



**Governing Council
of the
United Nations
Development Programme**

Distr.
GENERAL

DP/CP/BOT/4
5 March 1987

ORIGINAL: ENGLISH

Thirty-fourth session
26 May-19 June 1987, New York
Item 5 (b) of the provisional agenda

PROGRAMME PLANNING

COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

FOURTH COUNTRY PROGRAMME FOR THE REPUBLIC OF BOTSWANA*

<u>Programme period</u>	<u>Actual resources programmed</u>	<u>\$</u>
January 1987-December 1991	IPF for 1987-1991	4 883 000
	Other resources programmed	12 899 000
	Total	17 782 000

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* Detailed listings of projects and other related data prepared as part of the country programming exercise are available on request. These listings include (a) ongoing projects; (b) proposed projects; (c) distribution of resources by objective; and (d) distribution of new country programme by sector.

I. DEVELOPMENT TRENDS, STRATEGIES AND PRIORITIES

A. Current economic trends

1. When the Government submitted its first country programme in 1972, Botswana was one of the poorest countries in Africa. An overwhelmingly rural population depended mainly on agriculture for a livelihood. Beef production was the mainstay of the economy in terms of output and export earnings. At that time the combined unemployment and underemployment in rural areas was estimated to be as high as 40 per cent and the incomes of a large portion of its population, possibly as much as one half of the rural population, indicate that they lived in poverty. Apart from the railway line crossing the eastern part of the country, communications and infrastructure were barely developed. There was practically no manufacturing. A critical shortage of skilled manpower existed in Government and in private enterprise. Prospects for rapid development of the economy seemed bleak and the Government depended on foreign aid, not only for all its investment projects, but also to subsidize its recurrent expenditure.

2. The discovery in the mid-1970s of major mineral deposits, particularly diamonds as well as copper-nickel and coal, led to substantial capital investments and a dramatic transformation of the country's economy. As a result, for the past 10 years, Botswana has had the fastest growing economy in Africa with an average growth rate, in real terms, of 11 per cent per annum. The proportion of the population living in urban areas has almost doubled from 10.8 per cent in 1971 to 20.0 per cent in 1984. In 1984, mining, which had accounted for only 10.9 per cent of aggregate output in 1972, contributed 31.7 per cent of the gross domestic product (GDP), a complete and decisive transformation of the economy's structure. Although mining has had the most significant impact on the economy, beef exports and tourism have also enhanced its dynamic performance. Receipts of customs revenue accruing to Botswana as a result of her membership in the Southern African Customs Union (SACU) have contributed to Government revenue at a declining rate, averaging 15 per cent in recent years.

3. As Botswana enters the fourth cycle programming period, her overall balance of payments shows a surplus, her debt service ratio stands at 5.2 per cent, well below the 30.5 per cent average for the Continent as a whole and her foreign exchange reserves stand at approximately the equivalent of 18 months of imports. However, the country's terms of trade deteriorated in the course of the Fifth Five Year Development Plan period (1979-1985), largely because of sharp increases in prices of petroleum and machinery, weaker copper prices and weakness in the international diamond market. A firmer world market for diamonds and falling oil prices have recently reversed this trend somewhat.

4. Formal sector employment grew from 65,500 in 1978 to 110,000 in 1984, a growth rate of 9 per cent per annum, which has nevertheless been inadequate to absorb even half of the large number of new entrants into the labour market each year. The number of Botswana citizens working in South African mines declined from 20,800 in 1978 to 18,500 in 1986.

5. Aid flows in recent years have remained relatively stable at an annual average of about \$140 million, yet under less favourable terms, with an increasing proportion of loans as compared to grants.

6. The current Five Year Development Plan (1985-1991) assumes a GDP growth rate of 4.8 per cent per annum in real terms compared to the 11 per cent during the previous Five Year Plan period. The main reason for the lower anticipated rate of growth is the lack of major new investments in the mineral sector. Manufacturing, water, electricity and agriculture are the sectors forecast to show the highest increases in output. Imports, exports and the balance of payments will continue to depend heavily on diamond sales. Economic projections, therefore, assume that no stockpiling of diamonds will take place after 1988 and that diamond prices will increase at least in proportion to world inflation. In addition, there are three factors whose impact on Botswana's economy during the current plan period is uncertain: (a) the weather and the longer-term implications of five consecutive years of drought; (b) the extent of the locust emergency which has just started in the country with infestations from across the border as well as from within Botswana; and (c) the process of destabilization in southern Africa and its consequences on the flow of goods and services in and out of Botswana.

