

COUNTRY LEVEL EVALUATION

Botswana

Final Report

Volume 1: Main Report

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The opinions expressed in this document represent the views of the authors, which are not necessarily shared by the European Commission or by the authorities of the countries concerned.

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List of Abbreviations

ACRONYM	NAME
ACP	African, Caribbean and Pacific
AFDB	African Development Bank
ARV	Anti-Retroviral
ATTC	Automotive Trades Technical College
AWF	African Wildlife Foundation
B2B	Business to Business (Cooperation)
BAIS	Botswana AIDS Impact Survey
BCET	Botswana College of Engineering and Technology
BCL	Bamangwato Concessions Limited (mining company)
BDC	Botswana Development Corporation
BDP	Botswana Democratic Party
BEDIA	Botswana Export Development and Investment Authority
BGCSE	Botswana General Certificate of Secondary Education
BL	Budget line
BNAPS	The Botswana National HIV/AIDS Prevention Support
BOCCIM	Botswana Confederation of Commerce, Industry and Manufacturing
BOCODOL	Botswana College of Distance Learning
BOCONGO	Botswana Council of Non-Governmental Organisations
BOTA	Botswana Training Authority
BP	Beef Protocol
BS	Budget Support
BSP	Basic Skills Programme
BTEP	Botswana Technical Education Programme
BURS	Botswana Unified Revenue Service
BWP	Botswana Pula (1 BWP = 0,09413 EUR on 31.12.2008)
CAAT	College of Applied Arts and Technology
CBNRM	Community Based Natural Resource Management
CBO	Community Based Organisation
CCI	Cross-cutting issues
CDE	Centre for Development of Enterprise
CDF	Community Development Fund
CECMAC	Central African Economic and Monetary Community
CFDP	Community Forestry Development Programme
COMESA	Common Market for Eastern and Southern Africa
CPS	Country Partnership Strategy
CRIS	Common Relex Information System
CS	Civil Society
CSE	Certificate of Secondary Education
CSO	Civil Society Organisation
CSP	Country Strategy Paper
CTVE	College of Technical and Vocational Education
DAC-OECD	Department for Assistance Coordination - Organisation for Economic Co-operation and Development
DAIP	Directorate of Apprenticeship and Industrial Training
DCEC	Directorate on Corruption and Economic Crime
DEC	Delegation of the European Commission
DED	Deutscher Entwicklungsdienst
DFID	Department for International Development (UK)
DOT	Department of Tourism

ACRONYM	NAME
DSS	Department of Social Services
DTVET	Department of Technical and Vocational Education and Training
DWNP	Department of Wildlife and National Parks
E&T	Education and Training
EC	European Commission
ECHO	European Community Humanitarian Organisation
EDF	European Development Fund
EDMS	Economic Diversification of the Mining Sector
EIA	Environmental Impact Assessment
EIB	European Investment Bank
EMIS	Education Management and Information System
ENV	Environment
EPA	Economic Partnership Agreement
EPER	Education Public Expenditure Review
EPRD	European Programme for Reconstruction and Development
EQ	Evaluation Question
ESIPP	EU-SADC Investment Promotion Programme
EU	European Union
FA	Financial Agreement
FBO	Faith Based Organisation
FDI	Foreign direct investment
FGD	Focus group discussion
FIP	Finance and Investment Protocol
FMD	Foot and Mouth Disease
FTC	Francistown Technical College
GBS	General Budget Support
GDP	Gross Domestic Product
GF	Global Fund
GLS	Grant Loan Scheme
GoB	Government of Botswana
GTC	Gaborone Technical College
HDI	Human Development Index
HDIC	The Health and Development Innovative Consortium
HIV-AIDS	Human Immune-deficiency Virus - Acquired Immune-Deficiency Syndrome
HOORC	Harry Oppenheimer Foundation Okavango Research Centre
HRD	Human Resource Development
HRDS	Human Resource Development Strategy
IBRD	International Bank for Reconstruction and Development
ICT	Information and Communications Technology
IEPA	Interim European Partnership Agreement
IFC	International Finance Corporation
IFSC	International Financial Services Centre
IGA	Income Generating Activities
IMF	International Monetary Fund
JAA	Joint Annual Appraisal
JC	Judgement Criteria
JCE	Junior Certificate Examination
JSS	Junior Secondary School
LF	Logical Framework
LLL	Lifelong Learning
MCI	Ministry of Commerce and Industry

ACRONYM	NAME
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MIS	Management Information System
MLG	Ministry of Local Government
MLHA	Ministry of Labour and Home Affairs
MoA	Ministry of Agriculture
MoESD	Ministry of Education and Skill Development
MoFDP	Ministry of Finance and Development Planning
MoLG, MLG	Ministry of Local Government
MoLGLH	Ministry of Local Government, Lands and Housing
MoLHA	Ministry of Labour and Home Affairs
MoMEWR	Ministry of Minerals, Energy and Water Resources
MoU	Memorandum of Understanding
MoEWT	Ministry of Environment, Wildlife and Tourism
MPP	Micro-projects Programme
MS	Member States
NSF	National Strategic Framework
MTEF	Medium Term Expenditure Framework
MTI	Ministry of Trade and Industry
MTR	Mid Term Review
MTTC	Madirelo Training and Testing Centre
NACA	National Aids Coordinating Agency
NAO	National Authorising Office(r)
NCC	National Craft Certificate
NCQF	National Credit and Qualifications Framework
NCS	National Conservation Strategy
NDP	National Development Plan
NER	Net Enrolment Rate
NGO	Non-Governmental Organisation
NIP	National Indicative Programme
NQF	National Qualifications Framework
NRM	Natural Resource Management
NSA	Non-State Actors
NSPR	National Strategy for Poverty Reduction
ODA	Official Development Assistance
OLAS	On-lending Agreement
O&M	Organisation and Management Report of the MoESD
PA	Protected Area
PCU	Project Co-ordination Unit
PEEPA	Public Enterprises Evaluation and Privatisation Agency
PEFA	Public Expenditure and Financial Accountability
PEPFAR	President's Emergency Plan for AIDS-Relief
PFM	Public Financial Management
PIPS	Personal and Interpersonal Skills
PIU	Project Implementation Unit
PMS	Performance Management Systems
PMTCT	Prevention of Mother-to-Child Transmission (of HIV)
PMU	Project Management Unit
PPADB	Public Procurement and Asset Disposal Board
PPP	Purchasing Power Parity
PSD	Public Sector Reform

ACRONYM	NAME
PSDS	Private Sector Development Strategy
PSLE	Primary School Leaving Examination
PTB	Permaculture Trust of Botswana
RAD	Remote Area Dwellers
RADP	Rural Area Dwellers Programme
REA	Re-Employment Account (part of the SYSMIN programme)
RG	Reference Group
RIP	Regional Indicative Programme
RIT	Regional Integration and Trade
RPR	Regional Programme
RSA	Republic of South Africa
RSP	Regional Strategy Paper
SACU	Southern Africa Customs Union
SADC	Southern Africa Development Community
SBS	Sector Budget Support
SIDA	Swedish International Development Agency
SME	Small and Medium Enterprises
SPEDU	Selebi-Phikwe Economic Diversification Unit
SPSP	Sector Policy Support Programme
SQUAM	Standardisation, Quality Assurance, Accreditation and Metrology
SSN	Social Safety Net-schemes
SSS	Senior Secondary School
SUBRAP	Scaling up Benefits for Rural Area Populations
SWAp	Sector Wide Approach
SYSMIN	System for Stabilising Export Earnings from Mineral Products
TA	Technical Assistance
TAP	Technical and Administrative Provisions
TCF	Technical Cooperation Facility
TEC	Tertiary Education Council
TIPA	Department of Trade and Investment Promotion
TL	Team Leader
TOR	Terms of Reference
TVET	Technical and Vocational Education and Training
UB	University of Botswana
UN	United Nations
UNDAF	UN Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations International Children's Emergency Fund
US\$	United States Dollar
VAT	Value Added Tax
VCT	Voluntary Counselling and Testing
VET	Vocational Education and Training
VTC	Vocational Training Centre
VTE	Vocational Training and Education
VTTC	Vocational Teachers Training College
WAR	Women against Rape
WB	The World Bank
WCMP	Wildlife Conservation and Management Programme
WHO	World Health Organisation
WMA	Wildlife Management Areas
WTO	World Trade Organisation

EXECUTIVE SUMMARY

I. Scope of the Evaluation

This report covers the evaluation of the European Commission (EC) cooperation strategy with Botswana and its implementation over the period 1999–2008. The main objectives of this evaluation were:

- a) to provide the external cooperation Services of the EC and the wider public with an overall independent assessment of the Commission's past and current cooperation relations with Botswana;
- b) to identify key lessons learned from the past cooperation with Botswana in order to improve the current and future strategies and programmes of the Commission.

The scope of the evaluation covers the cooperation strategy and its implementation in relation to the country strategies and National Indicative Programmes (NIP) of EDF8, 9, and 10 and to contributions from thematic Budget Lines and other cooperation instruments.

II. Methodology

The evaluation is based on nine Evaluation Questions covering the EC strategy and its implementation. The evaluation was carried out in four phases between November 2008 and June 2009, mobilising six experts.

In the inception phase, the evaluation team examined both the EC strategic documents on cooperation with Botswana and policy documents with a view to reconstructing the intervention logic and formulating the Evaluation Questions. In the desk phase, the evaluation team collected all available documents, consulted databases and interviewed key personnel in Brussels so as to take stock of the interventions and formulate preliminary answers to the Evaluation Questions and associated additional sub-questions and hypotheses, along with the methodology for testing them in the field. The field mission was aimed at collecting further information needed to answer the Evaluation Questions through confirmation or modifi-

cation of preliminary hypotheses and conclusions formulated during the desk phase. The main tools used by the evaluation team were interviews with key informants as well as focus group discussions. During the synthesis phase, the evaluators analysed the data and information collected, checked its reliability, made cross-analyses and judgements and formulated their conclusions and recommendations.

III. Country Context

Botswana is often referred to as an African success story. Political stability with low corruption since independence in 1966 underpinned economic development with gross domestic product (GDP) growth rates of about 9%. In recent years, the trend has been one of gradual decline with average GDP growth rates of about 5% between 2001 and 2007. Mining, mainly of diamonds but also copper and nickel, contributes greatly to the wealth of the country. This makes Botswana strongly dependent on the mining sector and world market prices for mining products. For this reason, National Development Plans are striving for economic diversification, which is making progress in sectors such as financial services, nature tourism, transport, communication and manufacturing. The Government of Botswana (GoB) sees future prospects in textiles and clothing, meat and meat products (beef exports account for a significant proportion of export earnings), leather and leather products, jewellery, and arts and crafts. Private sector development is high on the political agenda.

On the other hand, unemployment rates are still high (17-20%), 30% of the population are estimated to live below the poverty line, and the HIV-AIDS prevalence rate of 17.6% in Botswana represents a threat to further economic and social development.

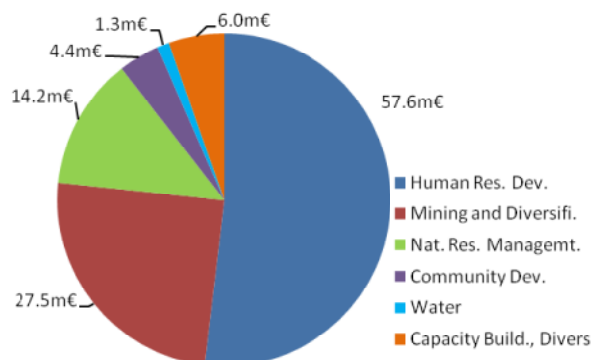
Many analytical documents attribute the bottleneck in further and faster economic diversification and private sector development to the quality of human resources. The Government is accordingly investing up to 30% of its budget in education and

training. High enrolment rates in primary education and an increase of enrolments in secondary and tertiary education have been achieved, but the figures are still not completely satisfactory in what is now a middle-income country.

IV. EC/Botswana Cooperation

Official Development Assistance (ODA) to Botswana amounts to less than 0.7% of GDP. The bulk of the support comes from various American sources addressing the fight against HIV-AIDS. The EC is the largest single donor with an annual average of €20m, equivalent to 39% of total ODA to Botswana in 2005-06.

Figure 1: EC support to Botswana 1999-2008



Besides the direct support of €108.8m from EDF8 and 9 plus €2.2m from Budget Lines shown in figure 1, Botswana benefited also from regional programmes.

In accordance with the Cotonou Agreement, EC support to Botswana has rested on three pillars: (i) **dialogue** (on governance issues), (ii) **trade for development** (support for the preparation of trade agreements including the European Partnership Agreement) and (iii) **development cooperation**.

During the period 1999-2008, EC development cooperation concentrated on the focal area of Human Resource Development (HRD). The construction and extension of (three) technical colleges under EDF8 was intended to facilitate the introduction of the Botswana Technical Education Programme, mainly to allow the colleges to host the newly introduced higher-level courses. Under EDF9, support to the education sector switched from project support to Sector Budget Support based on indicators that covered the whole education system, with an emphasis on pri-

mary and secondary education. Sector Budget Support was accompanied by strong policy dialogue.

A second focal area, Natural Resource Conservation and Utilisation, was supported under EDF8 only. The strengthening of the management capacities of the Government departments concerned (Wildlife and Forestry) has been at the heart of this support. This focal sector has not featured under EDF9.

In addition, the EC supported implementation of micro projects, and later on the implementation capacities of Non-State Actors and the Ministry of Local Government for such types of project in the areas of infrastructure and self-help.

Finally, the SYSMIN facility was used to support diversification of the mining sector.

V. Evaluation Questions (EQ)

EQ1: Relevance

The EC response strategy is closely in line with GoB strategies as laid out in the National Development Plans and in Vision 2016. All major review documents and feedback from different stakeholders confirm the relevance of the strategy and its coherence with GoB policies and EC aid-policies. The concentration of the cooperation on a single sector (HRD) and the dropping of Natural Resource Conservation and Utilisation were mutually agreed between the EC and GoB.

The evolution of EC strategy over time shows a clear trend from EDF8 through to EDF10 in intensified participation by non-governmental stakeholders with the aim of increasing the relevance of the strategy.

EQ2: Efficiency

Focusing on a single sector for development cooperation as well as shifting to budget support as the main instrument of aid delivery has led to an increase in the efficiency of EC assistance. Policy dialogue has increased.

In addition programme support has been supplied in a relatively efficient way with appropriate financial means and adequate TA, albeit with some delays in programme implementation and longer programme durations than originally planned.

EQ3: Human Resource Development

EC-interventions under EDF8 helped to increase training capacities for technical education by supporting the construction of Training Colleges in Francistown and Gaborone. Although the colleges are not yet in full operation, the EC contribution will achieve the desired increase within a short time. Problems relating to the relevance of technical education are being discussed and it seems that industry is not yet fully aware of the value of the technical education provided by the colleges.

EDF9 budget support to the education and training sector included indicators on the development of a National Credits and Qualification Framework (NCQF) and the development of a HRD Strategy so as to increase acceptance and assure the relevance of technical education.

