confidence building. The local consultations served to test the possibilities in relation to each potential resource and/or partnership channel.

### 1.3 The Country Context

Botswana is classified on the basis of World Bank criteria as an upper Middle Income Country. On the basis of the country's status as a middle income country (attained in 1997), the country is excluded from aid programmes that primarily target least developed countries. Declining aid inflows have severely limited funding for civil society activities as well as the resources mobilised by UN agencies. The resources for UN agency work have primarily come from core resources and contributions by the Government of Botswana. While agency experiences in resource mobilisation vary, the experiences have been limited. The limited experiences create challenges that will have a bearing on the ability to implement the JRMPS.

### 1.4 The JRMPS and the POP

The JRMPS is a supplementary document to the GoB-UN POP that responds to the questions on the funding of the POP budget and the delivery of the outcomes laid out in the GoB-UN POP. The JRMPS is a direct response to the realisation that while the GoB-UN POP spells out 'the what' of the partnership, the 'how' part is unaddressed beyond the core resources of the UN agencies. The funding gap that exists will need to be addressed via creative resource mobilisation and partnership strategies.

### 1.5 The Strategy Options

The JRMPS development process identified 10 channels (excluding core resource allocations) that could be used to mobilise resources and partnerships for UN programmes in Botswana. The channels were:

ODA from traditional donors	South-South and Triangular Cooperation	Private sector partnerships	Partnerships with foundations	Civil Society Partnerships Innovation Hubs
Innovation Hubs	Government Funding	Online Fundraising	Regional Programmes	International Calls and Awards

Conversations with UN agency personnel suggest that to date, the three widely used channels have been Official Development Assistance (ODA) from traditional donors, government funding and international calls and awards (primarily through the Global Environmental Facility). While there is emerging experience with private sector partnerships, this experience is still in a nascent stage.

While all the options that are identified are available to the UN to adopt and adapt in creative ways, the key to such adaptation is the mindset adopted by the UN in Botswana. Common retorts such as the small size of the private sector in Botswana are often used to downplay the need to engage with the private sector. Past failings of Non Governmental Organisations (NGOs) and weaknesses in the networks are also often cited to justify the weaknesses and challenges of working with NGOs. While the observations made are valid, a response that uses the observations to justify a failure to engage with and seek to address the observed weaknesses/challenges falls short of current understanding of the roles of the private sector and NGOs in development. The engagement of the UN with the private sector is not driven by what resources the private sector can provide for UN programming but rather a recognition of the private sector as potential partners in promoting and pursuing UN values. Similarly, NGOs have a social role of enabling citizen's participation and fostering accountability that are complementary to UN efforts.

1.6 Tactics

For the purposes of the JRMPs various programming approaches (joint programmes, joint programming, flagship programmes, and individual agency programmes) that the UN may adopt were not considered as strategies but rather as tactics as they are internal to the UN in Botswana, are operationalized within specific resource channels, and are applicable across several channels.

joint programmes	joint programming	flagship programmes	individual agency programmes
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1.7 The Layout of the Strategy Document

This document is organised in five sections inclusive of this introductory section. A key aspect of the introductory section is that it introduces 10 options for resource mobilisation and partnerships that the UN should creatively apply in Botswana. The second section sets out principles and the underlying thinking that informs the JRMPs. An approach to the partnerships is proposed that aims at improving the strategic focus of UN work, meet expectations in a middle income country and play a central role in the adoption of innovative and inclusive approaches to development work. The third section presents a conclusion that sets the tone for practical actions introduced in section 4. The fourth option presents 9 actions for the UNCT and illustrates how these are linked to the GoB-UN POP and discusses the scope that each option creates for resource mobilisation through the application of each of the resource mobilisation and partnership options. The final section of the document presents detailed information on each of the options and serves to highlight the potential as well as ways in which each of the resource mobilisation and partnership options can be utilised.



## 2 Defining a Resource Mobilisation and Partnership Strategy for the UN in Botswana

This section proposes a strategy for the UN in Botswana.

### 2.1 Key Considerations

The strategy is informed by the following key considerations:

- A. Botswana is an upper middle income country. The primary importance of this fact is that despite capacity and other challenges that Botswana faces, it is unlikely to feature in any donor's radar as a priority unless it is doing something that is unique and draws attention. The decline in the number of donors and the volume of aid is unlikely to be reversed in the medium term.
- B. The Government of Botswana already makes substantial investments in the social sectors and has little fiscal space for new investments. The primary role of any support must be to improve effectiveness and efficiency. The focus should therefore be on substituting or complementing resources; reducing unit costs; expanding services to the hitherto unreached without increasing costs; and achieving better outcomes for investments already made.
- C. Economic diversification and inclusiveness are at the centre of Botswana's national development plan and are key to the long-term sustainability of the country's social investments. The country is making substantial investments in the diversification drive, inclusion and poverty eradication. Support to these initiatives is imperative.
- D. On a number of social indicators Botswana's level

of attainment is near universal implying a higher marginal cost to reach the underserved and/or low likelihood of success with 'more of the same.' There is thus need for creativity and a greater role for local actions.

- E. Generally, Botswana has in place high quality policies and her challenges lie in implementation and ensuring coherence and complementarity between policy objectives as well as the actions of different agencies as they execute their respective mandates (for example, as a major player in the economy, do the country's procurement laws and practices support small entrepreneurs and contribute to employment creation?).
- F. The UN is a valued partner in Botswana and observations made about areas for improvement do not detract from this value but rather aim to strengthen the relevance of the UN to the country.
- G. The expected role of the UN in Botswana is not one of providing parallel funding for core functions of ministries and departments but rather one of helping institutions overcome technical constraints to the achievement of results.
- H. Partner expectations are that the UN committed to Delivering as One will at all instances show commitment to the approach and continually aim to live up to the commitment.

### 2.2 Principles

A number of principles are proposed for consideration. The proposed principles relate to three areas, namely: The strategy in relation to agency initiatives; the approach to resource mobilisation; and managing relationships with partners.

### 2.2.1 The strategy in relation to agency initiatives

1. *Complementing rather than substituting:* The JRMPS aims to complement rather than substitute agency efforts. Agencies may adapt any part of the strategy to fit their own specific needs and opportunities.
2. *Shared knowledge and practice rather than competition:* In the spirit of Delivering as One, recognising that the success of individual agencies is closely intertwined with that of the collective and cognisant of the human resource limitations in the individual agencies, agencies will share knowledge and practices and actively avoid competing with each other. Individual agencies may lead specific areas in accordance with their interests but will do so on behalf of others.
3. *Shared success ahead of individual success:* Recognising the small 'market' that Botswana represents agencies will seek to achieve collective success ahead of individual success. This may mean that engagements with partners should take on a programme and institutional development perspective ahead of project considerations. In this way agencies will avoid tying down potential partners to specific projects to the exclusion of long-term engagement.

### 2.2.2 The approach to resource mobilisation and partnerships

4. *'Doing with' rather than 'doing for':* Recognising that Botswana is in its own right a success story and to facilitate consistent messaging, agencies

will, while acknowledging challenges, communicate the positive story of Brand Botswana and place emphasis on 'doing with' Botswana as a respected partner in place of 'doing for' Botswana

5. *UN as enabler rather than competitor:* The UN will elevate its work to strategic interventions focused on facilitating the work of local players instead of competing with them. This will mean at times passing up opportunities to access resources where a local player is well placed to implement a project.
6. *Consolidation in place of fragmentation and non-significant initiatives:* The UN will seek in all its work to shape the operating environment and ways of doing business in place of entering into fragmented efforts that do not influence the landscape.
7. *Drawing on regional and global knowledge and continuous learning:* The UN will draw on experiences across agencies, regions and global levels to ensure practice at the local level is well informed in keeping with the best available knowledge.

### 2.2.3 Partner relationships

8. *Partner ownership:* As facilitator of local actions the UN will ensure that partners are fully involved in and play an active role in resource mobilisation with a view to take overall responsibility for initiatives.
9. *Partner capacities:* The UN will actively seek to build the capacities of partners to operate and manage all initiatives undertaken to mobilise resources in-country.

### 2.3 UN core capabilities underpinning the resource mobilisation and partnership strategy

**The Value proposition:** The UN understands the aspirations and challenges faced by Botswana and is eager to partner to assist the country to overcome the challenges. The solution lies in bringing UN global experiences to bear focusing on 4 issues: a) efficiency and effectiveness of current government of Botswana efforts; b) strengthening private sector participation; c) strengthening civil society participation and d) supporting the mobilisation of additional resources to complement Government of Botswana investments.

**The UN as enabler:** As a trusted and neutral player, the UN brings to the partnership with Botswana tested tools for the facilitation of positive relationships between the state, private sector and civil society. The role of the UN is to facilitate interaction among the actors and strengthen their respective capacities to deliver better results. Drawing on a global support system and expertise the UN is well positioned to provide both knowledge products and access to proven expertise to advance local objectives.

**Skills:** The UN has expertise in various programme areas and can call on its global network of expertise for additional support in the pursuit of country priorities. Through this access to skills the country will be supported to identify and adapt effective strategies to respond to identified challenges.

**The Funding Model:** Globally, the UN is attuned to new funding models and opportunities for development work and is capable of supporting their development and utilisation in the local context. While such models

may not enable the UN to provide project funding they enable partners to access opportunities that are beyond the investment made in the development effort. To support the development effort, the UN will utilise core resources, Government Cost-Sharing (GCS) and cost recovery on some initiatives.

**Knowledge management:** The UN globally has compiled knowledge products that provide systematic guidance on how to address specific challenges. These knowledge products are available both for partner initiated actions as well as UN facilitated partner actions. Backed by the network of experienced practitioners available through the UN's global network, the UN in Botswana is well placed to provide and support the adaptation of best practices and to use global experiences to inspire local action.

### 2.4 The Strategy - 5R

The UN Botswana resource mobilisation strategy is built on 5 pillars:

- Rethinking the way the UN does business in the country and redirecting the limited UN resources towards the most strategic actions (Rethink)
- Strengthening partner planning processes to include within their regular budgets the components of annual plans that can be considered as regular work mandates (Refine)
- Seeking out new opportunities for partnerships that channel hitherto untapped resources into work streams that further the developmental goals of the country (Resource)
- Strengthening the participation of civil society and the private sector in development activities and the search for solutions to national challenges

(Revitalise)

- Assisting the Government to achieve greater effectiveness and efficiency for its resources (Reduce)

The five pillars are crafted in a way that aims to address several concerns including the following:

- Questions on the strategic nature of UN work;
- Reduce financial resource demands on the UN to focus of the strengths of the UN which are its technical capabilities;
- Improving the outcome of partners' own resources by assisting them to plan better;
- Expanding resource access for the UN and partners by looking outside the UN and Government;
- Facilitating the pursuit of key national priorities without needing to cover the financial costs from limited UN resources.
- Strengthening civic participation and accountability for public resources.
- Bringing the latest knowledge and practices in development and business to Botswana
- Assisting the government to achieve more with available resources.

The 5Rs are crafted not only to reflect the resource mobilisation and partnership aims of the UN but also to include programmatic signals that have the potential to attract potential funder interest in the UN. They offer an opportunity to present projects for resource mobilisation on a basis that sets the UN apart and signals a level of awareness and connectedness with current realities that breaks from typical development projects.

## 2.4.1 Delivering on the strategic aims

### Rethink and Refine

These two pillars are about redefining the relationship between the UN and its partners. The Rethink component challenges the UN to consider whether an initiative is strategic or regular. Regular initiatives that are considered important should be included in partners' regular plans, that is, should be negotiated within the partners' own plans and the UN requested for technical assistance at implementation. Examples include requests for repeat studies/surveys; repeat training, etc. Strategic initiatives for the UN are those that relate to redefining how business is conducted (policy formulation, review of institutional arrangements and relationships for implementation, exposure activities that influence decisions and form part of a clear advocacy plan, some training of trainers, etc.).

