

**United Nations  
Development  
Assistance  
Framework  
(UNDAF)**



**Botswana  
2003-2007**

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**UNITED NATIONS  
DEVELOPMENT ASSISTANCE  
FRAMEWORK  
(UNDAF)**

**2003 - 2007**

**BOTSWANA**

## Acronyms and Abbreviations

ACHAP	African Comprehensive HIV/AIDS Partnership	PDL	Poverty Datum Line
AIDS	Acquired Immune Deficiency Syndrome	PLWHA	People Living with HIV/AIDS
BIDPA	Botswana Institute of Development and Policy Analysis	PMTCT	Prevention of Mother to Child Transmission
CBO	Community Based Organisations	POA	Plan of Action
CCA	Common Country Assessment	PRS	Poverty Reduction Strategy
CP	Country Programme	RAD	Remote Area Dwellers
CRC	Convention on the Rights of the Child	SADC	Southern Africa Development Community
CSO	Central Statistics Office	STI	Sexually Transmitted Infections
DGO	Development Group Office	SP	Strategy Paper
FAO	Food and Agriculture Organisation	TBNRM	Trans Boundary Natural Resource Management
FIVIMS	Food Insecurity and Vulnerability Information and Mapping Systems	UNAIDS	Joint United Nations Programme on HIV/AIDS
GDP	Gross Domestic Product	UNDESA	United Nations Department of Economic and Social Affairs
GOB	Government of Botswana	UNCT	United Nations Country Team
HABITAT	United Nations Centre for Human Settlements	UNCTAD	United Nations Conference on Trade and Development
HBC	Home Based Care	UNDAF	United Nations Development Assistance Framework
HDI	Human Development Index	UNDCCP	United Nations Drug Control and Crime Prevention
HIV	Human Immuno Deficiency Virus	UNDP	United Nations Development Programme
ICT	Information and Communications Technology	UNEP	United Nations Environment Programme
ILO	International Labour Organization	UNESCO	United Nations Education, Science and Cultural Organisation
KAPB	Knowledge, Attitude, Practice and Behaviour	UNFPA	United Nations Population Fund
M&E	Monitoring and Evaluation	UNHCR	United Nations High Commissioner for Refugees
MFDP	Ministry of Finance and Development Planning	UNICEF	United Nations Children Fund
MIS	Multiple Indicator Survey	UNIDO	United Nations Industrial Development Organisation
NAC	National Aids Council	UNS	United Nations System
NACA	National AIDS Co-ordinating Agency	UNV	United Nations Volunteers
NCSA	National Conservation Strategy Agency	VCT	Voluntary Counseling and Testing
NDMTC	National Disaster Management Technical Committee	WHO	World Health Organisation
NDP	National Development Plan	WIPO	World Intellectual Property Organisation
NGO	Non-Governmental Organisations	WTO	World Trade Organisation
NPDM	National Policy on Disaster Management		
NPRS	National Poverty Reduction Strategy		
NWMP	National Water Master Plan		

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**United Nations Development Assistance Framework  
2003 - 2007  
Botswana**

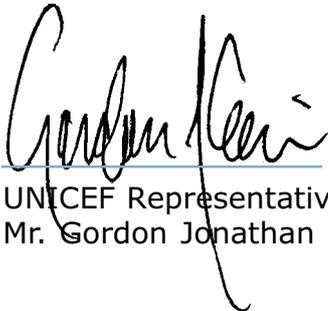
We, the United Nations Country Management Team, while respecting each organisation's mandates, competence and decision making process, pledge our commitment to collaborative programming in order to foster cooperation and coordination between all agencies to enhance the performance and impact of the United Nations System by embracing a new synergy for a common UN response to development assistance in Botswana.



UNDP Resident Representative  
Mr. Macharia Kamau



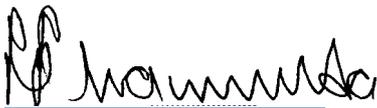
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## EXECUTIVE SUMMARY

In order to harmonise development efforts and ensure goal-oriented collaboration, programme coherence and mutual reinforcement, the United Nations Country Team (UNCT) in Botswana prepared the United Nations Development Assistance Framework (UNDAF) based on the Common Country Assessment (CCA) for Botswana. The CCA was completed in August 2001. Through the CCA/UNDAF process, the UNCT in Botswana assessed the development challenges facing the country and laid the foundation for co-operation within the United Nations System (UNS), Government and other development partners.

Based on the CCA and Botswana's development priorities, as articulated in the country's long term vision document, popularly known as Vision 2016, and the CCA, the UNDAF identified three priority areas of focus for UN collaboration with the Government and people of Botswana.

These are:

- HIV/AIDS
- Poverty
- Environment

### HIV/AIDS

Botswana has one of the the highest HIV/AIDS prevalence rates in the world. In 2000, about 19 per cent of the general population was estimated to be HIV seropositive, with an even greater proportion of the sexually active population (38.5 per cent) estimated to be HIV seropositive in 2001. The epidemic poses unprecedented social and economic challenges for the household sector, the economy and the existence of the Botswana nation as it has come to be known. As a result, the Government of Botswana (GoB) has developed, with the assistance of the UNCT and other development partners, a comprehensive multi-sectoral multi-actor response, spanning the national, district and village levels to deal with the epidemic. The most vulnerable groups are pregnant women, children born to HIV-positive mothers, orphans and sexually active adolescents.

### Poverty

Although the GoB has made commendable progress in reducing capability poverty, as evidenced by improvements in longevity, literacy, nutrition, health and mortality, the incidence of income poverty is, at 47 per cent of the population, hugely at variance with Botswana's per capita GDP of US\$ 3,300 in 2000. Furthermore, poverty has a distinct rural bias, with 55 per cent of the rural population considered poor in 1993/94 compared to 27 per cent for urban areas. Greater proportions of the poor are women living in the rural areas, especially those with a narrow economic base. Several policies and programmes have been developed to respond to these challenges of reducing income poverty and have had a measure of success. At the end of 2001, the Government, with assistance from the UNDP, embarked on the design of a comprehensive National Poverty Reduction Strategy (NPRS), which is supposed to address the gaps in existing policies and programmes.

## **Environment**

Botswana's natural resources are under pressure with the annual take-off exceeding the annual yield as evidenced by rangeland degradation, a steep decline in the abundance of larger wildlife species and biomass, depletion of fuel wood around larger settlements, and non-sustainable use of groundwater. The rapidly growing urban and industrial sectors are associated with increasing pollution of water, land, air and vegetation, while poverty is a major driving force in environmental degradation. To tackle these issues effectively, the Government, working with UNDP and other development partners, has integrated environmental concerns into development planning, programmes and projects.

## **Crosscutting Issues**

In addition to these three thematic areas, the UNCT has identified a series of crosscutting issues that will be addressed in all the thematic areas. These issues are governance, institutional capacity building, gender equality and women's rights, youth, human resource development, education, population and health.

## Goals

The overarching goal of UN assistance in Botswana during the UNDAF period is articulated in the country's Vision 2016: 'Towards Prosperity for All'. The UNS will work towards the following goals:

1. To halt HIV transmission by 2016 and mitigate the impact of HIV and AIDS at various levels of society.
2. To support the GoB's efforts to eradicate absolute poverty by 2016.
3. To support the GoB to achieve sustainable economic growth and development by the year 2016, by ensuring that renewable resources are used at a rate that is in balance with their regeneration capacity and that wildlife is managed for the sustainable benefit of the local communities, and in the interests of the environment as a whole.
4. To support government efforts to implement strong measures that will limit the pollution that would otherwise have resulted from rapid industrialisation by the year 2016.

The main thrust of the UN System support to Botswana will be capacity building. Strong emphasis will be placed on building and strengthening the capacities and skills of national institutions and local organisations to develop and implement policies and programmes efficiently.

As a means to ensure national ownership, the UN System will:

- continue to promote national execution as a mode of support.
- provide appropriate and coordinated technical support to national institutions entrusted with the responsibility of executing projects or programmes.
- increasingly target its resources to the most vulnerable groups and to poorer areas of the country.

The provisions of the UNDAF will be implemented through country programmes of participating organisations and the GoB and existing theme groups. Harmonisation of programming cycles, from 2003, will facilitate the process of joint assessments and joint programming. Monitoring and evaluation will be done mainly through annual reviews of joint work plans and joint mid-term reviews.

Resources for the implementation of the UNDAF will be from core and non-core funds of participating organisations. The UNDAF will be used to facilitate resource mobilisation by presenting to the donor community a comprehensive and coherent picture of the activities the UN agencies are going to be working on.

## SECTION 1: INTRODUCTION

- 1.1** Botswana is a landlocked, arid to semi-arid country located in Southern Africa. It shares borders with Namibia to the West and North; Zambia to the North; Zimbabwe to the Northeast; and South Africa to the East and South. It has a total land surface area of 582,000 square kilometres of natural grassland, shrubland and woodland, a quarter of which is devoted to game parks, game reserves and forest reserves. The Kalahari Desert, a vast, dry and sandy area of sparse population and abundant wildlife, covers more than two thirds of the country. The Chobe River in the north and the Wetlands of the Okavango Delta are recognised by the RAMSAR Convention as resources of international importance for conservation of biodiversity.
- 1.2** The country has a population of approximately 1.7 million, half of whom live in urban areas. Since independence in 1966, Botswana has been a constitutional democracy with a stable multiparty political system. Even so, and despite free and fair elections being held every five years since 1966, only one political party, the Botswana Democratic Party (BDP), has ruled the country in the entire 35 years of sovereignty. Political power is, however, now very contestable, suggesting a deepening of Botswana's democracy. The incumbent president is the third and the first to have a two term presidential limit.
- 1.3** The Botswana economy is one of the strongest in the region. Growth performance has been exceptional since independence. Both the fiscal balance and external balances are traditionally in surplus. As a result, Botswana maintains a strong foreign reserve balance valued at 31.6 months of import cover in 2001. The country's GDP per capita was estimated at US\$ 6,872 purchasing power parity dollars in 1999 (Human Development Report 2001 p 143; [HDRO Intranet Site](#)), or US\$ 3,300 in 2000. This is the fourth highest in Africa after Mauritius, South Africa and Libya. The economy is powered by mining, a capital-intensive activity that accounts for a third of GDP, more than 50 per cent of government revenue and nearly four out of every five dollars of export earnings. Yet, the mining sector employs less than 5000 people. Alert to the high exposure of the economy to the diamond industry, the GoB took a fifty per cent stake in DEBSWANA (the diamond mining company), effectively assuring itself of at least 62.5 per cent of diamond profits. It also adopted a strategy of using government spending as a medium for the development of the rest of the economy. This strategy has produced remarkable human development success, which unfortunately, is now on the verge of being undone by the HIV and AIDS epidemic.
- 1.4** This, the first United Nations Development Assistance Framework (UNDAF) for Botswana, covers the period 2003-2007. It is a result of close consultation between the GoB, the United Nations Country Team (UNCT), other bilateral and multilateral development partners and civil society institutions. The UNDAF process was preceded by the formulation of the Botswana Common Country Assessment (CCA: <http://unbotswana.org/bw/publications.html>) in August 2001. The CCA analysed the development situation and laid the foundation for the formulation of the UNDAF. Incorporating an extensive review of political, socio-economic and human rights developments, the CCA assessed the extent to which progress has been made against UN Conferences and Conventions and the associated Inter

national Development Targets. In addition to the CCA, the substantive issues addressed by the UNDAF were also guided by, *inter alia*, the Sectoral Keynote Papers on Botswana's ninth National Development Plan (NDP 9:2003-09), various National Policies and Botswana's Vision 2016 document. The ongoing country programme exercises of the resident UN agencies also generated important inputs. This framework will improve the coordination, efficiency, effectiveness and coherence of the UN System's<sup>1</sup> assistance to Botswana by focusing the activities of each agency on areas where it has a distinct comparative advantage over other players.

**1.5**

The UNDAF preparation process began with the preparation of the CCA in 2001 through a transparent and inclusive process that brought together a wide range of stakeholders: government departments, non-resident agencies, multilateral and bilateral development partners, non-governmental organisations (NGOs), community based organisations (CBOs), academics, the media and other structures of civil society - to build a working consensus on the development challenges for Botswana and to develop a broad agenda for UN collaboration with the Government and people of Botswana. A representative steering committee, jointly chaired by the Resident Coordinator (RC) and the Ministry of Finance and Development Planning (MFDP), provided oversight management of the process. At the technical level, a UN technical working group (TWG) managed inputs from three representative thematic groups: HIV and AIDS theme group; Poverty theme group, Environment theme group. A team of consultants was tasked with processing outputs from the theme group discussions into the draft CCA document that would be edited by the TWG and reviewed by the Steering Committee for presentation to a stakeholder consultative workshop. In October 2001, a well-attended stakeholder conference approved the Botswana CCA as a basis for the UNDAF. From the workshop, the UNCT began preparatory work on the UNDAF. The CCA/UNDAF process received substantial support, both technical and financial, from the Development Group Office. In addition, technical support was received from the Turin Training College and financial support was received from the Swedish Government, through the DGO.

**1.6**

The UNDAF takes into account the Government's commitment to the goals and objectives of the major UN conferences of the last decade, more specifically the World Food Summit (1990), the World Summit for Children (1990), the United Nations Conference on Environment and Development (1992), the International Conference on Population and Development (1994), the World Summit for Social Development (1995) and the Fourth World Conference on Women (1995). Botswana has already made considerable progress towards fulfilling most of its obligations under the global conferences.

<sup>1</sup> The UN system in Botswana is made up of resident and non-resident agencies and programmes. The resident agencies and programmes are: Joint United Nations Programme on HIV/AIDS (UNAIDS), United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), United Nations High Commissioner for Refugees (UNHCR), United Nations Children's Fund (UNICEF), United Nations Volunteers (UNV), and World Health Organisation (WHO). The non-resident agencies include: Food and Agriculture Organisation (FAO), United Nations Education, Science and Cultural Organisation (UNESCO), United Nations Environment Programme (UNEP), World Intellectual Property Organisation (WIPO), United Nations Industrial Development Organisation (UNIDO), The World Bank (WB), International Labour Organisation (ILO), United Nations Drug Control and Crime Prevention (UNDCCP), United Nations Conference on Trade and Development (UNCTAD), World Trade Organisation (WTO), United Nations Centre for Human Settlements (HABITAT), United Nations Department of Economic and Social Affairs (UNDESA).