B. National development strategies

7. Although the Government development strategy has achieved a significant improvement in the general standard of living, the relative health of the country's economy in aggregate terms does not reflect conditions at the household level. Most Botswana incomes remain far below the average for the country as a whole. The harvests of individual rural households in non-drought years have provided less than half of the subsistence requirements. Five years of consecutive drought during the entire 1982-1986 third cycle period diminished crop levels further. The number of Botswana entering the labour force each year significantly exceeds the number of jobs created in the formal sector. The long tradition of migrant labour to South Africa reflects the continued dearth of employment opportunities at home. Although it brings cash incomes to Botswana, such labour migration has had significant adverse social consequences. A large number of female-headed rural households, disproportionately represented among the poorest, has come into existence. The prevailing high population growth rate of 3.7 per cent per annum is likely to exacerbate the difficult situation at the household level in both urban and rural Botswana.

8. Therefore, in its Sixth Development Plan, as in earlier Plan periods, the Government attaches highest priority to (a) productive employment creation and (b) rural development.

9. In accordance with these general development priorities, the Government encourages an enterprising and dynamic private sector. A clear, stable policy framework within which the private sector can operate has been developed and Government manpower plans have taken private sector needs into account.

10. Efforts to strengthen the employment creation programme during the Sixth Plan period will be based on (a) guidelines developed by an earlier Presidential commission to enhance economic opportunities for nationals, particularly the country's poorest citizens, (b) the Financial Assistance Policy, which was launched in 1982 and provides for the Government allocation of non-repayable grants towards new and job-creating investments to supplement owner's equity and bank loans, (c) support from the national employment, manpower and incomes policy and (d) an industrial policy formalized in 1984, which aims at attracting foreign investment for diversifying the industrial and commercial base.

11. As approximately 80 per cent of Botswana live in rural areas, the second major objective of the present development plan is to concentrate on rural development programmes during the 1985-1991 period. Key elements in such programmes will be to (a) diversify the rural economy, (b) emphasize quality rather than quantity in the provision of rural services, (c) implement a National Food Strategy, (d) strengthen the role and capacity of local institutions in the rural development process and (e) expand national extension services to ensure better use of existing infrastructure in rural areas.

12. Recognizing the narrow and fragile ecological base available for the sustenance of its people, the Government has embarked on the preparation of a national conservation strategy which, it hopes, will lead to a significantly improved programme of natural resources management.

13. The Government has been an active participant in the preparation of the 1986-1990 Africa Priority Programme for Economic Recovery (APPER) under the auspices of the Organization of African Unity (OAU) and the United Nations Economic Commission for Africa (ECA) and therefore notes with satisfaction that national development priorities of Botswana are fully consistent with those included in the APPER. In the areas of food and agricultural development in particular, the strategy adopted by the Government with respect to national food security, production levels and productivity, as well as special measures for small farmers, is identical to that of the OAU/ECA Priority Programme for Africa.

14. The Government of Botswana has been an active participant in the programmes of the Southern African Development Co-ordination Council (SADCC) ever since this subregional grouping came into existence in 1981. Once UNDP/SADCC co-operation has been identified in the context of the fourth cycle regional programme, the Government, in consultation with UNDP, will make every effort to link the fourth country programme as carefully as possible to relevant elements of 1987-1991 regional programme.

C. Technical co-operation priorities

15. In view of the lower economic growth rate forecast for the 1985-1991 Plan period as compared with the previous one, the Government has concluded that it cannot afford an annual core development programme beyond 170 million pula in real

terms* (there are approximately 2.4 pula to the United States dollar), keeping in mind recurrent cost implications and manpower constraints. Within this framework and in accordance with Sixth Plan development objectives emphasizing rural development and employment creation, the Government expects to continue technical co-operation programmes with traditional development agencies such as the Organization for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) countries, the World Bank Group, the African Development Bank (ADB) and the United Nations system, as well as with others.

16. The present trend for external capital and technical assistance to emphasize the natural resources, transport and communications, education, agriculture and employment sectors is expected to continue, since the Government has decided to put major emphasis on development in these areas during the current plan period. A large portion of the country's own development resources is targeted for these sectors. (An estimated \$111,900,000 reflects the total development co-operation, including technical assistance and capital assistance, for these sectors in 1985.) The 1985-1991 National Development Plan, with which the fourth country programme is closely aligned, outlines the macro-economic justification for the selection of these sectors. The Government localization policy (the replacement of expatriates by nationals) will provide the basis on which wide-ranging human resources development and institution building programmes are to be pursued in all other sectors so as to reduce the need for expatriate personnel and to narrow the gap between national personnel currently employed and future manpower requirements, which are projected to grow at an annual rate of 5.9 per cent during the Plan period. With respect to the priority sectors outlined above, the Government hopes that continued support from UNDP will be available during the fourth cycle in national food security, employment promotion and human resources development and institution building, as well as other areas.