To arrive at Rethink and Refine there will be need to:

- a) Revisit the annual planning process to focus more on sector strategic objectives and the annual activities necessary to support these;
- b) Reconsider who participates in the planning process to reflect sector stakeholders rather than planning exclusively with implementing partners
- c) Have key sector represented at levels that can take decisions so that planning processes result in commitments on both the Government and UN sides
- d) Have the UN commitments and plans reflected in sectoral plans and reported accordingly.

### Resource

The Resource pillar is about securing the resources necessary to support the work of the UN and partners to further their shared objectives. The analysis of funding

options presents an overview of 10 options that can be tapped to mobilise resources for the work of the UN and partners. Each of the options has potential. The choices on which options to pursue lie with the UN and will depend on the route the UN selects: pooling capabilities and spreading responsibilities across agencies or leaving the work to a function located in the office of the RC. Several of the resource mobilisation options will entail doing business differently and will require initial investments. Key actions to operationalise the selected options will be:

- Agreement of which options to take up and the allocation of responsibilities for their development
- Strengthening capacity to take up the selected options
- Establishing linkages with the appropriate support offices
- Developing/adapting materials to familiarise partners with the selected options
- Developing and refining support processes and materials for operationalisation
- Setting initial performance targets and agreeing on processes of monitoring and review

*During the JRMPS consultation process it became clear that in many instances opportunities for strategic work were missed owing to the exclusion of some key sectoral actors as well as the capture of the processes by implementing partners leading to actions of limited sectoral significance being included in plans. In practice some of the options overlap on the basis of the work being undertaken. Note that actions to operationalize the individual options are identified in the preceding chapter.*

### Revitalise

The Revitalise pillar is about facilitating opportunities for civil society and the private sector to take their rightful places in the development sector each making contributions in line with their respective roles and capabilities. While their participation may enable the UN to access resources, their participation should not be just about resource mobilisation. They are legitimate actors in their communities. The potential to foster the development of the private sector and civil society should be explored. Key actions include:

- Familiarising with how other UNCTs have supported the strengthening of civil society and the private sector
- Familiarising with tools and mechanisms for engaging with the private sector and civil society
- Appointment of focal points for civil society and private sector engagement
- Development of proposals highlighting the rationale and benefits of civil society and private sector engagement
- Conducting stakeholder consultations and developing action plans
- Setting performance indicators and performance targets
- Supporting the establishment of a UN Global Compact Network in Botswana

### Reduce

The Reduce pillar is about improving efficiency, effectiveness and accountability within the public sector. Under this pillar the UN has an opportunity to offer innovation hubs as a basis for reflecting on and suggesting improvements in public sector performance and provide high level support to existing GoB innovation hubs. Key actions under this pillar are:

- Designation of a focal point who will familiarise with innovation hubs and engage key stakeholders;
- Develop materials to inform stakeholders on what innovation hubs are and how they work;
- Development of a project proposal to support innovation hubs; and
- Engage potential funders on supporting the work of innovation hubs.
- Provide technical expertise as per government priorities

## 2.4.2 Knowledge Management

The JRMPS hinges on the management and utilisation of knowledge. The strategy does not change the content of the GoB-UN POP but rather seeks to transform the way in which the objectives set in the GoB-UN POP are pursued. The proposals in terms of approach represent a departure from how UN work has been carried out in Botswana. As will be illustrated through the discussion of funding models, what is 'new' to Botswana is tried and tested in other countries and is well supported by a global UN infrastructure. The UNCT thus has the opportunity to draw on lessons and experiences from other countries and also to contribute local experiences in the operationalization of these new approaches.

Part of the mobilisation of support for this new approach for the UN in Botswana should be to make as much knowledge as possible readily available to interested stakeholders. This may entail:

- the development of a dedicated section of the UN website
- identifying a suitable place to serve as a library of materials on new approaches to development.

A distinct type of knowledge base that will have to be built up is one on funders and funding opportunities,



particularly in relation to foundations and calls for proposals. While there is considerable information available on line, this information is not always up to date. The general information will need to be backed up by contacts with selected foundations and funding bodies particularly those that are responsible for global initiatives.

### **2.4.3 Building the capacity for resource mobilisation and partnership**

A rapid way of strengthening the capacity for resource mobilisation and partnership development will be to recruit a resource mobilisation and partnerships coordinator. Caution will however need to be taken not to base the recruitment on the ability to write proposals alone as Botswana is in a situation where traditional funders are on the decline. Emphasis on the ability to relate to different funding models, remain informed and be able to identify the right resources to support each funding model may serve the UNCT better than proposal writing capabilities. In essence what will be required is a person that can work independently and motivate others to try new things.

## **2.5 A word on Joint Programming and Joint Programmes**

Throughout this document, agency programming, joint programming and joint programmes have been treated as tactical issues. While such a treatment is necessary to avoid being prescriptive in approach, the reality of Botswana is that the UN has to engage in joint programming and joint programmes. The funds available to each agency are negligible and the level of fragmentation created negates the potential to achieve

significant results. At the same time, the separate initiatives consume considerable quantities of the time of implementing partners leading to the questioning of the value-added of the UN in Botswana. The discussion in this document has also assumed that new resources mobilised by adopting the approaches proposed herein will be applied to joint programmes. This would not only satisfy the expectations of partners but also enable the agencies to share scarce human and financial resources and increase their visibility and impact.

While not discussed in detail in this document, the opportunities for joint programmes based on priorities identified in the GoB-UN POP exist. What should be noted is that developing such programmes without clarity on who the potential funders are is unlikely to lead to funding and implementation. Thus, as with all programming that is based on mobilising resources it will be necessary for the joint programmes to be developed with specific funding partners in mind.

## 3 | Conclusion

The discussion in this document brings out two key observations. Firstly there is little scope in-country for the funding of typical development projects (see section 5). Both the funding and the will to support such projects through the UN are lacking. Secondly, there exists an array of current funding and partnership approaches that have the potential to attract even the traditional donors should the packaging be sufficiently attractive as transformative. Without altering the priorities of the GoB-UN POP this document has offered options in terms of how the work within those priorities is approached. A strategy that focuses not only on resource mobilisation but also resonance with the issues of the day among development sector agents has been proposed.

In its approach, the strategy encourages the UN not to view resource mobilisation and partnerships not as the only objective but to also consider furthering human rights principles as an end and allowing resources and partnerships to follow the promotion of human rights principles and standards. In offering the various resource mobilisation and partnership options, the document assumes willingness by agencies to contribute to an initial pool of funds to enable the uptake of selected options – this assumption is untested. It will be important for the UNCT to decide on what resources can be invested in follow-up activities and the implementation of selected options. Without such investment the ideas contained in this document are unlikely to be implemented or if implemented, are unlikely to live up to their potential.

## 4 Recommended Actions

This section outlines 9 recommended actions. The table below links each of the actions to the GoB-UN POP while the discussions that follow provide a justification for each of the actions, a proposed approach and some further actions and arguments that strengthen

the case for each of the recommended actions. The recommended actions present at least a single action area for each thematic area of the GoB-UN POP. Within each of the thematic areas interventions, suggestions are made on projects as well as ways in which each of the projects could tap into the various resource and partnership options identified earlier in the document.

Recommended	Action Link with GoB-UN POP
1. Engage GoB on Government Cost-Sharing	Funding of POP resource gap and new priorities in support of POP outcomes
2. Engaging with private sector	Strengthening Economic Diversification and Poverty Reduction Component Coordination Group (CCG) work and mobilising private sector resources (financial and technical) for application across selected priorities
3. Engaging with civil society	Strengthening Governance and Human Rights Promotion CCG work and opening up new possibilities for funding under governance theme
4. Engaging with the Education Innovation Hub	Strengthening the work of Children, Youth and Women Empowerment CCG and access to online funding opportunities
5. Developing an extreme poverty eradication programme	<b>Strengthening Economic Diversification and Poverty Reduction</b> CCG work and drawing on South-South and Triangular Cooperation (SST) and demonstration value of project to mobilise donor funding.
6. Developing a Gender-Based Violence (GBV) Joint Programme	Strengthening the work of Children, Youth and Women Empowerment CCG and access to thematic funding opportunities
7. Developing an access to alternative energies for off-grid communities project	Strengthening of Environment and Climate Change CCG and access to on-line funding and global funds
8. Develop an Human Immunodeficiency Virus (HIV) and Aquired Immunodeficiency Syndrome (AIDS) joint programme focused Botswana in a regional context	Strengthening the work of the Health and HIV&AIDS CCG and access to Global and regional funding opportunities.
9. Revisit CCG planning processes	Strengthen linkages between CCG analysis and sectoral planning and budgeting to improve complementarity.

1. Engage on Government Cost Sharing: The UNCT will engage the Government of Botswana on cost sharing with a view towards securing funding that will cover the funding gap of the GoB-UN POP as the primary position. The engagement will focus on securing Government commitment towards a known and predictable level of funding availed at the beginning of the plan implementation period. The preferred option will be one focused on a percentage of the previous year's Gross Domestic Product (GDP).

The main premise of the engagement on cost-sharing will be that Botswana values the contribution of the UN and jointly, the Government of Botswana and the UN have agreed through the POP on how the UN can add value to Botswana's development effort. The table below provides the justification, preferred approach and alternative approach for consideration during negotiations of government cost sharing.

Justification	Preferred Approach	Alternative Approach	Strengthening the case
<ol style="list-style-type: none"> <li>1. Botswana's Status as a MIC means less donor willingness to fund work in the country thereby limiting UN capacity to raise Other Resources envisaged in the GoB-UN POP.</li> <li>2. By 2016, owing to its per capita income level Botswana will be considered a Net Contributing Country (NCC) implying reduced core funding for UN work in the country.</li> <li>3. Against continued value of the UN in Botswana the country can learn from other MICs (Brazil, Chile and others) and move ahead of global dialogue by committing to compliment limited UN funding.</li> </ol>	<p>GoB provides a predictable level of funding based on the gap in the POP.</p> <p>To strengthen predictability in future cycles, a percentage of previous year GDP (0.25%) should be considered and be available to support work across the Component Coordination Groups (CCGs).</p> <p>Funding should be made available at the start of each calendar year.</p> <p>The fund is placed into the One UN Fund with the RC accountable for results.</p> <p>Annual work content adjustments can be made via normal annual planning activities.</p>	<p>Flagship programmes (one each per Component Coordinating Group [CCG]) may be considered for funding.</p> <p>This alternative however runs the risk of leaving some work components unfunded and suggesting that some priorities are more important than others.</p> <p>While the flagship programme approach works well in the presence of alternative funding and represents minimum commitments by the Government, it works less well where there is limited alternative funding.</p>	<p>The case for Government Cost Sharing will be strengthened if the UN can commit to and demonstrate results in 3 areas:</p> <ol style="list-style-type: none"> <li>a) Improving the effectiveness of current investments in the social sectors</li> <li>b) Improving the efficiency of resource use such that the costs of programming are off-set by cost savings</li> <li>c) Improving policy design, coherence and implementation.</li> </ol> <p>A simple way to strengthen the case would be to produce a series of studies under the theme 'Improving returns from Botswana's social investments.' The core ideas will be to demonstrate potential solutions to pressing issues and provide a solid technical justification for government cost-sharing.</p>

2. Engage the Private Sector: Engagement with the private sector is both a resource mobilisation and partnership opportunity. Increasingly the role of the private sector in realising the aims of UN work is being recognised encouraging the private sector to pursue set standards in their own settings and to be active contributors in the pursuit of social objectives. The table below outlines a justification and engagement approach to the private sector in Botswana.