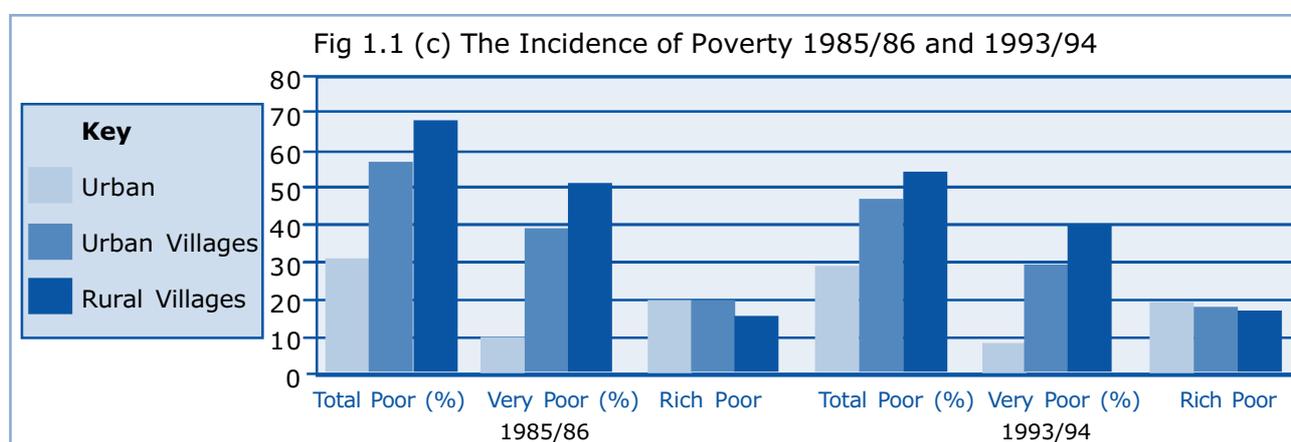
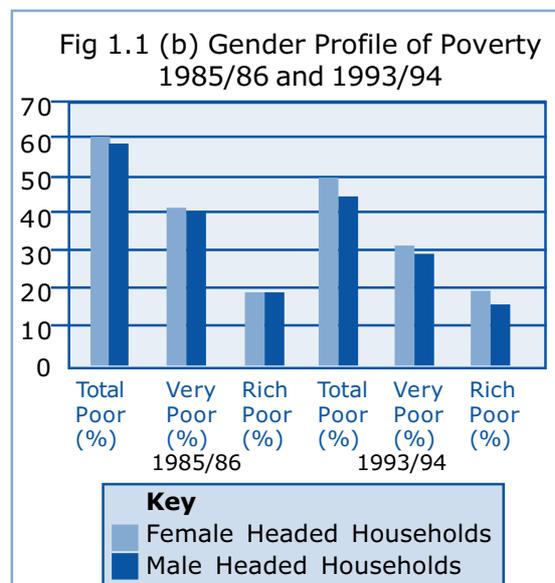
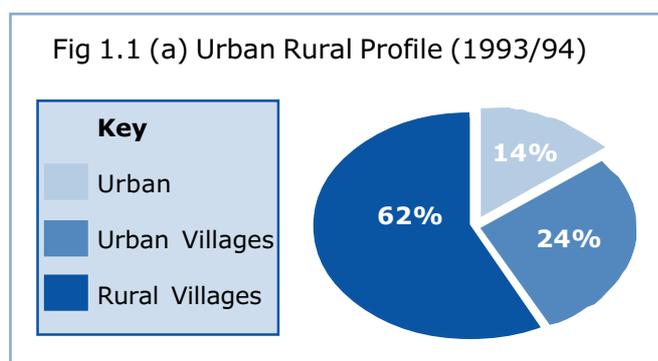
## The Development Situation

- 1.7** Within two decades, Botswana has moved from being one of the poorest nations in the world to being classified as a middle-income country with a per capita Gross Domestic Product (GDP) of US\$ 3,300 in 1999/2000<sup>2</sup>, about 3.5 times the average for the Southern African Development Community (SADC). From 1966 to 1996, the country achieved an average real GDP growth rate of 6 per cent per annum, easily the highest in the world over this period. This success is attributable to strong mineral wealth, prudent macro-economic management and an enduring culture of democratic governance.
- 1.8** To date, the Botswana economy remains strong by conventional standards. Growth performance, expected to average 6.5 per cent per annum in real terms for the period April 1997 to March 2003, is still robust. Both the fiscal and trade balances traditionally turn out large surpluses. As a result, the country's reserve position is very strong at about 36 months of import cover. Anchored on strong central bank supervision and a healthy foreign exchange reserve balance, Botswana's financial system is secure and reliable. The economy remains fragile however, primarily because of its heavy dependence on diamonds and the adverse effects of an intense HIV and AIDS epidemic (Botswana Human Development Report 2000: <http://unbotswana.org.bw/publications.html>).
- 1.9** By most standards, Botswana has achieved remarkable success in translating economic prosperity into noticeable human development outcomes. Through an accelerated programme of investment in education, health and infrastructure, Botswana reduced both income and human poverty significantly since 1966. For instance, primary school enrolment has improved from 50 per cent in 1966 to 97 per cent in 1999 despite low pre-primary school enrolment rates. Over the same period, the infant mortality rate dropped from 108 deaths to 38 per thousand live births (UNDP, GoB Workshop Report 2000: <http://unbotswana.org.bw/publications.html>). Despite a sparse population distribution, Botswana has managed to put a health facility within a 15km radius for 85 per cent of the rural population. An estimated 97 per cent of the population has access to safe drinking water within 2.5 kilometres from their homes (CCA, 2001). Botswana's development performance is reflected in its Human Development Index (HDI), which rose from 0.492 in 1975 to 0.613 in 1998. Despite remarkable economic performance, HIV/AIDS, poverty, unemployment, and environmental degradation pose serious challenges to the sustainability of the country's development success.
- 1.10** The most recent data suggest that poverty is particularly serious in rural areas and that it has a skewed geographical profile, which reflects a skewed distribution of resources and employment opportunities. In 1993/94, 55 per cent of the rural population lived in poverty compared to 29 per cent in urban areas. In the rural southwest, which is home to the highest numbers of remote area dwellers and has the poorest resource endowment, 71 per cent of the population was income poor.

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<sup>2</sup> Based on nominal GDP and exchange rate data from the Bank of Botswana Annual Report 2001.

**Figure 1.1:**  
**Some Basic Statistics on the Nature and**  
**Extent of Poverty in Botswana**  
**(1985/86 and 1993/94)<sup>3</sup>**



### 1.11

The data also suggest [see figure 1.1(b)] that female headed households are more vulnerable to poverty. In 1993/94, 50 per cent of the households headed by women subsisted below the poverty datum line compared to 44 per cent of those headed by men. Furthermore, within households, women and children were found to be particularly prone to poverty (GoB, 1997). Consequently, migration to urban areas, where expected incomes are higher, has been a key individual, and perhaps household, strategy for existing poverty in rural areas. An increasingly undesirable outcome of this strategy is a growing population of extralegal settlements of poor people in urban areas and their environs. With unemployment still high and urban poverty having shown a decrease of only one percentage point from 30 to 29 per cent between 1985/86 and 1993/94 (GoB, 1997), urban poverty may become a destabilising political and socio-economic problem. The GoB is alert to this threat and hence its decision to revise the overarching policy on poverty in 2001 to, amongst others, remove its rural bias<sup>4</sup>. The GoB has also commissioned UNDP to develop a poverty reduction strategy for Botswana. Particular attention would be given to governance issues: institutional arrangements; co-ordination, monitoring and evaluation; empowerment and participation; transparency and accountability; and problems of urban poverty.

<sup>3</sup> Study of Poverty and Poverty Alleviation in Botswana (Government of Botswana, 1997).

<sup>4</sup> Poverty has traditionally been considered a rural problem, partly because Botswana's urban centres are new and had, until the 1980s, experienced serious problems of urban poverty. The Rural Development Policy of 1973, now under review, is the overarching policy on poverty reduction and is premised on the perception that poverty is primarily a rural problem.

## Rationale

**1.12** The fundamental objective of the UNDAF is to increase the development impact of the United Nations System's (UNS) assistance to the Government and the people of Botswana through increased interagency coordination within a framework of coherent and synergistic programming (see Section 3: Co-operation Strategies). Building on the analysis of the CCA, the UNDAF defines common UN positions on key development issues and outlines strategies to be used to support the GoB within a collaborative programming framework.

**1.13** Based on national priorities, as spelt out in Botswana's long-term vision document (Vision 2016); the analysis of the CCA; and the mandates, experience and comparative advantages of the UN agencies working in Botswana, the United Nations Country Team (UNCT), in consultation with the GoB and other stakeholders, identified three thematic areas of intervention for the UN System during the UNDAF cycle. The UNDAF will thus inform and guide the preparation of individual agencies' country programmes and serve as an instrument of system-wide programme coordination. The key development challenges to be addressed by the UN System were identified as:

### a) HIV/AIDS

**1.14** At current infection and prevalence rates, HIV/AIDS poses the biggest threat to Botswana's socio-economic development. Over the period 1995-2000, the national HIV/AIDS prevalence rate increased from 13 per cent among the general population to 19 per cent. Among the sexually active age group (15-49 years) the prevalence rate rose from 23 per cent to 38.5 per cent over the same period<sup>5</sup>. The HIV/AIDS epidemic has clearly become a national emergency and in the words of President Festus Mogae, '... a crisis of first magnitude' (CCA, p 43). The epidemic threatens to undo Botswana's economic and human development success of the last three and a half decades.

**1.15** The effects of the epidemic on human wellbeing are already noticeable in the form of high morbidity and mortality rates amongst young people; a rapidly growing orphan population, deepening poverty and widespread psychosocial trauma. As the CCA argues, '... nearly everyone in Botswana is living with HIV/AIDS ... as an infected person, or as someone trying to cope with the sickness - or loss - of a relative, a colleague at work, a friend or a loved one' (p 44). The Education and Health sectors are visibly strained by the epidemic as it erodes their supply capacities even as it raises the demands on them. In 2000/2001, public health spending increased by 32 per cent over the 1999/2000 levels as a result of HIV and AIDS. Model projections suggest that the infant mortality rate will increase from 45 deaths per 1,000 live births in 1991 to 148 deaths per 1,000 by the year 2010. Life expectancy at birth, estimated at 61 years in 2000, is expected to drop to 47 years by 2010.

<sup>5</sup> 1995 and 2000 Sentinel Surveillance Reports.

**1.16** The economic impacts of HIV/AIDS are also projected to be serious. Labour morbidity and death are expected to reduce productivity levels and raise production costs and so reduce Botswana's competitiveness in the export and import substitution sectors and as a destination for foreign direct investment. Although projections do not suggest an economic catastrophe – both GDP and per capita GDP will grow, between 1997 and 2021 – the economy will be 24 to 38 per cent smaller than it would have been without HIV/AIDS. Per capita GDP will be 13 per cent smaller that it would have been in the no HIV/AIDS scenario (GoB/UNDP, 2000; p 35)<sup>6</sup>. The incidence and severity of poverty and destitution are expected to rise as a result of HIV/AIDS. For instance, poor and very poor households are expected to suffer 8 per cent and 13 per cent losses respectively in per capita GDP (GoB/UNDP, 2000).

**1.17** The GoB's commitment to containing the spread of HIV/AIDS and mitigating its impact is manifest in strong levels of political and financial resources mobilised against the epidemic. The President himself chairs the National AIDS Council (NAC), a multi-stakeholder advisory body that has overall responsibility for the multi-sectoral response. The National AIDS Co-ordinating Agency (NACA) is the secretariat to the NAC. NACA's primary responsibility is to co-ordinate the multi-sectoral response to the epidemic, bringing together the initiatives of line ministries, the district multi-sectoral AIDS committees (DMSACs), the private sector, civil society organisations and development partners to avoid duplication of efforts and to maximise impact. During the course of 2002, the government will introduce anti-retroviral (ARV) therapy on a pilot basis with a view to starting a comprehensive ARV therapy programme for people living with AIDS (PLWHAs). In the 2001 budget, the government increased its allocation to health by 32 per cent over the 2000 allocation, mainly as a result of HIV/AIDS.

## **b) Poverty**

**1.18** As one of the signatories to several UN declarations<sup>7</sup> on social development, especially the Copenhagen Declaration and Programme of Action for Social Development (1995), Botswana is committed to halving extreme poverty by 2015 and substantially reducing overall income poverty. However, in Vision 2016 - 'Towards Prosperity for All', Botswana has set itself the more ambitious target of eradicating absolute poverty by 2016 and is presently working on a poverty reduction strategy for implementation in the 2003-2009 plan period (Long Term Vision for Botswana, 1997).

**1.19** Poverty and inequality are major problems, especially in rural areas [see Fig 1.1(c), page 7]. At the national level, about half the population was income-poor in 1993/94. Nine years earlier in 1985/86, 59 per cent of the population were income poor. The government has accorded priority status to poverty alleviation in all national development plans. Particular emphasis is put on creating sustainable gainful employment for Botswana. In broad terms, the Government's strategy for creating jobs and alleviating poverty is three pronged. Firstly, the government pursues rapid and

<sup>6</sup> The Macro-Economic Impacts of the HIV/AIDS Epidemic in Botswana: A Consultancy Report Prepared by the Botswana Institute for Development Policy Analysis (BIDPA).

<sup>7</sup> See the CCA document page 18 for a list of the signed UN declarations.

broad-based economic growth as a necessary condition for poverty reduction. In this regard, the government has sought macro-economic stability through an increasingly liberal policy stance. Secondly, it has invested heavily in building basic human capabilities such as education and health, and providing basic services to empower Botswana to earn a living. Finally, the government has initiated a wide array of direct poverty reduction/alleviation programmes over the last two decades, focusing on employment creation and social safety nets. These include many citizen economic empowerment initiatives and income transfer programmes for poor people and other disadvantaged groups.

