



ANNUAL REPORT

OF THE WORK OF THE UNITED NATIONS IN BOTSWANA

2010-2012



UNITED NATIONS
BOTSWANA

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Acronyms

AFRA	African Regional Cooperative Agreement for Research, Development and Training related to Nuclear Science and Technology	MTCT	Mother to Child Transmission
AGF–VIII	Eighth African Governance Forum	NACA	National AIDS Council
AIDS	Acquired Immunodeficiency Syndrome	NCTPN	National Committee on Trade Policy and Negotiations (NCTPN)
ASCs	Agricultural service Centers	NDP10	Tenth National Development Plan
ASRH	Adolescence Sexual Reproductive Health	NFTRC	National Food Technology Research Centre
ASSP	Agricultural Services Support Project	NIP	National Implementing Plan
BDF	Botswana Defence Forces	NSSD	National Strategy on Sustainable Development
BP	Botswana Police	OHCHR	Office of the High Commissioner for Human Rights
BURS	Botswana Unified Revenue Services	OP	Office of the President
CA	Competition Authority	PA	Protected Areas
DAFI	Albert Einstein German Academic Refugee Initiative	PACT	Peer Approach to Counselling by Teens
DaO	Delivering as One	PEI	Poverty Eradication Initiative
DPP	Director of Public Prosecutions	POPs	Persistent Organic Pollutants
DVA	Domestic Violence Act	RBM	Results Based Management
DWNP	Department of Wildlife & National Parks	SADC	Southern African Development Community
EmONC	Emergency Obstetrics & Neonatal Care	SRH	Sexual Reproductive Health
FAO	Food Aid Organisation	UN	United Nations
GBV	Gender Based Violence	UNAIDS	United Nations Joint Programme on HIV and AIDS
GEF	Global Environment Facility	UNCBD	United Nations Convention on Biological Diversity
GoB-UN POP	Government of Botswana – United Nations Programme Operational Plan	UNDAF	United Nations Development Assistance Framework
HIV	Human Immunodeficiency-Virus	UNDP	United Nations Development Programme
IAEA	International Atomic Energy Agency	UNEP	United Nations Environment Programme
IDM	Institute of Development Management	UNESCO	United Nations Educational, Scientific and Cultural Organisation
IDP	Industrial Development Policy	UNFCCC	United Nations Framework Convention on Climate Change
IEC	Information Education & Communication	UNPF	United Nations Population Fund
IFAD	International Fund for Agricultural Development	UNTF	United Nations Trust Fund
ILO	International Labour Organisation	UNHCR	United Nations High Commissioner for Refugees
IOM	International Organisation for Migration	UNICEF	United Nations Children's Fund
IUMP	Industrial Upgrading & Modernisation	UNIDO	United Nations Industrial Development Organisation
MDGs	Millennium Development Goals	UNODC	United Nations Office on Drugs and Crime
MEAs	Multilateral Environmental Agreements	UNTOC	United Nations Convention against Transnational Organized Crime
MoA	Ministry of Agriculture	VAW	Violence against Women
		WAD	Women's Affairs Department
		WHO	World Health Organisation

Introduction by the Resident Coordinator



Welcome to our first UN Annual Report. 2012 has been an important year for the United Nations Botswana family. Botswana is a country with an impressive record of development success. Reportedly, at independence in 1966 the country only had 12 kilometres of paved road and just 22 college graduates and was the second poorest in the world. Within just three decades, the country transformed itself into a middle income country. Today Botswana is an upper middle income country and, the effects of the HIV and AIDS epidemic notwithstanding, a shining beacon of hope across a number of areas including: the well-being of its citizens, the fight against corruption, global competitiveness and the quality of governance.

In 2012 we had the opportunity to review both the Tenth National Development Plan (NDP10) and the Government of Botswana – United Nations Programme Operational

Plan (GoB-UN POP). The two processes have offered us the opportunity to learn more about the plans and aspirations of the people of Botswana; the space to participate in reflection on how the UN has supported the country; and, the sharing of ideas on how as a team, the United Nations family can better support Botswana to implement programmes for the attainment of her aspirations.

In 2008, Botswana, true to her history of identifying and adapting innovation, requested the United Nations Country Team to join the group of 'self-starters' in the Delivering as One approach that is intended to improve ownership, alignment and harmonization of UN activities with national priorities and bring about gains in efficiency, effectiveness and stronger accountability. In 2009, the UN developed the first One UN Programme—the GoB-UN POP-whose implementation began in 2010 and ends in 2014.

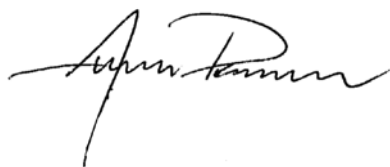
The first three years of the implementation of the GoB-UN POP have been an exciting period. They have seen the United Nations work closely with the people of Botswana on national development goals within five thematic areas each coordinated by a Component Coordination Group co-chaired by a senior Government of Botswana Official and a head of a UN agency. The five themes are: Economic Diversification and Poverty Reduction; Health and HIV&AIDS; Women, Children and Youth; Environment and Climate Change; and Governance and Human Rights. In each of these areas, the UN made contributions that improved the achievement of results. Illustrative results in these areas are presented in the report.

During the three years, the United Nations put into practice the Delivering as One approach. The results have been promising and offer much to build on into the future. As Botswana reviewed progress on the Tenth National Development Plan, the achievements were encouraging. The reflections were candid and insightful. There was recognition of both external and internal limitations on progress. Evident, through the process was firm resolve to address those constraints that are within the control of the people of Botswana. Standing out as the key challenges for Botswana was the need for greater urgency in economic diversification and inclusiveness, graduating some of the people reliant on welfare programmes to programmes that strengthen their capacities to look after themselves, improving policy implementation, improving project management and accountability for results. Against this background, the direction required of the UN in the upper middle income country that is Botswana became clearer.

The convergence between the needs arising from the Mid-Term Review of the NDP10, the Mid-Term Review of the GoB-UN POP, and the UN Strategy for supporting Botswana as a Middle Income Country was striking. The message has been clear. It is a message that reaffirms some of the work that the UN has supported but also one that challenges the UN to have greater focus and balance work at sectoral level with work that supports the country's ability to plan, implement, manage, monitor and evaluate its programmes. These considerations will feature prominently in our work over the next two years.

This report, designed to increase awareness of the United Nations and its work in Botswana, presents some of the work that the United Nations supported. As Resident Coordinator, I am greatly honored to share the achievements of the United Nations family in Botswana with you the reader and trust you will find the report informative and enlightening. Let me take this opportunity to thank the Government and people of Botswana for being open to working with the UN family and continuously engaging with us on the needs of Botswana. My sincere gratitude goes to colleagues in the United Nations Country Team whose valuable insights have ensured that the UN is and will continue to be a valued partner in Botswana. Last but not least, let me extend a big thank you to the staff of the UN agencies whose dedication has delivered the work that we are proud to present in this report. This being our first report, some difficult choices have had to be made in terms of showcasing what the UN family does amid space limitations. The report attempts to do justice to nearly 3 years' worth of work – a very difficult task. Recognizing the limitations, we at the UN are making efforts to improve our other information distribution tools and invite readers interested in further information to visit our website and facebook page and to contact the Resident Coordinator's office.

I trust that after reading this report, you like many of us in the United Nations family, will share the view that together we have made major strides and can do more to tackle the main challenges to the enjoyment of human rights in Botswana. It is my sincere hope that these achievements encourage us to move with greater confidence to set even more ambitious goals, especially in relation to the elimination of extreme poverty (something that is well within the grasp of the people of Botswana), the reduction of new HIV infections (a choice that each individual, with the right type of support can make) and reducing maternal mortality (which remains high for the level of health infrastructure and investment that Botswana has made in her health services). Together we can achieve a society that enjoys real development as aptly defined by Amartya Sen as freedom – the ability to choose.



Anders Pedersen
United Nations Resident Coordinator

Executive Summary

Botswana is today an upper middle income country with enviable statistics in the areas of governance, anti-corruption, economic performance, poverty reduction, and performance on the Millennium Development Goals, among others. In 1997 Botswana crafted a national vision (Vision 2016) outlining her ambitions for the year 2016 when the country will have been independent for 50 years. The goals outlined in Vision 2016 have been pursued through national development plans. Botswana is currently implementing the tenth National Development Plan (NDP10) covering the period from 2009/10 to 2015/16. There are sixteen United Nations Agencies working in Botswana providing support to the implementation of NDP10 towards the realisation of Vision 2016 goals. Guided by the principles of aid effectiveness (national ownership, alignment, harmonisation, managing for results, and mutual accountability), the collaboration between the Government of Botswana and the United Nations is operationalised through the Programme Operational Plan (POP 2010-2014). In seeking to provide the maximum benefits for Botswana from the United Nations system, the GoB-UN POP 2010-2014 partners adopted on a voluntary basis a UN coordination model known as Delivering as One (DaO). This report, the first Annual Report of the UN in Botswana provides an overview of the contribution that the United Nations family has made to Botswana's continuing progress over the period 2010 to 2012.

Taking note of Botswana's status as an upper middle income country, and recognising that Botswana's performance surpasses that of her neighbours, the report uses comparisons with other middle income countries to highlight areas where Botswana can achieve further improvements and highlights the contribution that the United Nations system has been making. The overall picture that emerges is that Botswana can do more to ensure that the benefits of her impressive progress are enjoyed by all her citizens. Her progression beyond middle income status is closely linked with broadening her citizens' participation in all spheres of life, including the economy. As the GoB-UN POP

2010-2014 partners successfully tackle the challenges facing the country, the people of Botswana benefit and the world at large can draw lessons on two fronts – a) how the UN family can be more effective through an approach that emphasises coherence and coordination; and b) how middle income countries can utilise the expertise in the UN system to further national goals, and conversely, how the United Nations system can better serve middle income countries.

The report covers the five thematic areas into which the work of the UN is organised, namely:

- Governance and human rights promotion
- Economic Diversification and poverty reduction
- Health and HIV/AIDS
- Environment and Climate Change; and
- Children, Youth and Women Empowerment

In each of the areas of support, the report has focused on demonstrating diversity rather than seeking to be exhaustive. Analysis of financial performance shows firstly, a challenge that is associated with middle income status – reduced aid flows into the country resulting in failure to secure adequate funding for plans; and secondly, a slow uptake of available funding in the early stages of a new way of working. The uptake of available funding is improving and new challenges related to implementation capacity are emerging and suggesting a need for the Government of Botswana and the UN to engage on how to address the policy implementation constraints that the country faces across a number of sectors. Improving implementation capacity, monitoring and evaluation, and accountability for results have been identified by review processes as key areas in need of improvement to enhance the achievement of results. The GoB-UN POP partners intend to accelerate progress towards results in 2013.