Justification	Preferred Approach	Alternative Approach	Strengthening the case
<p>1. The private sector is increasingly recognised as an active player in the realisation of human rights and the adherence to the norms and standards promoted by the UN.</p> <p>2. The private sector offers opportunities in poverty eradication</p> <p>3. The private sector offers experiences and solutions to public sector challenges</p> <p>4. The private sector provides funding to social development programmes through corporate social responsibility programmes</p>	<p>Utilise the existing UN Global Compact model for a tested global model that entails conformity to universal standards and opportunities for participation in global events.</p> <p>Present the local network of the Global Compact with local challenges and opportunities to participate in problem solving (ties in well with the promotion of inclusive growth models, innovation hub participation and corporate social responsibility initiatives).</p> <p>Engage both the state and private sector actors on an enabling environment for inclusive business through integration in value chains.</p>	<p>Approach private sector for funding partnerships. This approach is weak in that it relies solely on the private sector as benevolent funder rather than partner in development.</p>	<p>The UN Global Compact option forces participating companies to report annually on progress made on a given set of indicators.</p> <p>The companies that participate will actively seek to engage making it easier for the partnership to identify opportunities for their engagement in the development of the country.</p> <p>A broader approach to private sector engagement will complement current investments in local economic development (LED) and offer scope for engagement on policy coherence in support of the national poverty eradication initiative through exploration of market participation and value addition for poverty eradication initiatives. For example, can public procurement rules be used to strengthen market possibilities for poverty eradication programme initiatives? Do the economic diversification efforts provide scope for value-adding initiatives for poverty eradication initiatives? Etc.</p> <p>An implication of an approach that embraces the private sector as arena for action on UN values, potential avenue for economic opportunity for the poor and, potential partner in social investment will make it necessary to alter the focus of the work of the relevant CCG as well as participation in the CCG.</p>

3. Engage Non Governmental Organizations (NGOs): Engagement with NGOs is primarily a partnership issue that must primarily be driven by recognition of NGOs as enabling the participation of citizens in the development of their country. While the partnership may be limited in potential financial flows for the UN it can values and goals.

Justification	Preferred Approach	Alternative Approach	Strengthening the case
<p>1. NGOs play multiple roles in society and the need to create enabling environments for them is recognised in the Busan Partnership on Development Effectiveness.</p> <p>2. NGOs can complement government initiatives and also contribute to strengthened accountability.</p> <p>3. A positive relationship can be developed between the UN and NGOs in which the UN focuses on creating an enabling environment and capacities among NGOs</p> <p>4. There are opportunities for the UN to mobilise resources for purposes of strengthening civil society</p>	<p>The UN engages NGOs with the aims of:</p> <ul style="list-style-type: none"> <li>a) Supporting NGOs to adopt codes of ethics and standards of practice</li> <li>b) Enabling NGOs to access support from the state (may be limited to certain types of NGOs but will reduce competition for scarce resources)</li> <li>c) Enabling NGOs to learn from and adopt international practices in fundraising</li> <li>d) Strengthening Non Governmental Organization (NGO) capacities in local accountability systems</li> </ul>	<p>Engage NGOs as implementing partners in existing programmes. An inherent weakness of this approach is that it creates a dependency on the UN and does not foster long-term sustainability.</p>	<p>A well defined NGO development agenda creates the possibility for funding partnerships with foundations and donors interested in civic participation.</p> <p>Lessons from other countries on indirect state funding for NGO work show how results in certain thematic areas can be enhanced through innovative state funding for NGO work (e.g. Mauritius' Corporate Social Responsibility programme that combines conditional private sector tax reduction with social investments in selected thematic areas through NGO partnerships).</p> <p>Engaging NGOs on the basis of enabling their work will entail inclusion of a deliberate focus on NGOs in the Governance CCG. Such inclusion should view current limitations as problems to be resolved rather than justifications for exclusion.</p>



4. Partner with the Education Innovation Hub: Partner with a primary focus on improving educational outcomes. The partnership will offer scope for a programme that brings together the public sector, private sector and NGOs in search for strategies to enhance education outcomes; offer scope for online fundraising in support of remote schools; and create opportunities for the UN to deliver a selection of products to selected schools (e-text books as is the case in South Africa, solar powered computers as is the case in Uganda, solar lighting and other commodities that contribute to education outcome improvement).

Justification	Preferred Approach	Alternative Approach	Strengthening the case
<p>1. Innovation hubs that bring together varied backgrounds to find solutions to social and economic development challenges are on the ascedance globally.</p> <p>2. The UN has through the UNICEF Innovation Hub Do-It-Yourself guide a model on how to establish and operate an innovation hub</p> <p>3. The Government of Botswana already has in place innovation hubs, albeit conceived of as a basis for economic diversification, that can still lend themselves to improvement of sectoral practice and outcomes</p> <p>4. There is scope for selective partnerships that meet the interests of all parties with the education hub offering scope for a focus on improving educational outcomes and opportunities for talented children</p>	<p>Engage with the education hub as an organising framework for bringing together stakeholders in the education sector to engage on strategies for improving education outcomes.</p> <p>The education hub already has some relevant programmes. The focus should be on how to enhance and complement these programmes through the mobilisation of various actors in accordance with their varied capabilities</p>	<p>Engagement on education policy.</p> <p>An inherent weakness of this approach is that it does not lend itself to mobilising alternate resources and creativity for improved education.</p>	<p>Current indications are that education quality will be a key issue in the post-2015 agenda.</p> <p>Against a backdrop of social inequality there is much scope for improving equity in social services and education offers an area in which resources and support can be mobilised from a variety of actors including the private sector, foundations, online funding and crowd sourcing, among others.</p> <p>Engaging in creative support to the sector will create a basis for confidence that can then be extended to other sectors, particularly health.</p> <p>The sector has both emotional appeal as well as offering the scope for specific deliverables to be linked to small investments – a key requirement in online fundraising. There is the possibility for the UN to support an online-fundraising platform focused on mobilising support for particular interventions such as access to solar lighting, access to solar powered computers, access to e-books and course materials for teachers and pupils, etc.</p> <p>A strength of this approach to the education sector is that it offers practical solutions and mobilises resources in support of the actions while creating a sound basis for engaging government on its education investments.</p>

5. Develop a programme of support to eradicate extreme poverty: The programme should be premised on demonstrating that eradicating extreme poverty is possible and that the solutions are known. Botswana's small population and the low levels of extreme poverty stands the country in a good position to draw on lessons from other countries and for a modest investment eliminate extreme poverty.

Justification	Preferred Approach	Alternative Approach	Strengthening the case
<p>1. The Government of Botswana is committed to the eradication of extreme poverty.</p> <p>2. There exists ample evidence on what works in eradicating extreme poverty.</p> <p>3. Botswana offers the opportunity to serve as a global example on how a mix of strategies using local resources can eradicate extreme poverty.</p> <p>4. The programme has the potential to attract donor funding and utilise South-South and triangular cooperation.</p>	<p>A programme is formulated that utilises tested solutions that include: a social registry; income transfers; support for a graduation model of support that over time reduces dependency on transfers; consistent social policies that target basic social service access on the basis of the social registry are in place; and national policies provided scope for graduated support to lead to integration into mainstream economy.</p>	<p>Achieving 0% living below \$1.25 per day through income transfers.</p> <p>Easily achievable transfers but runs risk of long-term reversal and ever increasing burden as cost of living rises.</p>	<p>A well structured programme has the opportunity to utilise the International Poverty Centre for technical support and mobilising South-South and Triangular cooperation building on the experiences of Brazil and Chile in reduction of extreme poverty, BRAC's Bangladesh experiences with graduation models and the role of micro-finance, and drawing on European Union (EU) interest in strengthening social policy implementation and the role of the private sector in social safety nets.</p> <p>The extreme poverty eradication theme will serve as a broader organising framework for examining a wide array of issues dealing with the poorest sections of the population and their integration as active participants in society.</p>

6. Develop a joint programme on Gender Based Violence: Gender-Based Violence (GBV) continues to be a major challenge in Southern Africa and is an important factor in determining social and health outcomes for women. There is a growing global movement against GBV as well as increasing recognition of the need for complementary interventions that recognise the roles of laws and social attitude transformations in combating GBV.

Justification	Preferred Approach	Alternative Approach	Strengthening the case
<div>1. GBV is a country as well as global priority</div> <div>2. GBV impacts the ability of women to participate in and benefit from development and empowerment initiatives</div> <div>3. GBV is an important factor in the spread of HIV and other health problems faced by women</div> <div>4. Legal solutions are necessary but not sufficient as attitudes of men and women as perpetrators, victims and workers in the justice system impact use and effectiveness of legal instruments.</div>	Multi-pronged focused on women's empowerment, changing social attitudes and strengthening legal mechanisms. Building on local partnerships to strengthen local dialogues and leadership	<div>Externally driven change based on legal provisions and prosecution.</div> <div>May be slow to bring about change and in early stages creates more social conflict and resistance from communities.</div>	<div>Has potential to draw on GBV specific funds, women's empowerment funding and HIV&amp;AIDS funding.</div> <div>Can build on emerging models of male involvement.</div>

7. Develop a programme on alternative energies for off-grid communities: Nearly a third of Botswana's population is off-grid and largely dependent on firewood for cooking and kerosene for lighting. The conditions affect not only the environment but also the health of the individuals as well as their social engagement and attainment through access to information and children's study hours.

Justification	Preferred Approach	Alternative Approach	Strengthening the case
<ol style="list-style-type: none"> <li>1. Access to energy for all is a UN priority</li> <li>2. Botswana is exploring various options to expand energy access including deregulation of power generation, solar power generation</li> <li>3. Energy efficiency is a concern for the country with the primary focus on managing demand for electricity</li> <li>4. Off-grid communities present opportunities for: energy efficiency through use of energy efficient wood stoves; improving social outcomes by substituting kerosene lighting with solar lighting; solar powered computers and access to e-textbooks among other options</li> <li>5. There exists a growing body of knowledge that can be used to earn Botswana carbon credits.</li> </ol>	<p>Design a project focused on off-grid communities and improving their social outcomes.</p> <p>Add a component on urban energy efficiency and use of solar energy.</p> <p>Add a component on private sector participation in energy generation and building capacity for management of private power producers.</p>	<p>Mainstream access to energy in the Sustainable Development Strategy.</p> <p>This approach while relevant will delay the development of specific projects that constitute sustainable development and result in missed funding opportunities.</p>	<p>There are possibilities for the UN to pursue dedicated funds on access to renewable energies. There is scope for local enterprises and NGOs in the production and distribution of energy efficient stoves and solar lights.</p> <p>There are also possibilities to crowd source funding for green energy projects as well as support for solar powered access to education materials including computers and e-textbooks.</p> <p>As components are added to the project there will be scope for new partnerships and South-South and Triangular cooperation particularly in relation to the participation of independent power producers in enhancing energy access.</p> <p>The project will create a possibility for Botswana to benefit from the carbon credits trading system.</p> <p>Development of the project will alter participation in the Environment and Climate Change CCG and require a specific focus on energy access and efficiency focusing on both grid and off-grid strategies.</p>

8. Develop an HIV and AIDS joint programme focused on Botswana in a regional context: In responding to the HIV and AIDS crisis Botswana faced an unusual situation in the form and type of support received particularly from pharmaceutical firms. Today Botswana has a model that provides services at higher cost than her neighbours whose services were specifically designed for resource poor settings and dependent on generic medicines. There are opportunities for Botswana to learn from and collaborate with her neighbours. Cross-border migration also presents significant challenges to Botswana’s efforts to fight the HIV and AIDS epidemic as the country accommodates migrants who may or may not afford to take up treatment. There exist opportunities for regional collaboration on mobile populations, among other areas.