**1.20**

The private sector is considered a key strategic partner in meeting the objectives of economic diversification and poverty reduction. Presently, manufacturing, tourism and financial services are considered to be the strategic areas for diversification in Botswana. Accordingly, policies have evolved to support the development of a private sector-driven Botswana economy. These include an investor friendly tax regime with concessions for investment in strategic areas<sup>8</sup> and a liberal foreign exchange control regime. These policies have had some measure of success in reducing poverty. For instance, in the nine years between 1985/86 and 1993/94, the incidence of income poverty fell 12 percentage points from 59 per cent of the population to 47 per cent. Until the latter half of the 1990s, even greater progress had been made against human poverty where improvements in longevity, literacy, nutrition and health were exceptional. Though these outcomes are commendable, the government considers progress against income poverty an unsatisfactory return on investment made. Thus, Botswana, with the assistance of UNDP, is now developing a comprehensive integrated National Poverty Reduction Strategy (NPRS) with a view to raising the efficiency with which public resources reduce poverty.

### **c) Environment**

**1.21**

The successful pursuit of sustainable development and poverty reduction ultimately depends on the protection and sustainable management of natural resources, including rangeland, biodiversity and water resources. Poor people, especially in rural areas, stand to lose the most from the mismanagement of environmental resources since they are relatively more dependent on nature for their livelihoods. In Botswana, poor people till the land; collect wild fruits, vegetables and insects (such as the mophane worm); and use a wide range of trees and grasses for energy, shelter and the production of goods for sale. In the tourist areas of Northern Botswana, nature provides wage employment for poor people. At a higher level, Botswana's environmental heritage provides a solid basis for a potentially very productive eco-tourism industry.

**1.22**

The increasing population and economic pressure on natural resources such as wetlands, water, land, and biological diversity are threatening the sustainability of the environment and the development process itself. Rapid urban development, the rising incidence of ill-health, and coal/copper nickel mining contribute significantly to the increase in environmental pollution

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<sup>8</sup> The corporation tax rate and top marginal tax rate on personal income are 25%. Manufacturing companies and companies that invest in Botswana's International Financial Services Centre are taxed at 15%. Foreign exchange controls have been liberalised.

levels and land degradation. These developments have put environmental issues high on the agenda of the GoB and the donor community, especially in the last decade. Several policies and programmes that support conservation have been developed and implemented to varying degrees. A large body of environmental legislation such as the Water Act, Agricultural Resources Conservation Act, and the Wildlife Conservation and National Parks Act have been put in place. The Government has signed a range of UN Conventions on environmental protection and is committed to fulfilling its attendant obligations.<sup>9</sup>

**1.23**

In 1990, the National Conservation Strategy (NCS) was approved and the National Policy on Natural Resources Conservation and Development (NPNRCD) was prepared. Consequently, the National Conservation Strategy Agency (NCSA) was established for the purpose of providing overall coordination for the implementation of the strategy and policy. Priority areas identified by the strategy and the CCA include rangeland degradation, depletion of water resources, impact of global climate change on weather patterns, pollution, waste management and sanitation, over-use of woodland and veld products, and pressure on wildlife. The policy's primary objective is to pursue policies and measures that increase the effectiveness with which natural resources are used and managed, and integrate the work of sectoral ministries and interest groups throughout Botswana.

#### **d) Crosscutting Issues**

**1.24**

In addition to the three thematic areas, the UNCT identified a series of crosscutting issues that will be addressed in the thematic areas and where necessary as substantive programme issues. These are governance and public sector reform; institutional capacity building/human resource development; gender equality and women's rights; education, human rights, health, youth and population issues. In their current programme cycles, some members of the UNCT do in fact have programmes/projects on some of these crosscutting issues - population, health, youth and gender. With the UNDAF in place, the members of the UNCT will be better positioned to integrate these issues into their substantive programme areas and address them more comprehensively as constraints on the attainment of programme goals and development outcomes.

**1.25**

Significant progress has been made towards facilitating governance and public sector reform. This will continue into the 2003-2007 cycle. The specific areas on which preparatory work has been done are supporting the institutionalisation of performance management systems in government; building capacity in the Vision council and its sector forums to oversee performance towards the Vision 2016 objectives; developing a framework for monitoring and evaluating performance against the Vision 2016 goals; and decentralisation. New and complementary (*vis-à-vis* the foregoing) areas to be covered in the UNDAF include building local capacity to identify critical development issues; and planning, designing and implementing programmes to resolve them in a participatory manner.

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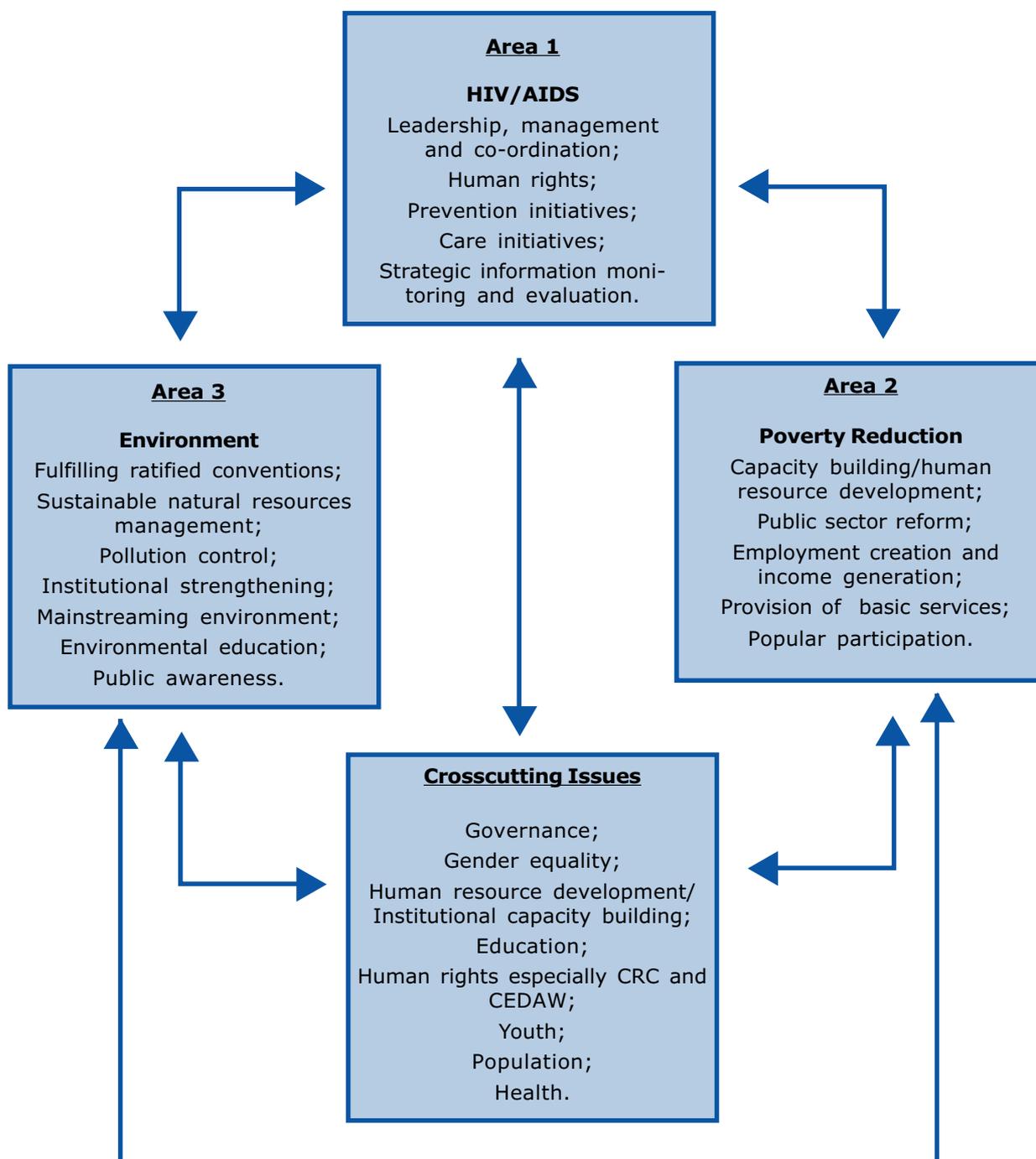
<sup>9</sup> See CCA document for progress made to fulfilling obligations under UN Conventions.

## SECTION 2: GOALS AND OBJECTIVES

**2.1**

Botswana's aspirations and overarching goals for the future are articulated in Vision 2016: 'Towards Prosperity for All'. These aspirations and goals are the starting point for all future National Development Plans, mid-term reviews, and a guide to the design of emerging national policies and programmes. The goals of Vision 2016 and the Millennium Development Goals will form part of the core progress indicators for the UNDAF. Figure 2.1 below summarises the UNS's agenda under each of the three thematic areas.

**Figure 2.1: Thematic Areas and Crosscutting Issues**



- 2.2** The diagram above represents the three thematic areas of focus for the UNS during the 2003-2007 UNDAF cycle. It summarises the objectives under these areas and highlights their interconnectedness and the cross-cutting issues. The three thematic areas are all interrelated and therefore require an integrated approach. The crosscutting issues are also dynamically interrelated to the three thematic areas. Addressing the crosscutting issues meaningfully is critical to the success of interventions in each of these thematic areas and the overall achievement of the UNDAF goals. The UNS considers it imperative for them to be integrated into programme activities in the three thematic areas.

### HIV/AIDS

- 2.3** The last two decades have witnessed the rapid expansion of the HIV/AIDS epidemic to virtually all parts of the world. In Sub-Saharan Africa, the spread of the epidemic has been rapid. About 70 per cent of all HIV infections occur in Africa, along with 80 per cent of all AIDS-related deaths. Amongst the most affected areas are the Eastern and Southern African regions. Within SADC, Botswana has the highest reported adult HIV prevalence rate at 38.5 per cent. If the epidemic continues unabated, its effects on the future development of Botswana, that is, on the people and the economy, will be profound.

- 2.4** The CCA identified the main immediate determinant of HIV transmission in Botswana as unprotected heterosexual sex. Significantly, the CCA also noted that sex between men, which is illegal in Botswana, does take place, although its contribution to the spread of HIV/AIDS is unknown (p 46). Making a breakthrough against an epidemic such as HIV/AIDS requires strategies that address both its immediate and underlying determinants. For Botswana, the underlying determinants were identified as poverty; intergenerational sex; culture; gender inequality; population mobility and urbanisation; and stigma and denial. There is a sense in which power imbalances fuel the spread of the epidemic. For instance, intergenerational sex, which accounts for the persistence of the epidemic across generations, is facilitated by the disparity in material resources between older people, usually men, and younger people, usually girls. In rural communities, women are often trapped in abusive relationships due to their economic dependence on their partners and cultural subordination of women to men. Such abuse may include rape and deprivation of reproductive health rights. Each of these fuels the spread of HIV/AIDS. Among the youth, HIV transmission is primarily a result of inadequate information and knowledge to influence positive behaviour change.

- 2.5** Through the Botswana HIV and AIDS Medium Term Plan II (MTP II, 1997-2002), the GoB developed policies and strategies to address the challenges posed by HIV/AIDS in a comprehensive multi-sectoral approach. Within the framework of this plan, the GoB spearheaded the preparation of the National HIV/AIDS Policy in 1989 and its subsequent review in 1998. While some successes have been made, the interventions have not produced behavioural change on a scale large enough to halt and reverse the spread of the epidemic. In November 2001, the GoB, in collaboration with the UNCT, other development partners, the private sector and civil society organisations, started the development of the MTP III as a framework for the continued fight against HIV/AIDS. The UNCT's strategic goals and objectives within the UNDAF and MTP III framework are hereunder summarised.

**UN System Goal:**

**To help halt HIV transmission by 2016 and mitigate the impact of HIV and AIDS at all levels of society.**

**2.6.1 Objectives****Objective 1**

**a) To improve national capacity for leadership coordination, implementation, monitoring and evaluation of the multi-sectoral response at all levels and across sectors.**

**2.6.2** The highest national advisory body on HIV/AIDS is the NAC, which comprises representatives from a broad spectrum of stakeholders. NACA, the NAC's secretariat, is responsible for coordinating the national multi-sectoral response to the epidemic and ensuring that all sectors, including the private sector, meaningfully integrate HIV/AIDS into their programmes. The Ministry of Health and the Ministry of Local Government are responsible for the delivery of the response. At present, and despite President Mogae's exemplary leadership on HIV and AIDS, the national response is bereft of strong leadership in the middle and lower tiers. As a result, current co-ordination mechanisms are not functioning well. During the course of the 2003-2007 UNDAF cycle, the UNCT will invest resources in building leadership capacity across the stakeholder spectrum and strengthening the national capacity for the coordination, monitoring and evaluation of interventions. The interventions will target government ministries and departments, public enterprises, the private sector and civil society organisations to produce greater role clarity and build synergies amongst stakeholders.

**2.6.3** The UNS will also commit resources to strengthening capacity for measuring and monitoring the epidemic itself. The information that emanates from both these functions enables strategic management of the national response to the epidemic in two significant ways:

1. Surveillance of HIV/AIDS and Sexually Transmitted Infections (STIs) enables Botswana to tailor its response to the dimensions, determinants and expressions of the epidemic more accurately.
2. Monitoring and evaluation at the programme and policy levels enable the timely identification of strengths and weaknesses and subsequently, the timely institution of corrective action as necessary. The UNS realises the importance of a good national HIV/AIDS/STI monitoring and evaluation system and will continue to promote and support capacity building towards this end and for the expertise to sustain it.

