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**PROGRAMME PLANNING: COUNTRY AND INTERCOUNTRY
PROGRAMMES AND PROJECTS**

FIFTH COUNTRY PROGRAMME FOR BOTSWANA

Note by the Administrator

I. PREPARATORY PROCESS

1. The fifth country programme for Botswana reflects a clear strategy by the Government to focus the resources available from the United Nations Development Programme (UNDP) on key programme areas. This is done in such a way as to achieve not only maximum multiplier effect, but also to complement other externally assisted programmes.

2. While there is no overall policy framework in terms of which technical cooperation can be coordinated and prioritized, there is a national development plan which is the outcome of extensive consultations at every level of Government, from the village to the central government structure. It is on the basis of this plan that the Ministry of Finance and Development Planning defines its programme and project needs for socio-economic development, only about 25 per cent of which is funded from external sources. The country programme period coincides with the plan period (1992-1997).

3. The mid-term review of the fourth country programme found that the programme had been scattered over 10 sectors with a consequent dilution of impact. In early discussions on the fifth cycle country programme, the Government therefore requested UNDP to focus on three priority areas. Three programming missions by United Nations system agencies were fielded to assess current programmes and make recommendations for future assistance in each priority area: agriculture (the Food and Agriculture Organization of the United Nations (FAO)); human resource development (the International Labour

Organisation (ILO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), UNDP) and employment generation (ILO, the International Trade Centre (ITC), the United Nations Industrial Development Organization (UNIDO)). At about the same time, UNDP was involved in discussions relating to the preparation of a new agriculture policy and to a national conservation strategy. Cross-sectoral programming missions from the United Nations Capital Development Fund (UNCDF) and the United Nations Volunteers (UNV) also took place, making valuable contributions at an early planning stage, as did discussions with the Joint Consultative Group on Policy (JCGP) agencies represented locally: the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF) and the World Food Programme (WFP).

4. In defining the UNDP contribution in each programme area discussions were also held with bilateral donors: the United States Agency for International Development (USAID) with regard to employment generation and support to the private sector; the Official Development Assistance (ODA), the Gemeinschaft Technische Zusammenarbeit, USAID and the Canadian International Development Authority (CIDA) in connection with public service management; and the Commonwealth Development Corporation (CDC) and the Swedish International Development Authority (SIDA) with regard to strategic reserve management.

5. The country programme preparation process was coordinated by a joint committee of Government and UNDP representatives, chaired by the Ministry of Finance and Development Planning. As the discussions within this committee progressed, the collective understanding of the programme approach to development planning evolved. This evolution was greatly assisted by two missions that were fielded with the explicit objective of gaining a better understanding of the concept and its application.

6. As a result of these missions, the three priority areas originally defined for UNDP assistance in the advisory note were refined and a fourth area, public sector administration, was added. The agriculture area evolved into a broader focus on natural resource utilization and conservation. The priorities within the human resource development area were defined as pre-service and in-service training, while the programme area of employment generation gained a more defined rural focus.

II. ANALYTICAL COMMENTARY ON THE COUNTRY PROGRAMME

7. Botswana has a prosperous, although undiversified, economy. The overwhelming constraint to development is major, and in some areas potentially crippling - shortage of appropriately skilled and motivated human resources. In view of this, the selection of areas of concentration for UNDP assistance was guided by its known global access to technical expertise, together with its long experience in capacity-building. Thus, the country programme evidences in each of the four areas of concentration a focus on institutional strengthening, and on training of trainers of various kinds (extension workers, teacher trainers, health sector trainers, community outreach workers).

8. Each area of concentration addresses a critical constraint spelled out in the national development plan, the vulnerability of fledgling enterprises and the imperative to develop export markets given the limited size of the domestic market; shortages of skilled personnel in the technical and managerial areas; limited availability of both productive land and water; and the need for strengthening of public administration and management, especially in finance and with regard to the two strategic reserve commodities (oil and cereals).

9. Each of the four areas of concentration specifies clearly the institution to be assisted, and how UNDP assistance will contribute to the strengthening of that institution in the context of other assistance to be provided by the Government and/or by other external donors to the respective sector or subsector. In recognizing that the programme approach remains to be fully realized in the fifth country programme, the document has been prepared in such a way as to enable its fuller implementation towards the end of the fifth cycle.

10. Thematic concerns will achieve concrete expression throughout the fifth cycle country programme. Several areas feature a primary emphasis on poverty eradication and grass-roots involvement, with innovative participatory approaches. Similarly, environmental concerns will be incorporated throughout, whether in terms of environmentally sensitive curricula or in terms of specific practices and technologies in agriculture and small-scale business. Success in the areas of concentration of natural resources and employment generation will be ultimately connected to technology adaptation and transfer, where there is considerable scope for technical cooperation among developing countries (TCDC), particularly for the use of expertise from the subregion. For a country in which 52 per cent of the population is female and estimates of the incidence of female-headed households vary from 37 to 50 per cent, gender is a prominent variable in development planning, and has been appropriately incorporated in each area of concentration. One area of concentration is devoted to management of development, in recognition of the need to expand and deepen national capacity for that task. This will also facilitate national execution of external cooperation.

11. Resources available for the fifth cycle comprise about \$17.3 million in indicative planning figure (IPF) and Government cost-sharing, and a further \$13.5 million from UNDP-administered funds, totalling \$30.8 million. Of this, the greater part (41 per cent) will be allocated to human resource development, in response to the country's major development constraint; 32 per cent will be allocated to natural resources, while 14 per cent and 9 per cent, respectively, will be allocated to employment generation and public management.

III. MANAGEMENT OF PROGRAMME IMPLEMENTATION

12. The fifth country programme will be managed and monitored using in part traditional instruments such as the country programme management plan, annual tripartite reviews, in-depth evaluation missions, and the mid-term review. With the move towards a more comprehensive programme approach, new and revised mechanisms will be introduced to provide appropriate oversight for each programme area.

13. To this end, an enhanced role for the joint Government/UNDP committee is envisaged together with the setting up of sectoral or multi-sectoral subcommittees for each national programme to be made responsible for programme implementation, monitoring and evaluation. The participation of representatives from other external donors in these subcommittees will be crucial to the attainment of full complementarity of efforts and resources as well as technical coherence.

14. The Government and UNDP will promote the programme approach through in-country workshops. This process will be substantially assisted by the results of the human development initiative, jointly funded by UNDP and UNICEF, which will be available by mid-1992. In addition, follow-up workshops to the July 1991 national execution workshop held in the country will be required particularly on the monitoring, reporting and financial management aspects.

15. The key constraint to a fuller implementation of the national execution modality at the beginning of the cycle lies in insufficient numbers of middle-level personnel with an adequate level of knowledge of the relevant policies and procedures. The issues of programme "ownership", responsibility for national programme management and accountability, need to be considered in greater detail with concerned government officials before this execution modality can be given wider applicability.

IV. RECOMMENDATION

16. The fifth country programme for Botswana reflects priority areas of development concern for the country, and is likely to have a considerable multiplier effect on the country's human resource base, due to the emphasis on the training of trainers. It also substantially incorporates the priority themes for development established by the Governing Council. The country programme has been designed to emphasize UNDP's comparative advantages in the specific context of Botswana, and by focusing on institution-building, human resource development and public administration and management, to achieve long-term impact in key areas.

17. The Administrator recommends that the Governing Council approve the fifth country programme for Botswana.