D. Aid co-ordination arrangements

17. During the third cycle the Government has observed and supported a trend on the part of UNDP to link IPF and non-IPF UNDP-financed activities and to intensify its co-operation with other donors, particularly other organizations of the United Nations system in support of Government development programmes. In implementing the National Food Strategy of Botswana, UNDP joined the United Nations Capital Development Fund (UNCDF), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Volunteers (UNV) and the World Food Programme (WFP) in assisting the Government with a package of measures in food aid, food management and nutrition, storage, transport and seed multiplication. A socio-economic impact assessment of the country's drought relief programme was jointly undertaken by UNDP, the United Nations Children's Fund (UNICEF) and the World Health Organization (WHO). Government rural sanitation programmes in four

* This excludes Government, as well as Government-guaranteed, loans to parastatals.

districts are supported by UNDP and UNICEF parallel financing. Such financing is also foreseen in vocational training and trade testing, a project in which UNDP, World Bank, the International Labour Organisation (ILO) and the Federal Republic of Germany are collaborating in strengthening the Government technical training programme. Third party cost-sharing has been worked out between UNDP, the Netherlands and Norway in the provision of technical assistance in soil mapping and textiles respectively. UNDP extends local support to the International Union for the Conservation of Nature (IUCN) in the implementation of Norwegian Development Agency (NORAD)-financed technical assistance for the formulation of a national conservation strategy. UNDP and the United Nations High Commissioner for Refugees (UNHCR) are preparing to finance a joint programme to promote income-generating activities for refugees resident in Botswana.

18. Annual food aid planning, drought relief resources mobilization, natural resources management and environmental protection, as well as locust control, are four major areas in which UNDP has been instrumental in setting up aid co-ordination machinery in co-operation with bilateral and multilateral donors supporting the Government's national development and relief programmes.

II. THE COUNTRY PROGRAMME

A. Assessment of current country programme

19. The third country programme was characterized by a broad intersectoral orientation, emphasis on baseline studies, consultancies and pilot projects in a wide range of fields such as land use and regional planning, agricultural marketing, personnel management and development administration, cartography, hydrology, and, of course, institution-building support for what today are widely self-reliant Government departments such as the Department of Meteorological Services, the National Health Institute, the Department of Town and Regional Planning, the Central Statistics Office, the Botswana Institute of Administration and Commerce and the Department of Civil Aviation. As the national manpower base improved, the number of operational assistance (OPAS)-type United Nations personnel has decreased in favour of personnel in advisory positions. The third country programme also emphasized training, both in-service and overseas in pursuance of the Government localization policy.

20. The major causes of project delivery bottlenecks include: (a) unrealistic project formulation on the part of UNDP and United Nations system agencies, particularly the latter, regarding the lead time from project appraisals to approvals and to commencement; (b) delays in the preparation and reviews of evaluation reports (which in turn delay project revisions); (c) slow procurement of project equipment.

21. The most serious local constraint in the implementation of United Nations system supported projects and programmes remains the inadequate number of trainable counterparts. During the previous cycle the United Nations system did not pay enough attention to in-service and other local training to ensure actual implementation of the planned activities. Efforts were made by UNDP to become more sensitive to training needs.