<b>Objective 1</b>	
<b>The UN System Support</b>	<b>Development Outcome</b>
<p>Strengthen national coordination capacity within government, NGOs and civil society to respond to the epidemic at all levels (national, district and village).</p> <p>Strengthen institutional arrangements and inter-institutional collaboration.</p> <p>Strengthen leadership at all levels, including community capacity development as well as youth.</p> <p>Build national capacity to sustain an effective HIV/AIDS monitoring and evaluation system.</p> <p>Strengthen national capacity to monitor and evaluate programmes and projects at all levels.</p> <p>Support surveillance of HIV/AIDS and STIs.</p>	<p>National coordination capacity for the national response within government, NGOs and civil society strengthened.</p> <p>Roles and responsibilities of institutions made clear.</p> <p>Leadership strengthened at all levels.</p> <p>Effective monitoring and evaluation mechanisms put in place and effectively utilised.</p> <p>Surveillance and monitoring of the epidemic improved.</p>

## **Objective 2**

**b) To promote the human rights and dignity of people living with HIV/AIDS (PLWHA) and support their greater involvement in planning, implementation, assessment and evaluation of programmes and policies.**

**2.6.4** Despite the high prevalence of HIV/AIDS in Botswana, very few people - women, men, girls and boys - are 'open' about their HIV status because of fear of stigmatisation and discrimination. The ensuing silence and invisibility that surround HIV/AIDS militate against the effectiveness of programmes to ameliorate the impact of the epidemic and to prevent its further spread. Affirming the citizenship rights of PLWHAs will help destigmatise HIV/AIDS and break the silence around it through increased uptake of voluntary counselling and testing (VCT) services and advocacy by empowered PLWHAs. A decent culture of respect for the rights of PLWHAs will empower them to live positively with HIV/AIDS and to contribute more to the socio-economic wellbeing of their families and communities. The UNS shall advocate for, and work to facilitate the realisation of a national environment that affirms the rights and dignity of PLWHAs and is conducive to both care and prevention initiatives.

<b>Objective 2</b>	
<b>The UN System Support</b>	<b>Development Outcome</b>
<p>Support research on the legal, ethical, human rights and gender dimensions and consequences of HIV/AIDS to inform the development of an appropriate response.</p> <p>Advocate for the promotion and protection of the rights of PLWHAs, especially women and children to affirm their rights, meet their needs and expand their choices in life.</p> <p>Advocate for openness about HIV/AIDS at all levels (family, village, district and national).</p> <p>Facilitate greater participation and involvement of PLWHAs in programme development, implementation and monitoring and evaluation.</p>	<p>Mechanisms for promoting and protecting the legal, ethical and human rights of PLWHA developed.</p> <p>Stigma eliminated and acceptance and respect increased among the general public of PLWHAs and their human rights, including the right to health, the right to work and the right not to be discriminated against.</p> <p>Silence on HIV/AIDS broken.</p> <p>Participation and involvement of PLWHA in planning, implementation, assessment and evaluation of programmes and policies increased.</p>

### **Objective 3**

#### **c) To guide and support the design and delivery of participatory behaviour change and clinical interventions to prevent further transmission of HIV.**

**2.6.5** Until a cure for AIDS is found, prevention will remain the primary measure of containing the spread of HIV and AIDS. Botswana has invested a lot in prevention interventions and now has high levels of knowledge about HIV/AIDS amongst the population. Regrettably, the population's knowledge about HIV/AIDS has had little effect on behaviour change needed to reduce infection levels, particularly among the youth. Part of the reason is that preventive knowledge alone cannot bring about sustainable behaviour change. Whilst there is still need for expertise in communication and social mobilisation to consolidate preventative knowledge, more effort should be put into interventions that address the underlying determinants of the epidemic. The UNS will continue to work with the Government and people of Botswana to facilitate capacity building to address this need, especially amongst children and the youth.

<b>Objective 3</b>	
<b>The UN System Support</b>	<b>Development Outcome</b>
<p>Facilitate participatory behaviour change interventions for specific groups, particularly adolescents, youth and women, including commercial sex workers.</p> <p>Support the creation of a conducive environment for voluntary counselling and testing (VCT).</p> <p>Support prevention of mother-to-child-transmission (PMTCT) initiatives.</p> <p>Facilitate access to user-friendly reproductive health services for women, men, boys and girls.</p> <p>Support measures to identify and address the social and cultural factors that facilitate the spread of HIV.</p> <p>Support capacity building at the community, household and individual levels for effective utilisation of sexual and reproductive health services.</p> <p>Facilitate the development of technical expertise for the delivery of effective behaviour change interventions.</p> <p>Enable the delivery of effective behaviour change programmes through the development of an effective information, education and communication (IEC) strategy and community mobilisation.</p> <p>Support measures to reduce poverty and to empower women economically.</p>	<p>User-friendly reproductive health services and information made available and accessible to all, especially young people.</p> <p>Access for all to voluntary counselling and testing (VCT) increased.</p> <p>Mother-to-child-transmission of HIV reduced to a level that no longer poses a threat to public health.</p> <p>Stigma and socio-cultural barriers to the prevention of infection significantly reduced.</p> <p>Effective leadership for behaviour change at all levels provided for effective and co-ordinated behaviour change interventions.</p> <p>Participatory delivery of behaviour change interventions improved.</p>

**Objective 4** **d) To facilitate the design and delivery of effective care and support for orphans, PLWHA and other people affected by the epidemic.**

**2.6.6** The rise in prevalence among women of reproductive age has a direct impact on the survival, health and development of children through heightened risk of mother-to-child transmission and inability to provide support for children. This inevitably leads to an increasing number of affected children, who either die prematurely or are traumatised by the experience of seeing their parents die. Such children are likely to have relatively restricted access to health care, nutrition and education to the detriment of their social and emotional health.

**2.6.7** The rising number of orphans in Botswana is overburdening caregivers and, in the process, undermining traditional coping mechanisms. There is need for new interventions within the family and community settings to provide effective care and support, including psychosocial therapy, for orphans and PLWHAs. Providing care for PLWHAs is a human right as well as a development imperative. The GoB is currently providing drugs for pregnant mothers to stop transmission of HIV from mother to child. At the same time, it plans to start an anti-retroviral (ARV) drug therapy programme for PLWHA in 2002. Notwithstanding the risks of a comprehensive ARV therapy programme, such a programme will not only contribute to a longer and higher quality of life but also prevent early orphanhood for children of infected parents.

<b>Objective 4</b>	
<b>The UN System Support</b>	<b>Development Outcome</b>
<p>Support the enhancement of the technical and implementation capacity of health institutions, social welfare and orphan care institutions and the home-based care programme by helping recruit frontline health care professionals and counsellors.</p> <p>Support increased involvement of families, NGOs, CBOs and the private sector in care and support initiatives.</p> <p>Support caregivers through the development of tools, guidance and counselling.</p>	<p>Design and delivery of effective care and support for orphans, PLWHAs and others affected by the epidemic improved.</p> <p>Efficient and effective introduction and management of anti-retroviral therapy by the Government successfully facilitated through provision of frontline health care professionals.</p> <p>More effective care and support mechanisms, involving families, communities, the private sector, NGOs and CBOs put in place and operational.</p>

## **Objective 5**

**e) To improve the availability and accessibility of strategic information, including best practice policy documents, policy and programme-oriented research outputs and technical updates.**

**2.6.8** The HIV epidemic and the national response are both dynamic. New knowledge and developments may create new opportunities and priorities in the response to the epidemic. The nation's leadership and all key partners in the national response need strategic information to facilitate planning and effective exploitation of new opportunities, research findings, approaches and techniques in strengthening and expanding the national AIDS programme. The UNS will continue to provide strategic information on best practices both from within and outside the country.

<b>Objective 5</b>	
<b>The UN System Support</b>	<b>Development Outcome</b>
<p>Provide technical support for the widespread collection, analysis, warehousing and dissemination of disaggregated information on HIV/AIDS.</p> <p>Support capacity building for the documentation and dissemination of local and international best practices to strengthen institutional networking and influence policies, strategies and programmes.</p>	<p>Interventions at all level benefit from accessible, strategic and robust evidence-based information, including consolidated and annotated bibliographies and compendia of past and current research.</p> <p>Policies and strategies informed by best practices.</p> <p>Gaps in research identified and addressed.</p>

### **HIV/AIDS Indicators**

1.	Estimated HIV prevalence rates by age and sex
2.	Estimated STI prevalence rates by age and sex
3.	Number of orphans receiving quality home and community based care and support
4.	Pregnancy rates among 15-19 year olds
5.	Median age at first sexual experience
6.	Proportion of youths reporting condom use at first sexual experience
7.	Proportions of districts with VCT services
8.	Proportion of infants infected with HIV
9.	Proportion of women in antenatal care with access to information, counselling and other HIV prevention services
10.	Proportion of eligible PLWHAs with access to ARV therapy
11.	AIDS Programme Effort Index (APEI): The average score given to a national programme by a defined group of knowledgeable individuals asked about progress in over 90 individual areas of programming, grouped into ten major components.
12.	Health care professionals to patient ratios

## Poverty

**2.7**

Botswana has been successful in translating good economic performance into human development in three main ways: provision of basic services virtually free of charge, especially health and education; physical infrastructure development; and formal sector employment (CCA, 2001). Despite these achievements, an estimated 47 per cent of the population lived below the poverty datum line (PDL) in 1993/94. Although its national incidence of poverty is the third lowest in the SADC region – surpassed only by Mauritius (10.6%) and Lesotho (26%) – Botswana has not, even from the government's point of view, been efficient in translating economic performance into income poverty reduction. Apart from the aggregate indicators of income poverty, the rural, regional, and gender disparities in poverty levels require deliberate policy attention. In rural areas, where Botswana's weak natural resource base for agriculture translates into fewer economic activities, 55 per cent of the population subsisted below the PDL in 1993/94 compared to 29 per cent in urban areas. Half the female headed households were income poor, compared to 44 per cent of the male-headed households. Unemployment, estimated at 15.6 per cent of the labour force in 2000, is the main immediate determinant of poverty.

**2.8**

Although Botswana has designed and implemented a number of anti poverty policies and programmes, their outcome have fallen short of the GoB's expectations, especially with regard to income poverty. The GoB Study of Poverty and Poverty Alleviation in Botswana (GoB, 1997) and the CCA explain the unsatisfactory performance of Botswana's anti-poverty programmes in terms of: inadequate popular participation in programme design, implementation, monitoring and evaluation; poor programme targeting, resulting in under-utilisation of programmes by the intended beneficiaries, inadequate coordination of poverty programmes, leading to failure to capture synergies at both the central and local/district level; and inadequate monitoring and evaluation, which means that programme outputs were often not adequately reconciled, while targets and gaps were not identified early enough for timely corrective action. There have been instances of programmes whose design emphasised the wrong constraints e.g. employment creation programmes emphasising financial constraints on business development at the expense of more binding constraints such as lack of business and technical skills, and market imperfections. The integrated poverty reduction strategy that the GoB has commissioned the UNDP to prepare will, amongst others, seek to resolve these problems.

2.9

**UN System Goal:**

**To support the Government of Botswana's efforts to eradicate absolute poverty by 2016.**

**2.9.1 Objectives****Objective 1**

**a) To create an enabling environment for poverty reduction through strengthening capacity for pro-poor and engendered economic policy making and implementation; research; monitoring and evaluation.**

**2.9.2** The UN System shares the GoB's view that economic growth is essential for sustaining poverty reduction over the long term. The challenge therefore lies in making growth broad-based, pro-poor and equitable in terms of the material outcomes for men and women, and the geographical spread of economic opportunities. Generating a good developmental balance between rural and urban is a big challenge for Botswana because of the low resource endowment of rural Botswana, but is necessary to stop poverty from 'migrating' to urban areas. The government's aggressive programme for providing basic services such as safe water, basic health and education throughout Botswana has been successful. Employment creation programmes have, however had relatively less success. The review of the Rural Development Policy and the preparation of a poverty reduction strategy for Botswana offer new opportunities for the Government and its development partners to refine and give impetus to the national anti poverty initiative. An important area of focus in the new programme would be capacitating national institutions to design and/or implement pro-poor policies and programmes. As poverty is multidimensional in nature, the challenge for the UNS is to assist the GoB in mainstreaming poverty into macro and sectoral policies and programmes and ensuring that proper monitoring and evaluation mechanisms are in place.

**2.9.3** Deliberate measures to address issues of governance and public sector reform will contribute significantly to the creation an enabling environment for poverty reduction. These will strengthen the following: popular participation in decision making processes; strong and transparent institutions of service delivery that are welcoming to poor people; empowerment of poor people and their representatives to demand transparency and accountability from leaders and institutions; decentralisation of decision making powers; proper coordination, monitoring and evaluation of programmes and policies.

<b>Objective 1</b>	
<b>The UN System Support</b>	<b>Development Outcome</b>
<p>Support institutional and human resource capacity building to facilitate the participatory design, implementation, monitoring and evaluation of polices and programmes.</p> <p>Support upstream development and/or review of policies that promote trade, investment and employment creation.</p>	<p>The incidence of income and capability poverty reduced significantly with a concomitant improvement in the asset base of poor people.</p> <p>Unemployment is significantly reduced.</p> <p>Incomes of poor people are increased in absolute terms and as a proportion of national income.</p> <p><i>Continued overleaf...</i></p>

<i>Objective 1 continued</i>	
<b>The UN System Support</b>	<b>Development Outcome</b>
<p>Support policy oriented socio-economic research on poverty as it relates to the macro-economy, sectoral issues (health, environment), and employment creation and special interest groups – women, youth, ethnic minorities and PLWHAs.</p> <p>Strengthen national capacity to systematically measure poverty and inequality; and monitor progress against all dimensions of poverty, including the design of effective food insecurity and vulnerability information and mapping systems (FIVIMS) analysis</p> <p>Support social mobilisation initiatives by strengthening the institutional, organisational and administrative capacities of NGOs and CBOs that represent poor people, women, the youth and other disadvantaged groups.</p>	<p>Income inequality is significantly reduced.</p> <p>Poor people and their representative organisations are empowered to participate effectively in policy-making processes.</p> <p>Integrated anti-poverty policies and programmes are produced to improve programme efficiency and effectiveness, and mainstreaming of poverty.</p> <p>Monitoring and evaluation of poverty programmes put in place.</p> <p>National capacity to manage an up-to-date web-based socio-economic database to measure and monitor human development built.</p> <p>Capacity of the National Population Council enhanced to develop and use participatory strategies and effectively implement policy to address inequality along gender and geographic location.</p> <p>Legislative and policy reforms to facilitate trade, investment and employment creation made.</p>

## **Objective 2**

### **b) To support Public Sector Reform for improved governance and poverty reduction, especially in the areas of trade, decentralisation and institutional capacity building.**

**2.9.4** Given that poverty is a multi-dimensional problem, inadequate coordination and collaboration among government institutions is a major obstacle to poverty reduction. In Botswana, progress has been made in fostering participatory democracy and sound macroeconomic management. Public sector reform in Botswana is driven by the need to improve the efficiency of the Public Service and enhance its ability to operate within a changing environment. Although some progress has been made in enhancing the competence levels of the public service, there is still significant waste in the public sector, resulting from duplication of functions among government institutions, and deficiencies in the management of human, financial and technological resources. The country needs a more efficient economy especially in the current globalisation era. This means that the public sector, rather than being directly involved in commercial, industrial and service industries, should create an enabling environment necessary to enable private sector development.