Other indicators relating to budget support have helped uncover problems in the areas of access and equity, quality, and sector management. Several studies have deepened the analysis and have proposed measures for improvement.

The final objective is to increase the employability of young people, but also to enable young people to create their own companies and thereby generate employment. However, these are still long-term objectives that have yet to be achieved.

EQ4: Natural Resources Management

EC support in the focal area of Natural Resources Conservation and Utilisation contributed to an improvement in the governance and management capacities of public sector administrations in terms of (i) management infrastructure and (ii) decentralised decision-making by district-level authorities.

Valorisation and sustainable use of natural resources for the benefit of rural communities and as a contribution to economic diversification, income generation and finally poverty reduction in remote areas clearly failed to materialise.

A lack of progress in terms of land-use conflict resolution (wildlife/livestock) and community benefits based on sustainable management and use suggest that (i) coherence between sector policies in Botswana may be called into question,

and (ii) conceptual orientations and basic assumptions underpinning EC-supported projects have not fully accorded with the GoB's outlook on development.

EQ5: Other areas of cooperation

Diversification, employment creation and poverty reduction are key objectives of the NDPs and of the EC cooperation strategy. EC support in this area was initially provided to micro projects at local level, and later on to strengthening of the implementation capacities of the Ministry of Local Government and Non-state Actors. The aim was to establish a dynamic system for promotion of community development and private sector development. But lacking a clear concept, the support has not yet succeeded to establish a system.

The use of funds from the SYSMIN facility for economic diversification in (and outside) the mining sector has fully achieved its objectives as far as the preservation (and even creation) of jobs and the securing of the livelihoods of thousands of families are concerned. However, so far the serious ecological problems caused by mining activities (including air pollution) have not been solved.

Programmes on regional integration and trade financed from regional allocations, designed to promote regional trade, thus helping enterprises in Botswana to increase their exports, have not (yet) shown immediate benefits. Nevertheless, the EC support for the EPA-negotiations will help Botswana increasing its exports to the EC including the export of beef that has already, under the beef protocol, contributed to export earnings (even though quotas have never been achieved).

EQ6: HIV-AIDS

HIV/AIDS is threatening achievement of the objectives of the cooperation strategy in many respects (e.g. human resources development).

Substantial investment by the GoB and other donors persuaded the EC to refrain from developing its own programmes with a national scope. Instead, the EC concentrated on mainstreaming HIV/AIDS in all its interventions and supported programmes at regional level.

In fact, the EC is active in strengthening the response strategies through improved coordination and more emphasis on prevention (e.g. in cooperation with a new World Bank project to combat HIV-AIDS).

EQ7: Cross-cutting Issues

In the area of gender, EC support has helped maintain and improve the already high degree of gender equality at all levels of the education and training system. In all other areas supported by the EC, gender issues are addressed in planning documents, often with special attention to gender equity issues; but even so impact is less evident than in the education and training sector.

Apart from the focal sector programmes under EDF8, environmental aspects are less consistently addressed than gender issues.

In recent years, enhanced policy dialogue and the use of the Technical Cooperation Facility (TCF) have helped address issues of Governance.

EQ8: Sustainability

The likelihood of the programme outcomes being sustainable is high. Many EC-supported programmes are closely related to national objectives and programmes outlined in the National Development Programmes. Some of the programmes are even co-financed by both partners (construction of technical colleges). These are good preconditions for sustainability.

Target group participation has been an increasing imperative over the last few years in EC-supported programmes, thus increasing the prospects for sustainability. The level of participation is regularly monitored.

EQ9: Complementarity and Coherence

Complementarity with other donors' activities, coordination, and value added to the programmes of EC Member States are not major issues in Botswana as the EC is more or less the only remaining donor in sectors outside HIV/AIDS. But with the return of the Development Banks (in 2009/2010), there will be more room and even greater need for donor coordination. The main value added to the activities of the Member States is the ongoing pres-

ence of the EC as a dialogue partner. Coherence with EC-non-aid policies is high.

VI. Conclusions

The major conclusions are the following:

1. The country strategy is in line with major national development strategies. **Many outputs and outcomes have been generated** that will contribute to achievement of the objectives and expected impacts of the country strategy. But programmes have been weak or have even failed whenever development was supposed to reach "grass-roots" level. Despite the achievements at output and outcome levels, the **strategy objectives and intended impacts have not yet been achieved**, although it must be acknowledged that the formulated objectives and expected impacts are long-term objectives and the implementation period of ten years is relatively short for achievement of such highly aggregated impacts.
2. **Dialogue** linked to **budget support**, and the use of the **Technical Cooperation Facility** has proved to be the best instrument mix for cooperation with a middle-income country like Botswana.
3. Support for the elaboration and **implementation of a HRD Strategy**, which started under EDF9 and will be the main focus of EDF10, is important but **is not a panacea for all problems in the education and training sector**. According to the strategy, a HRD plan will be elaborated sector-wise from 2011 for completion by 2015. The HRD Strategy envisages a consultation process with the private sector that will lead to the formulation of sector plans so as to increase the relevance of education and training and help contribute to making human resources more productive for the private sector and more creative in generating further employment. But this will only be true when the quality of education and training increases at the same time and when sector management improves.
4. There are in general good prospects of economic diversification inside and outside the mining sector in Botswana. In the area of Selebi Phikwe, a **solution**

to the serious pollution problem will be vital if economic diversification outside the mining sector shall happen and it is vital to solve it as melting activities are continuing. Initially it was estimated that the mining activities and the smelter, in the wake of EC support, would only last until 2008/2009 before being closed down in an environmentally acceptable manner. Following EC support, the time horizon has moved back beyond 2020. The environmental problems, including ongoing air pollution, are therefore now becoming an issue that can no longer be delayed.

5. With regard to **NRM, core problems** underlying past EC supported interventions **continue to this day and are pressing**. EC support provided under EDF8 only achieved its stated objectives in part. Viewed from this angle, the decision to phase out NRM support at the start of EDF9 does not amount to a “mission accomplished”.

VII. Recommendations

Major recommendations are:

1. **Future strategy implementation** (EDF10) and future strategy formulation (EDF11) should include more elements of private sector development and community development and the establishment of viable implementation structures, in order to increase the coherence of the strategy objectives and expected impacts but without reverting to programme support. For EDF10 this is only possible through extensive use of TCF, budget lines, and support at national level for follow-up activities of regional programmes. For EDF11 it will be possible through negotiation of indicators for areas in which improvements are needed to achieve the country strategy objectives and expected impacts.
2. **Implementation of the HRD-Strategy** merits further support, but expectations should be more realistic: orientation to priority investment areas and to curriculum development and content adjustment would seem reasonable. Support to the education sector should include support for the development of a form of **sector management plan** to

permit identification of indicators for budget support from the plan itself. Finally, it would also allow definition and adaptation of the instruments in order to develop a sector monitoring system. At the same time, an increased focus on **quality** is needed as well.

3. Development of a vibrant NGO/CBO community requires targeted institutional support and development. Support to **NSA** (EDF9) and **Civil Society** (EDF10) should be based on an analysis of the chosen mandates of the different organisations, which in turn should be clearly classified. Support approaches need to be developed in accordance with the mandate of each group. Support should include elements that increase the capacity to retain staff or membership. This implies the need to create a sustainable income base through contracts with clients such as local governments or Government offices in accordance with the principle of subsidiarity.
4. Undertake a review of the possibility of more support for **private sector development**; especially export support and foreign direct investment facilitation, given the opening-up of channels to EC markets and the possibilities - but also challenges - that this presents. Support could also be provided for “match-making with European companies”. For promotion of rural areas, development of value chains based on agricultural products could be supported.
5. Since it seems desirable to cover more areas than just HRD in future development cooperation between EC and Botswana under EDF11, and also since there can only be a single focal sector, it is recommended that **Sector Budget Support to HRD** be **replaced by General Budget Support**. This would allow definition of outcome indicators in various fields needing support such as Public Financial Management, improvements in databases and statistics, private sector development, decentralisation, community development, civil society development (e.g. percentage of social services provided by NGO), agriculture and environment.

Figure 2: Administrative Map of Botswana

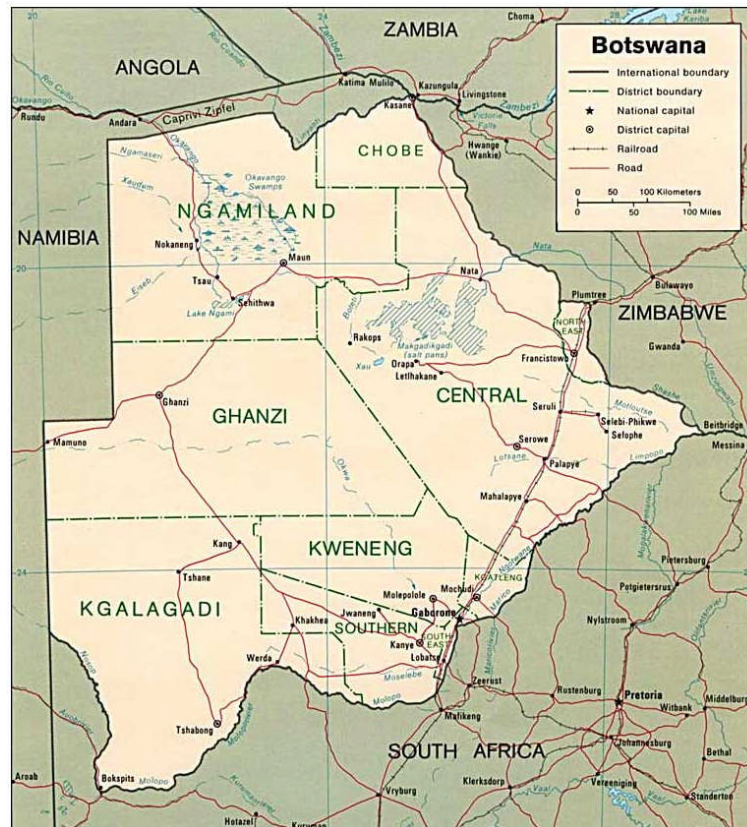
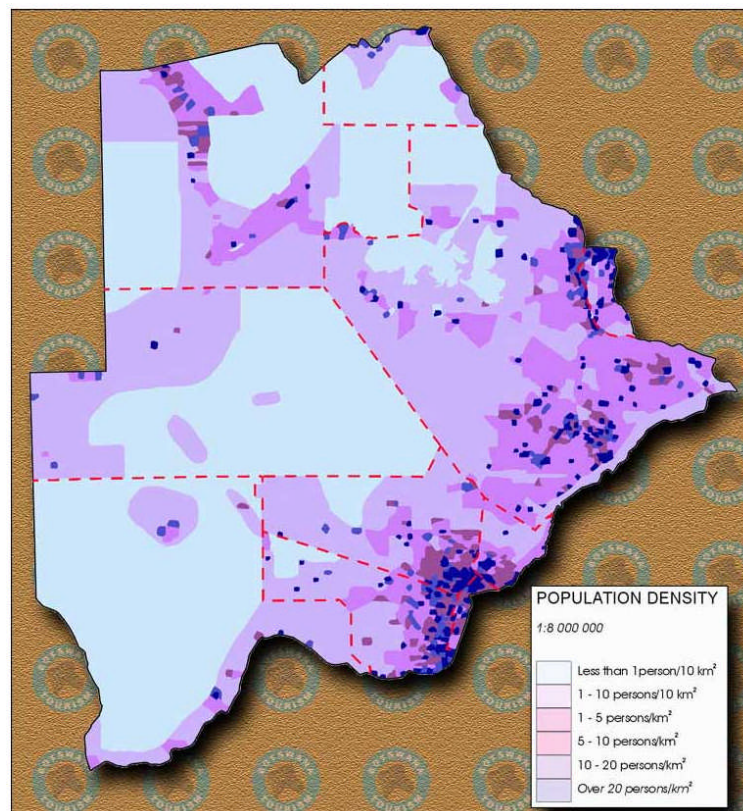


Figure 3: Map of Population Density in Botswana



Source of maps: Botswana Tourism Board

1 INTRODUCTION

1.1 Purpose and Scope of the Evaluation

The evaluation of the Commission's co-operation with Botswana is part of the 2008 evaluation programme as approved by External Relations and Development Commissioners. The Country Level Evaluation is the first of its kind for Botswana. The main objectives of the evaluation, as laid out in the Terms of reference (ToR), are:

- to provide the relevant external co-operation services of the EC and the wider public with an *overall independent assessment* of the Commission's past and current cooperation relations with Botswana;
- to identify *key lessons* in order to improve the *current and future strategies* and programmes of the Commission (emphases added by the consultant).¹

The objectives of the evaluation are supposed to contribute to:

- accountability for the management of the allocated funds,
- promotion of a lesson-learning culture throughout the organisation.

Additionally, the first paragraph of the ToR emphasises that the focus of the systematic and timely evaluation of the expenditure programmes of the European Commission (EC) should be on **impact** (effects).

As requested in the ToR, this evaluation will assess the EC's cooperation strategies under EDF8, 9, and 10 that cover the period from 1997 to 2013 and their implementation between 1999 and 2008.

Besides the programmes within the focal and non-focal areas of the European Development Funds, the Country Level Evaluation has also taken into account all other instruments that were used during the above-mentioned period, such as non-programmable EDF resources (e.g. SYSMIN) and thematic Budget Lines (BL). European Investment Bank (EIB) Investments are outside the scope of this evaluation but the coherence of EIB interventions with EC interventions has been observed as well. The same applies to possible contributions of regional programmes to the country strategy.

Thematically, the evaluators had to focus on the issues requested in the ToR (annex 1):

- Human Resources Development (Education); in this context the impact of the shift to EC sector support will also be assessed,
- Natural Resources Management²,
- HIV/AIDS, gender, environment and other relevant cross-cutting issues,
- Productive sectors (trade, tourism, investment)³,
- Regional integration (SADC cooperation),
- Governance (Capacity-building, Non-State Actors (NSA), Democracy & Human Rights including relations with the San people⁴)
- Public sector reform

¹ Findings from the country strategy evaluation may also be useful for the MTR of EDF10.