The Okavango Delta in Botswana, is the largest inland delta in the world

1. Botswana in 2012

1.1 The Economy

Botswana is today an upper middle income country with a real per capita Gross Domestic Product of \$8 680 . The situation was not always this way. At independence in 1966 Botswana was the second poorest country in the world after Bangladesh. In 1967 diamonds were discovered and the country developed at a remarkable pace and within just 30 years attained middle income country status. Between 2002 and 2011, the country's growth rate has slowed down averaging just over 4% against a target of 7.5%. Diamonds account for an estimated 60% of government tax revenue. It is expected that diamond revenues will stagnate in 2017 and there may be need to change to underground mining to extract diamonds. The implication of the change to a more expensive method of extracting diamonds will be felt via lower government revenues that may affect the ability of the state to provide social services. The effect of reduced diamond revenues was briefly felt in 2009 when the global recession led to reduced demand for diamonds. At that time, the country called on its reserves to cushion the population from extreme impact. The Mid-Term Review of the Tenth National Development Plan (NDP10) observes that there is evidence of diversification of the economy, and concerns remain regarding the pace of diversification and the attained growth rates.

The country is ranked highly on governance and economic competitiveness indicators. Together with Mauritius, Botswana shares the distinction of having the longest working liberal democracy in Africa. She has held free and fair elections regularly since 1965. The 2012 Mo Ibrahim Index of African Governance, which is Africa's leading assessment of governance, indicates that Botswana is ranked 3rd (77%) after Mauritius (83%) and Cape Verde (78%). On safety and the rule of law combined, Botswana is rated 1st with an overall score of 89% whilst on the rule of law alone, Botswana is still rated 1st in Africa with an exceptionally high score of 97%. On Participation and Human Rights, which category includes gender, Botswana is ranked 4th with an overall score of 71%. It is however recognized that Botswana should continue to strengthen its capacities especially as it relates to emerging challenges, some of which are global and are cross border in nature like cyber-crimes, money laundering, as

well as strengthening the necessary legislation in order to effectively address these challenges. The state has pursued a developmental agenda with impressive results in health; education and infrastructure development.

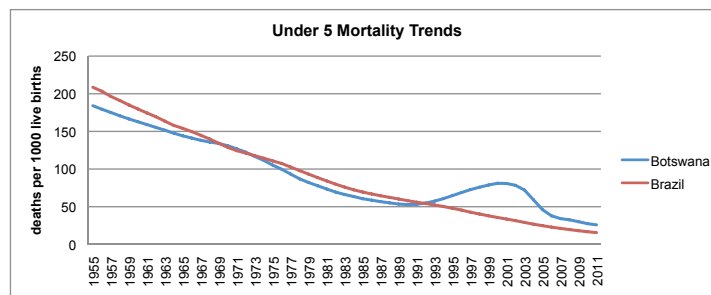


Figure 1: Under-5 Mortality rate - Botswana-Brazil

1.2 The Millenium Development Goals

Progress on the Millennium Development Goals (MDGs) has been impressive with 10 of 14 targets either achieved or likely to be achieved by 2015. In 2012, Botswana has much to celebrate as her social indicators are improving and she is regaining lost ground relative to other middle income countries.

Examining trends in under five, infant and newly born baby mortality rates shows that Botswana had from 1990 fallen behind the pace of countries with similar per capita incomes because of the effects of HIV and AIDS (See Figure1). Successfully reducing the transmission of HIV from mother to child and the availability of treatment for those living with HIV has turned the tide and returned Botswana onto a steady improvement path.

The effect of the HIV and AIDS epidemic on life expectancy and maternal mortality was to slow down and reverse the gains that the country had made. With

twenty years of progress on these indicators, Botswana is now returning to the progression path that it was on before the onset of the HIV epidemic. In both these areas the challenge is huge and requires concerted effort (See Figures 2 and 3 below).

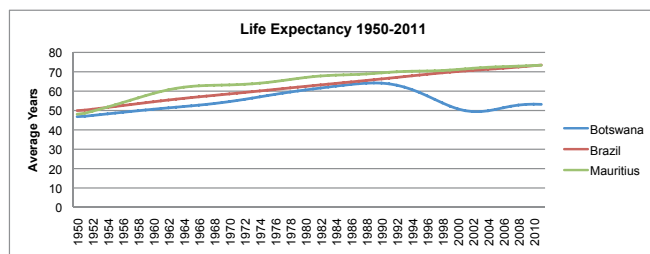


Figure 2: Life expectancy – Botswana, Brazil and Mauritius

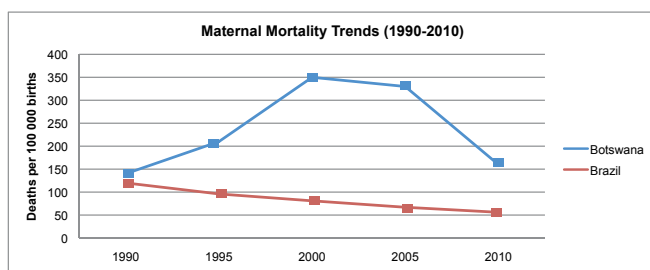


Figure 3: Maternal Mortality – Botswana and Brazil

With AIDS-related mortality declining, the country needs to consolidate these gains by further reducing the incidence and prevalence of HIV and by acting on other important causes of mortality including non-communicable diseases. The progress on HIV and AIDS has been encouraging. The incidence of new HIV infections has gone down (Figure 4) and prevalence among the 15

to 24 year olds has declined. The decline in prevalence among the 15-24 year olds has been greater among females leading to a decline in the ratio of infected females to males from 3.1 females for every infected male to 2.2 females for every infected male (Figure 5).

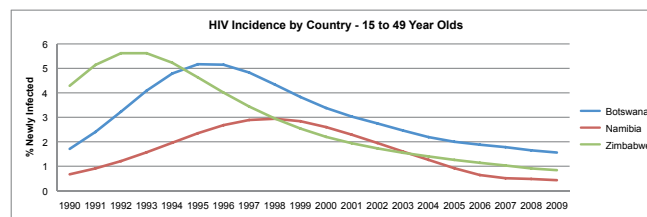


Figure 4: HIV Incidence – Botswana, Namibia and Zimbabwe

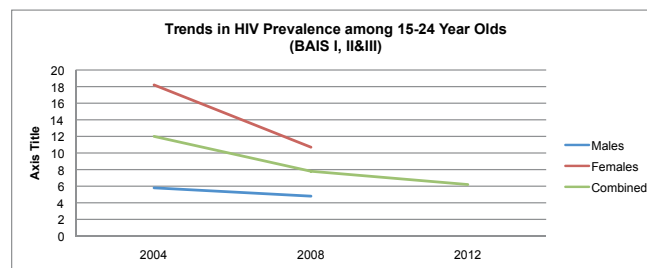


Figure 5: HIV Prevalence among 15-24 year olds

With access to treatment, HIV-related mortality has declined from 6% in 2003 to 1% in 2011. The combination of a low mortality rate with a relatively high rate of new infections has seen the proportion of the adult that is HIV positive stabilize at a high rate of 24%. Without a reduction in new infections, Botswana faces the possibility of rising costs of HIV treatment.

All figures used for country comparisons are from UN and World Bank Sources. These may differ from some national figures. Maternal and Child Mortality Figures are from www.maternalmortality.org. Child mortality statistics are available from www.childmortality.org. Economic data are from the World Bank database. HIV and AIDS statistics are from the UNAIDS database and country reports.

1.3 Poverty

In the area of poverty reduction, the country has reduced the proportion of the population living on less than a dollar a day from 23.5% in 2003 to 6.5% in 2010. This new level of absolute poverty is much closer to that found in other middle income countries (see Figure 6). Further reductions are possible as illustrated by the trend for Chile.

A feature of Botswana that is somewhat at odds with the country's upper middle income status is the high level of unemployment (see Figure 7). Young people and women are disproportionately represented among the unemployed. The persistently high level of unemployment suggests a need to carefully manage social support so that it does not provide disincentives for the uptake of low wage employment.

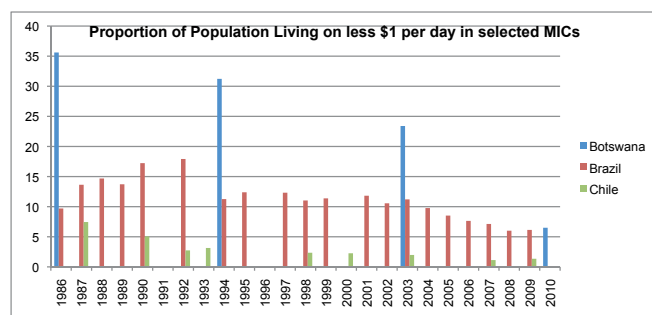


Figure 6: Proportion living on less than a dollar per day – Botswana, Brazil and Chile

On the basis of the national poverty line, the proportion of poor people has declined from 30.6% in 2003 to 20.7% in 2010. This trend however masks marked differences in performance across districts (see Figure 8). There are districts where past gains have been lost, districts where progress has been limited and districts with massive reductions in the levels of poverty. Another salient feature of Botswana is high income inequality. The skewed distribution of income leaves the population at the bottom of the income pyramid open to various challenges including: a high level of vulnerability to shocks; primary concern with survival needs to the neglect of long-term needs such as old-age financial needs; self-exclusion from participation in local governance; limited market participation;

high reliance of publicly provided services; exclusion from regulated banking; and exposure to high cost informal lending that traps households in perpetual poverty.

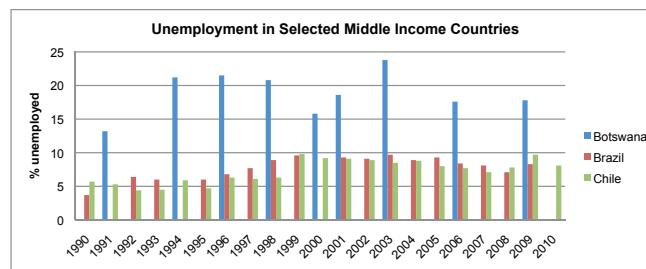
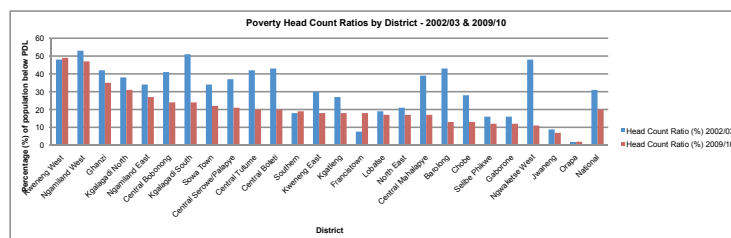


Figure 7: Unemployment Trends – Botswana, Brazil and Chile



1.4 Climate Change and Environment



Figure 9: Donkey drawn cart used to collect firewood

Climate change and environmental degradation have immediate effects on the livelihoods of the poor, with the impact on poor women more pronounced. These groups, already struggling for survival owing to lack of access to and control over productive resources, tend to be more dependent on the natural resource base of the country. An estimated 30% of the population in remote areas has no access to electricity or petroleum products owing to distribution and cost challenges. For these groups, wood fuel is the main energy source for cooking and heating. With the country generating just 30% of its energy needs (through coal-powered power stations that have high water consumption) and importing the rest, availability of affordable electricity to these households is not guaranteed. Solar energy offers a high potential alternative that remains untapped for a number of reasons including: the high cost of devices; lack of trained personnel to undertake installations and maintenance; lack of consumer education; and the risk of theft of devices.