Justification	Preferred Approach	Alternative Approach	Strengthening the case
<div>1. Botswana has made progress against HIV and AIDS but the epidemic has stabilised at a high level.</div> <div>2. The rate of new infections continues to be higher than those of neighbouring countries.</div> <div>3. Population mobility and related constraints have seen a similarity in prevalence rates between south west Zimbabwe parts of Botswana.</div> <div>4. At current high levels of spending and lack of commensurate results, Botswana faces the challenge of HIV&amp;AIDS absorbing a disproportionate share of her health expenditure.</div>	An approach that views Botswana in a regional context drawing lessons from neighbouring countries; responding to shared regional concerns and externalities in the spread and management of HIV and AIDS, and addressing country-specific challenges.	<div>Focus on a country-specific response.</div> <div>Such a response will re-invent the wheel on several issues and leave the issues of negative externalities arising from population mobility unaddressed and being a major impediment to the reduction of new HIV infections.</div>	<div>An approach that places Botswana within a regional context creates the possibilities of accessing <b>country-specific resources</b> as well as drawing on regional resources through collaboration with bodies such as Southern African Development Community (SADC) and International Organization for Migration (IOM).</div> <div>Regional collaboration will also allow for the exploration of various regional solutions including <b>difficult issues such as the provision of HIV&amp;AIDS treatment to non-Batswana resident in Botswana.</b></div>

9. Revisit CCG Planning Processes: Current CCG processes are narrowly focused on partners in project implementation rather than sectoral stakeholders. The discussions thus miss not only the opportunities to improve the relevance of CCG work but also to influence the sectoral interventions of actors. The current CCG planning model results in lack of clarity in how activities supported by the CCGs complement the pursuit of sectoral priorities.

Justification	Preferred Approach	Alternative Approach	Strengthening the case
<p>1. Component Coordinating Groups (CCGs) should discuss not only what has been done but also how what is done meets the strategic needs of their respective thematic areas.</p> <p>2. By focusing primarily on discussions of existing projects and proposals by existing implementing partners tend to limit both strategic relevance and the scope for innovative work.</p> <p>3. Broadening participation to actors with an interest in the sectors and fostering sector analyses scope is created for creativity and complementary work.</p>	<p>CCGs undertake sectoral analyses Each CCG outlines the priorities for the sector and identifies work to be supported via the CCG and complementary work to be included in sectoral plans</p> <p>Updates cover both the CCG work and the agreed complementary work</p>	<p>CCGs continue with current practice Priorities reflect selection among work activities proposed by existing participants.</p> <p>There is a risk of non-exploration of new work and innovative ways in which it could be undertaken.</p>	<p>Supported by a focus on changing the approaches to UN support away from business as usual, expanding the participation in CCGs and focusing on sector issues will allow for innovation.</p> <p>While the priorities within the CCGs would remain the same there will be more scope for thinking differently on how to bring about desired results.</p>



5 Analysis of the Options

This section presents analysis that informs the strategy recommendations that are presented in the third part of this document.

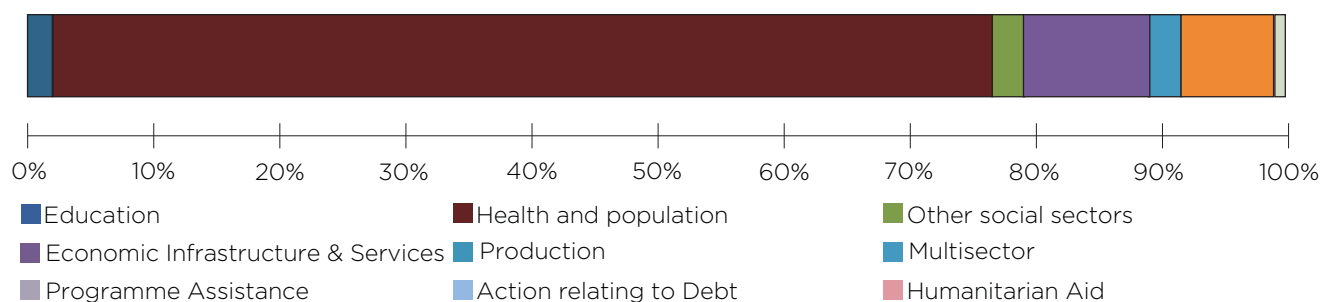
5.1 ODA

5.1.1 Trends

Three factors have been central to shaping the level of official development assistance (ODA) accessed by the UN in Botswana. These have been the bilateralisation of aid, the middle income country (MIC) status of the country, and the weak track record of the UN in mobilising donor resources. Botswana’s share of ODA to Sub-Saharan Africa has is on the decline. The aid flows are dominated by the European Union (EU) and the United States of America (USA). The number of EU member state donors to the country has declined from 13 in 2008 to 10 in 2010. Above all, EU institutions account for 72% of aid from the EU block. Three countries (France, Germany and Sweden) account for 25% of aid flows from the EU block.

Botswana			
Receipts	2009	2010	2011
Net ODA (USD million)	279	156	126
Bilateral share (gross ODA)	78%	67%	76%
Net ODA/GNI	2.4%	1.1%	0.7%
Net Private flows (USD million)	96	84	74
For reference	2009	2010	2011
Population (million)	2.0	2.0	2.0
GNI per capita (Atlas USD)	6270	6750	7480

Top Ten Donors of gross ODA (2010-11 average) (USD m)	
1. United States	78
2. EU Institutions	30
3. Japan	11
4. Kuwait (KFAED)	4
5. France	4
6. Sweden	3
7. OFID	3
8. Germany	2
9. UNHCR	2
10. Australia	2



Sources: OECD-DAC, World Bank; [www.oecd.org/dac/stats](http://www.oecd.org/dac/stats)

The bulk of the ODA inflows into the country are directed towards the health and population sector.

At present partnerships between the UN and International Financial Institutions (IFIs) do not feature prominently in Botswana. This is in part due to a general trend IFIs opting to implement their own projects (not specific to Botswana) and the limited presence of International Financial Institution (IFI) projects. In a few cases where the UN could have implemented on behalf of IFIs, precedent and the absence of a shared strategy led to an IFI undertaking implementation directly.

### 5.1.2 Possibilities

In the short-to-medium term the prospects for significant resource mobilisation from the traditional donors are weak. The factors that have limited inflows into Botswana will remain. Mobilising any resources from the traditional donors at this stage is in essence an exercise in displacing the bilateral channel or replacing a recipient that is either failing to deliver or is receiving resources in an area where the UN has a comparative advantage. In any case the resources mobilised will be

negligible and are unlikely to be anywhere near the requirements of the UN.

A possibility that was raised during the JRMS consultations was that if the UN developed a compelling programme (addressing a key country priority, attracting high level attention, having a good possibility of success, offering opportunities for collaboration with bilaterals, and a high budget) it could cause the donor countries to look beyond the factors constraining ODA inflows into Botswana and seek to be part of the transformation effort. The need for the programme to be grand and highly visible was emphasised with a budget in the region of USD 50 million.

Prospects for accessing more ODA resources in the long-term are contingent on several factors including: a) Organization for Economic Co-operation and Development (OECD) countries increasing their ODA budgets towards the 0.7% of GNI target (highly unlikely given challenges on their home fronts and immediate neighbourhoods); b) changes in aid allocation criteria to include MICs on the basis that the majority of the poor now live in MICs (a morally compelling argument whose support

is negated by the current difficult economic and development funding situation) and c) a complete shift in donor approaches from bilateral to multilateral funding (highly unlikely given the bilaterals can and do argue that through direct allocations to the UN, the UN is already adequately catered for and should not be competing for resources that are channelled through bilateral support).

### 5.1.3 Tapping into the possibilities

#### 5.1.3.1 Developing a grand programme

Developing a grand programme will require thinking that goes beyond the current UN activities that tend to be driven by project implementing partners to one where implementing partners fit into a programme. The process of developing such a programme would have to involve informal consultations with senior government officials and donor government officials and cut across a number of areas of responsibility. Three challenges currently facing Botswana lend themselves well to the defined criteria. These are: Strengthening Implementation Capacity and Resource Efficiency; Poverty Eradication; and, Youth Unemployment. The first is a widely acknowledged concern and one that offers resonance with the top leadership and has the potential to bring in all of the thematic groups for the coordination of the implementation of the national development plan.

*Breaking this trend would take strong capacity on the part of the UN, improved engagement with the IFIs on UN capabilities and support from the Government of Botswana for the UN as the preferred implementing partner.*

Its attractiveness however depends on the ability to craft a programme around it with people level results. The second and third challenges have not just local resonance but also address issues that are of concern globally and, depending on how well each one is crafted, they each carry potential as demonstrative programmes.

#### 5.1.3.2 Opportunities outside of a grand programme

The appeal and excitement factors that the grand programme would seek to achieve can be achieved on a smaller scale with projects that break from the mould of the typical development initiative by creating breakthrough initiatives that would not occur without the support of the UN. Such initiatives would need to rise above the operational to the strategic level. Possible include the use of proven UN tools/guides; brokering new working relationships; and innovative actions to improve funding for programmes or increase the efficiency and/or effectiveness of current funds.

#### 5.1.4 The strategic considerations underlying the outlined opportunities

An important distinction between core and non-core or 'other' resources for the UN is that core resources allow agencies to be responsive to country needs and pursue their own strategic plans. Non-core resources on the other hand are about attracting resources by fitting into the strategic aims of third parties (the donors). While developing proposals to fit into donor priorities and selecting those priorities that fit in with the strategic aims of the UN may work well where there is abundance of funding, it is less suitable to the situation in Botswana. In the context prevailing in

Botswana access to non-core resources is about displacing an existing recipient. The two types of opportunities outlined above are about defining a programme or projects in such a way that the programme/project disrupts donor prioritisation by offering a hitherto absent opportunity to make a bigger difference than existing donor initiatives. That is, instead of working within donor priorities, define new high value projects that cause the donors to revisit their prioritisation.

## 5.2 New Donors and South-South Cooperation

Outside of the traditional donors are new donors. Some of the new donors (excluding Brazil, China, India and South Africa) report their ODA figures to the Development Assistance Committee (DAC). While the EU non-DAC countries largely provide their aid through the multilateral system,

Non- DAC Donor	Total ODA excl. debt relief (in USD m)	Multilateral ODA (in USD m)	Multilateral as share of gross (in USD m)	Multilateral as share of gross ODA, excl. contributions to EU institutions (%)
Cyprus*	51	21	41	19
Czech Republic	228	148	65	32
Estonia	19	14	74	36
Hungary	114	86	75	40
Latvia	16	14	90	90
Lithuania	37	20	55	5
Maita	14	5	39	39
Poland	384	282	73	11
Romania	114	88	77	11
Slovak Republic	74	54	73	16
Slovenia	59	36	62	26
<b>EU 11 total</b>	<b>1,108</b>	<b>768</b>	<b>69</b>	<b>25</b>
Chinese Taipei	381	55	14	
Iceland	29	8	28	
Israel	145	17	12	
Liechtenstein	27	5	18	
Russia	472	170	36	
Thailand	45	14	31	
Turkey	967	47	5	
<b>Non-DAC (excl. Kuwait, Saudi, UAE)</b>	<b>4,378</b>	<b>1,357</b>	<b>31</b>	
Kuwait (KFAED)	617	-	-	
Saudi Arabia	3,494	609	17	
UAE	517	32	6	
<b>total</b>	<b>9,060</b>	<b>1,999</b>	<b>22</b>	

Of the new donors listed in the table above, Poland and Kuwait have in the past provided bilateral aid to Botswana. Poland provided a small amount of aid once in 2008. Kuwait compares favourably with the large individual donor countries to Botswana, namely, German, France and Sweden. In 2011, China issued its first white paper on aid, entitled “China’s Foreign Aid”. According to the white paper, by the end of 2009 China had provided aid to 161 countries and to more than 30 international and regional organisations. The white paper describes China’s foreign aid as “South-South cooperation” and “mutual help between developing countries.” The Ministry of Commerce (MOFCOM) manages outgoing bilateral aid and contributions to major United Nations institutions (United Nations Development Programme [UNDP], United Nations Children’s Fund [UNICEF], etc.), the Ministry of Finance co-ordinates China’s multilateral contributions to the World Bank and the Asian Development Bank (ADB), and the People’s Bank of China oversees contributions to the regional development banks (except ADB). China’s aid contribution to Botswana is unclear.