² The ToR specify: "*Natural Resources Management includes, not just land use and water access but also, livestock, effects of the Beef Protocol, impact of the San people and dependency on South Africa for electricity.*"

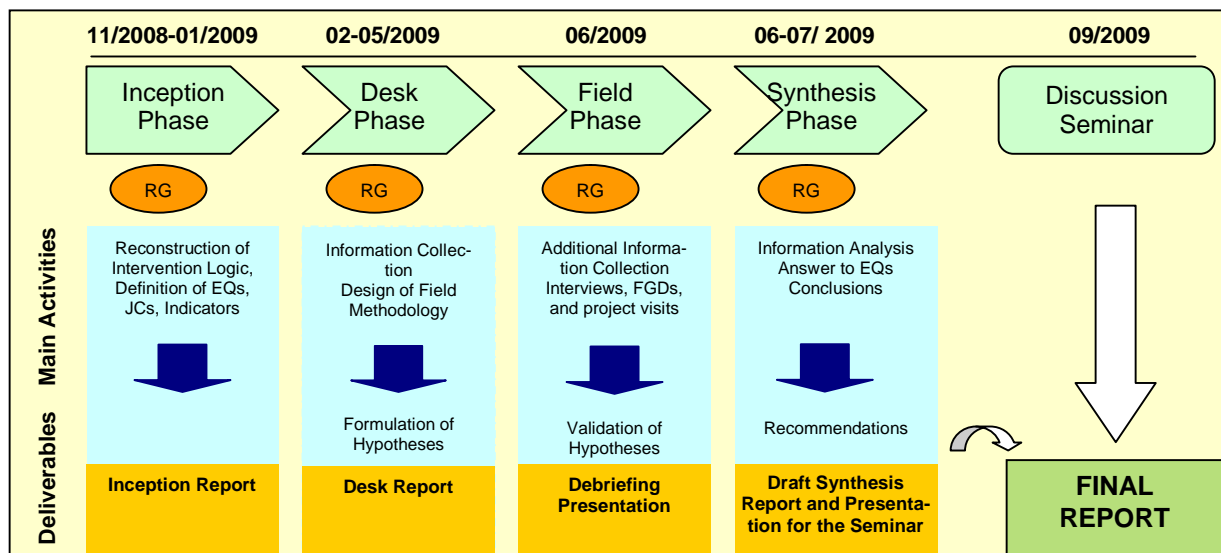
³ The ToR specify that the country is over dependent on mining revenues (particularly diamonds) and that the Government makes efforts to foster economic diversification away from mining.

⁴ The term San (*Basarwa* in Setswana) denotes a group of nomadic hunter-gatherers, who are regarded as the oldest inhabitants of Southern Africa, with a specific culture reaching back 10,000 to more than 20,000 years. Having been superseded and gradually displaced by sedentary cultures as well as colonial rule, the San today live as marginalized minorities, mostly in the Kalahari Desert. Today, the San make up approximately 3.4% of the population of Botswana.

1.2 Methodology of the Evaluation

The evaluation has been carried out in four phases, each one with specific tasks as summarised in Figure 4. A more detailed description of the methodology and used instruments is provided in Annex 8.

Figure 4: Phases of the Evaluation Process



The core part of the methodology consists of nine Evaluation Questions (EQ), which cover the DAC and EC evaluation criteria and all intervention sectors. These questions were validated by the Reference Group (RG), which has been guiding the evaluation process and has provided comments at the different stages. The EQ are presented in the following table:

Table 1: Evaluation Questions

N°	Evaluation Question
EQ 1	Relevance: To what extent do the strategies and the changes in the strategic orientation (concentration on one sector) reflect the development priorities of the EC, the Government of Botswana and the needs of its population, especially of its poorer segments?
EQ 2	Efficiency: To what extent did the modalities of the implementation of interventions (resources, instruments, including sector budget support) contribute to the achievement of the objectives of the cooperation strategy and to increase aid efficiency?
EQ 3	Human Resource Development: To what extent did EC-interventions successfully contribute to improving access of all to high quality lifelong education and training and to increasing employability and employment opportunities for young people?
EQ 4	Natural Resources Management: To what extent did EC support in NRM contribute to improvements of the management, to conservation (including biodiversity), to diversification and to income generation, especially in rural areas?
EQ 5	Other Activities: How did the major programmes in the non-focal areas and some other interventions of the EC contribute to the objectives of the strategy, mainly to economic diversification and the improvement of income distribution and poverty reduction in rural areas? ⁵
EQ 6	HIV/AIDS: To what extent has HIV-AIDS been taken sufficiently into consideration by the EC (for the achievement of the objectives of the cooperation strategy)?

⁵ In this EQ, different areas of activities have been included and summarised since they all have the potential to contribute to the objectives of Private Sector Development (diversification, employment creation etc.).

N°	Evaluation Question
EQ 7	<i>Cross-cutting issues:</i> To what extent has the consideration of key cross-cutting issues (CCI: gender, environment, Governance; HIV-AIDS is under EQ 7) in planning and implementation of EC support contributed to achieving the objectives of Commission support to Botswana?
EQ 8	<i>Sustainability:</i> To what extent are the achievements of the programmes and projects of the EC-support strategy likely to be sustainable?
EQ 9	<i>Coherence and complementarity:</i> To what extent has the Commission’s support to Botswana been coordinated with those of other donors and how coherent and complementary has it been to other policies and actions of the European Commission and other donors, and how has it added value to the support offered by EU Member States?

Table 2 shows the relation between Evaluation Questions and evaluation criteria:

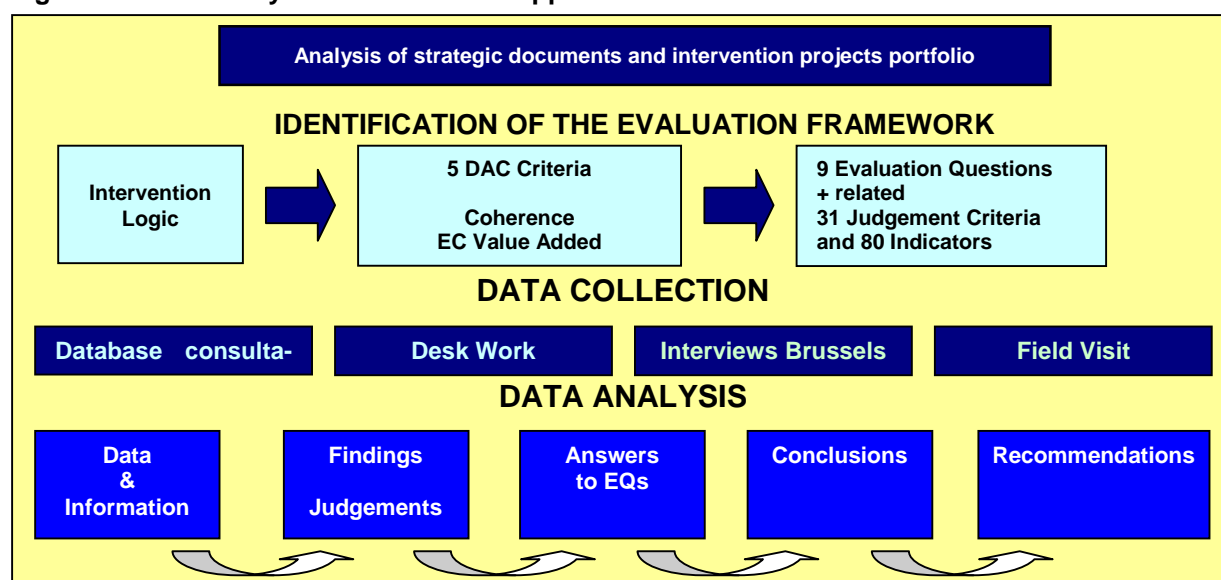
Table 2: Coverage of evaluation criteria by Evaluation questions

Criteria		EQ 1	EQ 2	EQ 3 HRD	EQ 4 NRM	EQ 5 Oth.	EQ 6 HIV	EQ 7 CCI	EQ 8	EQ 9
DAC Criteria	Relevance	X						X		
	Efficiency		X					X		
	Effectiveness			X	X	X	X	X		
	Impact			X	X	X	X	X		
	Sustainability								X	
EC Crit.	Coherence	X						X		X
	Value Added									X

For each Evaluation Question several Judgement Criteria (JC) have been formulated to provide a basis for answering the question. Each JC is measured by a set of Indicators, the aim of which is measurement of the achievement of the desired targets of each intervention. For a detailed list of judgement criteria and indicators see Annex 3. The methodology is aimed at collecting reliable information and data useful for analysis and for formulation of well-grounded judgements as the basis for answering the Evaluation Questions.

The following figure summarises the process of information collection, data analysis, judgement, and formulation of answers, conclusions and recommendations.

Figure 5: Summary of the Evaluation Approach



The EQ identified and formulated in the inception report have been the starting point for the analysis of documents. In the given time, as many documents as possible were reviewed in order to identify the information needed to complete the matrix. As a first step, information was identified to verify the indicators formulated for each judgement criterion (JC). Only at the end of the information collection process for the indicators preliminary answers to the JC have been formulated. The final step of the desk phase consisted in formulating the preliminary answer to each of the EQ. The word 'preliminary' indicated that findings and answers had to be verified or amended and hypotheses to be tested during the field phase.

The contextual analysis of available documents was complemented through a series of semi-structured interviews with resource persons in the Commission Services in Brussels (AIDCO, DG DEV, DG Sanco, DG Trade), conducted during the period 28-29 January 2009 (for Natural Resources Management) and on 25-26 February. Interviews were based on a set of provisional questions, drawn up and sent to the interviewees approximately one week ahead of the visit. During the course of the interviews, resource persons commented on the questions, provided additional documents not found in the CRIS database, and suggested further contacts with resource persons both within the Commission Services in Brussels (AIDCO and DG DEV), and at the Delegation of the EC (DEC) in Botswana.

In addition, the team leader (TL) had the opportunity of meeting with the Head of Operations in the Delegation, and with representatives of many Ministries and organisations, during a preparatory mission to Botswana (15-21 February). The main objectives of the mission were to establish contacts with all major stakeholders, to identify additional documents, and to collect some initial oral information for a better understanding of the strategy and of some of the interventions. In the following, the ToR of the evaluation have been sent to all major stakeholders in Botswana, as well as copies of the country strategies for EDF8 and 9 to facilitate preparation by organisations and persons for the meetings during the forthcoming field phase. Two weeks ahead of the field phase, most of the partners received lists with four to five main questions to be discussed during the mission (see annex 9). The field phase took place during the period 9-22 June 2009.

Individual interviews have mainly concentrated on questions related to the impact of EC-support, its efficiency, the success factors and on recommendations of the partners for future support (approx. 45 meetings with about 100 interview partners; see annex 7 for interview partners). In addition, the remaining donors, Sweden, DFID, UNDP, and the World Bank have been contacted via e-mail since they are operating from Pretoria (except UNDP). Sweden, DFID and the World Bank answered a short questionnaire (see annex 9); UNDP had been visited during the preparatory mission of the TL.

Finally, three focus group meetings (on Vocational Training and Technical Education, Economic Diversification, and Community Development) have been organised with the aim to provoke discussions about underlying "facts" that are repeatedly mentioned in EC-programming documents or reports. The objective has been to countercheck whether these underlying facts are really shared by stakeholders and to learn about different views (see the protocols in annex 11). The evaluation team likes to thank all the interview partners as well as the participants in the focal group meetings for their readiness to discuss with the team and for their openness in the interviews and the focus group meetings.

Special attention was given to a number of key-programmes of the intervention strategies of EDF8 and 9 (see the list and the project fiches in annex 12). The contribution of each and every programme, especially of the key programmes, and of their results to the achievement of the objectives of the country strategy is of central interest, since the main question of the whole evaluation exercise is whether these objectives and expected impacts have been achieved or at least whether there is a clear trend towards achievement of the formulated objectives and the expected impacts.

The information gathered at all steps was analysed systematically by using an evaluation grid consisting of the information matrix (see Annex 4) elaborated in the inception phase and slightly adapted during the desk phase.

1.3 Changes between the Desk Report and the Synthesis Report

The findings, conclusions, and hypotheses formulated in the Desk Report were, on the whole, confirmed and deepened during the field phase. The relevance of the EC support to Botswana was confirmed.

The analysis of both the strengths and weaknesses of the EC development support to Botswana was further deepened and documental analysis was completed through access to documentation not previously available. Through the field analysis, some processes were clarified and the basis of evidence for judgements enhanced through triangulation.

At sectoral level, the field phase allowed exploration of some elements, which were not entirely clear at desk level.

1.4 Limits of the Evaluation

The evaluators encountered the following limitations:

- a) **Availability of Data.** One of the major problems in Botswana (clearly highlighted in many reports, such as Joint Annual Reports, but also in the Country Strategy Papers) is the lack of up-to date statistics and baseline data as well as the weakness of the data collection system for project monitoring. The last census was carried out in 2001.
- b) **Limits of institutional memory** given that many key informants in many organisations were quite new and that most Programme Officers had already left the country due to end of contract and end of programme implementation.
- c) The **duration of the mission** (two weeks), which allowed the evaluators to visit only three urban areas outside Gaborone (Selebi Phikwe, Francistown, Maun).

1.5 Structure of the Report

As pointed out in 1.2, the work of the desk phase and of the field phase concentrated on filling in the information matrix. For each evaluation question (EQ), two to five judgement criteria (JC) have been formulated. They are at the top of the information matrix. In the fields under each judgement criterion, indicators have been formulated for which the information is collected and presented. The indicators then allow formulating the judgement, and finally the different judgements allow formulating the answer to the EQ. The completed information matrix is presented in annex 4 of this report. The answers to JC and the EQ derived from the information collected for each indicator have been transferred to the main text of the report where they are presented in chapter 3 of this report. Chapter 4 presents overall conclusions on the strategy and its implementation that derive from the findings presented in chapter 3. Finally, chapter 5 presents the recommendations that follow from the analysis.

To start with, chapter 2 provides the necessary framework information for a better understanding of the findings, answers, conclusions, and recommendations presented in chapters 3, 4, and 5.

The information presented in chapter 2 does not claim to be a complete description of the country situation and of all the details of EC-cooperation with Botswana since the objective of the report is not to write a monograph but to verify the success of a strategy. Information is therefore selected with regard to the objective of the report and bearing in mind the amount of information necessary for readers' understanding of chapters 3, 4, and 5.

2 EC-COOPERATION AND ITS CONTEXT

2.1 Economic, Political and Social Context

The Republic of Botswana is a large, landlocked country with two thirds of its 582,000 sq km territory covered by the Kalahari Desert. Total population is 1.9 million with an estimated 2007 growth rate of 1.3%.⁶

Characterised by a generally semi-arid climate with unevenly distributed and erratic rainfalls, the country is climatically divided into a dry western part receiving less than 250 mm of rainfall annually, and a distinctly more humid north and east. The Kalahari Desert occupies about 70 percent of Botswana's territory, particularly in the western and south-western parts. Shrub-savannah being the principal vegetation pattern, ecosystems in western Botswana are fragile and susceptible to drought and overgrazing.

Owing to a combination of favourable climatic conditions, fertile soils and well-developed infrastructure, the eastern parts of Botswana are most densely populated (>20 persons/m²) and subjected to economic development, with about 50 % of the population living in urban areas⁷ (see map in Figure 3).

Northern Botswana is characterised by large wetlands and streams of global significance. It harbours some of the world's principal wildlife habitats and biodiversity hotspots and attracts large numbers of tourists.

Botswana is richly endowed with natural resources, including significant bio-resources as well as valuable minerals. Natural resources represent a mainstay of Botswana's national economy and characterise its development outlook.

Botswana is often described as a positive example or even a model for its use of its natural and specifically its mineral resources for development. It has evolved from one of the ten least developed countries in the world to an upper middle-income country, characterised by sustained economic growth, anchored in good governance, little corruption, peace, political stability and sound macroeconomic management. Having been dependent almost exclusively on mining (diamonds, copper, and nickel) for decades, the country proactively explores new and more sustainable avenues of diversification and sustainable development. Botswana, however, is also characterised by an unequal income distribution and high rates of HIV/AIDS. The recent downturn in diamond and copper/nickel prices has seriously hit Botswana.