The felling of trees for fuel has become a major concern. Rural families report that they have to go further to fetch firewood as scarcity increases. Donkey drawn carts as well as vehicles have become increasingly important as the distances to firewood collection points increase. The use of energy efficient stoves is still very low owing to inadequate exposure to such stoves that could save both the time women spend fetching firewood and cooking, reduce wood consumption and reduce women's exposure to harmful pollutants. The Botswana National Biodiversity Strategy of 2007 states that a major

threat to Botswana's biodiversity is habitat destruction and reduction. Habitat destruction and habitat degradation are caused by a variety of factors ranging from direct destruction through construction of houses, roads and other infrastructure, to damage caused by pollution, unsustainable land and resource use, including unsustainable rangeland management (localized overgrazing and bush encroachment), overharvesting of veld products and excessive water abstraction.

On a comparative basis, Botswana's performance indicators on environmental issues are in keeping with the trends followed by countries of similar income. The country has the opportunity to deviate from the trend of increasing energy consumption and pollution associated with improving wealth.

As Botswana plans for and works towards the upliftment of her citizens, the country must also deal with a variety of challenges that relate to shared interests with her neighbours, her position as a destination of choice for migrants seeking to escape economic and/or political hardships in their home countries, and attend to her international obligations as a responsible member of the global community. The country is host to about 3500 refugees and a considerable illegal immigrant population (there are no estimates of the size of the illegal immigrant population. However, in 2010 Botswana repatriated 46472 illegal immigrants).

Table 1: The likelihood that the Millennium Development Goals will be met

Goal	Global Target	Will target be met
Goal 1: Eradicate Extreme Poverty and Hunger	Halve, between 1990 and 2015, the proportion of people whose income is less than US\$1.00 a day	Likely
	Halve, between 1990 and 2015, the proportion of people who suffer from hunger	Likely
Goal 2: Achieve Universal Primary Education	Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	Likely
Goal 3: Promote Gender Equality and Empower Women	Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015	Achieved
Goal 4: Reduce Child Mortality	Reduce by two thirds, between 1990 and 2015, the under-five mortality rate	Unlikely
Goal 5: Improve Maternal Health	Reduce by three quarters, between 1990 and 2015, the Maternal Mortality Ratio (MMR)	Unlikely
	Achieve by 2015, universal access to reproductive health	Likely
Goal 6: Combat HIV and AIDS, Malaria and other diseases	Have halted by 2015 and begun to reverse the spread of HIV and AIDS	Likely
	Achieve, by 2010, universal access to treatment for HIV and AIDS for all those who need it	Likely
	Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases	Likely
Goal 7: Ensure Environmental Sustainability	Halve, by 2015, the proportion of the population without sustainable access to safe drinking water and basic sanitation	Achieved
	Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss	Likely
	Integrate the principles of sustainable development into country policies and programmes to reverse the loss of environmental resources	Likely
Goal 8: Develop a Global Partnership for Development	Develop further an open, rule-based, predictable and non-discriminatory trading and financial system	Likely
	In cooperation with the private sector, make available the benefits of new technologies.	Likely



2 Working Together for Botswana's Development

This chapter provides an overview of the presence of the United Nations family in Botswana and some of the work that the United Nations has been undertaking in support of the people of Botswana. The examples of the work of the United Nations in Botswana are presented following the five themes of the Government of Botswana-United Nations Programme operational Plan 2010-2014 (GoB-UN POP 2010-2014).

2.1 The UN Presence in Botswana

Botswana became a member of the United Nations on 17 October 1966. Since then, the number of United Nations agencies active in the country has grown to the current 16. Of these 16 agencies, 8 are resident, that is, have a permanent staff presence in Botswana while 8 provide support from external locations. Table 1 below presents the list of resident and non-resident United Nations agencies



Figure 10: UN Agencies working in Botswana

The work of the United Nations in Botswana is shaped by the decisions of the United Nations General Assembly and the specific cooperation agreements signed between the agencies and the Government of Botswana. The obligations of the United Nations at country level are:

- To promote the normative values of the United Nations; and
- To work with countries to overcome challenges in the programmatic pursuit of the norms and standards agreed by the United Nations General Assembly.

The role of the UN in Botswana is shaped by the status of the country as an upper middle income country. A key feature of middle income countries is that they have reached a relatively high level of infrastructure development, are well resourced and able fund most of their developmental needs. The countries however often face problems of high levels of inequality and slowdowns in productivity requiring entry into new higher productivity industries. The role of the UN in such settings is to assist the countries to:

- Make the best possible social, economic and environmental investments;
- Implement their development plans; and,
- Make inclusive and sustainable progress.

Recognizing the commonality of problems and the existence of solutions in some countries, a key strategy element of the United Nation's capacity development strategy is to foster cooperation and exchanges between countries.

The work of the UN in Botswana is clustered around five thematic areas or components as illustrated in the figure below.

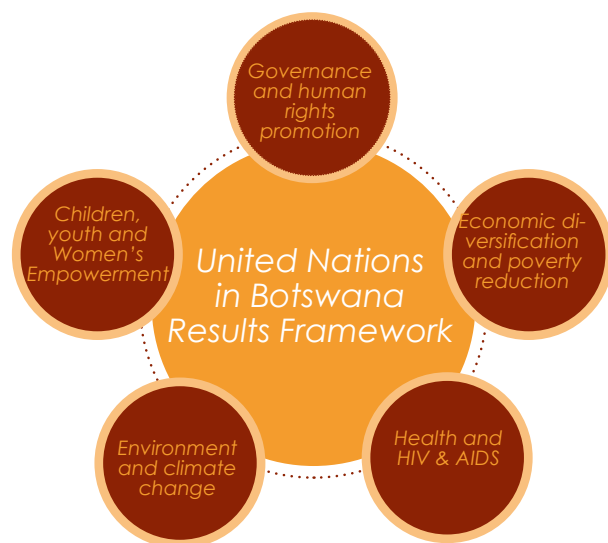


Figure 11: Diagrammatic illustration of UN area of work in Botswana

The section that follows presents an overview of the contributions of the United Nations in each of these components

The UN achieves the programmatic pursuit of the norms and standards agreed by the UN General Assembly through the provision of global expertise, policy advice and technical assistance for capacity development in key priority areas with the aims of:

A. Ensuring an enabling socio-political environment for the realisation of human rights;

B. Strengthening the development of inclusive policies and programmes;

C. Strengthening data availability and use in policy and programme analysis and decision-making;

D. Improving the institutional context for programmes (improving institutional arrangements and relationships for delivery, expanding spaces for participation, strengthening organisation for participation, analysis of resources and adequacy of processes in relation to inclusion and legitimacy, among others);

E. Strengthening the technical capacities for the design and implementation of programmes (by for example improving – knowledge, skills and demonstrating working models); and

F. Extending service delivery to particularly vulnerable groups.

The application of strategies in each instance is responsive local priorities.

2.2 Overview of UN Contribution in Botswana

2.2.1 Governance and Human Rights Promotion

Outcome Statement: Efficient and effective delivery of services for the fulfillment of human rights.

In Chapter 1 of this report it was noted that Botswana has practiced participatory democracy since 1965. In its Vision 2016, the country has expressed desire to further deepen its democracy and improve all aspects of the lives of its citizens. In support of the country's aspirations, the strategy of the United Nations in the area of governance and human rights promotion has focused on interventions to:

Strengthen the accountability and responsiveness of governing institutions towards the delivery of national goals and international obligations;

Strengthen human rights institutions to respond to the rights of vulnerable groups including youth, children, women, people living with HIV/AIDS (PWA), refugees and people with disabilities;

Mainstream gender in national laws and policies, and in national, district and community plans and programmes; and

Enhance disaster risk reduction and preparedness capacities at all levels.

Within these four broad areas, the United Nations has provided varied support in response to the specific priorities identified through joint analysis and planning with the Government of Botswana. Selected examples are presented in the discussion that follows.

Strengthening the ability of the state to report on the implementation of treaties

The United Nations worked with the government of Botswana to create a database of signed treaties and strengthened the capacity to report on the implementation of treaty obligations by providing training.

Having thus set the framework, the United Nations also assisted the Government of Botswana to collect and analyse information to report on the status of human rights realization among the country's citizens. Contributions were made towards the conduct and analyses of national population and housing censuses.

Human rights are at the core of the mandate of the United Nations. The United Nations is mandated to promote human rights as values and standards and to assist countries to design and implement measures to promote and facilitate the realization of all citizens irrespective of their sex, age, religion and other differences.

The pursuit of the rights of citizens is a process that out of necessity (because resources are limited) must involve choices. The process of making those choices is at the core of the concept of governance.

Governance is the exercise of political, economic and administrative authority to manage a nation's affairs. It is the process through which citizens and groups articulate their interests, exercise their rights and obligations and mediate their differences.

Effective democratic forms of governance rely on public participation, accountability and transparency to ensure that public resources and problems are managed effectively, efficiently and in response to critical needs of society.

Access to Justice for Vulnerable Groups

A challenge for vulnerable groups, including children and poor people is the use of the law to protect their rights and their abilities to interact with the law in ways that safeguard their rights when they are in conflict with the law. For most vulnerable individuals, legal costs keep them from accessing the services of lawyers and at the same time, the legal system can induce fear through unfamiliar processes and procedures. To assist the country in achieving equal access to justice for all, the United Nations worked with the Government of Botswana to pilot a legal aid project and develop the necessary legislation to cater for the provision of legal aid.

The handling of legal cases involving children has serious consequences for the children involved. Sensitive to these consequences, the United Nations worked with various arms of the Government of Botswana to address issues of juvenile justice.

Guidelines and child-friendly procedures for dealing with juvenile offenders were developed and in-service training of police officers conducted. The improved capacities among the police were complemented by the development of manuals on juvenile justice, training of magistrates and the by the magistrates developing a plan of action on justice for children. These processes will contribute to an improved experience of the justice system for children and youth.



Child Protection is central to UNICEF's work in Botswana



Legal Aid Botswana Pilot Project

The Legal Aid Botswana pilot project is an initiative aimed at designing a legal aid programme to promote greater access to justice and utilisation of legal services by citizens. The project currently excludes criminal matters.

There is an estimated demand for legal aid of 10 000 cases per annum. In 2012 legal aid was provided in 1 400 cases (50% of these through free private sector practitioners and the rest through arrangements with NGOs).

The legal aid provided has mostly covered cases in:

• **Family law** • **Labour disputes** • **Wills and estates**

A Legal Aid Bill has been approved by Cabinet and is awaiting approval by Parliament.