Among the countries with bilateral programmes exceeding USD 100 million per annum are: Brazil, China, India, Kuwait, Saudi Arabia, South Africa, Republic of Korea, Turkey, United Arab Emirates and Venezuela. A number of emerging donors have established bilateral aid agencies. For example Brazil has the Brazilian Cooperation Agency (ABC) and South Africa is

establishing the South Africa Development Partnership Agency (SADPA). Their cooperation also includes knowledge exchanges. In some cases, countries participating in South-South cooperation (SSC) may not even engage in a monetary exchange. In general, Africa is a minor recipient of the assistance provided by the new donors (see Annex A). Knowledge on how to access resources from the emerging donors remains scarce. Evaluations of UNDP support to mainstreaming of SSC into programming and its reflection in UNDAF (2007 and 2013) note the uneven understanding and support to SSC and triangular cooperation (TrC). The UNDP Management Response to the 2013 Evaluation of UNDP Contribution to SSC and TrC makes several commitments that will deliver by December 2013 better guidance for countries in the form of examples and corporate guidance by 2015.

### 5.2.2 Possibilities

The challenges in SSC and TrC seem to relate less to the absence of opportunities and more to a) arrangements that do not involve the UN (subject to confirmation) and b) the lack of initiative to utilise the existing potential. Brazil one of the largest providers of SSC has an embassy in Botswana but limited SSC cooperation with the country despite Botswana making regular use of the country as a source of learning in poverty eradication and development coordination work. ABC, the Brazilian Cooperation Agency has

*UNCTAD defines South-South cooperation as “the process, institutions and arrangements designed to promote political, economic and technical co-operation among developing countries in pursuit of common development goals (2010, p. 1). Zimmermann and Smith draw a further distinction, describing South-South Development Co-operation as “developing countries that deliver expertise and financial support to foster the economic and social welfare of other developing countries,” including countries like Brazil, Chile, China, Egypt, India, Malaysia, Mexico, South Africa, Thailand and Venezuela as providers (Zimmermann and Smith 2011, p. 728).*

*For more information on the UNDP’s Special Unit on South-South cooperation see <http://ssc.undp.org/>.*

Across a number of areas in which Botswana faces challenges, solutions can be found in other Middle Income Countries (MICs). Indications are that the government of Botswana and the private sector do seek experiences from other countries albeit not to the desired level owing to limited knowledge and cost considerations. The space for a knowledge brokering and facilitation roles exists. The commitments by UNDP towards strengthening knowledge and utilisation of SSC and TrC create further opportunities for UNCTs that show eagerness on SSC to receive more support. Furthermore, a key observation of the 2013 evaluation of UNDP support to SSC was that while the United Nations Office for South - South Cooperation (UNOSSC) has a good strategy there have been few follow up activities at country level.

### 5.2.3 Tapping into the possibilities

Botswana has a nascent SSC based in Office of the President (OP) with Liberia, Malawi and South Sudan with a modest budget. Ideally the UN should leverage this SSC to enhance /deepen South-South and Triangular Cooperation (SST) with both emerging donors and tradition donors. This involves of course exploring opportunities for this SST. Some possible areas may be in the area of Small, Medium & Micro Enterprise (SMME) / Private sector developing drawing on the recent China-Africa Conference, social policy (Brazil, India + China); social protection, renewable energy (solar energy), among others.

Tapping into the possibilities will entail:

- improving among UN staff, government, private sector and civil society counterparts the understanding of SSC and TrC and the opportunities therein;
- Assigning responsibility for identifying and facilitating the development and pursuit of partnerships;

- Tracking and reporting on SSC and TrC.

Improving the understanding of SSC should include participation in UNOSSC events such as the upcoming Global South-South Development Expo; exposure to SSC coordination arrangements; and closer engagement with the SSC experiences of South Africa, Seychelles and Mauritius.

## 5.3 Private Sector

### 5.3.1 Trends

The private has over the years taken on a significantly more important role in the pursuit of developmental goals. Nearly all United Nations Agencies, Funds and Programmes have designated Private Sector Focal Points who work with the private sector in a variety of ways, from fundraising to strategic partnerships. There is a system-wide UN Private Sector Focal Point Network which provides a framework for sharing information, experiences and learning, developing operational guidelines for working with the private sector, and making the case for strategic private sector engagement in the work of the United Nations.

In addition to agency-specific initiatives, there are two United Nations entities created solely to engage with the private sector. The United Nations Global Compact brings business together with UN agencies, labour, civil society and governments to advance ten universal principles in the areas of human rights, labour, environment and anti-corruption. Companies participating in the UN Global Compact are expected to both act responsibly in how they operate their business and engage in partnerships in support of UN goals, such as the Millennium Development Goals (MDGs).

Launched by the Secretary - General in 2000, the UN Global Compact is the world's largest voluntary corporate citizenship



initiative, with over 5,000 signatories based in more than 120 countries.

The United Nations Office for Partnerships serves as a gateway for collaboration between the private sector and foundations, and the United Nations family. It promotes new partnerships and alliances in furtherance of the Millennium Development Goals. The Office manages the United Nations Fund for International Partnerships (UNFIP) that serves as the interface in the partnership between the UN system and the UN Foundation – the public charity responsible for administering Ted Turner’s USD 1 billion contribution in support of UN causes.

In addition to these standalone initiatives, UNDP provides guidance on engaging with the private through its Growing Inclusive Markets (GIM), Inclusive Markets Development (IMD) approach and the 2012 UNDP Strategy for Working with the Private Sector. The UNDP Strategy for Working with the Private Sector identifies 4 types of partnerships that the organisation has engaged in as:

- Resource transfer (partnerships that primarily include a transfer of financial or in-kind resources from a company to UNDP)
- Technology transfer and technical and financial assistance to developing country-based enterprises from UNDP
- Facilitating or brokering innovative private investments, value chain linkages of “inclusive business” approaches
- Advocacy (examples include support to setting up Global Compact local networks; GIM research and advocacy initiatives, and the Business Call to Action).

Social entrepreneurship offers another possibility as it entails working with businesses that use their profits for social good. Examples would include businesses that earn their revenues from the rich and use the higher margins to offer subsidised services to the poor.

The role of the private sector in delivering development outcomes is increasingly recognised with United States Agency for International Development (USAID) among those that have a wealth of experience in engaging with the private sector. A recent Australian Agency for International Development (AusAID) paper identified 10 ways and five approaches used by donors in engaging with the private sector. The approaches identified were: Private sector development; Making markets work for the poor (M4P); Value chain development; Inclusive business; and Local economic development.

### 5.3.2 Possibilities

As with most initiatives that break from the typical development project, there has been, at local level, limited utilisation of the knowledge and potential created by the UN’s structured approach to partnerships with the private sector. The tools for local engagement with the private sector are in place offering opportunities for private sector financial support to development work as well as opportunities for partnerships that harness the technical and human resources of the private sector to further development goals. Botswana has a private sector that includes firms with extensive, well-designed and supported social responsibility initiatives and firms with a minimalist approach to social responsibility.

[www.unglobalcompact.org](http://www.unglobalcompact.org)

[www.un.org/partnerships](http://www.un.org/partnerships)

See UNDP, 2010. *Inclusive Markets Development: A Guide to Partnerships*

W. Smith, 2003. *‘How donors engage with businesses’*. ODI, Oxford. UK.

There are sector differences reflecting the various sector standards (or absence thereof) to which firms must conform. Thus, at one extreme are organisations that could easily meet all the criteria of the UN Global Compact and at the other are firms that would require much support to satisfy the criteria. There exists the possibility to use the UN Global Compact Country Network approach as a basis for UN-private sector partnership. Botswana stands out as one of the few countries in Southern Africa that does not have a network.

Further opportunities for UN-private sector engagement are offered by UNDP's inclusive business models and GIM approaches that provide examples of market-based solutions to social problems.

An often advanced argument for paying little attention to the private sector in Botswana is the small size of the market in Botswana. In the same market there are both local and international firms. For example, Botswana's tourist arrivals create opportunities for airlines. There are substantial imports from South Africa giving the South African firms a stake in the local markets. These external actors that benefit from the local market do not currently have significant social responsibility programmes in Botswana and can be tapped to invest in a small market where small investments will achieve greater value.

The challenge in the case of Botswana has been one of absence of appropriately structured mechanisms for businesses to be engaged in social development issues without distracting management from their core activities. Another obstacle is the rather low awareness among executives of what the UN does in Botswana and opportunities for engagement.

### 5.3.3 Tapping into the possibilities

Tapping into the possibilities presented by the private sector in Botswana will require the following actions:

- Strengthening of UN understanding of avenues for engaging the private sector
- Engaging organised business structures on mutual benefits of partnerships
- Exposure of private sector agents to how the UN and the private sector have partnered in other countries
- Establishment of formal partnership platforms

## 5.4 Engaging Foundations

### 5.4.1 The trends

Foundations are taking on an increasingly important role in development. Examination of the funding for the Global Fund to fight AIDS, Tuberculosis and Malaria (GFATM) shows that two of the largest 10 donors to the fund are foundations. Similarly, a number of UN agencies are benefiting from gifts from foundations. In 2012 UNDP developed its strategy for working with foundations. The strategy

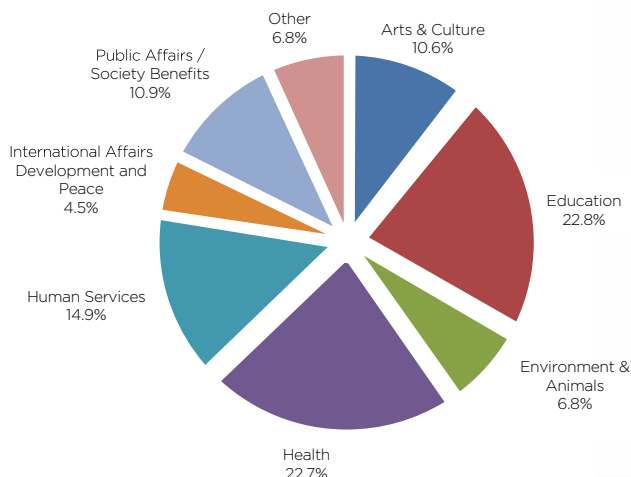
reasons for engaging with foundations beyond their financial contributions. These are:

- Foundations are becoming full-fledged development partners rather than donors and expect to be closely involved in diagnosing and addressing development challenges.
- Foundations are interested in working with governments. Historically foundations have primarily worked with civil society and NGOs. However, more and more they are coordinating efforts or even directly engaging with national

governments as their development partners.