2.1.1 Economic Context

For thirty years following independence, Botswana was the fastest growing economy in the world with an annual economic growth rate of about 9%. In recent years, the trend has been gradually declining with average GDP growth rates of about 5% from 2001 to 2007.

According to the World Bank, GDP per capita by Purchasing Power Parity (PPP)⁸ for Botswana was US\$13,418 in 2007, ranking Botswana 47 of 167 countries (between Saint Kitts and Nevis and Malaysia)⁹. IMF estimates the GDP (PPP) for 2008 at US\$14,882, ranking Botswana 53 of 180 countries (between Russia and Mexico)¹⁰.

⁶ World Bank: World Development Indicators

⁷ <http://www.nationsencyclopedia.com/Africa/Botswana-POPULATION.html>

⁸ PPP figures are estimates rather than facts, and should be used with caution. Calculations are prepared by various organisations, including the International Monetary Fund and the World Bank.

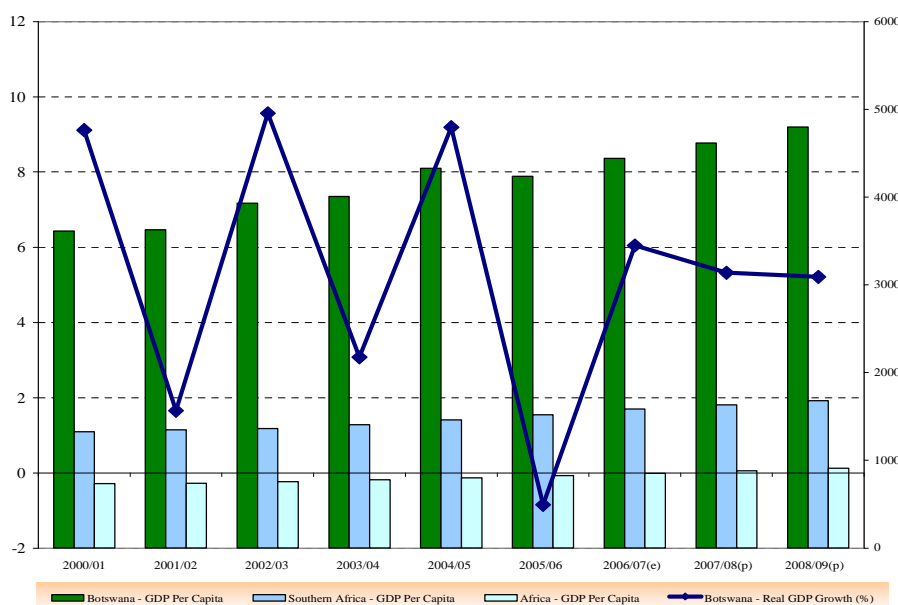
⁹ Data refer to the year 2007. PPP GDP 2007 & Population 2007: World Development Indicators database, World Bank, September 10, 2008.

¹⁰ Data refer to the year 2008. World Economic Outlook Database-April 2009; International Monetary Fund; Accessed on April 22, 2009.

At nominal values¹¹, World Bank places Botswana at 57 (out of 170) with US\$6,263 (between Argentina and Montenegro¹²). The IMF estimates for 2008 for Botswana are US\$7,554, placing Botswana at 67 (out of 179) between Lebanon and Mauritius¹³.

GDP per capita at constant 2000 prices for Botswana was US\$4,439 in 2007¹⁴. On this basis, the following diagram allows seeing yearly increases of GDP per capita in Botswana and the growth rate (in percent) of Botswana's GDP (green pillar) in comparison to neighbouring Southern African Countries (blue) as well as to all African Countries (light blue).

Figure 6: Real GDP Growth and Per Capita GDP (US\$ at constant 2000 prices)



In recent years, government revenue has averaged around 35% of GDP, with the bulk of revenue coming from minerals and SACU, with the percentage of revenues collected through non mineral income tax increased however due to strong performance by the tax authorities. Government expenditure accounts for around 37% of GDP. While the authorities have been prudent with their policy of budget balance, in more recent years there have been increases, which may not be sustainable over the long term given the anticipated decline of mining revenue over the coming years. The foreign trade current account position has been healthy averaging an annual surplus of 8% over the past 6 years, on the back of strong diamond exports. Public debt remains low at 3.4% of GDP, and large current account surpluses have enabled the accumulation of significant reserves, providing 25 months of imports at end-2006.

Mainly diamond mining¹⁵, but also copper and nickel mining¹⁶, contribute substantially to the wealth of the country. In recent years, mining has accounted for about 40% of GDP and for more than 70% of export earnings and half of government tax revenue¹⁷. In 2006 exports were dominated by diamonds (73%) followed by copper and nickel (14%). Compared to

¹¹ The value of all final goods and services produced within a nation in a given year, converted at market exchange rates to current U.S. dollars, divided by the average (or mid-year) population for the same year.
¹² Data refer to the year 2007. World Development Indicators database, World Bank, September 10, 2008. Note: Per capita values were obtained by dividing the Total GDP data by the Population data.
¹³ Data refer to the year 2008: World Economic Outlook Database-April 2009; International Monetary Fund. Accessed on April 22, 2009.
¹⁴ AfDB/OECD, 2008: African Economic Outlook, p. 153
¹⁵ The biggest mines are in Orapa (production commenced in 1971) and Jwaneng (opened 1082) operated by Debswana (partnership of GoB and De Beers)
¹⁶ BCL and Tati Mining
¹⁷ <http://povertyenvironment.net/files/CASE%20Botswana.pdf>; also: <http://www.mbandi.com/indy/ming/af/bo/p0005.htm>

1997, the total share of minerals had increased from 78% to 87%, in 2006 not least because of the boom in mineral prices, especially copper and nickel¹⁸.

Despite the Government's efforts to promote economic diversification, yearly growth in the non-mineral sector has lagged behind the target of 5% set in National development Plan 9 for years. It only has picked up in the last years. Non-mining output grew by 5.7% and 8.0% in 2006/07 and 2007/8 respectively; excluding the government sector, non-mining growth was 7.1% and 9.7% for the two years (Central Statistics Office data). The growth in non-mining GDP was led by transport and communication, manufacturing, trade, hotels and tourism as well as financial and business services. Perspectives for further diversification include agriculture, tourism, manufacturing, financial services and also products like textiles and clothing, leather and leather products, jewellery, meat and meat products, and arts and crafts.

The impact of the present diamond market downturn illustrates the high dependence of the product in spite of the government's long standing efforts to diversify production and exports and recent strong performance of alternative sectors as indicated above. Real GDP may contract by 3% in accounts year 2009/10, as demand for diamonds slump. The budget fiscal year 2009/10 projects a deficit of 14%; although the government expects mineral revenues to fall by up to 50% because of the economic downturn, it is maintaining its spending plans.¹⁹ The financial crisis caused Botswana's gross domestic product to decline by 20.3% in the first quarter of 2009 compared with the same period last year as mining output fell.

GoB is third largest employer with 20.7% after private sector with 43.1% and subsistence farming with 24%. (Labour Force Survey 2005-6). It is estimated that about 60,000 enterprises in Botswana operate mostly in the informal sector, employing one or two people.²⁰ The capital intensive mining sector only accounts for 4% of formal employment.

Tourism contributes significantly to the economy of Botswana and is still displaying robust growth. GoB centrally coordinates tourism development through the Ministry of Environment, Wildlife and Tourism (MEWT), and the tourism sector – while privately run for the most part – is dominated by expatriates.

Agriculture does no longer contribute significantly to Botswana's GDP, yet remains vital for rural livelihoods and employment. Commercial farming remains the backbone of food security. Even though agricultural exports in general do not represent a mainstay of Botswana's economy, beef exports and animal hides are substantial sources of foreign earnings²¹.

In the IFC Business Environment Ranking 2007, Botswana is ranked higher than the regional and income group for all six global rankings (corruption control, country credit, economic freedom, political risk, doing business and quality of national business).²² This is a positive pre-condition for the private sector development.

A privatisation policy was formulated in 1990 including also the establishment in 2001 of the Public Enterprises Evaluation and Privatisation Agency (PEEPA). Candidates for privatisation included Botswana Airlines, National Development Bank, telecommunications, insurance and several Government Agencies. The privatisations are substantially behind schedule despite advice on a range of transactions and public enterprise reforms. National Development Plan 9 also sets rather low targets for privatisation, only two public sector entities during the plan period.

The most recent Private Sector Development Strategy (PSDS) developed by the Botswana Confederation of Commerce, Industry and Manufacturing (BOCCIM) was handed over to the Ministry of Trade and Industry by BOCCIM and COMSEC in November 2008. This ministry is the one expected to guide the next steps.

¹⁸ Botswana Central Statistics Office

¹⁹ Economic Intelligence Unit: Botswana, Country Report, February 2009

²⁰ ADB/OECD: African Economic Outlook, Botswana, 2008

²¹ <http://sunsite.icm.edu.pl/untpdc/incubator/africahp/bwa/bw8.htm>

²² IFC: Business Environment Snapshot, 2009

Measures were taken to promote private investment both from abroad and domestically, e.g. by creating a conducive environment for investment and some success has been achieved with regards to tourism and the financial sector.

One of the economic sectors with a potential for diversification and private sector development is tourism. In 2007, travel and tourism contributed an estimated 10% of total formal employment and some 16% of non-mining GDP. Tourism is estimated to be the second-largest currency earner after minerals. Foreign operators are playing an important role in the tourism industry in and around parks. Tourism has changed significantly from mid nineties to nowadays by attracting a relatively much larger proportion of European visitors.

Finally, beef production has some importance for the private sector development and diversification in the agricultural sector. Since the first Lomé Convention in 1975 and up to 2007 Botswana has benefited from the Beef Protocol (BP), with an annual quota of 18,916 tons. Although exports often fell short of the quota, the BP has had a substantial financial impact for Botswana and not last for the meat producers and rural incomes and employment. Exports of meat and meat products amounted to 1.8% of total exports in 2006.

Economic diversification remains a key political issue for Botswana in order to be prepared for the times when mining resources will be completely exhausted. Scenarios about the year when this will become the case differ largely and the discovery of new mineral deposits is continuing making the likeliness of these scenarios becoming more and more uncertain.

2.1.2 Political Context

The long-term vision for Botswana's development is encapsulated in "Vision 2016", a strategic vision based on Prosperity for All. The vision, which assumes sustained annual economic growth rates of 6%, is formulated in six pillars:

- Open, transparent governance
- A prosperous, productive and innovative nation
- An educated, informed nation
- A moral and tolerant nation
- A united and proud nation
- A compassionate, just and caring nation

Government policies are based on multi-year national plans. The current National Development Plan 9 (NDP 9) sets out the Government's development agenda for 2004-2009. The NDP 9 identifies poverty reduction and prosperity for all as fundamental national development goals, to be achieved through economic growth, economic diversification, job creation and human resource development.

Since independence in 1966, Botswana has been a stable multi-party constitutional democracy, with universal adult (18 years old) suffrage. Botswana has been governed continuously by the Botswana Democratic Party (BDP). In the last election, held in October 2004, the BDP won 44 of 57 elected seats in the National Assembly. The House of Chiefs has 15 members consisting of chiefs of the eight Tswana tribes recognized at independence with an advisory role to the Assembly on matters of custom, culture and tradition²³.

The president is elected by parliament for a maximum of two five-year terms and is both the chief of state and the head of government. During 2008, President Fergus Mogae stood down a year early to enable a smooth transition to his preferred successor, Ian Khama, the son of the country's first president, Sir Seretse Khama.

The BDP dominates the political scene in Botswana. The party's strong rural support base, along with rising economic prosperity and the relative weakness of the opposition, has en-

²³ Eight Tswana tribes enjoy the privileges associated with official recognition, whilst other ethnic groups, among them the San (or *Basarwa*), share a minority status.

sured its continued success. The BNF (the Botswana National Front) has been the main opposition for most of the period since independence.

Botswana's decentralisation process has been justified in terms of democracy and development. Below the central administration, there are four local government structures: the district administration, the district councils, the land board and the tribal administration. The administration is further decentralized down to the village level, through the Village Development Committees and the Village Extension. The government is committed to decentralisation in order to promote popular participation as well as facilitating sustainable rural development. Lack of local capacity, however, has slowed down the process.

Botswana generally maintains good diplomatic relations, benefiting from its reputation for political and economic stability. Botswana has played an active role, notably in relation to Southern African trade and integration and in the EPA-negotiations.

A large number of migrants from Zimbabwe live in Botswana, many of them residing illegally²⁴. Very few are accepted by the Botswana government as eligible for refugee status. Since 2005, over 175,000 Zimbabweans have been repatriated. The government has built a series of electric fences along the border, at least in part, to deter migrants.

Botswana is firmly committed to the promotion of sustainable ecological, economic, and social development. The country is a signatory party to a wide range of multilateral environmental agreements, including CITES, the RAMSAR Convention on Wetlands as well as all principal Rio-Conventions (CBD, CCD, and UNFCCC)²⁵.

Since the mid-1980ies, the GoB developed (and continues developing) a broad array of environmental policies and strategies²⁶ geared towards mainstreaming environmentally sustainable development in sectoral policies as well as ensuring greater inter-sectoral coordination.

The effectiveness of these policies is still hampered by the absence of a single comprehensive strategy of natural resources conservation and use. It is likewise restricted by the wide distribution of administrative responsibility over matters with a bearing on natural resources²⁷.

2.1.3 Public administration and public sector reform

Public sector reform (PSR) is often seen as a prerequisite for economic development. Key issues in Botswana are privatisation, merger of some parastatals, deregulation, outsourcing, and rationalisation of service delivery²⁸.

The actual public sector reforms in Botswana include decentralisation, creation of institutions such as the Ombudsman, Directorate on Corruption and Economic Crime (DCEC) and the Public Enterprises Evaluation and Privatisation Agency (PEEPA). At the more detailed level, there have been other initiatives such as Organisation and Management (O&M) reviews, Job valuation, Work Improvement Teams (WITS) and Performance Management Systems (PMS). Reforms have mainly included streamlining (right sizing) of the public sector, control over inputs, transparency and accountability, performance management systems, commercialisation and the planned privatisations.

The decentralisation process has been criticized for being incomplete, especially in relation to local government revenue generation, financial management and personnel administration. Significant centralising tendencies prevailed. In addition, the lack of enabling legislation

²⁴ Estimates of how many Zimbabweans are currently in Botswana vary a lot, no official data is available.