Mainstreaming Gender in Public, Private and Civil Society Programmes

To improve the analysis of the differences in conditions for men and women and strengthen the abilities towards the formulation of programmes that are sensitive to some of these lived realities for men and women, the United Nations ran training programmes for directors in the public sector, managers in the private sector and the leaders of civil society organizations. At the end of the training workshops gender mainstreaming tools were refined and action plans on gender mainstreaming developed. In the public sector, the Department for Women's Affairs is taking the gender mainstreaming further by requiring that government departments produce explicit gender plans and report on their implementation.

Strengthening the ability to plan for and manage for results

Development management has often suffered from a focus on the management of inputs and activities to the neglect of the results that development initiatives are intended to bring about. Over the past few years, there has been a shift among actors in the development sector to focus on the changes that development interventions bring about. Results-Based Management (RBM) has come to be understood as an approach to management that shifts attention from what agencies spend or do to what they change. The strength of the approach lies in that it requires continuous measurement of progress in relation to the stated changed state and the adjustment of interventions to strengthen the likelihood of success. The United Nations, through funding from the United Nations Country Fund, supported training in Results-Based Management for 60 participants drawn from the Government of Botswana, civil society organizations and UN staff. To ensure continuity, 15 participants were selected and provided with further training as trainers in Results-Based Management.



Gender Links First National Gender Justice Summit with Minister for Presidential Affairs and Public Administration Hon. Masisi.

Often work that is undertaken for the benefit of members of society fails to take into account the different needs of men and women arising from both biological differences and the socially created roles and relationships between them.

Understanding, being sensitive to and transforming those aspects of the relationship between men and women that work against the realization of the rights of women is central for the effectiveness of programmes that aim to change lives. For example, in some cultures, men as heads of households or authority figures, make decisions on what children and women in their households may or may not do, have the final say on the use of household assets and resources, and may impose sanctions (including the use of violence) where they feel that their authority has not been respected.

In some instances such behavior is expected of men such that males that act differently are perceived as being weak. Such pressures perpetuate unequal relations among men and women and often result in women being disadvantaged. Such conditions have implications on how women use their time, which opportunities they may take up, and other decisions.

Reducing the risk of disasters and managing disasters

Social progress is not always a continuous process as natural and man-made calamities often play a disruptive role. The extent of the disruption that occurs can however be mitigated by forward planning and effective early responses to disasters. To strengthen the capacity of Botswana to deal with disasters, the United Nations supported the country in developing a disaster reduction strategy. Districts were then trained on the Disaster Management Plan. The training included the use of simulation exercises that allowed participants to have a more realistic feel on how the Disaster Management Plan should be implemented.

Fostering cross-country reflection and learning on governance

In 2012, Botswana hosted the Eighth Africa Governance Forum (AGF-VIII) on Democracy, Elections and the Management of Diversity in Africa. The forum jointly organized by the Government of Botswana, the UNDP Regional Bureau for Africa, the United Nations Economic Commission for Africa, and the African Union Commission brought together more than 300 participants from 30 countries. The participants comprised politicians, civil society activists, academics, government officials and United Nations staff reflected on the status and progress of governance in Africa, show-cased best practices, reflected on challenges into the future, and made recommendations on actions to strengthen the democratization process in Africa paying particular attention to the participation of young people.



Addressing regional problems – Human trafficking in Southern Africa

Human trafficking is an increasingly important issue in Southern Africa. Differences in wealth between nations and citizens have seen a number of poor countries act as source countries and rich countries as destination countries for trafficked persons, mostly women and children trafficked for various forms of exploitation. While there are no reliable statistics and in many instances differences in definitions of trafficking occur, the fact that trafficking entails the forced exploitation of human beings is a violation of human rights is not disputed. The transnational and clandestine nature of trafficking in persons creates difficulties in the apprehension and prosecution of offenders.

UNODC, together with the Southern African Development Community (SADC) Secretariat, is currently implementing a regional project aimed at capacity building for SADC Member States in the ratification and the implementation of the United Nations Convention against Transnational Organized Crime (UNTOC) and the additional Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (Trafficking Protocol). The project started in 2008 and ends in 2015. The direct beneficiary countries in the project are Angola, Botswana, Lesotho, Malawi, Namibia, Seychelles, Swaziland and Zimbabwe. In addition, ad hoc assistance is provided to other SADC Member States upon request.



Carlos Lopez, UN Under Secretary General and UNECA Executive Secretary, and Mr Tegegnework Gettu, UN Assistant Secretary General and Director UNDP Regional Bureau for Africa, at the AGF VIII - at GICC, GABORONE, BOTSWANA.



Participants from the Ministry of Labour and Home Affairs awarded certificates by IOM in Migration Management.

Addressing regional problems – Strengthening Botswana's Capacity for Migration Management

UNODC is assisting SADC and its Member States in enhancing and strengthening technical and legal capacity for the competent drafting, ratification and incorporation of the Protocol into national legislations. This includes provision of legal advice on the drafting, promulgation and implementation of comprehensive legislation, distribution of UNODC resource material such as the UNODC Model Law against Trafficking in Persons as well as the development of national policy frameworks and national plans of action to prevent, suppress and prosecute acts of trafficking in persons. In addition, UNODC ROSAF supports capacity building of relevant national actors by providing trainings and materials on trafficking in persons, as well as assists Member States in developing harmonized data collection tools and reporting mechanisms on cases of trafficking in persons.

In response to a Government of Botswana request for assistance in addressing identified gaps in migration management capacity, the International Organisation for Migration (IOM) implemented between December 2011 and October 2012 a project to enhance efficiency in the management of Botswana's borders. A contextualized training curriculum was developed for Botswana, on migration management practice and passport verification procedures, to pre-empt irregular migration (including trafficking in persons and smuggling of migrants) to and from Botswana. The training curriculum was used to train 16 immigration officials as trainers. The pool of trainers trained a further 137 immigration officials at borders and at headquarters.



To institutionalize the migration management capacity within existing Government structures, IOM established and equipped a National Training Centre which was then handed over to the Ministry of Labour and Home Affairs.

The project not only contributed to the building of skills but also established a multi-sectoral Expert Working Group that has ensured coordination between various agencies.

Expert Working Group members

The Department of Immigration and Citizenship under the Ministry of Labour and Home Affairs: active partner and main beneficiary;

Botswana Police (BP): member of expert working group and beneficiary;

Botswana Defence Force (BDF): member of expert working group and beneficiary;

Botswana Unified Revenue Service (BURS): member of expert working group and beneficiary;

Office of the President (OP): member of expert working group and beneficiary and

Director of Public Prosecutions (DPP): member of expert working group and beneficiary.

Addressing regional problems – Hosting and Supporting Refugees

Botswana has a long history of hosting refugees. Its Dukwi Refugee Camp has hosted peoples of many different nationalities that arrive there weary; feeling overwhelmed with suffering, depression and often, hatred. UNHCR, in line with its mandate to pursue protection, assistance and solutions for refugees, has been providing support to refugees and working towards the prevention of statelessness. In 2012, Botswana was host to approximately 4000 refugees representing 14 different nationalities. The number of refugees had, at the beginning of the second half of the year, declined to 3 500 owing to some repatriations.

The Government of Botswana contributes to the welfare of refugees by providing security, health care, education and water to the Dukwi Refugee Camp. UNHCR augments these efforts by providing material assistance that benefits both the refugees and the host communities. The assistance provided not only meets the humanitarian needs of the refugees but also aims to provide a rehabilitative environment that can counteract the traumatic effects of conflict and displacement. Through partnerships with various organizations, UNHCR has been able to offer quality education to refugees and develop varied skills including the use of art as a tool for self-expression and communication.

In 2012, the host communities of Dukwi Refugee Camp benefitted from a UNHCR donation to the Tutume Sub-District of an ambulance and medical equipment to enhance service delivery at a clinic that serves the refugee camp and the host community.

Other UNHCR interventions have included support to capacity building of judges, magistrates and other personnel in Refugee Law and Refugee Status Determination; the promotion of self-reliance among refugees; and responding to emergencies such as the flooding of the Dukwi Refugee Camp that occurred in 2012.



Refugee Artwork on display at World Refugee Day in Dukwi Refugee Camp



A refugee scholar at the 20th Anniversary Celebrations of the German Sponsored DAFI scholarship. The DAFI programme is a source of hope for refugees to attaining tertiary education.

2.2.2 Economic Diversification and Poverty Reduction

Outcome Statement: A diversified economy in which growth is rapid, inclusive, sustainable and generates decent employment opportunities by 2016.

To assist the country to pursue its diversification and inclusiveness drive, the United Nations provides support with three objectives in mind.

To strengthen national and district capacity to support inclusive community-driven development;

To strengthen the technical and institutional capacity to develop, implement and monitor inclusive development policies and strategies in key ministries; and

To strengthen the institutional and regulatory environment for inclusive trade and private sector development.

Strengthening capacity for poverty analysis

Planning for and implementing measures to address a problem requires a good understanding of the problem. To improve the understanding of poverty in Botswana the United Nations through UNDP and UNICEF working with the World Bank and the Ministry of Finance and Development Planning embarked on a capacity building project for Statistics Botswana. Core staff were trained in poverty analysis and proceeded to undertake analysis of the Botswana Core Welfare Indicators Survey Data to produce poverty profiles.

The poverty profiles have led to better understanding of who the poor are, providing a stronger basis for the design of intervention programmes to improve the incomes and resilience of the population sub-group. The poverty profiles also provide a basis against which the performance of programmes can be evaluated.



The UN fully supports the GoB's Goal to eradicate poverty.

In 2009 when the global recession negatively affected the price of diamonds, Botswana's mining sector shrunk by 2.1%. The effect was however compensated for by growth in the non-mining sectors resulting in overall growth of 3.9%. The challenge however is that the compensation came from sectors reliant on government spending which itself is reliant on mining revenues. The compensation effect resulted from the Government of Botswana dipping into its reserves to increase spending.

Despite its massive contribution to the country's revenues, the mining sector employs less than 5% of the country's labour force. In Chapter 1 we noted that Botswana's remarkable progress has been based on the prudent management of her diamond revenues and investments in infrastructure and human resources development.

To reduce the country's vulnerability to diamond demand and supply movements, sustain the gains made to date, and fuel the next phase of growth, Botswana needs to diversify its economy and ensure greater inclusion of citizens in economic activity.

Expanding Opportunities in Agriculture

After an absence of nearly 10 years from Botswana, the International Fund for Agricultural Development (IFAD), returned to the country in 2012 to begin implementation of a joint initiative with the Government of Botswana for the agriculture sector. The five-year USD 25.02 million Agricultural Services Support (ASSP) project, jointly financed by the Government of Botswana (with the majority of the financing, amounting to USD 19.08m) and the International Fund for Agricultural Development (USD 5.65m) was approved by IFAD's Executive Board in December 2010 and became effective on February 21, 2012 with the signature of the Financing Agreement.

The goal of the ASSP is to contribute to economic diversification, reduction of rural poverty and food insecurity, and improved livelihoods of rural communities. The specific development objective is to achieve a viable and sustainable smallholder agricultural sector based on farming as a business, and not reliant on subsidies or welfare measures.