**2.9.5** The government has realised that decentralisation remains a pre-condition for ensuring the participation of marginalised groups – including women and the poor in both urban and rural communities – in the development process. For an efficient decentralised and participatory system, it is necessary for rural and urban districts to have clearly defined powers and resources to guarantee their autonomy. Such autonomy will require a more efficient system of mobilising revenue at the local government level, the creation of planning and implementation capacity at the district-level, capacity building for elected representatives, and harmonisation of the functions of the four local government structures – district councils, district administrations, tribal administrations and land boards. It also captures the role played by traditional authorities (chiefs), especially concerning their relationship with ‘modern’ authorities and their capacity to initiate interventions. The CCA identified the need to strengthen district-level and village-level structures, such as the HIV/AIDS committees and development committees, and improve the interface between government ministries at national and local levels.

<b>Objective 2</b>	
<b>The UN System Support</b>	<b>Development Outcome</b>
<p>Strengthen capacity of central and local government institutions to ensure that adequate technical support is received and effectively utilised at all levels, including greater involvement of the private sector.</p> <p>Support public sector reforms.</p> <p>Improve interface between government ministries at national level and local authorities including effective involvement of communities and other role players for the effective development and implementation of policies.</p> <p>Facilitate access to and use of Information and Communications Technologies (ICT) by the poor and especially the youth.</p>	<p>Capacities are built in national institutions that support the design, implementation, management and coordination of the decentralisation processes.</p> <p>Efficient implementation, monitoring and evaluation of public sector reforms.</p> <p>Local civil service strengthened and local service delivery mechanisms improved.</p> <p>Greater access to and utilisation of ICT by the poor.</p>

### **Objective 3**

- c) To facilitate government efforts to improve livelihoods of the poor by improving their access to productive assets, creating employment and income generating opportunities and providing quality basic health and education.**

**2.9.6** The GoB has put up structures to empower poor people by facilitating access to employment, credit and land. The government also provides a system of social safety nets and access to basic health and education for all. An estimated 95 per cent of children of primary school age are attending school while 95 per cent of Batswana have access to safe drinking water. Social indicators have generally improved. In spite of the achievements in expanding access to basic services nationally, poor people still face specific problems in accessing these services. A related problem is that the quality of services is often relatively poor. For instance, there are

serious disparities in the qualities of private and public educational institutions and between urban and rural schools. Overall, the education system still has difficulty in meeting the demands of the labour market. HIV/AIDS exacerbates poverty by depriving households of breadwinners or overburdening them with care giving responsibilities, especially women and girls. Furthermore, HIV/AIDS raises the cost of treatment and care and reduces productivity so that affected households endure both rising expenditures and declining income earning capacities. Thus, the design and delivery of anti-poverty initiatives should adequately factor in HIV/AIDS issues.

<b>Objective 3</b>	
<b>The UN System Support</b>	<b>Development Outcome</b>
<p>Support the creation of small and micro enterprises for employment creation through training of entrepreneurs.</p> <p>Support the government's effort to improve access and availability of quality basic health and education for all, through strengthening capacities for user-friendly service delivery, especially to vulnerable groups.</p> <p>Support access to information and communication technologies to the poor and especially the youth.</p>	<p>Access for the poor, especially women and Remote Area Dwellers (RAD) to sustainable and productive employment opportunities increased.</p> <p>Access for the poor to quality education, health services and reproductive health services increased.</p> <p>Access and utilisation of information and communications technology by the poor and especially the youth increased.</p>

## **Objective 4**

**d) To support the empowerment of community institutions to enable them to participate in the identification of their problems and implementation.**

**2.9.7** Current poverty initiatives are characterised by top-bottom approaches to design. These approaches exclude poor people and their representatives from decision-making processes. It is, therefore, necessary to shift to a bottom-up approach as a guide to the design of interventions to reduce poverty. Trying to see poverty through the eyes of the poor makes it easier to appreciate its multi-dimensionality, thus facilitating the design of interventions that are mindful of how different factors (and sectors) interact with each other to produce or alleviate poverty. A bottom-up approach is likely to be the most effective in the long run because, unless interventions address the causes of poverty as they are perceived by the target population, there will be little community participation making interventions more costly and more likely to be unsustainable.

**2.9.8** The Government of Botswana recognises the important role that non governmental organisations (NGOs) and other structures of civil society can play in filling gaps in service delivery and raising awareness on poverty related issues. Many such organisations, dealing with issues such as human rights, gender, disability, environment and HIV/AIDS, amongst others, now exist as strategic partners of the GoB. Policies are currently being developed by the government to facilitate a clear working relationship between government and civil society organisations. The UN System will continue to support institutional strengthening and capacity building to

empower communities to articulate their issues and demand accountability from their leaders and service delivery institutions. This includes capacity building among groups such as remote area dwellers (RADs), whose issues may not be well articulated. The aim is to enable them to participate in the development process and contribute to poverty alleviation.

<b>Objective 4</b>	
<b>The UN System Support</b>	<b>Development Outcome</b>
<p>Support communities and community institutions in policy development.</p> <p>Strengthen capacities of civil society to play a leading role in community development.</p> <p>Facilitate participation of vulnerable groups, women, youth and children in the community development process.</p> <p>Support training and awareness raising among local authorities and leaders on participatory development/management.</p>	<p>Participation of CBOs and civil society organisations in the planning and management of development issues in their communities increased.</p> <p>Capacity for community leaders and institutions to identify problems and provide solutions that benefit their most vulnerable community members enhanced.</p> <p>Community ownership and management of social and economic infrastructures strengthened.</p> <p>Improved integration of the specific needs of the vulnerable groups, women and children in local development plans.</p>

### Poverty Indicators

1.	Percentage of population below the PDL (rate of income poverty)	47% (1994)
2.	Gini Coefficient	0.6 (1995)
3.	Life Expectancy at birth	61 (2000)
4.	Child Malnutrition	18% (1998)
5.	Unemployment Rate	15.8% (2000)
6.	Infant Mortality Rate	48 per 1,000 (1997)
7.	Under 5 Mortality Rate	63 per 1,000 (1997)
8.	Maternal Mortality Rate	326 per 100,000 (1991)
9.	Primary Enrolment	97% (1999)
10.	Human Development Index	0.682 (1998)
11.	Computer Literacy	To be determined
12.	Access to Health Services	88% (1995)
13.	Population Growth Rate	2.3% (2001)
14.	GDP Growth Rates	9.1% (2001)

## Environment

- 2.10** Botswana's natural resource base is comprised of range and arable land, woodlands, a large wildlife population, and a variety of mineral deposits. Less than 5 per cent of the land area is suitable for cultivation. Beef production is the most common land use (CSO, 2000). Four-fifths of the country has sufficient tree cover but only one fifth is sufficiently tall and dense to be called a forest<sup>10</sup>. Gazetted forest areas occupy 4,555 km<sup>2</sup>. The wildlife population, one of the largest in Africa, was estimated at 778 thousands heads in 1996. This figure excludes wildlife populations in Eastern Botswana.<sup>11</sup> Water is one of the scarcest resources in Botswana and its shortage affects many aspects of the nation's development. In 1990, surface water comprised 36 per cent of the consumed water resources in Botswana. Underground water made up the balance of 64 per cent. Some 80 per cent of the population, the mining industry as well as cattle, goats, donkeys and other livestock, are dependent on underground 'well fields' tapped by boreholes. These ground water resources are mostly of fossil type, so their exploitation must be carefully managed if the well fields are not to be exhausted.
- 2.11** Botswana is endowed with a wide diversity of flora and fauna, and has large areas of land that have had little disturbance from human activity. These are important sources of biological diversity. Approximately 40 per cent of Botswana lies within national habitats, game reserves, wildlife management areas and forest reserves. Wetlands in Botswana are the major centres of biological diversity. The most prominent in terms of size are the Okavango Delta, the Chobe/Linyati River and Makgadikgadi Pans systems. These and others have supported pre-historic and modern civilisations while playing a crucial role in maintaining biodiversity.
- 2.12** The main source of energy supply for Botswana is fuel wood. It accounts for 58.5 per cent of total primary energy supply. Only 55 per cent of urban households rely on fuel wood compared to 90 per cent of rural households. The annual national wood demand is estimated to be 1.8 million tonnes. Liquid petroleum gas (LPG) and electricity are used in medium and high-income households. Solar energy has minimal contribution to Botswana's energy supply whilst the country has one of the highest numbers of sunshine hours in the world. Solar and photovoltaic technologies are in use at a small scale, in schools, rural street lighting, some homes and government buildings.
- 2.13** Botswana's renewable resources are under great pressure. Annual take-off exceeds the annual yield as evidenced by rangeland degradation, the steep decline in the abundance of larger wildlife species and biomass, depletion of fuel wood around larger settlements, and non-sustainable use of groundwater. Rapid growth in the urban population and industry is a significant cause of increasing pollution of water, land, air and vegetation. Poverty is a major underlying cause of environmental degradation.

<sup>10</sup> Source: Botswana Initial Communication

<sup>11</sup> Department of Wildlife and National Parks in CSO, 2000

**2.14** Although the Government has put in place several policies and legislation on conservation of natural resources, several barriers to their successful implementation have been highlighted. These are: slow growth in sustainable diversification of the rural economy; lack of clear delineation of roles and responsibilities between the NCSA and the line ministries; lack of effective monitoring and evaluation of programmes and policies; and lack of high level political commitment to environmental conservation. In light of these, the UNS will support the Government in fulfilling its global mandates and in mainstreaming environment into development planning, programmes and projects in all Government ministries and departments and the private sector.

**2.15 UN System Goals:**

**Goal 1: To support the Government of Botswana to achieve sustainable economic growth and development by the year 2016, by ensuring that renewable resources are used at a rate that is in balance with their regeneration capacity and that wildlife is managed for the sustainable benefit of the local communities, and in the interests of the environment as a whole.**

**Goal 2: To support government effort to implement strong measures that will limit the pollution that would otherwise have resulted from rapid industrialisation by the year 2016.**

**2.15.1 Objectives**

**Objective 1**

**a) To assist Botswana fulfil its obligations under the global and regional commitments and goals that it has signed.**

**2.15.2** Botswana has signed several UN and Regional Conventions related to national environmental concerns. They cover the areas of conserving biodiversity, mitigating and promoting adaptive strategies for climate change, combating drought and desertification, water management, pollution and sustainable economic development. These Conventions have definite objectives concerning the integration of environmental protection and natural resources management with social and economic development. Once signed and ratified, the Conventions become binding to a nation. Regular monitoring and evaluation of the progress made towards the fulfilment of these obligations are done at different intervals. It is therefore a challenge for the Government to ensure that they meet the required standards set in the Conventions. The UNS in Botswana will assist the Government to fulfil its obligations under the signed Conventions. These Conventions do not stand alone with their goals and objectives but have an inherent and mutual dependency between them. Thus, there is need to promote collaboration among environmental conventions and other international agreements.

**2.15.3** Furthermore, the Government has yet to implement an effective system of environmental governance. Roles and responsibilities among the different agencies involved in environment planning, management and supervision need to be clearly defined (CCA, 2001). Government support for environment protection has mainly been pursued through the programmes of different line ministries and departments. Even so, many agen

cies assume that NCSA should be fully accountable for environmental protection. Thus, agencies that are well placed to contribute significantly to meeting environmental objectives have neither formulated explicit environmental programmes nor mainstreamed environment issues into their programmes. Government needs to continue to adapt available regulatory instruments and improve its technical capacity to enforce compliance with them. Enforcement is however constrained by a lack of adequate monitoring systems and basic capacity to manage information that would help establish environmental priorities.

**2.15.4** Another area of concern is the continuing degradation of soils, the increasing scarcity of freshwater, the over-exploitation of veldt products, the loss of forest cover, the loss of biological diversity, and long-term changes in the Earth's climate. By enabling the economic base in rural areas to be expanded and sustained, an important contribution will be made towards poverty alleviation and job creation, thereby enhancing the well being of communities while conserving the environment.

<b>Objective 1</b>	
<b>The UN System Support</b>	<b>Development Outcome</b>
<p>Implementation of Agenda 21 from the United Nations Conference on Environment and Development (1992).</p> <p>Implementation of the United Nations Framework Convention on Climate Change (1992).</p> <p>Implementation of the United Nations Convention on Biodiversity (1992).</p> <p>Implementation of the United Nations Conventions to Combat Drought and Desertification (1994).</p> <p>Implementation of the United Nations Special Initiative on Africa (1995).</p> <p>Implementation of the RAMSAR Convention.</p> <p>Implementation of the Montreal Protocol.</p> <p>Implementation of the United Nations Convention on Persistent Organic Pollutants.</p> <p>Implementation of the SADC Water Round Table.</p> <p>Strengthening of the capacity of NCSA to co-ordinate sustainable natural resources protection and management.</p>	<p>Botswana's obligations on all the above global and regional commitments ensuring sustainable natural resources management met.</p> <p>Sustainable use of natural resources.</p> <p>Community participation in natural resource management increased.</p> <p>More effective and better-targeted natural resource management.</p> <p>Reduced duplication of resources and better strategic management of natural resources put in place.</p> <p><i>Continued overleaf...</i></p>

<i>Objective 1 continued</i>	
<b>The UN System Support</b>	<b>Development Outcome</b>
<p>Strengthening of community participation in sustainable income generating projects and eco-tourism.</p> <p>Strengthening of the capacity for NGOs and civil society to raise community awareness to their rights concerning environmental issues and property rights.</p> <p>Supporting of the development of an environmental information system.</p> <p>Supporting of the incorporation of integrated environmental management principles and methodologies in development planning and in plans for use of natural and cultural resources.</p> <p>Supporting of the regular monitoring system of the status of Botswana's environment performance.</p>	<p>Sustainable jobs created and increased community participation in eco-tourism.</p> <p>Community awareness of their legal rights on environmental issues and property rights increased.</p> <p>Effective implementation of programmes and projects.</p> <p>Environmental information system put in place.</p> <p>Environmental management principles integrated into development plans.</p>

## **Objective 2**

- b) To strengthen the management/control of industrial and urban pollution and waste management, through strengthening capacities within and outside government and the establishment of public-private partnerships for environmental management.**

**2.15.5** Rapid urbanisation in the last decade has resulted in increased pollution of land, water and air. Land pollution is mainly a result of poor management and control of refuse disposal sites. Only an estimated 38 per cent of the household waste produced annually is put in disposal sites. The disposal of hospital waste, through incineration, produces unacceptable levels of toxic fumes and smoke. Littering by residents in the cities and towns is another emerging problem. Poor sanitation and wastewater from homes, schools, hospitals, firms, offices and shops cause pollution of underground water supplies and surface water.