²⁵ UN Convention on Biodiversity/ UN Convention to Combat Desertification/UN Framework Convention on Climate Change

²⁶ <http://unbotswana.org.bw/undp/environment.html>

²⁷ The Ministry of Finance and Development Planning – Rural Development Coordination Division, Ministry of Agriculture – Crop Production and Forestry Division, Ministry of Local Government – Local Government and Development Division, Ministry of Mines, Energy and Water Resources – Dept. of Water Affairs, Ministry of Lands and Housing – Dept. of Lands; see also

http://www.gov.bw/index.php?option=com_content&task=view&id=52&Itemid=58

²⁸ NDP 9, NDP Mid-term Review, BIDPA/World Bank Study 2008

to guide the decentralisation implementation process and the privatisation process has been criticised.²⁹

Important reforms undertaken more recently include the implementation of the government accounting and budgeting system (GABS), improvement in the revenue administration, strengthening of the external audit and the implementation of the new public procurement legal and regulatory framework. There has been no public sector reform policy formally issued or approved by the cabinet. A recent Public Financial Management Performance Report for the EC Delegation in Botswana, based on an assessment of the 31 high-level indicators of the PEFA Performance Management Framework, gives an overall positive assessment.³⁰

Moreover, some structural reforms are lagging behind, notably with regard to privatisation and the labour market. Bureaucratic procedures, in particular for setting up businesses are still heavy and statistics are often outdated. While the policy environment is positive in Botswana, there is a need to accelerate significantly the pace of economic reforms, and in particular, to ensure the effective implementation of policies promoting foreign direct investment and private sector development.³¹

As an example of organizational changes in the public administration, government has transformed the former Customs and Excise into a Botswana Unified Revenue Service (BURS) in line with the Southern African regional dynamics. Botswana effected the changes at a time when the neighbouring South Africa and other SADC countries had switched to the revenue authorities from the previous customs and excise. The BURS handles primarily issues of income tax, PAYE and other withholding taxes, Value Added Tax (VAT), customs and excise duty and others. BURS has become proactive to the extent that people evading tax continue to appear before the courts of law to answer for their misdeeds.³²

2.1.4 Social Context, Human Development

For per capita yearly income in 2007, Botswana ranks 60 on the Human Development Index (HDI), but with a value of 0.694 only 125 out of 182 countries in the overall HDI. The main reason is the ranking of only 154 in life expectancy at birth, which is around 48 years (due to high HIV/AIDS mortality).

Botswana's significant development gains over the past decades are evidenced by improved social and economic infrastructure throughout the country. Botswana has made considerable progress on other MDGs. The adult literacy rate increased from 69% in 1993 to 83% in 2007, and school enrolment rate for girls is now par with that of boys. An important indicator for poverty reduction is the percentage of underweight children under 5 years old. This indicator has decreased from between 12 to 19% in the nineties to less than 6% in 2005, which are the latest years where statistics are available. However, infant mortality is up from 45 (per 1,000 births) in 1990 to 90 in 2006. In addition, maternal mortality has increased. This may as well be an effect of HIV/AIDS.

The HIV/AIDS pandemic jeopardizes the social gains of recent decades with key health indicators on decline. The pandemic weighs heavily on society, human resources, economy and the government budget. There are already about 130,000 AIDS orphans in Botswana. Life expectancy has quickly fallen from 60 to 48 years³³. In late 2001 UN estimated the prevalence of HIV amongst those aged 15-49 years at 38.8% of the population, the highest rate in the world. For 2005 the corresponding figure is 24.1%.³⁴ BAIS III gives the incidence rate as 2.89% in 2008.

²⁹ BIDPA Briefing, July 2004

³⁰ 2AC.France: Republic of Botswana Public Expenditure and Financial Accountability", October 2008

³¹ Republic of Botswana - European Community: Country Strategy paper and National Indicative Programme for the Period 2008-13

³² All Africa Com, 1 April 2008

³³ UNDP: Human Development Report 2007/08

³⁴ UNDP: Human Development Report 2007/08

The Human Development Index (HDI) is showing the impact of the epidemic. It rose from 0.49 in 1975 to 0.65 in 1990 declining thereafter to 0.57 in 2000 since life expectancy was drastically affected by HIV-AIDS. The latest UNDP report shows that Botswana is back to 0.694 in 2007. This is probably due to improved treatment of the disease (by end of 2007 83% of those who needed ARVs were receiving them free of charge).

Serious income disparities exist, and 30% of the population are estimated to live below the poverty line. Two thirds of the poor live in rural areas, with particularly high poverty incidence in the rural northwest (with 50% under the poverty line) and the rural southwest (42% under the poverty line). The Gini index has increased from 53.7 to 63 between 1993/94 and 2007.

In 2003 the Government of Botswana adopted a National Strategy for Poverty Reduction (NSPR). It does not have the same function as poverty reduction strategy papers in other African countries. The NSPR is not the guiding document to identify policy priorities of the Government for the development of the country, but a kind of umbrella document for the different poverty-related development programmes and social welfare programmes that are providing aid to the needy. The NSPR Secretariat thus has adopted as priority areas of action key issues as poverty assessment and poverty focus of policies and programmes, poverty focus of institutions, poverty monitoring systems, knowledge sharing and advocacy.

Botswana has seen rapid urbanisation, the urban population increasing from 18% in 1981 to 57% in 2005 according to government estimates. The inability to seek out a living in the rural areas is driving growing numbers to the few urban areas, where employment opportunities, housing and urban facilities cannot cope with the inflow. Unemployment has been persistently high and rising both for unskilled and for university graduates.

2.2 Development Assistance to Botswana

Official Development Assistance (ODA) is quantitatively of relatively minor importance for Botswana. ODA provided to Botswana had shrunk to US\$31m in 2000, i.e. 0.6% of GDP. Even though annual average net ODA for the period 2004-06 increased to US\$53m, the percentage of GDP remained below 0.7%. From the 1990ies to the years 2000, a shift from grant aid to loans (AfDB, EIB) was observed. Grants were principally from the EC.

Table 3: Official Development Assistance to Botswana in 2005

Official development assistance received (net disbursements) (US\$ millions), 2005	70.9
Official development assistance received (net disbursements) per capita (US\$), 2005	40.2
Official development assistance received (net disbursements) (% of GDP), 2005	0.7

Source: UNPD Human Development Report - country statistics Botswana
 (http://hdrstats.undp.org/en/countries/data_sheets/cty_ds_BWA.html)

The EC was the largest single³⁵ donor in 2005-06 with a yearly average of about €20m, corresponding to 39% of total ODA to Botswana 2005-06. EC support was concentrating on the education sector (and formerly also on NRM). The rest of the ODA is mainly geared towards the fight against HIV/AIDS. This sector receives substantial funding from the private sector, notably the USA.

As regards to the division of labour with EU member states (MS), it has to be noted that the cooperation programmes of the four remaining MS in Botswana are modest. Sweden, who closed its embassy in 2008, is active in the HIV AIDS and private development sectors. The German programme has been reduced to a few technical assistants fielded by the DED (Deutscher Entwicklungsdienst - junior expert level) whom the GoB and the Government of

³⁵ Different financial sources from the US sum up to a higher amount, but this does not change the fact that EC is the biggest single donor.

Germany are financing on equal terms. The TA is active in vocational training and education (e.g. teaching and curriculum development). France has a few interventions mainly related to culture, the teaching of French language and governance. The UK has a very small bilateral programme with activities financed across a range of areas covering good governance, democracy, rule of law, human rights, climate change, and environment. Although DFID ended its bilateral programme in Botswana in 2004, it continues to provide assistance from regional programmes operated by DFID Southern Africa in Pretoria in areas such as HIV/AIDS, Trade and Poverty³⁶.

Development Banks have come back to Botswana after many years of absence. For the new start, the World Bank has been working closely with the Government of Botswana to design a Country Partnership Strategy (CPS) for Bank's engagement with Botswana for the period 2008-2012. This will mark the first-ever World Bank strategy for Botswana and will provide a strategic framework for Bank operations in the country. The CPS is closely linked to Botswana's development priorities as communicated in the Vision 2016 and National Development Plan. Priority areas for Bank engagement include:

- HIV/AIDS (over US\$50m, see below)
- Transport
- Energy
- Wildlife Management and Biodiversity Conservation.

Also, the African Development Bank (AfDB) is preparing a new country strategy. The design of the Bank's Botswana assistance strategy is underpinned by the country's Vision 2016, whose main goal is to eradicate poverty, the Ninth National Development Plan (NDP9, 2003/04-2008/09), and the National Strategy for Poverty Reduction (NSPR). Bearing in mind that Botswana has not borrowed from the bank for a number of years, the strategy focuses largely on non-lending activities while also seeking a re-entry of the Bank into lending operations in Botswana.

Aside from World Bank, the UN-system is presented through UNDP and UNICEF (reproductive health for youths). WHO, UNHCR, UNFPA are running only small programmes. UNDP Botswana supported programmes in the following areas³⁷:

- HIV-AIDS
- Environment management
- Economic Diversification/Poverty Reduction³⁸
- Governance

A new UNDP country assistance framework (CAF 2009-2013) has just been finalised. GoB is contributing 75% of funds to all UN-programmes.

As already mentioned, the biggest sector of cooperation is HIV-AIDS. Details are given in the chapter on HIV-AIDS below.

2.3 EC-Cooperation with Botswana and overview on the main sectors

The Cotonou Agreement signed in June 2000 between the EU and 77 African, Caribbean and Pacific (ACP) countries entered fully into force in April 2003. The ACP-EU development agreement set ambitious goals for a comprehensive partnership over a period of 20 years centred on the reduction of poverty, the prevention of violent conflicts and improved govern-

³⁶ No country specific data available for the Member States' activities in Botswana, as assistance to the country is mostly being part of a regional programme for Southern Africa. The DED-contribution only consists of the deployment of junior experts.

³⁷ The regular resources (i.e. without counting trust fund/ contribution of private sector) allocated for these sectors in the strategy 2003-07 are US\$366,000 for environment, and US\$735,000 for all poverty reduction issues.

³⁸ Actually, beginning of march 2009, the UN is advertising for a consultant for the review of the NSPR as well as policies and programmes for economic diversification, employment and poverty reduction.

ance. The three components of the Cotonou Agreement guiding the whole cooperation between the EC and the ACP-countries are Dialogue, Trade for Development, and Development Cooperation.

2.3.1 Dialogue

There are different levels of dialogue with the Government of Botswana (GoB), mainly: political dialogue at diplomatic level, dialogue on Governance, and sector dialogue on Education and Training as the focal sector of development cooperation, and on Public Financial Management (PFM).

Political dialogue is the high level dialogue at diplomatic level. The contents of this dialogue is not always open to the public but it seems sure from reports that questions of the rights of ethnic minorities in Botswana and the death penalty are on the agenda. It is interesting to mention that the question of the rights of ethnic minorities is directly linked to the aspect of poverty reduction since these groups are highly concerned by poverty.

The dialogue on Governance (and Public Sector Reform) has increased in recent years even though Botswana has a long standing reputation for good governance, including both the public and private sector. This reputation covers practically all areas of governance, including human rights and democracy as well as the functioning of vital public services as the judiciary, the police etc. This performance in governance may explain the hitherto relatively modest engagement of the EC in Botswana in these areas. This is also reflected in EC Country Strategy Papers and National Indicative Programmes for Botswana, which do not include strategies for assistance to good governance and public sector reforms as focal or non-focal areas. Nevertheless, a governance profile has been established and discussed in a stakeholder meeting during the preparation of the EDF10 Country Strategy Paper (CSP) and a list of governance commitments has been established (serving as an action plan). Botswana can equally benefit from the governance incentive tranche of for all ACP-countries under EDF10 CSP, which was established with an initial €50m.

A yearly assessment of a set of indicators is the core of the dialogue. As a practical output of this dialogue, several activities and studies have been financed from the Technical Cooperation Facility (TCF) in the area of Governance and Public Sector Reform, such as:

- Review of Botswana's National Anticorruption Strategy and its Implementation (for Directorate on Corruption and Economic Crime - DCEC); 02/2008, financed from TCF
- Support to the implementation of the Botswana Courts Record Management System; 09/2008, financed from TCF
- Consultancy on Procurement Policy and Institutional Advice, 09/2008, support to the Tender Board (PPADB); financed from TCF
- Public Expenditure and Financial Accountability (PEFA) - Public Financial Management Performance Assessment Report; 10/2008, financed on Headquarter Framework Contract
- Tax Payer Survey and Review of Financing Arrangements of the Botswana Unified Revenue Service (BURS), 08/2008
- Provision of Training Needs Analysis to the Botswana Unified Revenue Service, 10/2008
- Tax Payer Survey, 12/2008

These studies may serve also as an entry point for a more elaborate policy dialogue, an increase of EC-support in the area of Governance and Public Sector Reform as well as for more donor coordination with GoB in the lead. The approval of a PFM reform programme proposed by the Public Expenditure and Financial Accountability (PEFA) assessment report should be a general condition under the EDF10 HRD programme. It is one of the eligibility criteria for ongoing budget support.

The PEFA study financed by the EC has made an overall performance assessment of Public Finance Management in Botswana. The conclusions are generally positive although it stresses the weaknesses of the public procurement system.³⁹

For more than a decade Botswana has had in place a National Anticorruption Strategy and the institutional mechanism for leading its implementation, the Directorate on Corruption and Economic Crime (DCEC). Botswana now is considered the least corrupt country in Africa and is ranked in the top 25% of countries worldwide. According to a review supported by the EC, the public perception in Botswana does not necessarily fully share this description.⁴⁰ The review concludes that corruption is widely believed to be growing in the country and becoming more complex, partly because DCEC is perceived having a lack of independence and being underfunded and because of long delays in the prosecution system and in the courts.

Botswana has a dual legal system with both customary courts and magistrate courts. Official statistics in the whole country indicate that despite the alternative types of punishments that customary courts have at their disposal, 80% of people in prison are there because of customary courts. Unlike in the magistrate courts where there is a great deal of uniformity and consistency in sentencing, traditional courts are inconsistent in their sentencing practices. Accused persons are not allowed legal representation and the presiding officers are chiefs who are not learned in the law. It should be noted that the afore mentioned sentences can be combined together and passed by the presiding officers.⁴¹

Finally, the sector dialogue on education and training has been established and intensified under EDF9. More information is presented in the chapters on Human Resource Development as well as under the presentation of findings related to EQ3 (see 4.3).

2.3.2 Trade for Development

Being a landlocked country, regional integration is important to increase markets and to profit from economies of scale. The country is actively supporting SADC aimed at approaching a common market by 2015, and a monetary union by 2016 and plays an active role in the EPA-negotiations. Botswana is the most active country in the region to promote the EPA.

Botswana's main trade partners in 2008 were the SACU countries (75% of imports) and the EU. The composition of imports reflects Botswana's substantial food import because of its low agricultural production. Botswana's main trade partners for exports are the EU (70–80% of exports in recent years) and the SACU Common Customs Area (10–20%) the variation in figures also reflecting the dominant role of diamond exports.

The (interim) EPA for trade in goods between Botswana and the EU was signed in May 2009. Negotiations on the other elements of EPA – trade in services and investments are expected to initiate in 2009 as well.

Within the framework of the Economic Partnership Agreement (EPA) Support Facility that started in 05/2006, the EC supported the SADC-secretariat directly in the negotiation process through the provision of a long-term adviser and capacity building measures. The negotiation process was extremely difficult since SADC did not participate as a homogeneous group of countries.