22. The implementation of the third country programme was affected by two events which had not been foreseen by either the Government or UNDP: (a) during the entire five-year programme period, Botswana was drought stricken and (b) the IPF resources anticipated during the third cycle became available only at the level of \$4,675 million or 55 per cent of the level of \$8.8 million originally foreseen.
23. Under these circumstances, the Government and UNDP agreed that priority in the use of IPF resources would be accorded to the ongoing programme. Pipeline development would proceed cautiously. In addition, the Government of Botswana decided to supplement the 1982-1986 IPF (\$4,313 million) resources with programme and project cost-sharing. Thus \$3,512 million from the Government programme (\$3,299 million) and project (\$0.213 million) cost-sharing (\$3,299 million and \$0.213 million, respectively) was added to country programme resources during the five-year period. With additional resources from funds administered by UNDP (the Special Measures Fund for Least Developed Countries (SMF/LDC): \$1.517 million; the United Nations Special Fund for Land-Locked Developing Countries (LLDC): \$0.050 million; the United Nations Capital Development Fund (UNCDF): \$2.023 million; UNDP Trust Fund for Developing Countries Afflicted by Famine and Malnutrition: \$0.653 million; and Netherlands third-party cost-sharing of \$192,000), the total amount of UNDP resources available during the third cycle came to \$12,260 million. This aggregate funding made it possible to implement without major pruning (a) an ongoing programme which, at the beginning of 1982, already included projects corresponding to 103 per cent of the apportioned 1982-1986 IPF; and (b) most of the new projects identified in the UNDP country programme. Of the total of 23 projects (17 ongoing and 6 new) included in the third country programme, 21 projects were implemented and completed during the third cycle period; while eight successor projects included in the fourth country programme period will follow up on technical assistance provided during 1982-1986.
24. The Sixth National Plan (1985-1991) is organically linked to its predecessor, which covered the period from 1979-1985, both in terms of its sectoral orientation as well as the target population. Food security, employment-creation programmes in rural and urban Botswana and human resources development have been and continue to be key concerns of the Government. The content of the third and fourth cycle country programmes is a direct reflection of these objectives. During the third cycle good progress was made with the help of the UNDP in: (a) maintaining a comprehensive food distribution network necessitated by the drought and preparing for enhanced food security under post drought recovery conditions; and (b) continuing with in-service and overseas training of personnel in many areas considered significant in the process of nation-building, e.g. public administration, physical planning, civil aviation, meteorology, health care and rural development. UNDP resources constraints, however, allowed only a minor expansion of technical co-operation into other areas of priority such as industrial and commercial diversification and skilled manpower development, particularly for rural Botswana. Resource constraints were also exacerbated by five consecutive years of drought which required the diversion of some funds and expert time earmarked to the support of relief operations. In the second half of the third cycle, UNDP was nevertheless able to commence the funding of six additional projects of high priority in education (BOT/84/004), health (BOT/84/005), cement production (BOT/84/001), Project Research Unit (BOT/85/002), Programme

Consultancies and Group Training (BOT/85/008), and Multidisciplinary Training (BOT/85/003). As a result, the earmarked resources have been utilized in full during the third cycle period.

25. Regular tripartite review meetings for all projects have ensured that: (a) individual projects, sectoral distribution of UNDP resources and programme objectives have remained as close to the original third country programme orientation as possible; (b) projects proposed for continuation during the fourth cycle are confirmed as continuing high priorities in industry, health, education and manpower development. In addition, the implementation of the third country programme has shown that many areas which the Government had identified as fields of UNDP co-operation such as public administration, civil aviation and physical planning, required longer-term technical assistance than had originally been anticipated to meet the objective of self-reliance. The five years of drought and the intensification of the country's dependence on external food aid reinforced the Government objective of enhancing food security through accelerated development of drought-resistant seeds, better harnessing of scarce surface water resources and, in recognition of the fragility of the ecology, the introduction of a national conservation strategy - all areas in which Government plans to seek further UNDP support within the framework of the fourth country programme.

B. New programme proposal

26. As indicated earlier, the fourth country programme will coincide largely with the period of the Government's Sixth Development Plan (1985-1991). The IPF allocation for Botswana during the fourth cycle is established at \$4,883 million, a modest nominal increase of 4.4 per cent over that of the third cycle. The Government will continue to cost-share the country programme during the fourth cycle; the level of such cost-sharing will be determined from year to year by the need to supplement IPF and non-IPF resources to ensure the implementation of a high priority programme for which the Government prefers UNDP support. The Government expects that this approach will allow a fairly good mix of projects carried over from the third cycle and new high priority projects in key areas of development concern in Botswana. UNDP will continue its efforts to mobilize additional external resources to enlarge the scope and impact of the fourth country programme. In the meantime, and, for planning purposes, it will be assumed that the Government will continue its annual cost-sharing contributions at the same level as that for 1986.

27. Following a review of the resident representative's note on the country programme and general acceptance of its content by Government, a joint Ministry of Finance and Development Planning/UNDP Working Group carried out a project-by-project appraisal of the ongoing programme and the pipeline. The Government and the resident representative accepted the appraisal as the basis for elaborating the fourth country programme. Concurrently, a consultative process started with nine United Nations system agencies, in addition to UNDP and more intensive reviews were held with FAO, the United Nations Industrial Development Organization (UNIDO), the World Meteorological Organization (WMO), United Nations

Volunteers (UNV) and the International Civil Aviation Organization (ICAO), as well as with UNCDF based on the proposed concentration of country programme resources.

Priorities and implementation linkages

Agriculture and food security

28. Four-fifths of the total population is still rural and agriculture remains the core of the rural economy. During the country programme period, agriculture will remain a key sector in terms of its potential for increasing incomes, improving income distribution and reducing dependence on imports. In this respect, Botswana has set as one of the targets of its national food strategy an increase in the local production of basic cereals, particularly maize and sorghum. This is to be achieved partly through (a) opening of new arable land in various parts of the country, particularly in the northeast and (b) distributing drought-resistant short-cycle seed varieties to the farming community.