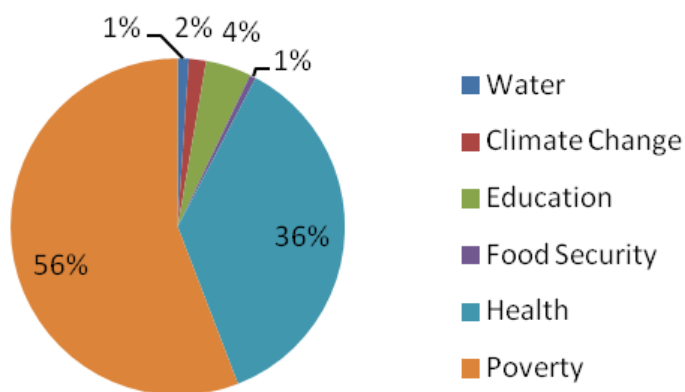
- Foundations are interested in developing national capacities. Foundations have demonstrated interest in developing capacities and relations among civil society and government institutions while emphasizing greater civic engagement, transparency, accountability and advocacy for human rights.
- There is a growing convergence in the interests of foundations and multilateral organizations as foundations engage more directly with development partners.
- Foundations are moving towards solutions that strengthen systems and away from single project outputs.
- Foundations are increasingly committed to aligning interventions and results with national development priorities and policy at the country level. Foundations often work in coalitions and in coordination with national governments and other in-country development partners and seek cooperation from both the public and private sectors.
- Foundations are increasingly interested in adopting accountability codes and good practices of transparency and governance.
- Development trends create an opportunity to integrate philanthropic foundations into emerging global development platforms such as the post-Busan Partnership on Effective Development Cooperation.
- Philanthropic funding is largely aligned with UNDP's priorities. Although foundations might not be explicitly structuring funding decisions around the MDGs, a substantial share of their philanthropic giving directly overlaps with international development goals.

#### European Foundation Funding: %Grant Value 2009



**Source:** *Foundation Giving Trends*, 2009. Based on all grants of \$10,000 or more awarded by a sample of 1339 larger foundations. Due to rounding, figures may not add up

#### Distribution of U.S. Foundation Grants for Development: %dollar Value 2009



- International philanthropic giving is increasing. Over the past decade, philanthropic organizations have emerged as potent players in the development arena alongside official development aid. It is estimated that annual philanthropic contributions for international aid projects total between USD 4.5 billion and USD 8 billion. Thus, foundations are and will continue to be important actors in development.
- Philanthropic giving is also increasing in emerging countries, such as Brazil, Russia, India, China and South Africa (BRICS). Most philanthropic contributions in emerging economies do not come from institutions but wealthy individuals who are ensuring that funds aim at the adoption of more modern frameworks that measure results. These individuals often utilize knowledge and experience from industrialized countries for organizing charitable giving, yet also seek out local solutions to ensure sustainability and respond to local market demands.

### 5.4.2 The Possibilities

Several UN agencies have at headquarters and regional levels relationships with foundations. These relationships offer opportunities for country teams that actively seek space and support to access support from existing relationships or in forging new relationships. Analysis of European and American foundations shows that there is alignment between the priorities of the UN and those of foundations in Europe and the USA (see figures below – adapted from the 2012 UNDP Strategy for Working with Foundations). Several of the foundations that are supporting UN agencies have a presence in the Southern Africa region, with some supporting African initiatives such as: the Alliance for a Green Revolution in Africa (AGRA), The Open Society Initiative for Southern Africa (OSISA), and TrustAfrica, among others. The

foundations offer scope for advancing the UN agenda as well as possible access to financial resources.

*The UNDP definition of civil society is used here. UNDP defines civil society as follows: 'The term 'civil society' is today understood to encompass a diverse range of non-governmental organizations and actors engaged in not-for-profit activities, i.e., policy advocacy groups, transnational coalitions, non-governmental organizations (NGOs), indigenous peoples' organizations, faith-based groups, women's groups, social movements, volunteer involving associations, professional and media associations, academia, trade unions, and communities. (UNDP and Civil Society Organizations (CSOs) : A Policy of Engagement (2001)). Indigenous peoples are a distinct constituency with its own needs and priorities that are not reflected in the work related to civil society.*

*Ghaus-Pasha, A. 2004. Role of Civil Society Organisations in Governance. Paper presented at the 6th Global Forum on Reinventing Government: Towards Participatory and Transparent Governance. 24 – 27 May 2005, Seoul, Republic of Korea.*

*CIVICUS: Civil Society, the Clampdown is Real – Global Trends (2009-2010).*

### 5.4.3 Tapping into the possibilities

Tapping into the possibilities offered by foundations will require the following:

- Improving UN understanding of the existing objectives and partnerships of foundations that are supporting the UN, those with a specific interest in Southern Africa and those that support causes that match the needs of Botswana
- Creating and offering projects that build on the UN's comparative advantage and offer possibilities that the foundations cannot access through NGOs

and direct engagement

- Offering foundations the possibility to replicate their success from other locations in local settings.

## 5.5 Engaging Civil Society

### 5.5.1 The trends

The role of civil society in facilitating people's voices in matters that affect them is increasingly recognised in national, regional and international arena. Three roles are at the core of civil society engagement:

- as participants in the design of strategies;
- as service providers through community organizations and national NGOs; and
- as watchdogs to ensure government fulfilment of commitments.

### The Istanbul Principles

**Respect and promote human rights and social justice**  
**Embody gender equality and equity while promoting women and girl's rights**  
**Focus on people's empowerment, democratic ownership and participation**  
**Promote Environmental Sustainability**  
**Practice transparency and accountability**  
**Pursue equitable partnerships and solidarity**  
**Create and share knowledge and commit to mutual learning**  
**Commit to realizing positive sustainable change**

While the space for NGOs has opened up at regional and global level, there are variations at national levels

reflecting the tensions that often exist between states and civil society organisations as well as the differences in funding opportunities between small local organisations and large international organisations. A recent study by CIVICUS shows, the past few years have seen a shrinking civil society space in a number of countries. Laws and bills to regulate civil society have continued to proliferate around the world, affecting the ability of civil society to express, associate, assemble and access resources .

Aware of its strengths and weaknesses, civil society has been taking measures to address its weaknesses and challenges. Following a global consultative process that started in 2008, more than 170 Civil Society Organization (CSO) representatives from 82 countries gathered in Istanbul, Turkey in September 2010 to consider and unanimously adopt the Istanbul Principles for CSO Development Effectiveness. The Istanbul Principles are the result of thorough consultations with thousands of Civil Society Organizations (CSOs) in more than 70 countries and sectors.

On the basis of the Istanbul Principles, The International Framework for CSO Development Effectiveness was developed to offer:

- a) Guidance for the implementation of the Istanbul Principles for CSO Development Effectiveness by CSOs;
- b) Strengthening Mechanisms for CSO Accountability; and
- c) Critical Conditions for Enabling CSO Development Effectiveness: Government Policies and Practices.

In 2012, UNDP also updated its strategy for engaging with civil society. The strategy highlights the critical role that civil society can play in human development and draws attention to move beyond viewing civil society as implementers to more strategic partnerships

and issue-based alliances. The strategy commits UNDP to revitalised efforts to empower and engage with civil society to achieve both 'downstream' local development results and 'upstream' policy impact.

A specific weakness of civil society in Botswana is weak capacity to articulate and present issues relating to the development challenges of the country. This was noted in the Country's Assessment of the Monitoring of the Paris Declaration in 2011.

*CIVICUS: Civil Society, the Clampdown is Real – Global Trends (2009-2010). [https://www.civicus.org/view/media/CIVICUS\\_%20paper\\_%20global\\_%20trends\\_%20Civil%20Society\\_%20Space\\_%202009-201012%5B1%5D.pdf](https://www.civicus.org/view/media/CIVICUS_%20paper_%20global_%20trends_%20Civil%20Society_%20Space_%202009-201012%5B1%5D.pdf)*

*UNDP Strategy for Civil Society and Civic Engagement. 1 October 2012.*

## 5.5.2 The Possibilities

Civil society engagement with the GoB-UN POP and its implementation processes is currently limited owing to limitations on the part of the UN as well as on the part of civil society. The engagement has focused primarily on the coalition Botswana Council of Non-Governmental Organizations (BOCONGO). BOCONGO for its part has attempted to play a representational role in all sectors in which the Government of Botswana has created opportunities for civil society participation. Given the way BOCONGO has approached its role, it has found itself stretched for personnel and has looked to the UN for financial support for the implementation of projects, including sector specific projects that would best be handled by its members. The UN for its part while enjoying the 'one-stop' nature of its relationship with BOCONGO has missed out on the opportunity to strengthen the vibrancy of civil society and its engagement in different roles. The current relationship

is one in which neither side is happy as each see the other as failing to deliver.

There are several opportunities for a more positive relationship that will benefit Botswana. There is an opportunity for the UN to facilitate a trust-based engagement between the Government of Botswana and civil society organisations with a view to crafting or strengthening collaborative relationships based on the three roles of civil society. Through such engagement, discussions and searches for solutions to challenges facing NGOs in the country can be undertaken. Key in such discussions would be the funding challenge faced by civil society in the country (a number of models can be explored that would improve funding for certain types of projects – the experience of the Mauritius Corporate Social Responsibility programme could provide a good starting point for a tripartite arrangement between the state, private sector and NGOs for the benefit of communities).

Botswana is also at a stage where several of her indicators have reached levels at which generic centrally – driven initiatives are unlikely to produce results. These areas present opportunities for locally-based organisations. Another area of concern is service delivery and accountability. In this area too there are opportunities for civil society to complement Government efforts at monitoring and evaluation by providing alternative views that will facilitate rich and rapid feedback of programme performance. An often cited example is the Mozambique Poverty Observatory where CSO's present findings on poverty challenging Government and Donors on the standard Household Survey Results. This has resulted in some cases in more focused Government intervention to address poverty in Mozambique. The landscape in relation to a shared framework for civic participation, strengthening



voice and accountability remains largely unexplored. Reshaping and deepening the role of civil society in the country has the potential to attract resources that are currently not available to the UN owing to current programmes being seen as ‘standard’ development work.

### 5.5.3 Tapping into the possibilities

Tapping into the possibilities for civil society oriented work will require the following:

- Designation of a focal point to lead and facilitate engagement with civil society;
- Engagement of civil society on conditions, roles, capabilities and needs in relation to roles
- Engagement with GoB on civil society strengthening
- Preparation of an inventory of tools for civil society capacity assessments and strengthening
- Development of a comprehensive multi-year programme for strengthening civil society
- Brokering of partnerships to strengthen civil society (the EU should be considered a potential partner in this regard).

## 5.6 Innovation Hubs

### 5.6.1 The trends

Innovation hubs have gained greater prominence in the public, private and development sectors as recognition of the power of co-creation has improved. Innovation hubs bring together people from different backgrounds in enabling spaces to seek solutions to specific challenges. Perhaps the most well documented example is that of MindLabs a Danish example that was established in 2003 to overcome some of the challenges that face government ministries in thinking

about and transforming their work. On day-to-day basis civil servants engage in maintenance tasks and operations and do not have the time or flexibility to modify processes. Opportunities offered by technology and process innovations may take long to come to the attention of relevant authorities and the development of appropriate enabling laws and policies take longer. Innovation labs seek to free groups of people drawn from different backgrounds (private sector, public sector, academia, civil society, etc.) from the restrictive environment to reflect on and identify solutions to problems). The idea is to not only generate new ideas but also to speed up the process from the formation of new ideas to their trial and to scaling-out if successful. Public sector innovation has taken on greater importance as there are rising expectations on the public service to deliver better services and policies in new ways, at lower costs, and often in response to increasingly complex issues. It is also the case that, with the extraordinary potential of IT, and the high level capabilities of the human resources in the public services, there are opportunities to deliver on those expectations.

UN agencies have also taken to innovation hubs to facilitate the development of innovative solutions and their rapid scale up. United Nations Children’s Fund (UNICEF) has on the basis of its experiences with innovation hubs developed a Do-It-Yourself Guide for Innovation Hubs. The guide offers rich detail including terms of reference for staff working in the hub. UNDP has several documents that showcase the use of technology to improve services as well as the use of innovation workshops to speed facilitate the development and implementation of ideas with examples requiring as little as 48 hours from conceptualisation to implementation.



### 5.6.2 The Possibilities

When well-conceived and used well innovation hubs have the potential to produce solutions that overcome challenges of implementation. By bringing in new perspectives and experiences innovation hubs offer new solutions to seemingly intractable problems. By starting with practical solutions and working from the solution towards institutional, policy and other constraints to be resolved the approach cuts the time to implementation. Strength of the approach is a focus on utilising resources that are already within the control of actors in the implementation of the solution.