At the outset of the Economic Partnership Agreements (EPAs) negotiations with the European Union in 2002, SADC was divided. Four groupings emerged in the negotiating process:

- i) the SADC EPA Group comprising Botswana, Lesotho, Namibia, Swaziland (BLNS), as well as Mozambique, Angola and Tanzania;
- ii) East African Community (EAC) comprising Kenya, Uganda;

³⁹ 2AC.France: Republic of Botswana, Public Expenditure and Financial Accountability, October 2008

⁴⁰ COWI/Sperville & Ass.: Review of Botswana's National Anticorruption Strategy and its implementation, Feb. 2007

⁴¹ Dr. Kholisani Solo: A traditional response to overcrowded prisons – the case of customary court in Botswana. Paper presented at the Pretoria Country, 14-16 September 2005

- iii) Central African Economic and Monetary Community (CEMAC) that includes DRC; and
- iv) the East and Southern African Group (ESA) comprising all other SADC members.

South Africa joined the SADC EPA Group in February 2006 in an attempt to resist further fragmentation in SADC. RSA saw the negotiations as an opportunity to consolidate the customs union in SACU vis a vis the EU. Within the SADC EPA group, Botswana, Lesotho, Mozambique and Swaziland have now signed the European Partnership Agreement (EPA) on trade. However, Namibia has concerns, and South Africa and Angola have not yet initiated their interim EPA (IEPA)⁴². Although not yet signed, the IEPA was operational since 2007/2008 to guarantee Botswana's export of beef to EU.

Prior to the EPA, the Beef Protocol allowed Botswana free access for its beef to the European market within a yearly quota of 18,916 tonnes. The protocol expired December 31, 2007. In most years, actual quantities were below maximum, mainly because of animal diseases, especially Foot- and Mouth Disease. Under the future EPA, there will be duty and quota free entry for beef to the European market of the 27. This perspective may have motivated Botswana to accelerate EPA negotiations in order to continue beef exports to EU.

Via SADC, EC also supported regional integration and regional trade through various regional programmes. Under EDF9, three regional programmes are operational:

- Support to the SADC Regional Integration and the Multilateral Trading System (UNCTAD - Trade in Services), started 04/2005
- Support to SADC Member States on Customs Modernisation and Trade Facilitation Towards the SADC Customs Union, started 09/2007
- Support to SADC Member States in Standardisation, Quality Assurance, Accreditation and Metrology (SQAM), started 11/2007

The SADC member states span some 9 million square kilometres and comprise a market of more than 200 million people. The region plays host to SACU, as well as the more recent SADC Trade Protocol. More than 80% of Botswana's exports face low or no tariffs in SADC. The structure of trade in the SADC has not changed much since the community's formation in 1992. Intra-regional trade has remained modest.⁴³

Exports destined for South Africa, Angola and Swaziland have been fast growing trade partners, but off a low base. Exports to Zimbabwe have grown very significantly in recent years. The Common Custom Area's share of Botswana's exports declined from 14% in 1997 to 11% in 2007, however with substantial annual fluctuations.⁴⁴

Finally, the EC supported the area of promotion of investments in the region. Under EDF8, the EU-SADC Investment Promotion Programme (ESIPP) was implemented since 2000. The project was intended to promote both international and regional investment throughout the 14 SADC countries by working with governments to develop investment promotion policies and by building the capacities of national promotion agencies, both public and private. Recently, support to the Implementation of the SADC Finance and Investment Protocol (the FIP program) has initiated.

Foreign investments increased from a level of between US\$35m and US\$100m a year from 1998 to 2000 to between UD\$200m and UD\$400m a year between 2003 to 2007 (IMF data).

For financial services, Botswana is one of the countries likely to become part of the second generation of financial markets, according to an IMF report⁴⁵.

⁴² "Trade Negotiations Insights" (November 2008)

⁴³ TIPS (Trade & Industrial Policy Strategy: "Intra- SADC Trade Performance Review: 2007"

⁴⁴ Botswana Central Statistics Office: Trade Statistics

⁴⁵ Botswana IFSC, 25 August 2008

Overall, it is said that the investment climate improved⁴⁶ but there are some remaining issues, which pose hurdles to private sector investment. These relate to security; energy, land availability, air transport; telecommunications and perceptions of corruption. BEDIA has recently set up a one-stop facility for investors, which is expected to facilitate Foreign Direct Investments (FDIs).

2.3.3 Development Cooperation under EDF8, 9, and 10

The objectives of the cooperation strategies of EDF8, 9, and 10 remained largely the same (improved quality of labour force, economic diversification, employment creation, more equity in income distribution, and finally sustainable economic and social development, integration into the world market, and poverty reduction. At the same time, two focal sectors were reduced to one. HRD has been a focal sector of EDF8, 9, and 10 whereas Natural Resources Conservation and Utilisation has been the second focal sector under EDF8. The reduction of intervention areas did not lead to a reduction at the level of expected impacts. HRD with about 80% of the investments is nearly supposed to alone produce the impacts. The diagram in annex 2 provides an overview on the development of the strategies. The non-focal sector activities of EDF8 and 9 such as Micro-projects programme, Non-state actors programme and support to the Ministry of Local Government (MLG) were largely addressing community development issues or even private sector development. Funds from the SYSMIN-facility were used to support the mining sector. For a more detailed description, see the chapters below.

According to CRIS as per June 12, 2009, the amounts shown in table 4 have been committed and paid for EDF8 and 9⁴⁷. Overall, payments are 81.6% of the amounts allocated. The difference is due to the fact that many programmes are still ongoing (see annex 5).

Table 4: EC Assistance to Botswana per Sector (EDF8 and 9)

Sector:	EDF8		EDF9		Total	
	Amount committed (€)	Amount paid (€)	Amount committed (€)	Amount paid (€)	Amount committed (€)	Amount paid (€)
HRD	18,880,000	17,036,638	51,408,000	40,577,815	70,288,000	57,614,453
NRM	12,248,064	12,248,064	--	--	12,248,064	12,248,064
SYSMIN	30,108,091	27,535,725	--	--	30,108,091	27,535,725
CD	2,043,867	2,041,984	9,000,000	2,104,239	11,043,867	4,146,223
Gov./PSR	91,434	91,434	600,502	533,507	691,936	624,941
CB NAO	2,989,410	2,989,410	--	--	2,989,410	2,989,410
TCF	--	--	3,885,000	2,345,408	3,885,000	2,345,408
Others	2,100,000	1,295,240	--	--	2,100,000	1,295,240
Total	68,460,866	63,238,495	64,893,502	45,560,969	133,354,368	108,799,464

HRD = Human Resource Development, NRM = Natural Resources Management; CD = Community Development (including MPP, NSA, MLG); Gov. = Governance, PSR = Public Sector Reform; CB = Capacity Building; TCF = Technical Cooperation Facility

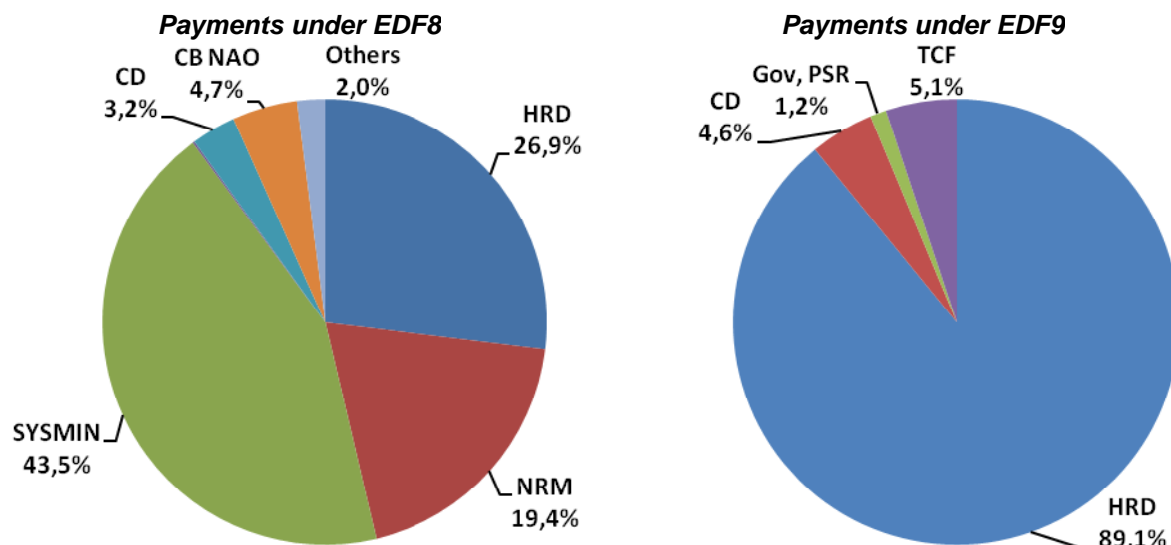
Source: Database CRIS, June 2009 (for more details see annex 5)

In percentages, payments of EDF8 and 9 are as follows. The figures also show the increase and the overwhelming importance of HRD under EDF9.

⁴⁶ See MTR 2004 of EU-SADC Investment Promotion Programme (ESIPP); also World Bank's Foreign Investment Advisory Services (FIAS) report of 2004.

⁴⁷ Excluding Regional EDF Programmes with components touching Botswana as the exact share concerning Botswana is not well documented. Also without centrally managed budget lines projects, which are also often regional projects.

Figure 7: EC Assistance to Botswana per Sector (Comparison of EDF8 and 9)

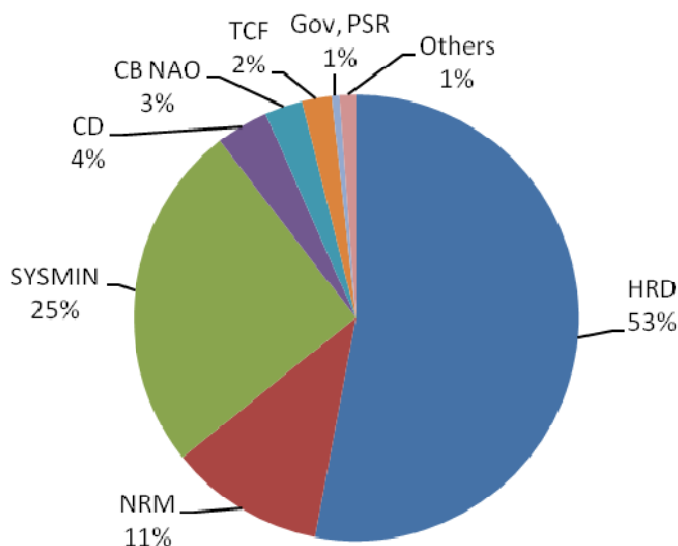


Source: Database CRIS

Under EDF9, the relation of the allocation between HRD and Community Development (NSA and MLG programmes) is foreseen as 80:20, but payments as per 31st of December 2008 show that community development (two programmes: NSA, MLG) received a much smaller portion until now than those 20%.

The following figure shows the combined payments under EDF8 and 9. It again shows the relative importance of HRD, and it shows that programmes addressing directly rural communities, i.e. principal poverty areas count to 5%. Since the two NRM programmes did never reach the local level, there is nothing to add to the 5% attributed directly to disadvantaged areas.

Figure 8: EC Assistance to Botswana per Sector (EDF 8+9 combined)



HRD = Human Resource Development, NRM = Natural Resources Management; CD = Community Development (incl. MPP, NSA, MLG); Gov. = Governance, PSR = Public Sector Reform; CB = Capacity Building; TCF = Technical Cooperation Facility
 Source: Database CRIS

EDF10 is again focussing on HRD, which will even increase the overall percentage of HRD of all three EDF-strategies that are subject of this evaluation.

2.3.3.1 Focal Sector HRD (EDF 8, 9, and 10)

Private Sector Development and Training has been one of the two focal sectors of EDF8⁴⁸. Under EDF9 and 10, the focal sector was extended to Human Resource Development covering the whole education and training sector with an emphasis on primary and secondary education during EDF9.

The Education and Training sector encompasses all levels and types of education: pre-primary, primary school (7 years, from 6 years old), junior secondary school (3 years), after which students can pursue their education in a senior secondary school (2 years), a technical college, an industry based vocational training, or can enter the labour market. Graduates from senior secondary school (and in the future those from the higher levels of technical colleges) can proceed to tertiary education. The lifelong learning cycle shall be completed by learning opportunities provided by the private sector.

With around 29% of the 2007/08 budget and 8.8% of GDP allocated to education, the sector continued to receive the most generous shares of government revenue in the world⁴⁹. In 2000/2001, GoB spent 29.1% of recurrent budget and 16% of the development budget on Education and Training (21% on primary education, 32% for secondary, 23% for Technical and Vocational Education and Training (TVET), 11% for tertiary, 9% for teacher training, 4% for miscellaneous). This shows that education has always been a high priority during the evaluation period.

Sector Management

The Ministry of Education and Skills Development (MoESD) has the prime responsibility for the provision of education and training. The Ministry of Local Government (MoLG) shares with MoESD the supervision of pre-school education and provides primary education facilities. Recently, schoolbook distribution has moved back from MoLG to MoESD.

The sector management is governed by a number of plans with the Revised National Policy on Education (RNPE) dating from 1994 and the Ministry of Education Strategic Plan (MESP) for the period 2005-2009 as the main guiding documents. The guiding document for the different plans of the MoESD is the NDP. All documents are policy or strategy documents. Therefore, the mid-term review (MTR) of the Sector Policy Support Programme (SPSP) states that “in principal, there is no real sector programme (or a single overarching education sector policy document)⁵⁰ as a guiding document for all departments and levels of the education administration in the sense of a Sector Wide Approach (SWAP)”.

Functional classification of expenditure is not available in the national Development Plan and its corresponding medium-term budget. Budgetary procedures that were once ahead of their time have not been developed into a fully-fledged medium term expenditure framework (MTEF) of the sort now becoming widely used throughout Africa (see MTR).

Sector monitoring is weak and sector statistics are outdated, often 3 to 4 years old. The elaboration of an Education Management Information System (EMIS) is only progressing slowly. In 2008, in the framework of E/T SPSP, a flash information system has been introduced that for the first time provided some key information in a relatively short time including their presentation on the Ministry’s website.

The degree of transfer of authority from Ministry’s headquarters to regional offices varied from one department to the other. The recent Educational Public Expenditure Review (EPER) stated that Botswana has so far paid little attention to contemporary concepts of school autonomy and school-based management, in contrast to the modern view that the school should be the centre point of decision-making. There has so far been only little pro-

⁴⁸ Initially, the focal sector was called Private Sector Development and Training. The analysis showed that actually it was Vocational training as a factor of private sector development.

⁴⁹ JAR 07, p.9

⁵⁰ MTR SPSP

gress towards decentralisation of genuinely *educational* decisions. After the approval of the Report on the organisational restructuring of the MoESD (O&M report), a massive decentralisation exercise is said to have started in 2009.