29. UNDP/FAO assistance in the establishment of a soils unit within the Ministry of Agriculture was available during the third cycle (BOT/80/003) and will continue during the 1987-1990 period under UNDP/Netherlands cost-sharing arrangements (BOT/85/011), emphasizing the production of soil maps for areas considered appropriate for development.

30. Seed multiplication programmes have in the past received UNDP/FAO support (BOT/84/UO2 and BOT/84/UO4). As the Government has embarked on a high priority programme aimed at (a) creating self-sufficiency in the production of millet, maize, sorghum and cowpea seeds and (b) overall strengthening of the Seed Multiplication Unit of the Ministry of Agriculture, it is hoped that such assistance will continue with the help of UNDP/FAO and UNCDF.

31. The Government range research programme has benefited from many years of co-operation with UNDP/FAO (BOT/74/006, BOT/82/001 and BOT/85/001). It is expected that this co-operation will continue during the 1987-1991 period, possibly with emphasis on range management and rehabilitation.

32. A 1986 UNCDF mission to Botswana identified a \$3 million capital grant to the Small Dams Unit of the Ministry of Agriculture for the construction of small earth dams and haffirs to permit increased agricultural production. Technical assistance from UNDP or other sources will be required in geo-hydrology, equipment maintenance and irrigation technology in conjunction with the UNCDF small dams project.

33. Even though the Government hopes that 1987 will be the beginning of a post-drought recovery period, continued technical assistance will be required for the Food Resources Department in food logistics and management involving country-wide supplementary feeding programmes. WFP will provide further support to the Department by providing a Food Logistics Officer; UNDP and WFP will facilitate the continued presence of four UNV who initially had been assigned to a UNDP regional drought relief project (RAF/84/024).

34. The Government resolve to establish a national food reserve dates from a 1974 study which recommended such a reserve in order to (a) safeguard against food shortages in times of drought or other emergencies and (b) stabilize prices. A reserve was established in January 1980 with an initial 6,000 tons of sorghum provided by WFP. For the 1985-1991 plan period, the Government had foreseen a buildup to 30,000 metric tons. Given the uncertainties of the destabilized situation in southern Africa, the Government has decided to increase this reserve to 80,000 metric tons by 1989. The Government also looks to UNDP to fund advisory services in large-scale grain storage management and the training of personnel in agricultural economics for the Botswana Agricultural Marketing Board and to UNCDF for continuing its support under co-financing arrangements with the UNDP Trust Fund for Developing Countries Afflicted by Famine and Malnutrition for the construction of food storage in six major distribution centres of the country (BOT/84/CO1).

35. At the request of Government, UNDP, UNICEF and WHO jointly carried out a Socio-Economic Assessment of Drought Relief in Botswana in 1985. This assessment has led to a better understanding of the effects of food aid on local agricultural production and nutritional status, as well as the short- and long-term consequences of labour-based relief projects on rural employment and productivity. Important in the context of the fourth cycle programme, the Assessment has made recommendations for a rural recovery strategy which, at the household level, is directed towards rural employment centring on previous owners of small herds, farmers, female-headed households and residents of remote areas. In any follow-up to this important assessment, the Government will request UNDP, UNICEF and WHO to participate in the implementation of rural recovery strategies as the country enters a post-drought recovery period.

36. Meteorological services constitute an important component for the development of cropping and drought-monitoring efforts to combat desertification and pest control. UNDP and WMO have been associated with the development of such services in Botswana for almost 10 years (BOT/77/002 and BOT/83/003). The Department of Meteorological Services has acquired increasing competence in gathering and processing agro-meteorological data. During the fourth cycle, the Government, with additional UNDP/WMO support, would like to expand the services of the Department to the agricultural community through establishing a wider network of meteorological stations in the country and the completion of physical facilities of the data processing section and the meteorological instruments repair workshop. During this period the Department will also be linked increasingly to the end-users of agro-meteorological data, in particular the agricultural extension services, the farming community and research institutions.

Industrialization, commercialization and employment

37. Diversifying the economy and local production of more of the goods and services consumed in Botswana, job creation, better geographic distribution of income earning opportunities and increasing the participation of Botswana in business are central objectives of Botswana's industrial development policy. The Government recognizes that for some time to come, the manpower problem will continue to manifest itself in a severe lack of technical and administrative personnel, resulting in continued heavy reliance on expatriates. In recognition of

the UNDP commitment to human resources development, the Government requested UNDP/ILO support (BOT/86/001) in reviewing the causes for the slow process of localization of posts in the private and parastatal sectors and to identify training programmes to accelerate localization. The assignment of two ILO manpower specialists will continue into the fourth cycle for increased participation of nationals in the industrial and commercial sectors.