**2.15.6** Veldt fires caused by lightning and dust storms in the early summer cause significant 'natural' air pollution. Other causes of air pollution are tanneries, exhaust from automobiles and smoke from copper smelting, evaporation of waste liquids from the mine dumps and smoke from coal burning. These are some of the more urgent environmental challenges in the next government planning cycle.

<b>Objective 2</b>	
<b>The UN System Support</b>	<b>Development Outcome</b>
<p>Improve capacity for pollution control and waste management that integrate the control of ambient standards in all three environmental media, namely air, water and land.</p> <p>Promote safe disposal of solid waste and wastewater from households, hospitals, and industries.</p> <p>Support stronger mechanisms for public-private and community interactions in the area of waste management and sanitation.</p> <p>Strengthen capacity for the protection and proactive management of human health problems related to the environment in all forms of economic activity.</p> <p>Promote low emission technology.</p>	<p>Pollution control measures increased and put in place.</p> <p>Management/control of household, hospital and industrial waste improved.</p> <p>Strong public, private and community partnerships in the waste and sanitation sectors established.</p> <p>General health for all improved, especially the vulnerable.</p> <p>Cleaner production.</p>

### **Objective 3**

#### **c) To promote environmental education, awareness and commitment necessary to achieve sustainable development.**

**2.15.7** The Government recognises the importance of environment and natural resources to the country. It is therefore important to integrate environmental education in all programmes in order to increase awareness of and concern for, environmental issues. Some progress has been made towards achieving this, for example the incorporation of desertification, climate change, conservation, and wildlife management in the formal education curricula. However, much remains to be done.

**2.15.8** Efforts to raise environmental awareness at all levels have, to date, been very limited. Media campaign on conservation and sustainable management of natural resources are still weak. The environment agenda does not have powerful 'champions' in government and civil society. It would be useful to identify 'champions' of environmental conservation in Government at the highest level for advocacy. Advocacy is also needed to develop strategic partners such as NGOs/CBOs and for the passage of legislative and policy reforms on NGOs/CBOs. Conservation measures could also be strengthened by provision of incentives for communities, including RADs, to participate in environmental resource management. The skills and knowledge of indigenous communities should also be recognised and documented as a heritage of Botswana. The existence of a donor coordination mechanism in the area of environment would greatly enhance resource mobilisation and programme complementation. Information advocacy is essential in this regard. Understanding of the international environment agreements and conven

tions that Botswana has signed, ratified and/or acceded to needs to be created among all sectors to facilitate national implementation. In this regard, the UNS will assist the Government in championing the environmental cause through education and social mobilisation.

<b>Objective 3</b>	
<b>The UN System Support</b>	<b>Development Outcome</b>
<p>Support the integration of environmental education in all programmes, levels, curricula and disciplines of formal and non-formal education.</p> <p>Support the enhancement of environmental literacy through the use of all forms of media.</p> <p>Advocate for high level political commitment in environmental concerns.</p> <p>Advocate for strategic partnerships between Government, Private Sectors, NGOs and CBOs.</p> <p>Improve information dissemination and experience sharing among individuals and institutions within and outside the country.</p>	<p>Environmental education integrated into government programmes at all levels, school curricula and the disciplines of formal and non-formal education.</p> <p>Environmental literacy increased.</p> <p>High level political advocacy increased.</p> <p>Strategic partnerships among key stakeholders put in place.</p> <p>Access to strategic information improved and better-informed policies and programmes developed.</p>

### Environment Indicators

1.	Biodiversity: Land area protected	17.6% (2000)
2.	Number of species under threat	154 (1995)
3.	% of population relying on traditional fuels for energy use	76% (1993)
4.	% Carbon dioxide emissions	1.4 metric tonnes per capita (1994)
5.	Energy efficiency: GDP per unit of energy use	0.27 (1997)

## Crosscutting Issues

**2.16** As mentioned in Section 2, several crosscutting issues that are interlinked with the three thematic areas have been identified. These issues create the linkages between the three thematic areas and as such, need to be addressed if progress is to be made in achieving the goals in the thematic areas.

### a) Gender Equality and Women's Rights

**2.17** The CCA clearly reveals that, although women have made great gains in employment, education and health since independence, they continue to be oppressed by economic and socio-cultural practices and laws, which work against their empowerment and full participation in society. Some laws and traditional customs frustrate gender equality in terms of decision-making, rights of inheritance, access to assets, education and health services. Women are often trapped in abusive relationships due to economic and cultural dependence on their partners for food, shelter and money. This results in rising levels of violence against women and increased vulnerability to HIV/AIDS and other STIs. On the other hand, men in general have been left out in terms of equal access to information and services about sexual and reproductive health.

**2.18** In 2000, the UN System set up a Thematic Group for Gender. This has enabled the UNS to clarify basic concepts on gender and related issues. The UN System will address gender concerns through:

- Supporting the design and implementation of programmes addressing violence against women and gender inequality.
- Promoting gender equality in the decision making process at all levels in the context of CEDAW.
- Supporting participation of women in development activities.
- Supporting mechanisms for the legal protection of women and the elimination of all forms of discrimination against women.
- Enhancing the capacity of the Department of Women's Affairs and the Women's NGOs to mainstream gender issues and concerns in different ministries and district councils and NGOs.
- Promoting participation of men in issues related to reproductive health.
- Promoting policy and legislative reviews and implementation in compliance with CEDAW.

### b) Governance

**2.19** Good governance principles transform not only the relationship between governments, citizens and parliaments, but the effective functioning of government itself. These principles are: respect for the rule of law; openness, transparency and accountability; democratic institutions; fairness and equity in dealings with citizens, including mechanisms for consultation and participation; efficient, effective services; clear, transparent and applicable laws and regulations; consistency and coherence in policy formation; and high standards of ethical behaviour. Fortunately, Botswana is one of the few African countries with a good record of democratic and participatory governance since independence. However, as identified by the CCA, several weaknesses exist in Botswana's governance system. The UNS seeks to assist the government in the analysis and development of solutions to the common challenges and needs of the government, and to promote good practices that enhance the effectiveness of democratic institutions.

The UNS will:

- Support legislative reviews and strengthen the internal organisation of legislatures.
- Support improved access to justice and human rights.
- Support improved access to information and the right of freedom of expression.
- Support decentralisation and local governance.
- Support measures to improve public sector performance including strengthening leadership and institutions.
- Support access to legal user-friendly services by the poor.
- Promote public awareness on electoral, parliamentary and budgetary processes.
- Support increased social cohesion based on participatory local governance and stronger local communities and institutions.
- Promote e-government, Knowledge Management and the Use of IT.

### c) **Human Resources Development and Institutional Capacity Building**

**2.20**

The GoB has developed policies and programmes to deal with the issues of HIV/AIDS, poverty reduction and environment. However, the findings of the CCA show that a gap exists between policies and implementation due to lack of staff with the relevant technical, administrative or managerial skills. This can be addressed through investment in human capital and capacity building.

The UNS will:

- Support capacity building at all levels of development for ministries, NGOs and civil society organisations dealing with poverty, HIV/AIDS and environment for improved overall management and implementation of policies and programmes.
- Strengthen government and parastatal institutions charged with addressing the three thematic areas.
- Support co-ordination between various stakeholders for effective implementation of programmes.
- Support the promotion of an appropriate legal framework and protection of rights of women, children and PLWHA.
- Mobilise political will to champion the poverty, HIV/AIDS and environment causes.
- Promote an appropriate legal framework and the protection of rights of vulnerable groups including women and children.
- Promote law enforcement for the protection of the environment against pollution, appropriate land use, the protection of flora and fauna, effective waste management and water conservation.
- Mobilise community participation in the development process.
- Support government efforts in the implementation of international conventions.
- Support the training of civil society organisations in technical and managerial skills.

## **d) Human Rights**

**2.21**

The CCA reports that although Botswana is a multiparty democracy with a constitution and a bill of rights, some gaps exist on implementation. For example, the law does not give women equal treatment with men, while violence against women and girls remains widespread. Also, though the government has ratified the Convention on the Rights of the Child (CRC), the concept of the best interests of the child is still not constitutionally enshrined nor built into public or private institutional decision making, courts of law; administrative or legislative bodies. There is also an urgent need to promote respect proactively for cultural diversity and equitable treatment among ethnic groups to protect and consolidate nationhood. The UN System will endeavour to promote the rights recognised by the international human rights convention through its project and programme activities as well as policy dialogue and advocacy.

The UN System will:

- Support the implementation of International Conventions on Human Rights.
- Promote legislature reviews especially with regards to women and children.
- Promote women's rights in the context of CEDAW.
- Promote Children's rights in the context of CRC.
- Promote fair access to productive assets such as land, cattle, training and empowerment of communities, thus reducing poverty.
- Promote non-discriminatory treatment of those infected and affected by HIV/AIDS.

## **e) Education for Life**

**2.22**

There exists a link between poverty, employment and education. Provision of education that meets the needs of the labour market contributes to increasing employment levels and the reduction of poverty. Although in 1997 primary school enrolment was estimated at 97 per cent, Botswana faces a major challenge in the area of providing quality education that is relevant to the needs of the labour market. There exists a shortage of expert labour in the areas of engineering, architecture, health, law, accounting, management and finance. The GoB has responded to the problem through the Revised National Policy on Education, which was formulated in 1994, and emphasises the importance of universal access to good quality basic education, vocational education and training, and preparation for the world of work.

The UNS assistance will focus on:

- Supporting early childhood development and pre-school policies.
- Providing technical support for computer training at secondary school level.
- Supporting integration of environmental education through the Ministries of Agriculture and Ministry of Local Government Lands and Housing and the Ministry of Education.
- Supporting health education in schools through the Ministries of Health and Education.
- Promoting education as a fundamental right.

**f) Youth****2.23**

Young people in Botswana represent a significant proportion of the overall population. The census conducted in August 1991 indicated that there were 475,433 young people between the ages of 12 and 29, a figure that represents 36 per cent of the total population. In recognition of this large number and the differences between the youth and other groups in terms of behaviour, needs, aspirations and experiences, the government designed and promulgated a national policy on youth in February 1996 to address the exclusive needs and problems of young people. The National Action Plan for Youth, for the period 1999-2005, spells out clearly the roles of agencies involved in youth development and the programmes, services and facilities required to achieve the objectives of the National Youth Policy.

A situation analysis on youth in Botswana, undertaken in 2000 with support from UNDP, identifies the special characteristics, problems, needs and interests of young people. The analysis forms the basis of establishing meaningful programmes towards the development of youth in Botswana. UNS assistance in the area of youth will focus on:

- Providing support in youth education and training.
- Promotion of youth friendly health services.
- Support in reducing unemployment and poverty among youth.
- Providing support to the development of leadership skills in youth.
- Supporting initiatives that provide assistance to youth in difficult circumstances.

**g) Population Issues****2.24**

The GOB, in its development efforts since the 1970s, has recognised the effects of a high rate of population growth in terms of planning to improve the welfare of the people. Considering the effects of uncontrolled population growth on such social services as education, housing and food supply, employment, the quality of life and the environment, the Government decided to formulate a comprehensive and explicit population policy, as well as programme for its coordinated implementation. The Government has also formulated relevant policies, strategies and programmes in support of the overall goals and objectives of the national population policy. Although Government efforts to tackle population issues have been impressive, institutional capacity for the coordination and implementation of these policies remains weak. Thus, the UN System will:

- Support mainstreaming of population factors into development planning.
- Strengthen the national institutional structures for effective coordination, monitoring and evaluation of population programmes.
- Promote the implementation of a comprehensive multi-sectoral reproductive health programme.
- Enhance capacity of the National Population Council to implement policy to address inequality along gender and geographic location effectively.
- Enhance capacity of the National Population Council to implement policy to address population issues related to the environment effectively.

## **h) Health**

**2.25** The CCA notes that 'health problems such as tuberculosis (TB), respiratory infections, malaria, diarrhoea, skin diseases, coughs, colds and other preventable diseases are both a cause and a consequence of poverty.' Evidence from the Poverty Report reveals that higher prevalence rates of these diseases are in the areas where poverty levels are high. The emergence of HIV/AIDS has added a very complex dimension to the poverty problem. Declining life expectancy at birth and increasing infant and child mortality rates<sup>12</sup> evidence the effects of HIV/AIDS on the health status of its people. HIV/AIDS accelerates poverty by reducing those who are well off to poverty, and the poor to destitution. These synergetic relationships take cognisance that poverty reduction strategies are an integral part of the strategies to fight HIV/AIDS.

**2.26** Environmental changes at global, regional and local levels increasingly affect health, particularly of the poor and vulnerable populations, including women and children. Health and development are intimately interconnected. Rapid industrialisation increases pollution, which has health effects. For example, in Botswana, the major causes of air pollution are identified in the CCA as resulting from mining of copper nickel and coal. These have serious health effects on the surrounding population.

**2.27** The linkage of health, environmental and socio-economic improvements require inter-sectoral efforts. Such efforts should aim at empowering people in their communities to ensure sustainable development. Particularly relevant is the inclusion of prevention programmes rather than relying solely on remedial programmes and treatment.

The UN System will:

- Provide technical support for basic health management including safe motherhood.
- Provide technical support for health promotion throughout the life cycle.
- Support programmes that identify environmental hazards in the causation of communicable diseases.
- Support the integration of health concerns into poverty reduction programmes.
- Support mental health programmes.
- Provide technical support in the organisation of health services.
- Support food safety and nutrition programmes especially for the poor.
- Strengthen integrated management of childhood illnesses.