The ASSP to be implemented with the Department of Crop Production of the Ministry of Agriculture (MoA) has three components and six sub-components. As part of the project there will be a pilot scheme in Palapye for the use of treated wastewater for irrigation. The project will see to the establishment of Agricultural Service Centres (ASCs). The ASSP complements other initiatives that the UN has supported including past work by the International Atomic Energy Agency (IAEA) to use nuclear technology to develop high yielding groundnut varieties, and to contribute towards the creation of a tsetse fly free zone in the Okavango Delta.

Industrial Development, Upgrading and Modernisation

Among other things, UNIDO assists governments (including the Botswana Government) with technical and institutional capacity to develop, implement and monitor inclusive development policies in key ministries. In Botswana, the Industrial Development Policy (IDP) was developed with technical assistance from UNIDO. The IDP is currently awaiting Cabinet approval. The UNIDO Initiative on Industrial Upgrading and Enterprise Competitiveness offers a holistic package of technical services that aims at strengthening the ability of enterprises to enter new markets and niches with innovative products that meet international standards.



Sustainable agriculture is one of the ways of enhancing food security and economic diversification.

Agricultural Support Services Project Components

Component 1.

Sustainable Agricultural Production

- Sub-Component 1.1: Agricultural Mechanization
- Sub-Component 1.2: Improved Rain fed Agricultural Practices
- Sub-Component 1.3: Pilot Scheme for Wastewater Irrigation

Component 2.

Enabling Environment for Smallholder Agriculture

- Sub-Component 2.1: Improved Delivery of Extension Services
- Sub-Component 2.2: Agricultural Service Centres
- Sub-Component 2.3: Institutional Strengthening

Component 3.

Project Management

Assisting Botswana to strengthen the leather processing industry.

UNIDO has assisted the government of Botswana in the formulation of the Industrial Upgrading and Modernisation Policy (IUMP). The IUMP has most recently been validated and it is expected that the implementation of the pilot phase will start at the beginning of 2013. UNIDO will also be assisting Botswana to strengthen the leather processing industry.

Keeping the competition fair

In 2011 Botswana established a Competition Authority (CA). The newly established Competition Authority faced several capacity constraints including knowledge and skills, regulations, and stakeholder knowledge. The United Nations provided support to the CA by training commissioners on the mandate and responsibilities of the CA; the development of regulations; and raising stakeholder awareness of competition policy and law.

Strengthening capacities for trade

Given Botswana's small population size, a key component of the country's growth strategy is to promote trade. The capacities that exist in the area of trade were however unknown. The United Nations supported the National Committee on Trade Policy and Negotiations (NCTPN) to conduct a study on trade-related capacities and needs. The study found that there was uncoordinated trade-related training. To remedy the situation, a training strategy was developed and the NCTPN is implementing the recommendations of the study.

Reflecting on future growth prospects and strategies

Botswana became a middle income country in 1997. The country has since progressed into an upper middle income country. Progressing beyond this status into a high income country is only likely if the economy can diversify and be more inclusive allowing more of Botswana's citizens to earn higher incomes. Such progression will require expanded labour force involvement and engagement in high value industries that lead to sustained increases in productivity. A challenge facing Botswana is that the country's highly skewed income distribution presents a high level of income that is not enjoyed by all. Increasing the size of the middle class and achieving sustained improvements in the incomes of this group has been at the core of countries' abilities to overcome the 'middle income trap' – a situation in which countries fail to progress from middle income to high income. To foster reflection in this area, UNDP has been engaged in analysis and dialogues on whether or not Botswana can overcome the middle income trap and what it would take for the country to progress. Such dialogues have been important in fostering shared analysis and highlighting the policy priorities and opportunities for the country.



2.2.3 Health and HIV & AIDS

Outcome Statement: The country's capacity to address health and Human Immunodeficiency Virus (HIV) and Acquired Immune Deficiency Syndrome (AIDS) issues is increased, and progress made towards achieving universal access to quality services.

Botswana has been turning the tide against HIV and AIDS. Several of the country's health indicators that had deteriorated owing to the effects of HIV and AIDS have been on the rebound. The rate of progress has been slower on life expectancy, maternal mortality and the reduction of the incidence of Tuberculosis. Within HIV and AIDS, while mortality among people living with AIDS has declined the rate of new infections still remains high causing HIV prevalence to stabilise at a high rate. As the importance of AIDS as a factor in mortality declines, Botswana finds herself having to pay greater attention to other causes of mortality among her people. The strategy of the UN has consisted of programming in 3 areas.

Strengthening the capacities of institutions at all levels to effectively respond to HIV and AIDS and deliver preventative and curative health services;

Increased availability and demand for quality services for communicable and non-communicable diseases; and

Enhancing access to and utilisation of quality services for sexual and reproductive health, HIV/AIDS and tuberculosis

Improving Child Health

In the area of child health, the United Nations building on the National Strategy on Accelerated Child Survival 2010-2016, developed and piloted in 2 districts monitoring and evaluation systems to strengthen feedback between policy and practice. A situation analysis was undertaken and a curriculum developed for integrated support for children of 3 years and below. The curriculum integrates learning, care and health care.

Strengthening the HIV and AIDS response

The United Nations provided support to strengthen the national HIV and AIDS response through a number of measures including:

- The development of the 2nd National Strategic Framework on HIV and AIDS (NSF II)
- The development of the TB/HIV Policy Guidelines, Health Promotion Strategy, and the National Human Resources Strategy for Health.
- Finalisation of the National Operational Plan for NSF II
- Finalisation of Safe Male Circumcision Plan
- Timely production of national reports on global commitments on HIV&AIDS
- Psychosocial and therapeutic support to orphaned adolescents for transition to adulthood
- Lifeskills and psychosocial support to HIV positive teenagers



MDG 4 is centered on reducing child mortality. The UN, through UNICEF and WHO is working with the GoB to fulfill the goal.

Strengthening Sexual Reproductive Health/HIV and Gender Linkages

HIV infection is linked to sexual reproductive health as the majority of HIV infections are sexually transmitted or associated with pregnancy, child birth and breast-feeding. HIV and poor sexual and reproductive health share the same basic causes namely: poverty; gender inequality and social marginalization. For these reasons, there is much to be gained by integrating the provision of services for sexual and reproductive health (SRH) and HIV&AIDS. To support Botswana to move towards such integration, the United Nations supported the country to develop the following:

- The SRH and HIV Linkages/Integration Log Frame and Implementation Plan (2011-2014)
- The SRH and HIV Linkages/Integration Monitoring and Evaluation Framework for Strengthening SRH and HIV linkages developed(2011-2014)
- The SRH and HIV Linkages/Integration Communication and Visibility Plan (2011-2014)
- The SRH and HIV linkages and integration Strategy (2012)
- The Health Sector Policy Framework, Protocols and Service Standards on GBV; and
- The Reference Manual for District Male Action Groups to guide male action groups to promote SRH and speak against
- The National Condom Strategy, Condom Social Marketing Strategy, Condom Training manual and Condom Information, Education and Communication (IEC) package (Finalized in 2012).



UNAIDS Executive Director, Mr. Michael Sidibé visiting Princess Marina Hospital. The UN is committed to Zero new infections, Zero Discrimination & Zero AIDS related deaths

Strengthening the health care supply chain

The United Nations provided support to improve the health care supply chain through several initiatives. These included:

- Revising the medicines logistics system to include tools which allow for the capture of critical information such as consumption data to produce reliable data for forecasting health supplies needs and distributions
- Introducing new supply chain management software at the five regional warehouses to contribute to reliable data capture, timely reporting and needs quantification for health supplies; and
- Building the capacities of service providers.



Adolescent Sexual and Reproductive Health is supported by the UN through UNFPA

Moving towards further improvements in maternal and new-born health

The UN Millennium Development Goals (MDGs) 4 and 5 aim to reduce child mortality and maternal mortality respectively. Progress has been slowest on Goal 5. Under Goal 4, the bulk of child deaths occur in the first year of life. A considerable proportion of maternal and newborn deaths occur owing to inadequate access to Emergency Obstetrics and Neonatal Care (EmONC). To assist Botswana in overcoming challenges in access to quality EmONC, the United Nations supported the country to develop the following interventions:

- A Maternal and Newborn Health Training Manual for training of service providers (WHO in collaboration with UNFPA);
- Rapid EmONC Needs Assessment and use of the results to strengthen EmONC services; and
- The development of a neonatal mortality monitoring tool for facility based reporting.

Addressing Sexual and Reproductive Health Rights among the Youth

With antiretroviral drugs, an increasing number of children infected with HIV at birth are graduating into adolescence and adulthood. These children face unique challenges and yet they must make do with services that many young people find difficult to utilise owing to a number of reasons including: the attitudes of service providers; inadequate information among young people; and often, the provision of services in environments that are unfriendly to young people. The United Nations worked with the relevant authorities in Botswana to develop and implement strategies to improve young people's access to and utilisation of sexual and reproductive health and HIV prevention services. The specific interventions entailed the following:

- Establishment, training and support of Peer Approach to Counseling by Teens (PACT) clubs in schools to increase access to SRH and HIV prevention information for young people through youth centers and ASRH/YFS trained nurses/peer educators;
- Evaluation of ASRH Implementation Strategy (2003) to guide future ASRH guideline development including in the context of emerging issues;
- Development of the Adolescent Sexual and Reproductive health Implementation Strategy (2012-2016); and
- The development and dissemination to youth service providers of guidelines on how to establish Youth Friendly Services.



Maternal Health is amongst the UN's priorities towards accelerating the achievement of MGDs.

Improving Social Dialogues to Reduce New HIV Infections and Stigma

Concerned about the slow progress in HIV infection prevention relative to other aspects of the HIV and AIDS response, UNAIDS in 2012 supported the National Prevention Pitso (a dialogue forum) that provide the opportunity for partners including local authorities, local non-governmental organizations, international non-governmental organizations, community groups and government agencies with the space to discuss and share views on how to reduce HIV infection in the country.



Participants of the National Prevention Pitso

The focus of the discussion was on how to reduce the key drivers of the HIV epidemic in the country, namely, multiple-concurrent sexual partners, low condom use, low male circumcision uptake and achieving zero new infections. UNAIDS provided both technical and financial support. The process is expected to culminate in the development of a National HIV Prevention Strategy. To move the agenda forward on AIDS-related stigma, UNAIDS supported actions by civil society and communities by assisting the Anti-Stigma Awards event and the development of the Stigma Index to facilitate the tracking of changes in the level of stigma experienced by HIV positive people in the country.

Improving the understanding of breastfeeding on the nutritional status of HIV positive women



Nuclear techniques to assess nutrition intervention programmes related to HIV/AIDS increase the understanding of the nutritional effects of breastfeeding of HIV infected lactating women and the potential for Mother to Child Transmission (MTCT) of HIV. Analysis of this problem provided evidence-based information for health sector decision makers in Botswana which will be instrumental in crafting strategies.