38. Direct foreign investment as a percentage of total investment in Botswana is among the highest in sub-Saharan Africa. This adds urgency to the creation of a capacity within industry, commerce and Government to negotiate with foreign business partners effectively. In 1986 UNDP, in co-operation with the United Nations Centre for Transnational Corporations, started to support training programmes and consultancies in this area (BOT/85/008). This assistance, which is continuing into the fourth cycle, is expected to link up with activities of the International Finance Corporation (IFC)/AFDB/UNDP Africa Project Development Facility (APDF) (RAF/85/022) and the UNIDO investment promotion efforts to stimulate the commercial and industrial sectors further with optimal participation of Botswana nationals. The Project Research Unit within the Ministry of Commerce and Industry, which is being established with assistance from UNDP and UNIDO (BOT/85/002) to create a capacity for industrial project preparation and appraisal, will ensure a regular supply of feasibility studies for inclusion in the Government's portfolio of investment proposals.

39. In 1984 some 209 manufacturing enterprises existed in Botswana; of these 122 (58.4 per cent) were foreign-owned, 55 (26.3 per cent) operated on a joint venture basis and 32 (15.3 per cent) were wholly owned by Botswana nationals. In accordance with Government's policy to diversify the country's industrial and commercial base and create additional employment opportunities, the Government requested UNDP and UNIDO support in the sub-sectors of building materials and textiles. A pilot Pozzolana cement plant (BOT/84/001), started in 1985, will be completed in the course of the fourth cycle, and, based on its technical and economic feasibility, replication of such small-scale cement production units in other parts of Botswana will be determined. A wool knitwear factory has existed in the town of Lobatse for some years. The Government has decided to assist this factory in expanding and in modernizing its operations. The Botswana Development Corporation, UNDP and UNIDO under cost-sharing arrangements with Norway, and the Barclays Bank Development Fund, have joined hands to implement a package of measures aimed at (a) establishing a profitable modern manufacturing plant, (b) producing export quality knitwear products and (c) training nationals to operate and manage the enterprise. The factory will obtain its raw materials largely from karakul sheep farmers in south-western Botswana, one of the most underprivileged parts of the country, supplemented by wool from New Zealand, and will employ 220 workers, mostly women. It is envisaged that in the long run the project will eliminate the use of imported wool. At present, the admixture with New Zealand wool is necessary because the volume of local production is inadequate and, for spinning purposes, the short-haired local material has to be mixed with longer-haired material from abroad.

40. Although Government places priority on industrialization, its growth in Botswana is still slow because of a critical shortage of skilled labour, among

other factors. In conjunction with a World Bank loan for the construction of an industrial trade testing centre and two vocational training facilities in various parts of the country, UNDP and ILO will implement a trade testing and industrial training programme (BOT/86/004) in parallel financing with a related project supported by the Federal Republic of Germany in industrial training. Training in accountancy and commercial subjects was carried out at the Botswana Institute of Administration and Commerce for many years with UNDP and ILO support. This project was concluded successfully in early 1985. A small-scale follow-up designed to improve the management of training with the help of computers has been identified for 1987-1988.

41. Also in support of the commercial and industrial sectors, UNDP is providing assistance through UNV to the Botswana Enterprise Development Unit, the Rural Industries Innovation Centre and the Pelegano Industries in business and production management of pottery products development (BOT/77/015).

Development of transport and communications

42. Transport and communications in Botswana are influenced to a great extent by the country's large area, low population density and its central and landlocked location in southern Africa. As a member of SADCC, Botswana has put emphasis on improving links with its northern neighbours. The provision of basic infrastructure, therefore, has been a high priority for the Government and the sector has consistently absorbed a large proportion of the annual development budgets.

43. In Government efforts to improve facilities for the movement of goods and people, the development of civil aviation has played an increasingly important role. In addition to four major airports, the country maintains some 30 secondary and minor airstrips as well as 122 registered airfields in private hands.

44. UNDP and ICAO have co-operated with Government for many years (BOT/74/023, BOT/76/005 and BOT/79/005) in establishing a department of Civil Aviation. Under this programme nationals have been trained in key areas of Civil Aviation management and air transport economics. General progress has been made in this field: in 1979, 19 (16.6 per cent) of the 114 professional posts were held by expatriates; the corresponding figures for 1984 are 17 (8.8 per cent) and 192. However, as long periods of individual and on-the-job training are required in Civil Aviation, the Government, will require continued technical assistance during the fourth cycle, particularly in flight safety, flight operations, telecommunications and aerodrome engineering (BOT/86/006).