Botswana already has 6 innovation hubs established (Innovation - science and technology; Agriculture; Education; Health; Diamonds; and Transport. There are variations in the performance of the hubs. There currently are no clear engagements between these hubs and the UN. There is merit in exploring the functioning of the hubs and examining ways in which they may be strengthened.

*For a detailed discussion see Galvani, F. and Morse, S. 2004. Institutional Sustainability at What Price? UNDP and the new cost-sharing model in Brazil. Development in Practice, Volume 14 No. 3, April 2004. Pp. 311-327*

*OECD-DAC. 2011. 2011 DAC Report on Multilateral Aid (Draft). OECD, Paris, France.*

Indications are that some of the hubs do not include participation outside the civil service and that they may not be very clear on their relationships with the parent ministries (applies to 4 that sit within ministries).

A core function of the hubs is to drive Botswana's economic diversification initiative. There are opportunities to engage with the hubs with a view to

broaden the participation and improve the identification of key actions for towards success in each hub. Furthermore, there are opportunities to engage with the hubs on policy coherence issues and addressing factors that negatively impact implementation. The hubs are potential areas for the identification of solutions to implementation challenges and coordination of within the National Development Plan Thematic Groups. Operating at a lower technical level and without the constraints that accompany formal theme group meetings, innovation hubs can offer solutions for the consideration of theme groups.

Preliminary indications are that there may be private sector willingness to support (both technically and financially) the operation of innovation hubs that deliver benefits that include the improvement of business conditions and service quality.

### 5.6.3 Tapping into the possibilities

Tapping into the possibilities offered by the approach will require the following:

- Investment in understanding the work existing innovation hubs and how it related to the implementation challenges that are affecting public sector programmes
- Strengthening UN understanding of the design and functioning of innovation hubs including the appointment of a focal point
- Investment in building stakeholder understanding of innovation hubs
- Identification of high value projects that can be completed quickly
- Negotiating private and public sector support for innovation hub activities

## 5.7 Government Cost-Sharing

### 5.7.1 The trends

Government cost-sharing is a funding arrangement in which the host government (at central or lower level) contributes financial resources to undertake projects in partnership with UNDP or the UN. Latin America has a strong history of such arrangement. The relative abundance of aid has seen Sub-Saharan Africa (SSA) lag behind other regions in government cost sharing arrangements. As more countries in SSA attain MIC status, the aid flows to the region will decline and countries will have to consider the use of government cost-sharing as a way of supporting UN work. The high level of usage of government cost sharing in Brazil has its origins in the democratisation process and the need for implementation capacity for both national resources and loans secured from International Financial Institutions (IFIs) at a time when the public sector faced capacity constraints and was saddled with outdated and cumbersome laws. In 2011, the OECD noted that Brazil also used the multilateral system to by-pass laws that made the provision of bilateral assistance difficult.

*For a detailed description see: Helle Vibeke Carstensen & Christian Bason (2012). Powering Collaborative Policy Innovation: Can Innovation Labs Help? The Innovation Journal: The Public Sector Innovation Journal, Volume 17(1), 2012, article 4.*

*Scott-Kemmis, D. 2009. Assessing Policies, Programs and Other Initiatives to Promote Innovation in the Public Sector: International Case Studies*

The 2002 Evaluation of UNDP Non-Core Resources highlights several factors that were instrumental in the trends in cost-sharing in the 'big five' countries of

government cost-sharing (Brazil, Argentina, Panama, Colombia and Peru). These factors were:

- Political factors. When civilian governments replaced military regimes in the seventies and early eighties, the pluralistic democracies then made imperative the identification of development priorities with the participation of vocal civil society. Long-neglected goals such as public sector reform, capacity building and poverty reduction became important priorities for the new governments. UNDP, as a neutral agency, was called upon to assist the governments in articulating their goals and translating them into programmes and projects. The importance of the desire of the governments for change and reform cannot be over-emphasized in relation to resource mobilization efforts.
- Economic factors. The "democratization of Latin America" led the IFIs to substantially increase loans and technical assistance funds to many of the countries. However, their presence in those countries was not conducive to carry out very many technical assistance projects. Hence, for both governments and IFIs, UNDP was considered as a good conduit.
- Trust factor. The new democratic governments inherited weak institutions. Although the degree of weakness varied from country to country, the common denominator was that many countries' bureaucratic systems, laws and regulations were so cumbersome that the speed with which certain projects and programmes that needed to be executed could be better achieved through UNDP. Also, the public sectors did not have adequate human resources and UNDP was viewed as a neutral, transparent and corruption free organization to conceptualize, formulate and execute projects and programmes.

- Management factor. The commitment of the regional bureau to resource mobilization, and strong leadership and management in the country offices, have also played decisive roles in the surge in government cost sharing. In the case of the Regional Bureau for Europe and the Commonwealth of Independent States (RBEC), the Bureau established clear criteria to improve performance in resource mobilization. In Regional Bureau for Latin America and the Caribbean (RBLAC), resource mobilization is connected to the budget strategy. In that region, the extremely low levels of core funding would have seriously jeopardized the role of UNDP should the Bureau not have designed such a strategy. Overall, the introduction of modern management techniques and client responsive approaches have also been key to fostering strong partnerships and broad alliances.

The same evaluation points to the following factors as limiting the level of government cost-sharing outside of Latin America:

- Low capacities and lack of visible success from governments on economic reforms.
- Lower volume of loans from IFIs, in already heavily indebted countries.
- Lack of perceived transparency and accountability in government structures.
- Perception of UNDP's uneven capacity to deliver services efficiently.
- Well-established donor and NGO infrastructure, especially in countries where donors have a long-standing presence (i.e. ex-colonies).
- Lack of strong partnerships with IFIs.

The 2013 report on UNDP Experiences in Cost-Sharing argues for cost-sharing on the basis of shared global responsibility for the cost of global public goods and

for institutions that underpin multilateralism.

### 5.7.2 The Possibilities

Government cost sharing presents an option that can be pursued on the basis of different arrangements. Four options presented in the order predictability and the related ease of programming are as follows:

- A. Contribution based on a percentage of GDP. This is justified on the basis of keeping with the shared responsibility and would provide unearmarked funding. A modest 0.2% of GDP would for Botswana provide approximately USD 17 million annually for UN work and this far outstrips current UN annual expenditures in Botswana.
- B. Contributions based on agreed flagship programmes. This would entail prioritisation of programmes and the clear outlining of related disbursements. It is in keeping with the most common practices in government cost-sharing.
- C. Ratio-based cost-sharing. This entails the government providing a percentage of costs incurred by the UN in implementing programmes in the country. This is the current practice in Botswana where a proportion of selected costs are shared but government contributions are not tied to specific programmes or projects. This approach carries a weakness in that as third-party cost sharing declines so does the government cost-sharing.
- D. Activity-based financing: This entails the provision of funds for specific activity costs within projects.

Government Cost Sharing (GCS) that is paid upfront creates greater predictable and also facilitates UN Programming. Related to this is the issue of how the GCS will be disbursed to a common UN Fund or to one agency which then disburses to other agencies. In

the spirit of Delivering as One (DaO), GCS should be disbursed into a one UN Fund.

Preliminary indications are that the Government of Botswana is willing to engage in dialogue with the UN on government cost-sharing for UN work in Botswana. There however are concerns that would need to be addressed first. These include the following:

- A) The UN is not applying its resources in the most strategic manner and its current operations provide extra-budgetary resources for selected partners;
- B) UN staffing is not balanced to provide for the needs of the country. That is, there are too many people managing the flow of money and not enough technical expertise;
- C) The value-added of the UN is unclear when it primarily functions to disburse resources secured from Government back to Government with added difficulty and unpredictability of decisions (applies to agencies that receive annual grants or have cost-sharing arrangements with the government);
- D) Perceptions that the UN has tagged Botswana a MIC and by this decision is denying the country its entitlement to benefit fully from membership of the UN;
- E) The UN is a provider of funding and without funding it has nothing to offer;
- F) UN programming is not fully aligned with country priorities and needs. That is, while there is congruency in themes, the UN is not fully responsive to the needs of the country. For example, the country is considered as having good policies but facing challenges of implementation and yet solutions to such challenges do not feature prominently in UN work. Similarly, the country has clear strategies towards economic diversification and poverty eradication and yet the role of the UN

in these areas is not sufficiently prominent;

- G) There are also concerns about accountability for resources that are availed to the UN and perceived extravagance in the use of resources (cited examples included ceremonies considered to be lavish).
- H) The UN makes reference to Delivering as One but continues operate in ways that are not consistent with the approach. Of particular concern are disbursements that the government has to make to different agencies, planning and reporting processes that are additional to the common planning and reporting processes undertaken through the component coordinating groups.

In addition to the concerns cited above an additional factor that must be taken into account is the slowdown in economic growth and the implications for a government that has been under pressure to reduce the size of social spending as part of measures to align with International Monetary Fund (IMF) recommendations. The issue of Government Cost Sharing takes on a particularly important to given that the UNDP Executive Board is likely to declare Botswana a Net Contributing Country (NCC). Countries with a per capita Gross National Product (GNP) of USD 4,700 or higher are categorized as NCCs. This NCC status recognizes that such countries are financially capable of funding their development process. Under this arrangement limited grant funding is available to countries for programming. At present UNDP is the largest contributor to the GoB/ UN POP.

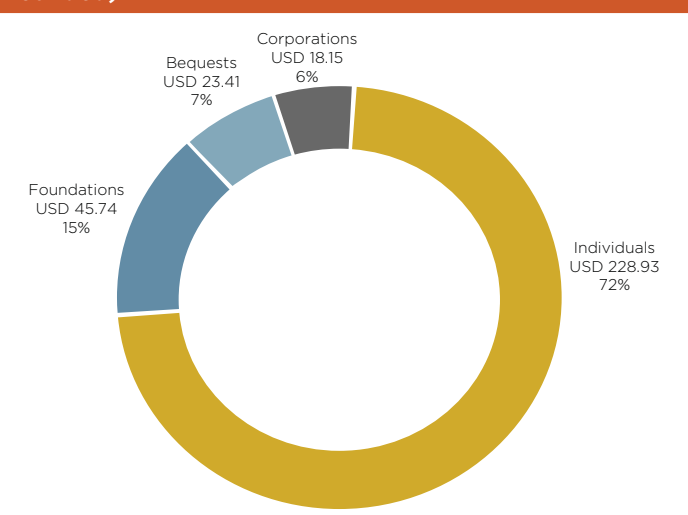
### 5.7.3 Tapping into the possibilities

Tapping into the possibilities for increased government cost-sharing will require the following:

- Clarification of the country's status as a middle income country and the core resources allocation of the UN and aid allocation criteria of donors;
- Improving the planning processes to focus not only on what the UN will fund but rather, set programmatic goals and agree how these will be pursued including agreement of what components will be included by implementing partners in their annual budgets and which aspects the UN will support (the differences in budget years between the UN and GoB although often cited as a problem in that it shortens the implementation period, can be used to good advantage by ensuring the annual planning processes influence the content of partner plans and their budgeting);
- Reducing UN support for routine activities that should be incorporated in implementing partners' plans;
- Developing and sharing a clear plan to consolidate work across thematic priorities by focusing on the big challenges, namely: implementation capacity; resource efficiency and effectiveness; strengthening accountability; easing the social sector resource burden and demands on the state; and improving policy coordination);
- Changing the functions of programme managers away from managers of funding to partners in the search for technical solutions and resources for their implementation;
- Demonstrating capacity in areas that are key but difficult to deliver in the absence of a knowledgeable and trusted broker
- Engaging in a discussion of cost-sharing that is not rushed and remaining sensitive to concerns expressed by partners.