The IAEA provided support to the National Food Technology Research Centre (NFTRC), Kanye through a 3 year project running from 2009 to 2012 with the objective of studying the effects of breastfeeding on the nutritional status of HIV/AIDS infected lactating

women and the potential for Mother to Child Transmission (MTCT) of HIV/AIDS. As a result of this capacity, the Botswana NFTRC was selected an African Regional Cooperative Agreement for Research, Development and Training related to Nuclear Science and Technology (AFRA) designating Centre that is used as training centre for the region.

Eliminating Malaria

Botswana is a predominantly arid, landlocked country with the only perennial and significantly large bodies of water found in the North Western areas in the form of the Chobe River and the Okavango Delta. The Boteti River is ephemeral/seasonal. They are all situated in the malaria belt. Malaria transmission in Botswana is seasonal and unstable with some recorded sporadic epidemics and is closely related to rainfall patterns. Transmission mainly occurs between October and May each year with a peak in mid-February to April.

Transmission levels vary significantly across and within the districts and are characterized by uneven distribution giving rise to 3 epidemiological zones as shown by the stratification map below.

Malaria Stratification

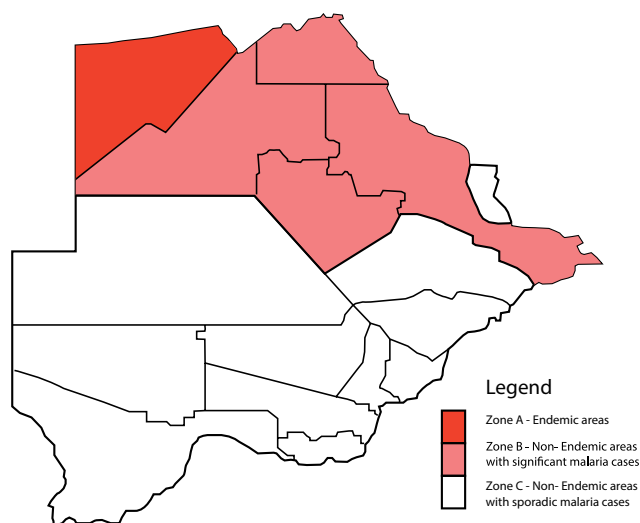


Figure 12: Map on Malaria Stratification

Owing to a sustained and increasingly comprehensive approach by government, malaria trends have been declining over time with significant reduction of transmission recorded in the traditionally known endemic districts (Okavango, Chobe, Ngami, Boteti, Tutume and Bobirwa) and a few cases being reported over the past five years. Confirmed malaria cases dropped from 760 in 2009/2010 to 148 in 2011/2012 and deaths declined from 11 to 4. However, the risk of transmission remains high due to changes in weather patterns. The achievement made so far in reducing the malaria burden prompted the government of Botswana to target Malaria Elimination, becoming one of the 4 countries in southern Africa to commit to malaria elimination. Current trends point to achievement of elimination by 2015 and a significant stride towards achievement of MDGs target 6c: to halt and begin to reverse, by 2015, the incidence of malaria and other major diseases as well as the National Vision 2016 pillar of a Compassionate, Just and Caring Nation.

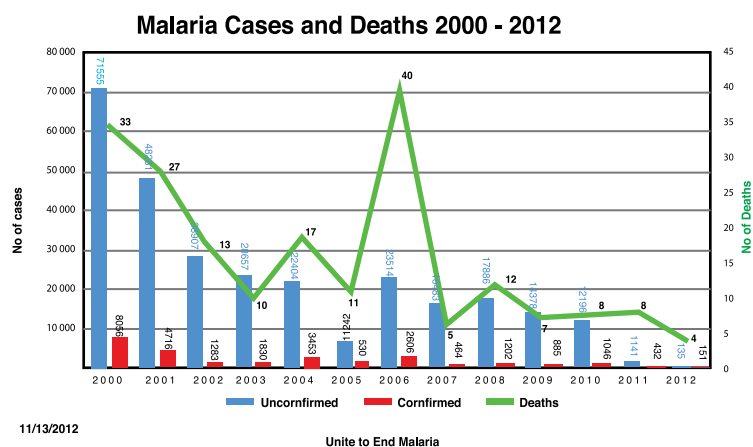


Figure 13: Malaria Cases and Deaths 2000 - 2012

Providing shared leadership on the MDG Post 2015 Health Agenda

The Millennium Development Goal (MDG) framework, with its readily understandable objectives and focus on quantitative monitoring, has helped to focus attention on key development issues and generated new resources for programme implementation. As the target date for the MDGs approaches, there are many questions and debates on how progress should be reflected in a new set of goals, targets and indicators.

The Government of Botswana in collaboration with the Government of Sweden, UNICEF and WHO are co-leading the facilitation of thematic consultations on health. In March 2013, the Government of Botswana hosted a High Level Dialogue as the final step in the preparation of a health thematic report. This high profile event, an addition to Botswana's growing list of high profile regional and global events, brings into focus Botswana's increasing role on the regional and global arena.



Mosquito nets and fumigations are some of the traditional methods used for controlling malaria



A baby receiving the polio vaccine during an immunization campaign in Gaborone

2.2.4 Environment and Climate Change

Botswana is a semi-arid country that has sharply contrasting climatic conditions. The north and north western part of the country experiences relatively high rainfall; is home to country's famous water systems encompassing the Okavango Delta, the Chobe River and the Lenyanti; and supports a large and diverse collection of wildlife, making it a prime tourist destination. The western part of the country is dry and characterized by shrub savannah and is home to famous Kgalagadi Desert.

To support the people of Botswana in their efforts to manage the environment and cope with climate change, the United Nations has adopted a strategy that focuses on three aspects, namely:

Promoting inclusive policies and institutional environment for sustainable natural resources management;

Enhancing the capacities of communities for natural resources and ecosystem management and benefit distribution; and

Enhancing national capacity for climate change adaptation and mitigation.

Most of the country's population lives in the eastern part of the country. The interaction of humans with each of the different ecosystems has placed different types of strains on each ecosystem and the country's environmental management approaches aim to respond to the different pressures associated with human-natural ecosystem interactions. Tourism, crop farming, cattle rearing, firewood harvesting, human settlement and associated garbage accumulation and pollution, excessive ground water abstraction, commercial harvesting of plants, and human-wildlife conflicts - already complex matters - must be addressed under changing climatic conditions.

In implementing its strategy, the United Nations draws on agency-specific resources and opportunities presented by global initiatives such as the Global Environment Facility (GEF).

Maintaining Botswana's Biodiversity and Sharing the Benefits



Enhancing national capacity for climate change adaptation and mitigation.

In an effort to preserve key locations in the maintenance of Botswana's biodiversity, the Government of Botswana has been establishing Protected Areas (PAs). Conventional approaches to PA management have however, come under significant criticism for alienating people from natural resources as well as promoting unsustainable utilization of natural resources as responsibility for stewardship is taken away from local communities and vested in centralized institutions. Not only do centralized approaches not work for conservation, they are also costly to governments. A partnership between BirdLife Botswana (a non-governmental organization), the Department of Wildlife and National Parks (DWNP, statutory agency managing Botswana's PAs), and the Department of Environmental Affairs (UN Convention on Biological Diversity, CBD, focal point) with the financial support of Global Environment Facility (GEF) through the United Nations Development Programme (UNDP) has been working to demonstrate the potential of co-management of protected areas. Focusing on the Southern Sua Pan, an important breeding site for the lesser flamingo (*Phoenicopterus minor*) in the Makgadikgadi wetland system, the project has

piloted and demonstrated the benefits of co-management. The Southern Sua Pan is surrounded by the four villages of Mmatshumo, Mosu, Mmeya and Mokubilo and was initially unprotected, posing a significant threat to the survival and breeding success of the flamingos.

Through the project, discussions with the Government of Botswana led to the declaration of the area as a flamingo sanctuary. The project tested the partnership model for the management of PAs, conducted assessments

on the financial performance of PAs comparing these to state investments, and demonstrated the replication potential of the approach in other PAs in Botswana.

The approach adopted by the project will be scaled up and replicated in other areas of the country. Concurrently, efforts are on-going to consolidate work at the demonstration site, so that project partners continue benefiting from the momentum created by this project.



Addressing Persistent Organic Pollutants (POPs)

Persistent Organic Pollutants (POPs) are toxic carbon-based chemical substances that possess a particular combination of physical and chemical properties such that, once released into the environment, they remain intact for exceptionally long periods of time. Once in the environment these substances become widely distributed throughout the environment. POPs accumulate in the fatty tissue of living organisms including animals, fish and humans, and are found at higher concentrations at higher levels in the food chain. In humans they are known to cause cancer, allergies and hypersensitivity, damage to the central and peripheral nervous systems, reproductive disorders, and disruption of the immune system. Some POPs are also considered to be endocrine disrupters, which, by altering the hormonal system, can damage the reproductive and immune systems of



exposed individuals as well as their offspring; they can also have developmental and carcinogenic effects. A global treaty known as the Stockholm Convention on Persistent Organic Pollutants was developed to protect human health and the environment from POPs. The Stockholm Convention, which was adopted in 2001 and entered into force in 2004, requires Parties to take measures to eliminate or reduce the release of POPs into the environment. Botswana acceded to the treaty in 2002. At its entry into force the Stockholm Convention had a list of 12 POPs. Between 2009 and 2011, an additional 10 POPs were added. UNIDO has in 2012 been engaging with the Government of Botswana to assist the country to update its National Implementation Plan (NIP) to include the 10 new POPs. The support will enable Botswana to review and update the NIP for the Stockholm Convention on Persistent Organic Pollutants (POPs).

The 12 initial POPs under the Stockholm Convention

Initially, twelve POPs were recognized as causing adverse effects on humans and the ecosystem and these can be placed in 3 categories:

- **Pesticides:** aldrin, chlordane, DDT, dieldrin, endrin, heptachlor, hexachlorobenzene, mirex, toxaphene;
- **Industrial chemicals:** hexachlorobenzene, polychlorinated biphenyls (PCBs); and
- **By-products:** hexachlorobenzene; polychlorinated dibenzo-p-dioxins and polychlorinated dibenzofurans (PCDD/PCDF), and PCBs.

Over time, the list is being updated. At the end of 2011 an additional 10 chemicals had been added.

Towards Sustainable Energy for All (SE4ALL)

The Secretary General of the United Nations, Ban Ki-moon is leading a global initiative to achieve universal energy access, improve energy efficiency, and increase the use of renewable energy. The initiative was launched to coincide with the designation of 2012 as the International Year of Sustainable Energy for All by the UN General Assembly. Dr. Yumkella Director-General of UNIDO and President Jim Yong Kim of the World Bank have agreed

to serve in leadership positions for this important initiative. Negotiations with the Government of Botswana and relevant stakeholders have been on-going during the second half of 2012.