45. The Department of Meteorological Services supplies climatic and weather information principally to the Department of Civil Aviation, as well as to the Ministry of Agriculture and others. In the course of the second and third country programmes, the Government received UNDP and WMO support in the development of an effective Department of Meteorological Services; a central forecasting office was set up to provide weather data to domestic and international aviation and a data-processing facility utilizing UNDP-supplied UNV personnel, and equipment is increasingly functional, as is an instrument repair workshop. Nine synoptic

stations and 81 rain gauges have been installed. Despite good progress, UNDP/WMO assistance (BOT/83/003) is still needed during the fourth cycle to continue improving the capacity of the Department as a supplier of weather data for civil aviation, agriculture and the management of scarce water resources. It also provides information on renewable sources of energy.

46. Postal traffic has been growing at about 7 per cent per annum. The demand for adequately trained staff for some 66 post offices and 69 postal agencies has prompted the Government to seek UNDP/Universal Postal Union (UPU) support for the reorganization of the national postal training school in Gaborone, as well as the improvement of postal operations throughout the country (BOT/85/004). Assistance in the form of one postal training specialist (UNV) and three fellowships started in 1986 and will continue through 1988.

Public administration, education and training

47. Human resources development has been a key concern of Government/UNDP co-operation in the previous three country programmes (1972-1986). Training, both in-service and individual fellowships abroad, will also be a major component in the fourth country programme. The UNDP office in Botswana has been invited to attend the Government Directorate of Personnel monthly training reviews and is represented in the Association of Training Officers. This involvement, together with the UNDP and ILO assistance in reviewing the localization process (BOT/86/001), will enhance UNDP/Government co-operation.

48. During the third country programme, UNDP facilitated the training of nationals through an umbrella fellowship project (BOT/80/006). Such manpower development continues with emphasis on short-term job-specific training in fields critical for development of Botswana which are not covered by other donors.

49. As part of UNDP efforts to assist Governments in strengthening their public administration machineries, UNDP and the United Nations Department of Technical Co-operation for Development (DTCD) extended support to the Ministry of Finance and Development Planning in providing a senior planner who, as Chief Economist, has been involved in in-service training of planners (BOT/79/002 and BOT/85/006). This project will end in mid-1987 with the localization of the post held by the United Nations planner. Training for staff of the Ministry of Finance and Development Planning in project appraisal and monitoring, begun in 1986 with UNDP and UNIDO support (BOT/85/002), will continue into the fourth cycle.

50. Secondary school enrolment in Botswana between 1979 and 1985 has almost doubled from 16,645 to 31,048 students with a concurrent increase in the need for qualified teachers. While an increasing number of such qualified teachers are nationals, just over one-third of the teachers still have to be recruited from the expatriate community. Under a special Government/UNDP/UNV cost-sharing arrangement (BOT/84/004), some 30 UNV posts have become available for natural science, woodwork/technical drawing and agricultural science teaching at the secondary school level; by the beginning of the fourth cycle, most of the UNV teachers are expected to be in post.

51. A programme mission sponsored in 1985 by the United Nations Development Fund for Women (UNIFEM) observed that women in Botswana are generally among the poorest in the nation (a) lacking most of the inputs necessary for production, (b) having little or no technical and managerial skills and (c) no easy access to credit. The Government hopes to remedy this situation by strengthening the Women's Affairs Unit in the Ministry of Home Affairs, by embarking on training programmes designed to facilitate women's participation in mainstream programmes and by encouraging closer co-operation between the Government and the non-governmental organizations (NGOs) active in promoting the improvement of the social and economic situation of Botswana women. In these efforts, the Government may make use of UNIFEM and UNDP resources.

Assistance to health

52. The health problems of Botswana are similar to those of other developing countries. They have their roots in the poverty and the climate of the country. Respiratory, intestinal and skin diseases, the most common diseases of the country, owe their prevalence to (a) insufficient and poor nutrition, (b) inadequate and unsafe water supplies and (c) lack of proper sanitation and poor housing.

53. The Government has embarked on an ambitious health manpower development programme based on training in Botswana and abroad. Through this programme some 400 new medical and para-medical staff should become available every year during the Sixth National Plan period. In the meantime, a shortage of medical staff, particularly instructors, remains and has to be met through recruitment from abroad. Government is expecting UNDP/UNV to provide some of this health manpower in such areas as psychiatric nursing, midwifery, physiotherapy and laboratory techniques (BOT/84/005) to be attached to the National Institute of Health. The Institute will also benefit from continued WHO assistance in the training of laboratory personnel and from the United Nations Division for Narcotic Drugs (UNDND) and the United Nations Fund for Drug Abuse Control (UNFDAC) support in the establishment of a forensic laboratory. Training of staff for this unit will be sought from the United Nations Narcotic Drugs Laboratory or the UNDP/UNV.