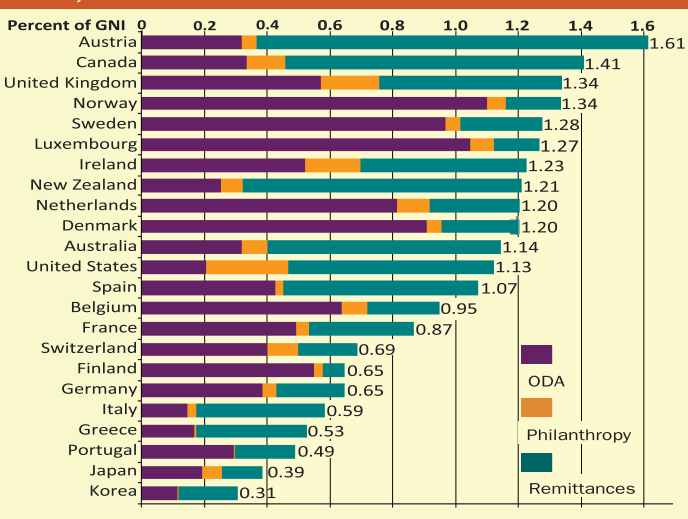
Source: Giving USA Foundation - Giving USA 2013 Report

**2012 contributions: USD 316.23 billion by source of contribution (in billions of dollars - all figures are rounded)**



Source: Hudson Institute Centre for Global Prosperity - (The Index of Global Philanthropy and Remittances 2012)

**Total Assistance from OECD Donor Countries to Developing Countries: ODA Philanthropy and Remittances as a percentage of GNI, 2010**



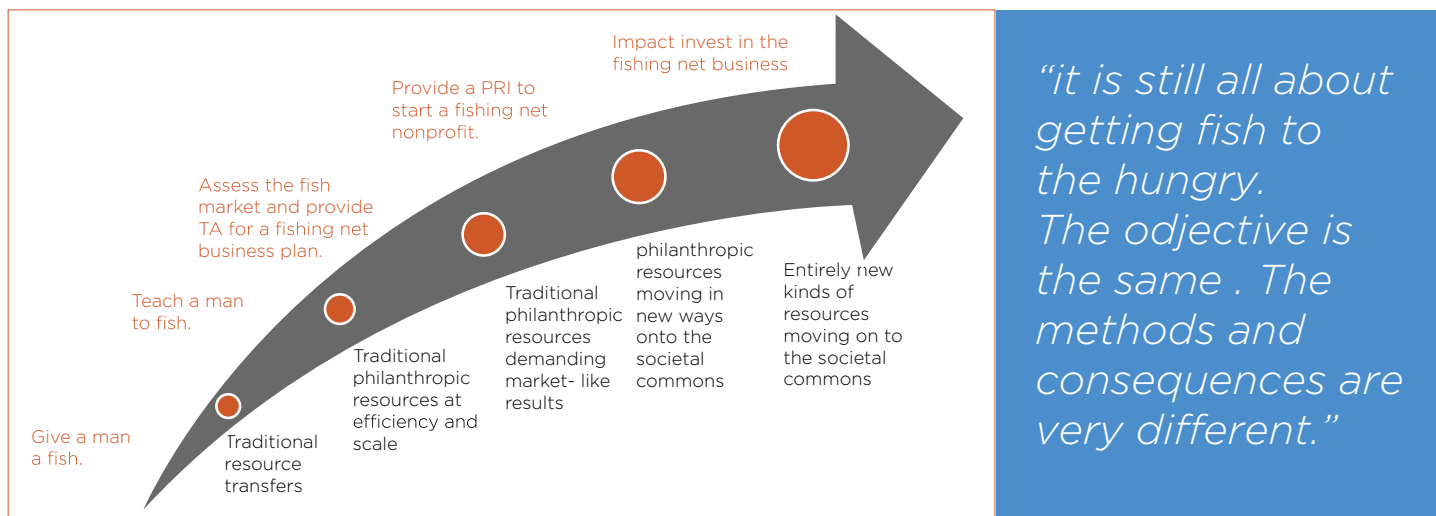
## 5.8 On-line Fundraising and other individual giving approaches

### 5.8.1 The Trends

Private giving has emerged as a major source of funding for development work. Estimates suggest that in the USA charitable giving exceeded USD 316 billion in 2012 with 72% of such giving coming from individuals. On average Americans give approximately 2% of their disposable incomes to charitable causes (Giving USA Foundation, 2013). In 2010, private philanthropic flows from the USA to developing countries were estimated at USD 39 billion compared to USD 30 billion in ODA (Centre for Global Prosperity, 2012).

The centre for Global Prosperity in its Index of Global Philanthropy and Remittances 2012 notes that Global philanthropy, remittances, and private capital investment totalled USD 575 billion in 2010 (latest available data), accounting for 82% of the developed world's economic dealings with developing countries. While government aid grew to one of its highest levels at USD 128 billion, it accounted for only 18% of total financial flows. The composition of financial flows from OECD countries differs (see figure below: adapted from Index of Global Philanthropy and Remittances 2012).

In an article with the title *The Paradigm Shift in Philanthropy: The Arc of Innovation*, Susan Raymond describes how, largely as a result of the involvement of a younger generation of philanthropists, what used to be meant by the terms “philanthropy” and “non-profit,” as well as the distinctions made between these things and commercial operations and government funding, are disappearing. She uses the metaphor of giving a man a fish to illustrate the changes. While retaining the idea of feeding the man, the ways in which the actors involved view and approach the problem have changed through various stages (see figure below).



Online connectivity creates possibilities from giving to investing and connecting individuals with causes. Organisations are using these channels in different ways from charitable giving to crowd sourcing of finances. Others are using the avenues to connect migrants with their home communities and enabling them to invest. Online platforms are today providing to agencies without national committees some of the advantages of having such structures. Causes that can resonate with the interests of different givers or social investors are able to mobilise resources from a globally dispersed community bound by a common interest.

### 5.8.2 The possibilities

The global connectedness offered by the internet is currently underutilised in highlighting issues affecting developing countries and offering innovative solutions for geographically dispersed individuals with a sense of connectedness to the issues or desire to contribute to solutions. Botswana as a global tourist destination has a global audience of individuals that may feel a connection to the country and be interested in opportunities to make small contributions towards the preservation of places they visited. Similarly, the country's tourism industry creates a brand recognition that can support external markets for community products. There are also opportunities to facilitate relationships that foster the acceleration of the attainment of MDGs. Botswana's challenges with youth employment implies the presence of a highly literate young population that with the right support can find ways of contributing to wellbeing of their society. The challenge is one of providing space for the development and testing out of ideas and connecting these young people with their peers and assisting them to overcome barriers to action. There is

a wealth of global experiences with harnessing the growing financial flows, be they remittances, social investments or gifts for social good.

The World Humanitarian Day 2012 campaign 'I was here' by reaching 1 billion people in 24 hours demonstrated the potential of a well-designed campaign. The challenge is how to use this knowledge for the benefit of Botswana.

### 5.8.3 Tapping into the possibilities

Tapping into the possibilities will require the following:

- The appointment of a focal person to familiarise others with the possibilities, examples and experiences from other places
- The design of projects around specific issues and opportunities
- Partnerships between the UN, NGOs and private entities
- Strengthening of skills around entrepreneurship, business coaching and the use of online platforms for social and investment causes

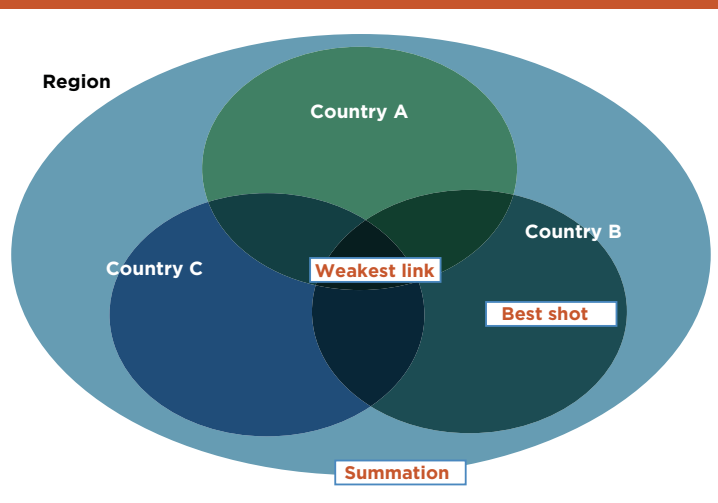
## 5.9 Regional Programmes

### 5.9.1 Trends

Regional programmes generally seek to address two types of problems: common problems, and trans-boundary problems. There are generally 3 types of solutions to regional problems (see figure below).



## Types of Regional Problems and Options for Solutions



Common problems lend themselves to two types of solutions (best shot and summation). In the best shot scenario a single country invests in a solution that serves other countries facing similar problems. In some instances, countries facing similar problems may choose to come together to enhance their bargaining power or to avoid duplicating efforts. With trans-boundary problems inadequate actions by one country have spillover effects thereby negating the efforts of other countries this is the case with HIV treatment policies for border communities especially when foreigners are unable to access treatment. It is also the cases with the management of wildlife and shared water courses.

### 5.9.2 The possibilities

Regional programmes offer opportunities for a country like Botswana that individually may be

unattractive to donors but which when teamed up with other countries may offer several opportunities for the exploration of solutions to common or trans-boundary problems.

There are some challenges that Botswana has overcome in which the country can serve as a model for others (the management of mineral wealth may be one example). There are also some challenges that the country has in common with other countries for which solutions are yet to be found (for example both Botswana and Mauritius are facing situations in which they have to rethink their social safety programmes owing to escalating costs). There are also other problems with spillover effects (HIV, foot and mouth disease, among others are examples) for which collaboration is important.

Engaging in regional programmes requires understanding the priorities and work of the respective regional offices of UN agencies, the work of the sub-regional and regional bodies and an understanding of opportunities that may lie outside the current priorities for these bodies but is priority for the affected countries. The formulation of such projects has the potential to attract traditional donor funding as well as SSC and TrC.

### 5.9.3 Tapping into the possibilities

Tapping into the possibilities will require the following:

- Developing an understanding of the regional priorities for the respective UN agency regional offices and the possibilities for the inclusion of Botswana
- Understanding the priorities and programmes of regional and sub-regional bodies and the opportunities for the inclusion of Botswana
- Understanding the strengths and interests of

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potential SSC and TrC partners and an ability to package programmes in ways that will interest them

- Engaging Government of Botswana (GoB) to be an active sponsor of regional exchanges of experiences around specific around specific topics

## 5.10 International calls and Awards

### 5.10.1 The trends

International calls and awards generally fall into three categories:

- Calls with an innovation/learning focus (intended to help with the identification and implementation methods for new solutions);
- Calls in support of actions on specific issues (normally address a priority issue to which resources have been allocated); and
- Research/knowledge generation calls (focused on understanding of problems and how they differ by locality)

Often international calls have more flexible criteria that may accommodate middle income countries. The challenge is that they often require partnerships with organisations from the sponsoring country/region. For a number of initiatives at the global level take-off tends to be slow with few projects implemented in the first few years.

### 5.10.2 The possibilities

International calls for proposals will fall into different categories in terms of the opportunities available to UN agencies. Some calls will exclude UN agencies on the basis of contributions already made to the UN while others will not. In all situations there will be

opportunities for the UN to support a local partner (government, civil society or academic institution) to access resources to further a mutually shared objective. While in some instances there may be no direct flows of resources to UN agencies, the resources from the call may complement existing UN support and provide impetus to rapid progress.

### 5.10.3 Tapping into the possibilities

Tapping into the possibilities of international calls will require the following:

- An ability to seek out and track international calls for proposals
- A readily accessible network of experts familiar with responding to calls from specific funders.





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