Following up on Rio+20

Botswana's engagement with the Sustainable Development discourse started after the first Rio Conference in 1992 which saw the accession to a number of international environmental agreements/Multilateral Environmental Agreements (MEAs) including the UN Framework Convention on Climate Change (UNFCCC), UN Convention on Biological Diversity (UNCBD) and the UN Convention to Combat Desertification (UNCCD), signed at Rio in 1992. Beyond ratifying the conventions however, there have been varying levels of implementation at the local level, with significant progress in some (e.g. UNCBD) and minimal in others (UNCCD and UNFCCC).



Solar panels at a pilot project on Renewable Energy based Rural Electrification Programme

The build-up towards Rio+20 was, however, instrumental in getting Botswana to reflect on progress in moving towards a sustainable development pathway. Through the UNDP support, a stock-taking exercise was conducted to assess how the country had performed in localizing the outcomes of the 1st Rio conference (Agenda 21, UN Conventions). The Stock-taking exercise was building up on other work facilitated by the UNDP-UNEP Poverty-Environment Initiative (PEI) which held dialogues on The Green Economy and what it means in the context of Botswana. Through these exercises and dialogues, Botswana started the process of defining for herself what the green economy is, and identified sectors for greening

The Sustainable Energy for All initiative is intended to attract global attention and public and private commitments to meet by 2030 the following objectives:

Ensuring universal access to modern energy services;

Doubling the rate of improvement in energy efficiency; and

Doubling the share of renewable energy in the global energy mix



Bio gas generator - uses animal waste to generate power

As a follow-up to the Rio+20, Botswana is now embarking on two main activities:

1. The National Strategy on Sustainable Development (NSSD): Through this work, Botswana will chart a pathway and strategy for development of a growth pathway that is economically, socially and environmentally sustainable, meaning it contributes to human welfare by reducing poverty, while following an economic development model that facilitates protection of the environmental resource base on which that growth is dependent. So far, Botswana has identified the sectors of Water, Energy and Agriculture as instrumental to supporting this Greener growth pathway. The NSSD framework will be launched in mid-2013.
2. Development of a Low-Carbon Strategy AKA Climate Change Policy, Strategy and Action Plan: Even

though Botswana ratified the UNFCCC in 1992, the Convention was never localized in terms of an official policy document to guide implementation. In 2013, this work will begin with the development of a Comprehensive National Policy on Climate Change, which will be followed by the development of a Strategy and Action Plan which will chart a low-carbon development strategy for Botswana.

There's also realization of the need to localize the Rio+20 outcomes internally within the United Nations. UNDP has therefore taken the initiative to start the internal discourse within UN Botswana by developing a draft discussion paper on localising and internalizing Rio+20 in UN Botswana. This will assist the UN system to define the Rio+20 outcomes for itself in order to properly align its support to Botswana's efforts towards a sustainable development pathway.

2.2.5 Children, Youth and Women Empowerment

Outcome Statement: Increased child, youth and women empowerment and participation at all levels

Children, youth and women often suffer abuse and discrimination based on their relatively less powerful positions and socially ascribed roles in a world dominated by adult males. Threats, fear of, and actual acts of violence, neglect, and other forms of punishment are often used to pressure children, youth and women into complying with the demands of men. Social tolerance leads to reproduction of such practices. Recognition of the relative vulnerabilities of children, youth and women has led to the adoption of declarations and action plans to protect and promote the realization of the rights of these vulnerable groups. The United Nations family in Botswana has worked with Botswana to identify areas for improvement and provide support to strengthen the respect, realization and protection of the rights of children, youth and women.

The Sustainable Energy for All initiative is intended to attract global attention and public and private commitments to meet by 2030 the following objectives:

Reducing gender-based violence through support to institutional mechanisms for the prevention and response to gender-based violence;

Working towards increased equitable access and control of resources for youth and women; and

Enhancing a protective and supportive environment for children in which issues of child labour, abuse, neglect and discrimination are systematically addressed.

Reflecting on Children in Botswana – Thari ya Bana



Good programming begins with sound knowledge of the problem to be addressed and an understanding of what works as well as the conditions under which various solutions bring about the desired results. In order to improve the knowledge base on child-related issues in Botswana, UNICEF partnered with the University of Botswana to provide a platform to catalyze research and dialogue among academics, public sector, private sector and civil society implementers on children in Botswana. The Thari Ya Bana publication, in its third edition, has provided that platform providing much valued contributions that help to shape actions at national, district and community levels.

Through the Thari Ya Bana publication, information is made available on issues affecting children in the country and the effectiveness of interventions. This body of knowledge has not only shaped dialogues around how best to address identified challenges - be they of what types of programmes are needed or how to adapt and scale up effective intervention, but has also created a focus on children as a group around which research can be done. In this way, the publication is contributing to the development of academic interest and capacities that are key in ensuring continuous innovation in tackling problems affecting children.

Addressing Gender Based Violence

The United Nations has over the years supported a number of projects to address gender-based violence. The Women's Affairs Department (WAD) in the Ministry of Labour and Home Affairs received funding from United Nations Trust Fund (UNTF) to End Violence against Women to address the intersection of Gender Based Violence or violence against women (VAW) and the spread of HIV and AIDS. The pilot project conducted in two sites i.e. Kasane and Molepolole over a three year period resulted in the initiation of some national activities. The Institute of Development Management (IDM) was commissioned by WAD to evaluate how effective the project has been in addressing the objectives and outcomes of the project. Key findings of the evaluation were that:

- Knowledge on GBV and its intersection with HIV/AIDS had increased.
- Most respondents were aware of GBV services that exist in their communities, though the police, the Kgotla and the DCs appeared to be mostly utilized as entry points in GBV service provision. However, some key informants reported that despite the awareness, there were still instances in which GBV cases were withdrawn before finalization.
- The project had some profound impact in the way some organizations handle GBV cases. Specific reference was made to the Police and the local authorities. The project was viewed by some as having created a platform that recognizes GBV as an issue that needed its own attention.
- Chiefs and headmen had received training and abridged materials of the statutes but faced some challenges regarding their application. Some reported having not received the actual statutes such as the Domestic Violence Act (DVA), while others suggested the need to have Setswana versions of the statutes.
- There were mixed perceptions regarding coordination of GBV services among service providers. Some reported effective working relationships with other GBV service providers, whereas others reported experiencing challenges relating to coordination of GBV services.

Informants at the project coordination office alluded to the fact that coordination of GBV services was a challenge hence the on-going process to establish a GBV referral system at a national level.

*Historically, women's struggles with violence, and with the impunity that often protects the perpetrators, was not specifically target until 1993 when the United Nations adopted a resolution to overturn the prevailing general stance that violence against women was a private, domestic matter not requiring state intervention. The resolution was followed that year by the ratification of **The Declaration on the Elimination of Violence against Women**. Articles 1 and 2 of the resolution provide the most widely used definition of violence against women.*

Article One states:

For the purposes of this Declaration, the term "violence against women" means any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.

Article Two states:

Violence against women shall be understood to encompass, but not be limited to, the following: (a) Physical, sexual and psychological violence occurring in the family, including battering, sexual abuse of female children in the household, dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence and violence related to exploitation; (b) Physical, sexual and psychological violence occurring within the general community, including rape, sexual abuse, sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women and forced prostitution; (c) Physical, sexual and psychological violence perpetrated or condoned by the State, wherever it occurs.

The challenges relating to the police that were identified during the pilot project were addressed through a project undertaken by the United Nations Office on Drugs and Crime (UNODC). UNODC developed a Handbook for Effective Police Responses to Violence against Women.

The Handbook aims to provide law enforcement officials with information that enables them to recognise and identify key elements in defining violence against women and children, but also effectively responding to cases of violence against women and children and in dealing with victims of these crimes in a sensitive and informed manner.



Youth demonstrate issues of GBV at the launch of the State of the World Population Report

Improving Access to Education for Vulnerable and Disadvantaged Children

UNICEF and the Ministry of Education and Skills Development (MoESD) have been working together to develop the Out of School Education for Children (OSEC) Programme. The Revised National Policy on Education 1994 mandates the MoESD to develop OSEC and UNICEF is committed to mainstreaming equity in children's policy and practice. The collaboration seeks to secure a new deal for marginalised and out of school children. The aim of the work is to ensure that all children - particularly those who are marginalised and excluded from school - receive a high quality basic education.



Participants at a workshop themed "Bridging the gap: securing a high quality basic education for all": A national road show on out of school children (South East Region). Workshop was held at Benthema Primary school

The project is in its early stages but has collected baseline data that will inform programming. The baseline study shows that the proportion of primary aged children not in primary school has not dropped below 10% in the last 10 years. This suggests that there is a particular challenge in reaching the last 10% of children and securing their access to high quality basic education.

Many out of school children are as a result of dropouts: around 18% of children who enter primary in standard 1 do not reach the end of primary school. It is worth noting that the dropout rate is higher for boys than it is for girls. The reasons why children in Botswana drop out are varied, but the underlying factors relate to poverty, lack of parental education, unstable family situation (e.g. being orphaned or neglected) and structural inequity due to gender, disability, first language, HIV/AIDS and geographic isolation.

While there are dozens of policies, programmes, activities and initiatives that have been set out to target marginalised and out of school children and their families, these interventions do not have the kind of cumulative impact that would significantly reduce the problem of out of school children. There lacks a framework within which all the policies and programmes work and interface. As such, the project to develop the OSEC programme will present solutions that harness the current policy landscape in order to increase impact, build on success and generate cost-efficiencies.

Towards the Elimination of Child Labour

The International Labour Organisation (ILO), within the framework of the Botswana National Action Plan to Eliminate Child Labour, partnered with the Government of Botswana to support, expand, and promote actions and initiatives aimed at the elimination of child labour. Through the project, ILO supported Botswana to:

- Review labour laws and other relevant legislation on child labour;
- Draft and approve the list on hazardous work and the accompanying regulations for children;
- Develop training modules, tools and manuals by adapting the regional child labour manual to suit the local context;
- Build the capacities of key stakeholders including teachers, social workers, police and labour inspectors and NGOs;
- Undertake a comprehensive rapid assessment of child labour in agriculture;
- Develop a template for the regular reporting by the ministries involved in the implementation of child labour laws and regulations (namely Department of Social Services, the Police, and the Ministry of Education);
- Strengthen the capacity of the education sector to combat child labour through the adaptation of the Supporting Children's Rights through Education, the Arts, and Media (SCREAM Education) Pack;
- Mainstreaming child labour issues mainstreamed into the country's policy framework (NDP10);
- Direct intervention in the withdrawal, rehabilitation and protection of child labourers (a total of 1927 children were withdrawn from child labour); and
- Raise national awareness on child labour, including the worst forms of child labour.



3 Strengthening Partnerships for Development Results

Botswana's status as an upper middle income country has had a significant impact on aid flows into the country. The amount of development assistance flowing into the country has been declining and this is dramatically reflected in the volumes of aid received by Botswana between 2008 and 2010. In 2008 net aid inflows amounted to US\$720 million representing 5.6% of Gross National Income. By 2010 net aid flows \$157 million representing just 1.1% of Gross National Income. Declining aid flows have had a significant effect on development agencies and civil society who have been unable to adapt fast enough to the changing context.