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<sup>12</sup> Refer to section 1.9 on page 6.

## SECTION 3: COOPERATION STRATEGIES

**3.1** The UNDAF will form the basis for the preparation of individual agency country programmes. Through the RC system, the UNCT will work closely in the design of individual agencies' country programmes to ensure a co-ordinated pursuit of the UNDAF objectives. Furthermore, through joint programming where feasible, e.g. for institutional and human resource capacity development; policy reviews and formulation; strengthening national execution and joint monitoring and evaluation of programmes and projects, the UNCT will work towards, and monitor progress against, the goals and objectives of the UNDAF.

### a) Institutional Strengthening and Capacity Development

**3.2** UN System support for Botswana has, to date, focussed on building capacities and skills in national institutions and local organisations to develop and implement policies and programmes efficiently that support the development process of the country. The attainment of goals set in the UNDAF will require that capacity development efforts be targeted towards public and quasi-public institutions, non governmental organisations and the private sector.

### b) National Execution

**3.3** The UN System in Botswana will continue to promote the national execution of UN System projects and programmes. This will not preclude the provision of services by specialised agencies that will continue to contribute technical assistance to support the implementation of projects and programmes. The Ministry of Finance and Development Planning (MFDP) will remain the Government's coordinating authority for all UN System supported programmes and projects in the country. Ministries or departments will act as executing or implementing agents. The UNCT will, where appropriate, also employ other modes of execution, including NGO execution and direct execution.

### c) Advocacy

**3.4** Through collective advocacy via UNCT publications, workshops, conferences and the media, the UN System will mobilise and leverage support from policy makers in government and in the broader development community to facilitate the mobilisation of intellectual and financial resources to address the specific issues prioritised under the UNDAF. In this regard, for each major UN publication, workshop or conference, follow-up strategies will be developed and followed.

### d) Partnership Building with Development Actors

**3.5** The success of the UNCT in meeting the UNDAF goals and objectives requires the establishment of relationships with partners involved in the same sectors while pursuing active policy dialogue with all stakeholders to ensure

that the priorities identified are addressed at the right level and in an efficient manner. The country team's strategy for partnership building revolves around joint UN negotiation with development partners, especially with the GoB. The development partners' consultations, held quarterly in the past, provide an appropriate forum for issues-based partnership building. Partnership building and continuous policy dialogue will foster consensus building with the Government and among UN System organisations and the whole development community around areas of common interest. This will contribute to creating synergies around national priorities.

**3.6**

An emerging major development partner in Botswana is the African Comprehensive HIV/AIDS Partnership (ACHAP). ACHAP will provide financial support for the GoB in the provision of ARV therapy for PLWHA. In this regard, the UNS will work in close collaboration with ACHAP and the GoB by providing technical experts to assist in the design and implementation of the ARV therapy programme. ACHAP will also be a major source of funding for some of the HIV/AIDS intervention programmes for the UNS. UNS collaboration with ACHAP will be facilitated by the participation of the representatives of ACHAP in development partners' meetings.

#### **e) Partnership with the Government**

**3.7**

The legitimacy of UNS support for Botswana is derived from government ownership and leadership of the country programmes. As a result, all country programmes and projects will be developed in consultation with the GoB, with its approval and within its own framework of priorities. As a joint frame of reference of activities for the UN System, the UNDAF will create a more coordinated approach to the relationship between the GoB and the UN System. The GoB and the UN System will jointly monitor and review the implementation of the UNDAF to ensure that the UNDAF and individual agencies' country programmes remain properly aligned to the GoB's development priorities throughout the programme cycle.

#### **f) Non Governmental Organisations and Civil Society Organisations**

**3.8**

The UN System will work with local and international NGOs as implementing partners in areas where they have a specific comparative advantage. To this end, the UN System will invest resources in the creation of technical, administrative and managerial capacity for better programme/project management by civil society organisations.

#### **g) Crosscutting Issues**

**3.9**

The UN System will integrate the crosscutting issues of governance, institutional capacity building/human resource development, gender equality and women's rights, education, human rights, health, youth and population issues into their programme activities. At another level, the agencies will develop and implement joint programmes on some of the crosscutting issues, e.g. health and education, where desirable.

## SECTION 4: FOLLOW UP AND REVIEW

### a) Implementation

**4.1**

The UNDAF will be implemented through country cooperation programmes agreed to by UN organisations and the GoB. Individual country programmes and project documents will have explicit links with the UNDAF and the CCA. The programme cycles of individual UN agencies will be harmonised to coincide with the UNDAF cycle. This will facilitate joint programming and joint programme monitoring and evaluation. It will also reduce the burden on the GoB of parallel programme negotiations with individual agencies. Table 4.1 below summarises the harmonised programme cycles of the resident UN agencies.

**Table 4.1: The Programming Cycles of UN System Organisations in Botswana (2003-2007).**

Organisation	Name of Programme	Duration	Programming process
UNDP	Country Programme	2003 - 2007	On going
UNICEF	Country Programme of Cooperation	2003-2007	On-going
UNAIDS	Integrated Workplan	Biennial	On-going
UNFPA	Country Programme	2003-2007	On-going
WHO	Country Workplan	2004-2005	On-going
UNHCR	Annual Programme	Continuous	On-going

**Sources:** Individual agencies

### b) Monitoring and Evaluation (M&E)

**4.2**

Continuous monitoring and evaluation of the UNCT's performance against the UNDAF targets will be coordinated through the RC's office and form part of the RC's annual report. The agencies do not envisage a fully-fledged monitoring and evaluation team for the UNDAF. Rather, the Heads of Agencies will, under the direction of the RC, oversee the UNDAF monitoring and evaluation processes through two existing structures. The first structure is comprised of the theme groups on HIV and AIDS, Poverty and Environment. The second and more operational structure would be a committee of the resident agencies' monitoring and evaluation officers, coordinated by UNDP. The monitoring and evaluation officers will produce quarterly reports on progress against UNDAF targets for review by the theme groups and the Heads of Agencies. The Heads of Agencies may, at their discretion, require the monitoring and evaluation team to make a presentation to a meeting of Heads of Agencies.

**4.3**

Specific tasks of the monitoring and evaluation team will be:

- To develop and implement a monitoring and evaluation system for the UNDAF, covering programme delivery against the UNDAF targets, advocacy and resource mobilisation.
- To provide the Heads of Agencies and the UN theme groups with quarterly reports and an annual report on the UNCT's performance against the UNDAF targets.
- To ensure interagency programme harmonisation and integration of crosscutting issues into individual agencies' programmes.
- To organise joint reviews and evaluations of ongoing programmes.
- To coordinate the preparation of the status report on the millennium development targets.
- To prepare the RC's Annual Report, incorporating the system's performance against the UNDAF goals.

**c) The Extended Theme Groups (ETG)****4.4**

The ETGs shall be made up of representatives of government departments, non-governmental organisations, the private sector and the UNS. The CCA technical working group on HIV/AIDS, poverty and environment will provide secretarial services to their respective ETGs. The ETGs will be the focal points for deliberations on key issues in each of the thematic areas.

**4.5**

The specific tasks of the ETGs under the monitoring and evaluation system shall be;

- To review quarterly UNDAF monitoring and evaluation reports from, and guide the monitoring and evaluation team.
- To appraise the UNCT of the developments in their thematic areas to facilitate programme reviews and programme development.
- Jointly to oversee the preparation of the UNDAF mid-term review.

**d) Data Collection and Implications for Data Collection****4.6**

The UNCT will depend on the Central Statistics Office for national statistics. Complimentary sources of data, e.g., Bank of Botswana, BIDPA, sectoral reports and research reports etc, will be used only where CSO data is not available. To the extent possible, the UN System will commission surveys to fill data gaps in critical areas. The collection and construction of accurate, relevant up-to-date indicators will clearly have a cost implication, but the indicators will permit significant questions to be answered about progress made towards achieving the UNDAF goals and objectives.

**e) Coordination of UNDAF Monitoring and Evaluation****4.7**

To ensure the smooth take-off and running of the UNDAF M&E system, the UN country office will need to have an M&E coordinator, whose role shall be to:

- Lead the UNDAF M&E team.
- Manage the CCA/UNDAF database and ensure that it is updated at all times.
- Co-ordinate all monitoring and evaluation activities and meetings.
- Ensure that progress reports are delivered on time.
- Be custodian of the joint UNCT work plans.
- Liase with the CSO and other government departments and ministries on all matters related to the UNDAF monitoring and evaluation system.

**f) Risks and Assumptions****4.8**

The following risks and assumptions will define the nature and coverage of the UNDAF monitoring and evaluation system.

- The M&E system receives support and cooperation from all stakeholders.
- This requires the agencies to agree on the financial and human resource implications of the monitoring and evaluation system and make provisions accordingly for UNDAF monitoring and evaluation activities in their budgets.
- Data for the M&E system is available, valid, accurate, and timely.
- All agencies, especially Government agencies, will assist fully with data collection needed by the UNDAF M&E team on a timely basis.
- If these assumptions are not met, then system failures might result.

**4.9**

The Heads of Agencies' monthly meetings are a good forum for managing performance against the UNDAF targets and ensuring that all UN System agencies incorporate their contribution to meeting UNDAF objectives in their annual reviews and reports. The results of the annual review will be fed into the Annual Report of the RC to provide system reporting on progress made in implementing the UNDAF.

## SECTION 5: PROGRAMME RESOURCES FRAMEWORK

- 5.1** The UNDAF will be financed through core and non-core resources of the UN organisations. Non-core resources will be mobilised from bilateral, multilateral and other partners by individual organisations.

**Table 5.1: Estimated Resource Allocations from Core Funds, 2003-2007**  
Sources: UN Agencies

Organisation	Poverty Eradication US\$	HIV/AIDS US\$	Environment US\$	Total US\$
UNDP <sup>13</sup>	1,333,333	1,333,334	1,333,333	4,000,000
UNICEF		3,100,000 <sup>14</sup>		3,100,000
UNFPA		2,500,000		2,500,000
WHO <sup>15</sup>	4,707,500	62,500	232,500	5,002,500
UNHCR <sup>16</sup>	6,505,345	1,000,000	1,186,155	8,691,500
UNAIDS		2,138,333 <sup>17</sup>		2,138,333
<b>Total</b>	<b>12,546,178</b>	<b>10,134,167</b>	<b>2,751,988</b>	<b>25,432,333</b>

- 5.2** Table 5.1 indicates the estimated financial allocation by the UN agencies in the country for each of the thematic areas. Since most agencies have not prepared their country programmes for the next programming cycle, the UNS has made projections of the resources framework based on the previous cycle framework as at the end of December 2001. These figures are likely to change when organisations prepare their country programmes or plans of action. The total allocation is estimated at US\$25,432,333.

- 5.3** Table 5.2 below indicates the amount of resources each organisation expects to mobilise by thematic area. Resources will be mobilised from the bilateral and other partners by individual organisation. Since the progression of Botswana from a low-income country to a middle-income country, most international donors have pulled out on the basis that the government is able to handle the development challenge. Overall decrease in funding by bilateral and multilateral agencies means that it is difficult to mobilise resources in Botswana, especially for poverty. Thus poverty will depend significantly on cost sharing with government. Environment is expected to receive financial support, especially from the Global Environmental Facility. The response to HIV/AIDS in Botswana also attracts donor funding. ACHAP, which will mainly concentrate on the anti-retroviral therapy, leads the way in the HIV/AIDS financing and is currently the main UN development partner for HIV/AIDS.

<sup>13</sup> The amounts for the three thematic areas include a substantial amount for governance, which has been identified in the CCA as a major impediment to progress in dealing with the issues of HIV/AIDS, Poverty, and Environment.

<sup>14</sup> The country programme's central focus is to have the greatest possible incidence on HIV/AIDS programming at all levels, through support to three technical programmes - *HIV/AIDS Prevention & Mitigation; Social Mobilisation for Realisation of Children and Women's Rights; and Legislation, Policy Reform & Social Services*. The resources quoted above emanate directly from the category of Regular Resources, e.g. directly allocated by the Executive Board from member country contributions.

<sup>15</sup> Amounts are calculated using estimated regular budgetary allocation for 2002-2003 multiplied by 2.5 to estimate total for the UNDAF period.

<sup>16</sup> Figure represents amount available for one year x 5, assuming similar amounts are available throughout the UNDAF period.

<sup>17</sup> Calculated using allocations for 2000-2002 multiplied by 5/3 to estimate total for the UNDAF period.

Table 5.2: Estimated Resource Mobilisation, 2003-2007

Organisation	Poverty Eradication US\$	HIV/AIDS US\$	Environment US\$	Total US\$
UNDP	18,666,666	18,666,667	18,666,667	56,000,000
UNICEF		8,910,000 <sup>18</sup>		8,910,000
UNFPA		1,306,390 <sup>19</sup>		1,306,390
WHO <sup>20</sup>	2,362,500	4,360,000	50,000	6,772,500
UNHCR	6,000,000	2,000,000	80,000	8,080,000
UNAIDS		1,367,388 <sup>21</sup>		1,367,388
<b>Total</b>	<b>27,029,166</b>	<b>36,610,445</b>	<b>18,796,667</b>	<b>82,436,278</b>
<b>Development Partners<sup>22</sup></b>				
ACHAP		50,000,000		50,000,000
Botswana Harvard Partnership		5,000,000		5,000,000
European Commission		7,145,000		7,145,000
DFID		11,300,000		11,300,000
GTZ		448,275		448,275
Embassy of the People's Republic of China		845,758		845,758
SIDA		1,083,000		1,083,000
US Government			225,500 <sup>23</sup>	225,500
Pathfinder		766,458		766,458
Path		801,655		801,655
GEF			6,150,100	6,150,100
<b>Total</b>		<b>27,440,146</b>	<b>6,375,600</b>	<b>33,815,746</b>

<sup>18</sup> The CP central focus is to have the greatest possible incidence on HIV/AIDS programming at all levels, through support to three technical programmes - *HIV/AIDS Prevention and Mitigation; Social Mobilisation for Realisation of Children's and Women's Rights; and Legislation, Policy Reform and Social Services*. The resources quoted above emanate directly from the category of Other Resources, e.g. directly mobilised from bilateral, multilateral and private sector contributions.