This country level evaluation shares the views of the MTR quoted above. Vision 2016/NDP9 and 10⁵¹ can only provide general orientations. Also the Revised National (25 year) Policy on Education, the HRD-Strategy and the future HRD-Plan (available by 2015) are documents that supply or will supply orientation. This means that also in future there will be many documents providing orientation, but no Sector Plan allowing the day-to-day, year-to-year management of the education sector system and its development, a plan providing for the different subsectors (pre-school, primary, secondary (schools and BTEP-colleges until certificate-level), and tertiary (BTEP-colleges up to Diploma-level and Universities)⁵²) information such as:

- Clear objectives, targets and outputs (inspired by NDP10 and the future HRD-Plan)
- Activities, responsibilities for each activity and a timeframe for their implementation
- Budget allocations and expenditure forecasts

It is interesting that the O&M report does not analyse the quality of planning⁵³. The recommendations of the O&M report even remain isolated and arbitrary without such a common view of the sector. Even functional structuring of the MoESD seems only be possible when the sector activities are completely and clearly described.

Evidence shows that without a proper sector plan, also sector monitoring is hampered. The O&M report does not even recommend the development of an Education Management Information System (EMIS)!

Finally, Ministry officials even confirm that the day to day practice is “management by urgencies”. Practice also shows that this sometimes leads to decisions that produce contradictions that later need to be corrected (e.g. the question of student grants).

General Education

The first area of concern in general education is access. Education in Botswana is not compulsory, but enrolment in primary education is very high. Recent findings seem to question some of the data that always have been presented in official reports. These findings have not yet led to a reliable renewed statistical basis but it shows the problem of sector monitoring. Thus, the following data have to be digested with prudence.

In 2004, the primary Net Enrolment Rate (NER) (6-12 year olds) has been presented as 89.5%, though the NER for 7-13 year olds was 98.5%. The latest figures from the “flash reporting” presented at the homepage of the MoESD show a decline of the NER for 7-13 year olds to 92.9%. So far there is no explanation for this decline. It may also be due to a change of the statistical methods employed. This may imply that the former figures have been too high. The transition rate from primary to junior secondary level is given as 97.4% (2004). Recent findings suggest that the figure is hiding the fact that nearly 20% of each cohort of primary school pupils is lost during the primary school cycle.

The transition rate from junior to senior secondary level has steadily increased from 49% at the beginning of NDP 9 to 67% in 2008 (the target is to increase the transition rate to 70% by the end of NDP 9), with a 3.7% increase from 2007 to 2008 (25,060 students, 57% females). Meanwhile, the target transition rate from junior to senior secondary schools and technical colleges (including brigades) will be 83% by the end of NDP 9 (from 66% in 2003). However,

⁵¹ NDP10 foresees four programmes, each with several projects to be implemented during the period until 2016. It does not provide a sector view. The definition of the term sector is even unclear: sometimes the term refers to education, sometimes to HRD.

⁵² Vocational training is under the MoLHA.

⁵³ The study analyses the Ministry without a sector plan. Therefore many results seem isolated and without orientation.

according to latest information, the transition rate is down to 57% in 2009. Experiments with the introduction of double shifting in order to increase the intake capacity of the existing secondary schools have led to disappointing results in exam results.

Access to tertiary education is expanding dramatically from a very low level. However, enrolment figures at all tertiary institutions remain low, with only 12% of the 18-24 age cohorts presently in some tertiary institution, and only 6.9% in graduate or post-graduate programmes. GoB started the University of Botswana (UB) Expansion Programme (including a new Faculty of Health Sciences facility). In addition, the design of the Faculty of Engineering is being finalised, with tenders for construction expected to be opened in May 2008. Plans for the Botswana International University of Science and Technology are progressing with the initial intake of students expected during the 2009/2010 financial year. Access to tertiary education has also improved through the rapid emergence of various private tertiary institutions (overseen by the Tertiary Education Council) and the placement and sponsorship of 35,000 students in other colleges and tertiary institutions locally and internationally, which represents a significant share of the education budget. Actually, a review of the student grant loan scheme (GLS) is on-going. This is a great area of concern given its huge weight in the recurrent expenditures.

The discussion about intensifying pre-school opportunities and the inclusion of children and youths with special needs into the system is just about to increase. The development of a strategy for inclusivity is supported through long-term TA.

When it comes to equity, reports tell that girls represented 49.3% and 51.9% of total enrolment at primary and secondary levels respectively in 2004, and 49.9% across all levels.

Problems of equity seem to exist in the geographical sense: Remote areas are disadvantaged in relation to urban and semi-urban areas. The problem is discussed and some measures have been taken, but data on the success of these measures are not very clear.

With regard to quality, the 2007 Primary School Leaving Examination (PSLE) results show deterioration in performance at Grades A – C, 72.9% compared to 79.6% (2006) and 79.2% (2005) and the percentage of candidates achieving grades A and B has also gone down compared to the last two years. Also in 2007, 75.1% of candidates achieved grade A-C at the JCE compared to around 76.5% in 2006 and 2005; the results show that females performed better than males in all core subjects except in integrated science. Results in the 2007 Botswana General Certificate of Secondary Education (BGCSE) examinations were disappointing and recent trends of small annual improvement have been reversed, with 40.7% of all grades awarded being at grade C or above, compared to 43.0% in 2006. Similarly, the percentage of students scoring grade C or above in the core subjects of Setswana, English and Maths declined from 13.6% in 2006 to 12.4% in 2007. The number of candidates gaining grade C or above in five or more subjects also declined from 41.5% in 2006 to 38.7% in 2007. Given the levels of investment in education, levels of learning achievement are poor. Test results and reports on the Trends in International Mathematics and Science Studies (TIMSS) are confirming the low achievements of Botswana students compared to other countries. Tests have been conducted in 2003 and 2007.

During the field mission, the Ministry explained the decline of exam results with the fact of “nationalisation” of the teaching profession: Foreign teachers have been replaced by national teachers during recent years.

NDP 10 provides the orientation to progress “from quantity to quality”: The teaching/learning process must make children active learners. Consequently, one of the programmes foreseen under NDP will address teacher training (pre- and in-service). Another factor of quality is curriculum development (see NDP9/10). This area could not be analysed during the mission. Also, the improvement of school inspection is part of a strategy towards quality. School development as a school-based strategy for quality improvements does not yet seem to be

used as an instrument. The ongoing decentralisation programme of the education system may address this levy for quality improvement.

Some of the areas presented above were areas covered by the sector dialogue that represented the main instrument of the EDF9 Sector Budget Support. Output indicators on improvements of the NER, equity, and exam results have been assessed on a yearly basis as well as process indicators that were promoting studies and products that should lead to improvements, like the (already mentioned) Education Public Expenditure Review (EPER), the Organisation and Management Report (O&M-Report), the Inspectorate Framework (not finalised until now), the Education Management Information System (EMIS- also not finalised yet), and the HRD-Strategy (leading to a HRD-Plan in 2015).

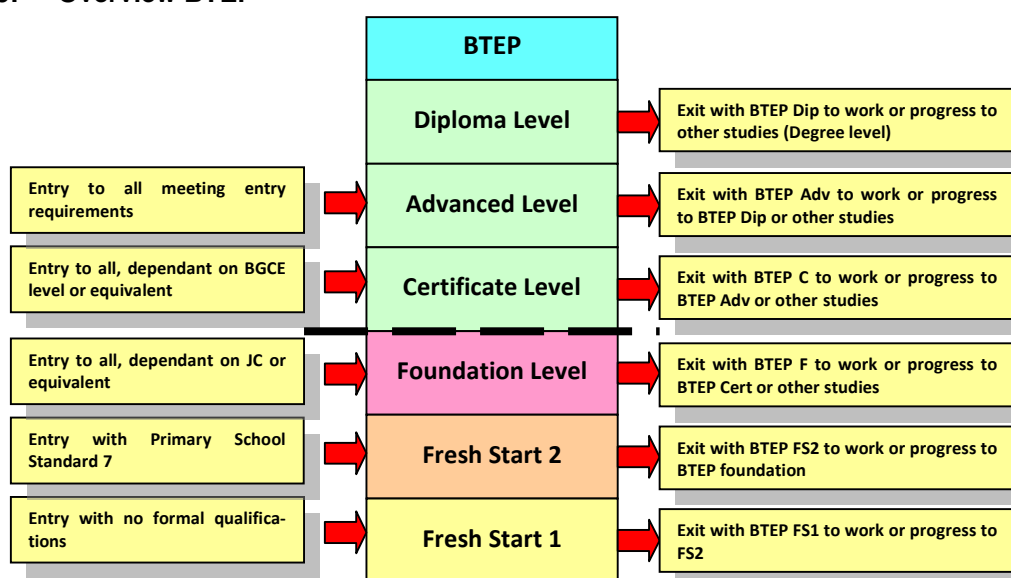
Technical Education

Within the Ministry of Education, the Department of Technical and Vocational Education and Training is primarily responsible for technical education provided through seven technical colleges and in future through the 41 former community vocational schools, referred to as the Botswana brigades. They are in the process of being taken over by the MoESD and becoming upgraded to serve as technical colleges. Finally, it is responsible for the pre-service training of lecturers and instructors for technical training institutions.

In 2001, the Botswana Technical Education Programme (BTEP) was introduced, which is actually applied through training colleges. BTEP is a modularised capacity- and outcomes-based programme, which is designed to be delivered flexibly in a variety of modes to a wide range of different learners by the different training providers under the MoESD. It is offered from Foundation to Diploma level for the following occupational areas: Information & Communications Technology; Multimedia; Business; Electrical Mechanical Engineering; Hospitality & Tourism (all subjects); Building Construction; Clothing, Design, Textiles; and Hairdressing & Beauty (all subjects). Additional courses are being developed (e.g. sports and leisure).

Each BTEP programme also includes key skills units. These are key competencies, which are considered desirable in all employees. There are six key skills subjects: Communications Skills; Numeracy; Entrepreneurship; ICT; Personal and Interpersonal Skills (PIPS); and Problem Solving (only at level 3 & 4).

Figure 9: Overview BTEP



The whole system of technical education is still under construction and not yet operating with full capacity. It was supported by EC under EDF8 mainly through the construction and equipment of additional buildings to host the new courses, mainly those at the Advanced and the Diploma Level. Extension works at the Gaborone Technical College (GTC) and the (for-

mer) ATTC are still ongoing, the completely new building for the Francistown College of Technical and Vocational Education (FCTVE) has been handed over officially by the end of 2008.

Competencies and outcomes of BTEP courses have been identified jointly with industries in order to assure a high degree of relevance of contents and skills to “the needs of the industry”. A tracer study carried out in 2007 showed problems of a little more than 50% of the young graduates of Foundation and Certificate level who could not find jobs. The result was taken by some as an indicator that relevance of the BTEP-system was a problem. But it should be noted that practical implementation of the BTEP system started in 2001 with a few courses, that BTEP was not known to many employers and that many of the young graduates preferred to continue education instead of looking for a job. Finally, the study did not distinguish between graduates from the Foundation level and Certificate level. BTEP needs time, and it “does not supply readymade technicians but capacities to build on”⁵⁴.

BTEP is a hybrid corresponding to secondary (Foundation and Certificate levels) and tertiary education (Advanced and Diploma levels). Accordingly, also colleges are hybrid institutions. This explains that BTEP courses are accredited and registered by two different organisations. Foundation and Certificate courses are accredited by the Botswana Training Authority (BOTA), the Advanced and Diploma courses by the Tertiary Education Council (TEC).

Vocational Training

The Ministry of Labour and Home Affairs (MoLHA) is responsible for the provision of work-based vocational training⁵⁵. Vocational training is supplied through apprenticeship schemes. In Botswana, apprenticeship was introduced in 1988/89. The Department at present responsible under the Ministry is “The Directorate of Apprenticeship and Industrial Training”. According to the German dual system, practical training is provided by private industries and specialised training colleges supply the theoretical parts. Until recently, Madirelo Training and Testing Centre (MTTC) was the only centre to supply such theoretical courses. In future, also the technical colleges are supposed to provide theoretical courses to the trainees from apprenticeship schemes. At the end of the four-year training, trainees are tested at MTTC and receive the national Craft Certificate (NCC) or a trade certificate of the grades C or B. Actually, standards of the theoretical training parts are streamlined with BTEP-standards through a project based at MTTC and supported through short-term expertise financed from funds remaining from the FCTVE.

In addition, a National Credits and Qualification Framework is under development in order to unify the whole credits and qualification system.

The Botswana Training Authority (BOTA) under the MoLHA has been created in the year 2000 with the overall task to monitor and regulate Vocational Education and Training (VET) within Botswana, provided by either the MoESD or the MoLHA. It registers and accredits training courses either from MoLHA or from MoESD.

Although there are some overlaps and shared responsibilities between the Ministries and the different training schemes, the system seems clearly organised with clear responsibilities.

Human Resource Development Strategy

In 2008, a national HRD Strategy (HRDS) has been defined that shall provide a National HRD-Plan by 2015⁵⁶ in a step-wise process of consultation and elaboration per economic sector (partial plans being available before). The definition of the HRDS has been one of the

⁵⁴ Remark of the GTC-Principal

⁵⁵ The Vocational Training Act of 1998 defines “vocational training” as “provision of skills, knowledge and attitudes up to certain specified levels of qualification below the technician level”. This seems to be a clear distinction from technical education provided under BTEP even though there are some overlaps at the Foundation and Certificate level.

⁵⁶ Some sectoral plans shall already be available in 2011 to 2014.

process indicators from the EC-budget support to the Education and Training-sector. The HRDS is thought to answer the so-called mismatch of skills with the needs of the economy and claims to give orientation for all kind of training activities, but also for general education from early childhood to tertiary education⁵⁷. The statement about the mismatch is repeated in all documents since the NIP of EDF8, in principal without a real evidence (on the contrary: qualified level of manpower correlates with lower unemployment rates: 15% compared to 27.8%⁵⁸ at the level of unskilled manpower; the tracer study that is often used as a proof gives a picture at the beginning of a new process and has methodological weaknesses as pointed out above).

The rationale of the strategy is difficult to understand, and the organisational implications seem not leading to a clearer structure and clearer definition of responsibilities as it claims. A new HRD-Council composed of BOTA and TEC shall be placed within the MoESD in order to coordinate the HRD-activities in Botswana. It is not clear why the Council should be placed within the MoESD instead of being a consultative body for all Ministries that are running HRD-programmes (MoESD, MoLHA, etc.) outside of all ministries: HRD is not only education.

Sector Budget Support

The initial amount for the implementation of the Education and Training Sector Policy Support Programme (E&T SPSP) over four years has been €41.26m and €0.94m of complementary support (studies, analyses, monitoring, evaluation and audits). An additional €8.06m have been mobilised from the country's Envelope B through the FLEX mechanism to help Botswana cope with the fiscal impact of a loss of export earnings in 2003/04.

Initially, it was foreseen that funds are released in four annual tranches based on progress in sector performance as assessed through targets linked to process and output/outcome indicators⁵⁹. These targets form the basis for policy dialogue between the EC and the Government of Botswana. Meanwhile, the number of tranches has been increased to five in order to allow GoB to catch up on possible delays.

Indicators are assessed on a yearly basis in so-called joint annual appraisal (JAA) exercises. Observations and conclusions including the recommendation of the percentage for the next tranche are presented to the Steering Committee (advisory function to the Government) that takes the final decision on the amount proposed for disbursement by EC HQ. The composition is laid down in a Memorandum of Understanding (MoU) signed in May 2005: Full members are the MoFDP (Ministry of Finance and Development Planning), MoESD, MoLG, and the MoLHA (Ministry of Labour and Home affairs). EC is presented in the committee as an "active member". A positive fact is that Civil Society participates although not specifically mentioned in the MoU.