The changed aid context calls for development agencies active in Botswana to be more strategic and better coordinated if the country is to realize meaningful benefits from the available aid. The declining volume of aid in relation to the country's development expenditures mean that the 'power of the purse' is declining. This challenges development agencies to exhibit other strengths that will be valued by Botswana and her citizens. Valued contributions are more likely to be those that assist the citizens of Botswana attain their aspirations. While such interventions may be plentiful, the more critical question is: which of those interventions would not take place if specific actors were not present?

To add value in this context, various agents need to do more with less and ensure that their products fill a gap that is constraining on progress.

The United Nations family has been and continues to be eager to play an organizing and coordinating role in bringing together development actors to dialogue with and formulate strategies to support the people of Botswana. The value of civil society is well understood and the concerns about the survival of civil society organizations understood. There are emerging best practices in ensuring that civil society (or at least that section that deals with access to basic social services for the most vulnerable) continues to thrive and serve its constituencies.

A model that may be worthwhile for Botswana to explore may be the civil society funding model of Mauritius. The Government of Mauritius has in place an arrangement

where companies can utilize a fixed percentage of tax revenue to support civil society organizations to undertake programmes within prescribed areas of concern to the state. A team approves projects and tracks performance. Where companies fail to partner with civil society organizations the funds are collected by the state as part of the taxes. The model, while not perfect, has served to ensure that specialized services provided by civil society organizations continue to be available despite the fall in aid flows into the country.

Over the next year, the United Nations family will engage with various actors to explore various types of partnerships for the benefit of the most vulnerable members of society.

4 UN Delivering as One

4.1 The Idea and Concept of Delivering as One

Starting in February 2006, the United Nations has been undergoing reforms to strengthen coherence, effectiveness and relevance. As part of the reform process, a voluntary approach referred to as 'Delivering as One' has been made a programming and management approach that is available to United Nations Country Teams. As of March 2012 there were 32 countries, among them Botswana, that had voluntarily adopted the Delivering as One (DAO) approach.

DAO consists of six elements (four of which form the core of the approach. The elements are:

- One Programme: a common programme for participating UN agencies that encompasses a common monitoring and evaluation framework;
- One Budgetary Framework: That articulates the resources and sources of the resources that will be used for the One Programme.
- One Fund: A pool of unearmarked funds that is available for joint activities.
- One Leader: Intended to provide a coordination role for the implementation of the One Programme;
- One Voice: A shared communication mechanism to avoid transmission of conflicting messages; and,
- One UN House: Common premises for UN agencies to facilitate cost savings but also greater communication and interaction among agencies. Closely associated with the One House is the harmonization of business and management practices that is intended to simplify partners' interactions with UN agencies by having common procedures and ways of doing business across agencies.

The DAO approach attempts to achieve three objectives simultaneously. It has an externally facing component that addresses the ownership and alignment principles of the aid effectiveness agenda. It has an inward facing component that addresses issues of coordination and harmonization among UN agencies. It has a third aspect that deals explicitly with the relationship of the 'One UN' and the Country. This third aspect focuses on what the relationship between the two parties seeks to

achieve and how they are conducted and is guided by two principles – managing for development results and mutual accountability.

Well implemented, DAO has the potential to reduce time demands on the government, deliver high value support, reduce duplication, and ensure interventions complement each other, are well sequenced and benefit from the rich diversity in the mandates of UN agencies, the mix of skills and experiences.

4.2 The Experience of Botswana to Date

The UN family in Botswana in 2008 developed a road-map towards the adoption and implementation of the DAO approach. Implementation began in 2010 with 7 resident and 7 non-resident agencies. A single GoB-UN Programme Operational Plan (GoB-UN POP) was developed. Structures for its management were established and implementation began. Many programme outputs were delivered.

The mid-term review of the GoB-UN POP found that as a first attempt at bringing together so many diverse agencies the GoB-UN POP had suffered from inadequate consideration of the likely complications. Not only was there a large number of agencies bringing together different programming traditions and different understanding of results-based management but the agencies were also geographically dispersed, making communication difficult. These observations had several implications for the DaO effort including: formulation of results-statements that had not been subjected to adequate analysis and used general language so as to accommodate all agencies; coordination at planning and during implementation became difficult; decision-making was difficult and created incentives for agencies to act outside the common framework; and without enough staff sensitization and understanding of why things were being done differently, the change processes that underpin DaO were without operational champions.

Many of the challenges experienced by Botswana would have been of lesser consequence in a poorer country. In a poorer country, the UN Country Team would have been able to mobilize funds under the One Fund that would have fostered the development and implementation of joint programmes. Faced with resource scarcity, the UN team in Botswana had to find resources within already tight and earmarked budgets, adding onto the pressure felt by agencies. DaO thus became a demand

on existing resources instead of yielding a dividend for the harmonization and coordination efforts of the team. With each challenge faced, the collective effort was weakened and each time it weakened, agencies found themselves struggling to achieve through collective processes the expectations of their respective regional offices and headquarters. Responding to these pressures and the need to ensure they met their individual commitments to donors, agencies progressively moved to planning together but implementing, monitoring and reporting separately.

The first three years of DaO have offered valuable lessons that the UN family in Botswana is taking into consideration as it looks into the future. Instead of diminishing the case for delivering as one, the experiences and the country context have strengthened the case. The challenge is now one of a strategy to overcome the barriers to the realization of the potential of DaO. Key among those barriers is the lack of resources to show that the UN can do business differently and start to shift agency practices towards the new drivers of success. Agencies have specific commitments to their respective headquarters and donors that have provided funding. The DaO effort without adequate funding for locally driven initiatives slows down progress on predefined interventions and is seen as diminishing performance. This perspective is problematic in that it compares performance not with the potential under DaO but with the way things have always been done. This is a perspective that treats the cost to partners, duplication and inefficiencies arising from the old way of doing business as external to the individual agencies – a perspective not different to how private companies have traditionally viewed environmental damage. It is a perspective that leads to unsustainable practices but understandably, one that agencies will adopt as their focus is on the immediate costs of not meeting expectations. In the long-term, DaO with adequate commitment and resources carries the potential for better results but that length of the 'long-term' is not defined and is subject to how well the process is managed. Thus, without good performance to give an indication of the potential and the relative shortness of the 'long-term' there is little incentive to take big risks in the present.

With these lessons in mind, the UNCT in Botswana recognizes the importance of securing funding to make the DAO initiative work and demonstrate tangible benefits for the country and agencies. This momentum, once gained will be self-sustaining. Botswana, in terms of the country's needs and the capabilities of the UN, is the right

place for the UN to adopt the DAO approach. The only challenge is finding the resources for a 'new start' that not only focuses on internal coordination but also enables a shift in the types of engagements and products provided by the UN to those that are most valued by the country. In working with the Government of Botswana, it in time became apparent that the challenges faced by the UN with the DaO approach are similarly faced by the Government of Botswana in delivering the National Development Plan. The delivery of the plan is organized in thematic areas. The allocation of resources, execution of planned activities, and accountability for resources are all based on sector ministries. Coordination within and across ministries tends to suffer from the fact that these are not the natural accountability lines that actors are accustomed to. The tools, processes and mechanisms for such accountability remain weakly developed leading to late detection of problems. From this perspective, the UN family sees a need to revisit the application of the principles of managing for development results and mutual accountability and re-examine their application both within the context of DaO and the implementation of the Tenth National Development Plan. For both these aspects the approach needs to be the same and must be shared for the simple reason that the proof of performance on both sides is largely the same: how well Botswana achieves its developmental results. This in turn calls for investment in Botswana's capacity to manage for results.

The country's capacity to manage for results encompasses having the right structures (thematic groups) and ensuring that they function well. Functioning well means that at thematic level results must be tracked and be related to national goals - there must exist sound monitoring and evaluation systems and data; the results must be delivered with minimal waste – meaning that there must be coordination and means to verify costs and eliminate waste, a role fulfilled by sound management information systems; and, there must be accountability based on agreed results – systems must allow for accountability for both the budgets and the results.

The experience to date is that the worth of these key investments in strengthening delivery in systems that rely on the work of several agencies/ministries tends to be underestimated. There often are no budgetary provisions for monitoring, evaluation and coordination functions resulting in the reporting of progress being based on cataloguing activities and outputs rather than the actual transformations that have occurred.

5 Financial Overview

The work of the UN system in Botswana that is planned and executed through the Component Coordinating Groups shows a trend that makes it highly unlikely that the levels of expenditure estimated at the development of the GoB-UN POP will be realised. The outturn on fundraising has been poor. Annual plans have averaged USD11.7 million against a target of USD 18.8 million.

Actual expenditures over the first three years of the GoB UN POP have consistently been below 60% of planned budgets (see figure below). Slow starts to annual activities and process challenges (particularly in procurement) have been the major factors affecting the delivery rate. A combination of improved planning; improved processes and knowledge of the processes; and better monitoring will improve the implementation rate. Improvements in the implementation rates will also increase the visibility of limited success in resource mobilisation. Thus, efforts to increase the implementation rate will need to be accompanied by improvements in resource mobilisation.

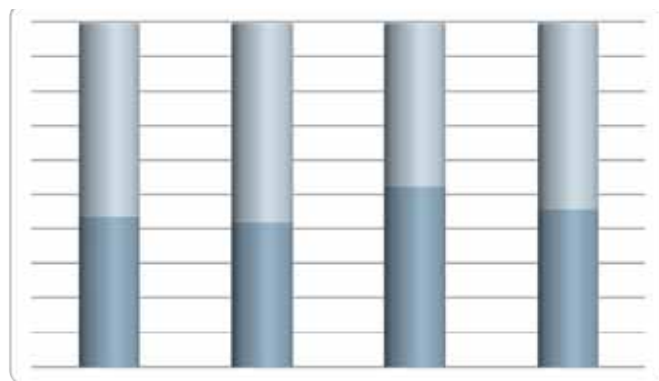


Figure 14: Actual expenditures over the first three years of the GoB UN POP

6 Conclusions and Way Forward

The year 2012 has been an important year for Botswana and the UN family. It is a year in which much has been achieved and many lessons have been learnt. The UN family is committed to utilizing the lessons from the past to inform the future with a view to improving not only the effectiveness of our work but also the efficiency with which it is done. It is particularly encouraging to see that the concerns that the UN family has on issues of effectiveness, efficiency and accountability are shared by Botswana. The Government of Botswana is taking measures to improve efficiency, effectiveness and accountability. The UN can add much value in these areas by contributing to the collection and management of results information, the analysis of performance, analysis and capacity development for the adoption of proven approaches; and the provision of technical support to overcome design and implementation constraints. The mid-terms reviews of the GoB-UN POP and the NDP10 have provided the clarity on how the progress towards the Vision 2016 goals can be accelerated. We declare 2013 the year of accelerated progress and commit to re-double our efforts to deliver the best possible service to Botswana.

- Unspent
- Actual spending

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