<sup>19</sup> US\$ 1,038,890 is for the African Youth Alliance project for 2001 to 2005 and US\$ 267,500 is for Human Security Fund project for 2002 to 2003.

<sup>20</sup> Amounts are calculated using estimated extra budgetary allocation for 2002-2003 multiplied by 2.5 to estimate total for the UNDAF cycle

<sup>21</sup> Calculated using budget allocations from 2000-2002 multiplied by 5/3 to estimate amount for the UNDAF period.

<sup>22</sup> Figures received to date for known projects. These amounts are likely to increase during the UNDAF cycle.

<sup>23</sup> The US Government has funded several projects under HIV/AIDS, Poverty and Environment. However, most of the amounts were not available at the time of compiling this document.

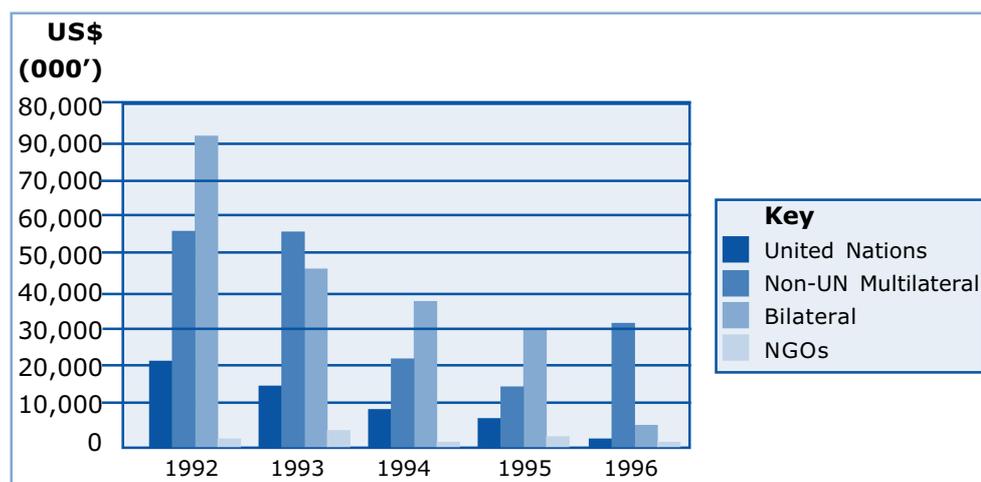
### a) Lessons Learnt from UN System Cooperation in the Previous Programme Cycle

**6.1** This is the first UNDAF for Botswana. As such, UN agencies in Botswana had not synchronised their programming process in the previous programme cycle. Each agency prepared its own country programme and consulted with the Government individually. However, interagency collaboration and co-ordination on common issues did exist in the form of Theme Groups (TG) and inter-agency task forces. The aim of the Thematic Groups is to create synergy, harmonisation and joint programming between the UNCT. The most active is the HIV/AIDS theme group which prepared the joint work plan for 2000-2001, detailing the integrated action of the UNCT in facilitating the multi-sectoral response of the GoB and Botswana at large, to the HIV epidemic. The work plan has enabled complementarity among the individual agencies and avoided duplication.

### b) Status of Development Cooperation

**6.2** There has been a decline in the level of external development assistance to Botswana over the years. This trend, reflected in Figure 6.1, was precipitated by the graduation of Botswana from a low income to a middle-income country. Consequently, some donors pulled out of the country, the rationale being that the country is more capable of playing a major role in its own development efforts.

**Fig 6.1: External Assistance: Trend By Source 1992-1996 US\$ (000')**



Source: UNDP 1997, *Development Co-operation Report, Botswana 1995-1996*

**6.3** In the early 90s, bilateral donors emerged as the main source of external assistance. However, due to the reasons mentioned above, most governments reduced the amount of funding to Botswana. In 1996, bilateral donors recorded a decline of 77 per cent over the 1995 level. In the same year, non-UN multilateral donors became the main source of external assistance, accounting for 79 per cent of the total external assistance.

6.4

During the 1997-2002 period, non-UN multilateral agencies remained the major source of human development assistance as reflected in Figure 6.2. Non-UN multilateral assistance accounted for 53.31 per cent of the total funding. During the same period, UN funding accounted for a quarter of the total human development assistance. This shows a 5 per cent decrease from US\$ 52,281,000 in 1992-1996 to US \$49,632,826 in 1997-2002.

**Fig 6.2: Summary of Human Development Assistance  
1997 – 2002**

Source of Aid <sup>23</sup>	US Dollars	Percentage
<b>Multilateral</b>		
<b>UNDP</b>	15,000,000	7.72
<b>UNFPA</b>	2,500,000	1.29
<b>UNICEF</b>	6,425,000 <sup>24</sup>	3.30
<b>WHO</b>	12,957,425 <sup>25</sup>	6.67
<b>UNHCR</b>	9,244,680 <sup>26</sup>	4.75
<b>UNAIDS</b>	3,505,721 <sup>27</sup>	1.80
<b>Sub-Total</b>	49,634,826	25.53
<b>Other International Funding Institutions</b>		
<b>NORAD</b>	12,892,632	6.63
<b>ADB</b>	12,176,400	6.26
<b>BADEA</b>	16,200,000	8.32
<b>EU</b>	62,461,000	32.1
<b>Sub-Total</b>	103,730,032	53.32
<b>Bilateral</b>		
<b>Republic of China</b>	2,037,960	1.05
<b>Federal Republic of Germany</b>	13,039,565	6.70
<b>Japan</b>	26,089,741	13.4
<b>Sub-Total</b>	41,167,266	21.15
<b>Total ODA</b>	<b>194,530,124</b>	<b>100</b>

<sup>23</sup> The sources are indicative but not conclusive as some of the amounts from other donors were not available. For example, the US Government and SIDA provided assistance, but their assistance could not be quantified at the time of reporting. In addition, in some instances, Aid provided has not always been in monetary form as is the case with the Cuban Government.

<sup>24</sup> Estimated amount using 2000-2002 resources.

<sup>25</sup> Amount is for period covering 2000-2001.

<sup>26</sup> Estimated from the 2001 budget.

<sup>27</sup> Estimated amount using 2000-2002 resources.

## c) Formulation of a Contingency Plan for Disaster Preparedness and Response

**6.5**

Botswana is prone to a range of disasters. The disasters that occur with varying degrees of regularity and intensity include drought, floods, veldt fires, epidemics, animal diseases, vectors such as malaria-carrying mosquitoes and the tsetse fly, pest infestations and strong winds. Man-made disasters include refugee influx, transport, industrial accidents and chemical spills. In response to this, the government approved the National Policy on Disaster Management (NPDM) in 1996. The policy was then integrated into the subsequent National Development Plans and ongoing development activities at national, district and local level. The policy became a platform for the formulation of disaster management plans and legislation.

**6.6**

To facilitate its effective implementation, the National Disaster Management Technical Committee (NDMTC) was formed. The committee, which has representatives from different government ministries, the UNS, NGOs and the private sector, was formed to ensure effective disaster preparedness; reduce the impact from foreseen disasters and the vulnerability of the population; effective emergency response and recovery when disasters strike.

During the UNDAF cycle, the UNS will continue to participate in the NDMTC to provide technical assistance for the implementation of the National Disaster Policy and in the preparation of appeal documents for donors and the production of periodic disaster management reports.

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### Notes for Core Indicators (overleaf):

a/ The values have been derived from Vision 2016 targets.

b/ Projections are derived using the UNGASS targets.

c/ Baseline data from YSRH baseline survey (GoB, UNICEF, AYA, PSI/UNAIDS). Future data source to be determined.

d/ By 2003 baseline information and future data sources for these indicators should be determined, as agreed upon in the Declaration of Commitment on HIV/AIDS during UNGASS.

e/ AIDS Programme Effort Index (API) is the average score given to a national programme by a defined group of knowledgeable individuals asked about progress in over 90 individual areas of programming, grouped into ten major components.

f/ Assuming an annual average GDP growth rate of 6.5 per cent per annum for the period 2003-2007 and an average employment growth rate of 6% , then unemployment rates will decline by 1% per annum for the same period, based on past performance.

g/ Projections are derived from the Ministry of Health target to reduce infant and under five mortality rates by one third of the 1997 levels, by 2008.

h/ Projected values have been extrapolated. These indicators need to be treated with caution, as sufficient timeseries data was not available. Projections have not been adjusted for the impact of HIV and AIDS.

i/ Vision 2016 targets 8% average GDP growth rates for 1996-2016 period which would require an annual average per capita income growth of 5.6%. However, the annual average growth rate of real GDP from 1996-2000 has been lower at 6.4%. This, combined with the Ministry of Finance projections indicates that the GDP growth rate for the period 2003-2007 will be about 6.5% per year.

HIV/AIDS INDICATORS	GOALS	BASELINE	PROJECTED VALUES				UNITS	DATA SOURCE
			2004	2005	2006	2007		
Estimated HIV/AIDS adult (15-49) prevalence a/	0% prevalence by 2016 in 15-49 age bracket	38.5 (2000)	28.9	26.5	24.1	21.7	% HIV prevalence	NACA
Estimated HIV prevalence in 15-19 year olds a/	0% prevalence by 2016 in 15-19 age bracket	26.7 (2000)	20	18.4	17.1	15	% HIV prevalence	NACA
Estimated STI prevalence among 15-24 year olds b/	Reduce current rates by 40% by 2007	10.4 (2001)	9.4	8.3	7.3	6.3	% HIV prevalence in 15-24 age bracket	GoB/UN/PSI Study c/
Estimated pregnancy rate among 15-24 year olds b/	Reduce current rates by 40% by 2007	50 (2001)	42.5	37.5	35	30	% of women in 15-24 age bracket	MOH Study
Median age at first sex b/	Increase median age by 3 years	17	18	18	19	20	Years	MOH Study
Reported condom use at first sex Females aged 15-24 b/	Increase current rate by 13% by 2007	87	97	100	100	100	% females aged 15-24	MOH Study
Reported condom use at last high risk sex (high risk sex = sex with a non-marital or non-cohabiting partner)	Increase current rate by 30% by 2007	To be determined d/	7.5% increase	15% increase	22.5% increase	30% increase	% of sample from 15-49 age bracket	To be determined d/
Proportion of districts with VCT centres	100% by 2007	To be determined d/	-	-	-	-	Number of districts	To be determined d/
Ratio of HIV+ pregnant women counseled and tested	Increase current rate by 40% by 2007	To be determined d/	10% increase	20% increase	30% increase	40% increase	Ratio of HIV positive pregnant women counseled and tested	To be determined d/
Ratio of eligible PLWHAs receiving ARV Therapy	100% access by 2007	To be determined d/	-	-	-	100%	Proportion of PLWHAs	To be determined d/
AIDS effort index e/	40% improvement by 2007	To be determined d/	-	-	-	-	Composite index	To be determined d/

POVERTY INDICATORS	GOALS	BASELINE	PROJECTED VALUES				UNITS	DATA SOURCE
			2004	2005	2006	2007		
	<b>1. Eradicate absolute poverty by 2016</b> <b>2. Reduce poverty to 23% by 2007</b>							
Proportion of population below the poverty datum line a/	Reduce poverty to 23% by 2007	47 (1994)	29	27.1	25.3	23	% of population	Poverty Study
Gini coefficient	Reduce inequality	0.6 (1995)	-	-	-	-	index	BOB
Unemployment rate f/	0 % by 2016	15.8 (2000)	10.8	9.8	8.8	7.8	% of labour force	Budget speech 2001
Infant mortality rate g/	Reduce by 1/3 by 2008	48 (1997)	36	35	34	32	Deaths per 1000 live births	1991 Census
Under five mortality rate g/	Reduce by 1/3 by 2008	63 (1997)	48	46	44	42	Deaths per 1000 live births	1998 DS
Maternal mortality rate g/	Reduce by 1/2 between 1991 and 2008	326 (1991)	193	182	172	163	Deaths per 100,000 live births	1991 Census
Child malnutrition g/	Reduce to 13% by 2008	18 (1998)	15.5	15	14.5	13	% of under fives	CSO
Primary Enrolment	Universal enrollment	96.7 (1995)	99.6	100	100	100	% of age group enrolled	MOE
Human Development Index h/	Mitigate the human development impact of HIV/AIDS	0.682 (1998)	0.62	0.62	0.61	0.61	Composite index	UNDP 2000-SADC HDR
Computer Literacy	Substantially increase computer literacy	To be determined	-	-	-	-	-	CSO
Access to health services	Universal access to health facilities	88 (1995)	-	-	-	-	% population w/in 15km of health facility	NDP 8
Population growth rate h/	Population growth rate below growth rate	2.3 (1999)	2.2	2.2	2.2	2.2	% population increase of GDP	CSO projections per annum
GDP Growth rates i/	Annual average growth of 8% for period '96-'16	4.2 (1999)	5.51	6.41	8.38	6.69	Average GDP growth	Mid term Review of NDP8

ENVIRONMENT INDICATORS	GOALS	BASELINE	PROJECTED VALUES				UNITS	DATA SOURCE
			2004	2005	2006	2007		
h/	<b>The loss of environmental resources is effectively reversed at local and national levels by 2016</b>							
Carbon dioxide emissions	Reduce emissions	1.4 (1996)	-	-	-	-	Metric tonnes per capita	
Biodiversity: Land area protected	To conserve species, especially endemic species under threat	17.6 (2000) 154 (1995)	-	-	-	-	Number	UNDP-SADC HDR World Resources
GDP per unit of energy use		0.27 (1997)	-	-	-	-	GDP : Energy	Energy Statistics, MMEWA
Average annual rate of deforestation	Reduce deforestation	0.5 (1995)	-	-	-	-	Number of hectares	
% of population relying on traditional fuels	Reduce % population relying on traditional fuels	76 (1993)	-	-	-	-	% of wood as a source of energy	Energy Statistics, MMEWA
Access to safe water	Universal access	97.7 (2000)	98	99	100	100	% of population with access to safe water	BMIS 2000
Effective processes for sustainable development	Relevant environmental legislation in place  Policies for integrating environmental conservation strategies with other development plans and programmes	-	-	-	-	-		
Waste going to landfill	Increase percentage of solid waste properly disposed	38 (1997)	-	-	-	-	% of total solid waste	Waste management strategy 1998