54. A key element in Botswana's health policy is the provision of basic but comprehensive health care equitably distributed in the country. On the multilateral side, UNICEF, WHO and UNFPA over many years, have been active supporters of this policy with particular attention to the improvement of maternal and child health services through training, the provision of transport and contraceptives, data-processing facilities and the establishment of clinics. Under special cost-sharing arrangements with the United States Agency for International Development (USAID), Government and UNDP agreed in 1986 to implement a three-year maternal and child health services project (BOT/85/009) aimed at providing essential medical expertise and equipment to upgrade existing peri-natal programmes in all the 15 health regions of Botswana.

55. In recognition of the link between adequate sanitation in rural and urban areas and improved health conditions, the Government decided during the Fourth National Plan period to embark on a large-scale sanitation programme. For this purpose, the post of Senior Public Health Engineer was created in the Ministry of

Local Government and Lands and filled with support from UNDP and the World Bank (BOT/79/003). This project, backstopped by a UNDP/World Bank regional Sector Development Team (RAF/82/004) is concerned with (a) the implementation of a Government/UNICEF/Netherlands rural sanitation project as well as with a similar urban improvement programme and (b) the training of district and national staff in the management of sanitation programmes. Additional support is provided by a district-based UNV sanitation engineer (BOT/77/015). The Government expects that a UNDP-financed sanitation sector review foreseen for 1987 will lead to streamlined operations and accelerate programme implementation for both the rural and urban sectors.

56. Food aid, with WFP among the most important contributors, has always played a significant role in Government efforts to forestall undernutrition. Government hopes that such support, as well as non-food assistance from WFP, will continue, supplemented by further technical assistance from UNDP and FAO in food logistics and strategic grain reserve management and from UNICEF in nutrition surveillance to ensure that the well-being of vulnerable groups in all parts of the country is safeguarded.

Linkages

57. The Government appreciates UNDP efforts to link UNDP country programmes increasingly with UNDP-supported regional programmes. The Botswana Country Programme (1987-1991) is clearly related to the fourth cycle regional programme for Africa through Africa's Priority Programme for Economic Recovery (APPER), on which the Regional Programme is based and which spells out the country's national priorities within the context of regional economic recovery as (a) expansion of crop cultivation to reduce dependence on cattle rearing; (b) rural development; and (c) employment creation. To the extent that the Country Programme for Botswana emphasizes support to the National Food Strategy, human resources development and the diversification of the industrial and commercial base, the two programmes share identical objectives. Specific elements of the country programme for Botswana which underline this linkage include, among others, Soil Mapping (BOT/85/011); Trade Testing (BOT/86/004); Knitwear Production (BOT/86/002) and Cement (BOT/84/001).

C. Unprogrammed reserve

58. On the assumption that Government programme cost-sharing will be available at a level similar to that which prevailed during the third country programme period, a reserve of \$1,279,000 is set aside to retain a small element of flexibility needed to be used for unforeseen projects of high priority within the scope of this country programme.

Annex

FINANCIAL SUMMARY

I. ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING

A. UNDP-administered sources

	\$	\$
Third cycle IPF balance	-	-
Fourth cycle IPF	4 883 000	
Subtotal IPF		4 883 000
Special Measures Fund for Least Developed Countries	310 000	
Special programme resources		
Government cost-sharing		
(a) Programme cost-sharing	3 500 000*	
(b) Project cost-sharing	950 000**	
Third-party cost-sharing	1 834 000	
Operational funds under authority of the Administrator	3 814 000	
Subtotal, UNDP non-IPF funds	10 408 000	10 408 000

B. Other sources

Funds from other United Nations agencies or organizations firmly committed as a result of the country programme exercise (UNFPA, WFP)	330 000	
Parallel financing from non-United Nations sources	2 161 000	
Subtotal, other sources		<u>2 491 000</u>
TOTAL ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING		<u><u>17 782 000</u></u>

II. USE OF RESOURCES

Ongoing projects	6 321 100	
New project proposals	10 182 000	
Programmed reserve	-	
Subtotal, programme reserve		16 503 000
Unprogrammed reserve		<u>1 279 000</u>
TOTAL USE OF RESOURCES		<u><u>17 782 000</u></u>

* National figure based on level of Government cost-sharing during third cycle. Actual cost-sharing by Government will be determined on the basis of annual requirements.

** Assumes continuation of cost-sharing at level of 1986 contribution for BOT/84/004 and BOT/84/005.