The situation of disbursement of the different tranches of the Sector Budget Support (SBS) is as follows:

Table 5: Percentages and amounts disbursed under each tranche of the SBS

Tranches	1 (2006)	2 (2007)	3 (2008)	4 (2009)	5
Amount max. (€m)	16.32	11	11.2	11.7	0.7+***
Assessment	100%	88%	72%*	55%	Oct 2009
Disbursed (€m)	16.32	9.68	7.92	6.435**	-

* based on a reference amount of €11M; ** amount proposed by JAA Team; *** funds not disbursed under previous tranches

⁵⁷ Actually, it is formulated "from early childhood education to lifelong learning", which forgets that early childhood education like the other levels of education and training is a part of the concept of lifelong learning.

⁵⁸ HRD-Strategy, p. 16

⁵⁹ The targets focus on access, quality and equity issues and are outlined in the annex of the FA for the E&T SPSP.

Budget support to E&T will be continued under EDF10. The new Human Resource Development Sector Policy Support Programme (2008/020-560 and 2008/020-562) is currently under preparation. The core of the support will be the implementation of the HRD-Strategy with the elaboration of the different HRD-Plans, key education issues and HIV/AIDS prevention.

2.3.3.2 *Focal Sector NRM (EDF8)*

Botswana avails of a high potential for the sustainable use of wildlife, but likewise faces distinct threats of environmental overexploitation and degradation⁶⁰.

Chobe National Park with the world's largest elephant population provides a case in point, as does the world-famous Okavango Delta. The elephant population in particular displays a steady increase, resulting in mounting human-wildlife conflicts and concerns regarding the ecosystems' carrying capacity.

Pollution, high water consumption rates, degradation of community pastures, and high demand for wood-based fuels, are the principal environmental challenges in Eastern Botswana.

Northern Botswana in particular attracts commercial crop-production, requiring the use of pesticides and fertilizers with the concomitant risk of spills and run-off. Livestock production necessitates the use of insecticides to control tsetse flies, entails risks of environmental degradation and desertification through overgrazing, and sparks high-level land use conflicts arising from the erection of sanitary cordon fences intended to ward off animal diseases. High evapotranspiration rates (exceeding precipitation most of the time) render agriculture without irrigation generally unfeasible, thus placing an additional strain on Botswana's fragile wetland ecology. Botswana's agricultural policy aims to promote more environmentally sensitive agricultural development.

Whilst being a comparatively eco-friendly land use in principle, tourism reportedly exerts adverse influences on the environment. Problems include the widespread use of motorised boats and vehicles, disturbances caused by large numbers of visitors, and accumulation of wastes.

At the time of the formulation of EDF8 in 1996, 17% of Botswana's land area was covered by National Parks and Game Reserves and another 20% of the surrounding areas of the parks were classified as Wildlife Management Areas. More than 30% of Botswana were formally protected in 2003 – about three times the Sub-Saharan average⁶¹.

The **EDF8** NIP (1997-2001) identified "Natural Resource Utilisation and Conservation" as the second area of concentration, with a specific objective "Environmental conservation and sustainable utilisation of rangelands, forests and wildlife in order to maximise the benefits accruing to the rural communities, in areas of the country where there are limited alternative sources of employment and income". In so doing, the EDF8 NIP coherently built on previous EC support under EDF6 and EDF7, as well as on synergies with interventions supported by other donors. The choice of the specific objective was closely aligned with Botswana's policy agenda.

The above-mentioned objective provides a basic yardstick, whereby the performance of EC support to NRM in Botswana may be judged.

One must note that measures listed as eligible in the EDF8 NIP mainly focused on intermediaries, specifically relevant public sector-administrations. By contrast, measures aiming to valorise natural resources for the benefit of disadvantaged communities – specifically with a view to promoting natural resource conservation by means of sustainable use – appear to have been somewhat marginalised.

⁶⁰ <http://www.iss.co.za/>

⁶¹ Earthtrends (2003): Biodiversity and Protected Areas, Country Profile Botswana

EC support to Botswana under EDF8 was characterised by two landmark interventions:

- The Community Forestry Development Project (8 ACP BT 2)
- The Wildlife Conservation and Management Programme (8 ACP BT 10).

The Community Forestry Development Project was to address unregulated overexploitation of forest resources along with the resultant degradation of forest and woodland ecosystems. The project pursued a three-fold purpose, including promotion of sustainable forest management within designated forest areas, build-up of institutional capacities for enhanced forest sector governance and public sector support, and mobilisation of forest-based benefits for rural communities, subject to their increased participation in forest management. The project's performance was rated as wholly inadequate, beyond any realistic option for corrective action. Consequently, the MTR02 returned a shattering criticism of the project in respect of all five OECD-DAC criteria⁶², and strongly recommended closure at the earliest convenience.

The Wildlife Conservation and Management Programme was implemented at the district level (Ngamiland, Ghanzi, Central, Kweneng) with a focus on protected areas and adjacent wildlife management areas, the WCMP complemented past EC support under EDF6 and 7. It aimed at building institutional, governance, planning & management capacities of the Department of Wildlife and National Parks down to the district level, with a view to promoting more efficient wildlife conservation and management. The approach was complemented with community-development measures that, however, never came to fruition. The programme encountered numerous and complexly interrelated problems and obstacles⁶³. The overall assessment in retrospect remains unfavourable – as reflected by the fact that slightly more than half of the funding allocated to the programme had actually been used by late 2007.

As a **regional programme** under EDF8, the SADC Land and Water Management Applied Research Programme aimed to capacitate R&D institutions for the dissemination of best practices to farmers, particularly smallholders. The programme made progress in terms of information exchange and networking, but failed to reach out to resource-poor stakeholders. Problems and cumulative delays caused the implementation period to be extended several times, meaning that the programme will conclude by the end of June 2009 (instead of by the end of April 2007). By the time of the MR07, efforts of the EC Delegation, SADC secretariat, and the PCU focused on streamlining programme implementation as well as on drawing up an exit-strategy for the programme's conclusion.

The EC likewise supported a number of contextually related projects under the **Environmental Budget Line** within the EDF8 reference period. Projects specific to Botswana included the Community-based Woodland Resources Management and Improvement in Serowe District – ENV/1998/054-290 and Support to the Harry Oppenheimer Foundation Okavango Research Centre (HOORC) – ENV/1998/054-131.

HOORC received state of the art equipment for its research worth €790,000. The EU's contribution likewise assists the Government's BLOKAVANGO project. Implemented by HOORC, this is focussed on protecting the long-term biological diversity of Botswana's wetlands to benefit communities and local government projects in Ngamiland.

Two community based NRM projects were implemented under the **MPP** (in Molema and Moremi), as well as one community based Agriculture training and production project.

Regional projects funded from the Environmental Budget Line within the period of EDF8 included the Regional Biomass Energy Conservation Programme for Southern Africa (ENV/1997/054-315) and Management of Miombo Woodlands (ENV/1997/054-316), both of which were found to address other countries within the SADC region, and were on this basis excluded from the evaluation at hand. According to information provided by AIDCO F3, documentation regarding the project Conservation and Development Opportunities from the

⁶² Relevance, Efficiency, Effectiveness, Impact, Sustainability

⁶³ Monitoring Reports 2003, 2007, Mid-term Evaluation Report 2004, JAR 2003, 2004, 2005, 2006, 2007

Sustainable Use of Biological Diversity in the Community Lands of Southern Africa (ENV/1998/060-517) has been fully transferred to the EC Delegation in South Africa.

No specific NRM interventions were initiated within the **EDF9** reference period. Still, a number of contextually related interventions have been identified which incorporate, and build on the experience and lessons learnt from past NRM support.

The project named Strengthening the Capacity for Community Development in the Ministry of Local Government and Councils (9 ACP BT 6) aims to create more conducive framework conditions for community development and may hence be regarded as contextually related to NRM support provided under EDF8. However, according to the respective Financing Agreement, this project promotes environmental sustainability “*to the extent in which it addresses poverty reduction*”, and does not entail actions specifically geared towards conservation and sustainable use of natural resources.

Two **regional interventions** were initiated under **EDF9**, namely the African Trans-boundary River Basin Support Programme – Case of the Basin of Orange-Senqu River in Botswana, Lesotho, Namibia and South Africa (9 ACP RPR 53) and the project Scaling up Benefits for Rural Area Populations (SUBRAP, ENV/2004/081-644).

The African Trans-boundary River Basin Support programme aims to “*reduce poverty and food insecurity among the basin’s population through improved environmental protection and management*”. Coordinated by the SADC Secretariat, the programme addresses four countries with the purpose of (i) institutional strengthening for enhanced management of the Orange-Senqu River Basin, so as to (ii) draw up, and implement basin-wide strategies for water resource conservation, management, and environmental protection. By so doing, the programme is to contribute to poverty reduction and improved food-security within the concerned countries.

With a five years’ implementation period (2005-09) and a maximum budget close to €2.5m the project Scaling up Benefits for Rural Area Populations (SUBRAP) aims to “*contribute significantly to poverty reduction and sustainable management of natural resources in three trans-boundary areas of the rural economies*” of Botswana, Mozambique, Zimbabwe, and Zambia. In Botswana, Chobe, Kwai and Sankuyo communities are targeted, thus creating a linkage with past EC support provided under EDF8. The six result-areas⁶⁴ reflect a comprehensive, integrated approach. Positive achievements on community level have become visible, and ownership reportedly was high. The achievement of sustainable impact therefore seems very likely.

Three recent regional programmes display linkages with NRM in a wider sense: “Implementation and coordination of agricultural research and training in the SADC-region”, “Promotion of regional integration in the SADC-livestock sector”, and the “SADC Foot and Mouth Disease Project (FMD)”. Their contributions in Botswana were analysed during the field mission.

Programming for EDF10 (2008 – 2013) upheld and expanded the EDF9 focus on HRD as the single concentration area for EC support to Botswana, but remained silent on NRM. Civil Society Support was chosen as a non-focal sector. As implementation of EDF10 is expected to commence in 2010, no information on individual interventions is available.

⁶⁴ (i) promotion of the communities’ legal status, including rights of access and control over management, (ii) capacitating community institutions for enhanced benefit sharing, (iii) promotion of wildlife-based enterprises, (iv) promotion of community partnerships with the private sector, (v) enhanced management of natural resources, and (vi) testing and demonstration of management models and up-scaling of best practices, including feedback of lessons learnt into national policy making.

2.3.3.3 Non Focal Sector (EDF8, 9, and 10): MPP, MLG, NSA

The non-focal sector of EDF8 consisted of a Micro-projects programme, which became transformed into two programmes under EDF9, namely a support programme to the Ministry of Local Government and a support programme to Non-State Actors. Under EDF10, support to Civil Society will replace the two programmes.

EC seeks to support grassroots level development and the strengthening of Civil Society for development purposes. Mainly in disadvantaged areas such as rural areas where the so-called rural area dwellers (RAD) are living, basic infrastructures are lacking and self-help activities including economic projects are rare. Main target groups of the Micro-projects Programme (MPP) were rural dwellers, marginalised groups, women and youth. The specific objective was to improve living standards through the promotion of social and economic integration and greater self-reliance. The objective should have been realised through the provision of social infrastructure and equipment to target groups, the provision of training for these groups in order to enable them to better understand and participate in social and economic activities, and through the support and creation of micro and small enterprises.

Despite the implementation of 30 micro projects (scattered all over Botswana), the overall impact remained very limited.

Consequently, for EDF9, capacity building for implementing agencies, both governmental (MoLG) and non-governmental (NSA) was envisaged in order to roll out the approach to all regions of the country.

The Project Purpose of the programme addressing MoLG is 'Capacity of Ministry of Local Government (MLG) Department of Social Services (DSS) and councils to promote community development and self-reliance is strengthened'. The project is based in its Department of Social Services (DSS). The DSS is basically a social welfare department, without significant Community Development or commercial skills. The programme was planned to start January 2006, but actually started during April 2008. Once fully operational the project should assist the MLG and Councils enhance individual competencies and organisational capabilities relating to community development work.

The Project Purpose of the Non-State Actors Capacity Building Programme is "to enable NSA's to engage more with Government and donor agencies in developmental processes'. The start was supposed in 2006, but the actual start was not until 2008. Contracts have been prepared for various partners such as Botswana Council of NGO's (BOCONGO), Botswana Community Based Organisations Network (BOCOBONET) and Botswana Confederation of Commerce, Industry and Management (BOCCIM). According to the financial agreements of both projects, they have to liaise closely with each other.

2.3.3.4 Technical Cooperation Facility

Several important studies relevant to the focal and non-focal sectors were launched or carried out under the TCF1 (9BT3) and TCF2 (9BT8). Some have already been mentioned in previous chapters. The commitment of all remaining funds (about €1m.) was a key objective of OPS II in the first half of 2007. During the period March-June, 6 missions were prepared and launched through the Framework Contract: i) Support for the establishment of a Labour Market Observatory, ii) Review of the Global Fund Round 2 implementation, iii) Tracer study of Botswana Technical Education Programme Graduates, iv) Unit Cost Study for Tertiary Education, v) Procurement Adviser to Public Procurement Board, vi) Support to the Anti-corruption Strategy and Action Plan.

A TA/On-the-job trainer for the NAO Office was recruited the 23/7/07 and together with the final evaluation of the TCF 1 will exhaust all TCF1 funds.

2.3.3.5 *SYSMIN-Facility*

Botswana accessed the SYSMIN facility thrice (under EDF6, 7 and 8, for a total of €84m) to finance the Economic Diversification Programme of the Mining Sector (EDMS), following major depressions of world metal prices, posing a serious threat to the viability of BCL Ltd, which operates the nickel and copper mine in Selebi-Phikwe, and its ability to continue production in the longer term. Selebi-Phikwe is the third largest town in Botswana and its economy is heavily dependent on the mine. EDF6 was a loan from EIB to GoB then on-lent to BCL, EDF7 and 8 were grants to GoB on-lent to BCL/Tati. Repayments of capital and interests are deposited in a “Re-Employment Account” for diversification projects in Selebi-Phikwe. The Delegation and the NAO have to agree jointly on the use of this REA, which is expected at the end to accumulate P632m.

The overall objective of the EDMS has been to reduce Botswana’s economic dependency on mining. The programme consists of on-lending agreements (OLAs) to BCL Ltd. and Tati-Nickel and the undertaking of studies to be coordinated by technical assistance (TA) to the Ministry of Minerals, Energy & Water Resources (MoMEWR). The third, and last, SYSMIN programme has been underway since 2004 aiming at continuing the operation of the BCL (and hence Tati) long enough to permit further diversification of the economy of Selebi-Phikwe. The original project design focused mainly on works and procurement of mining equipment and exploration drilling, which was desperately needed for the mining operations. Then, following Mid Term Review’s (MTR) recommendations, focus was shifted to support economic diversification outside the mining sector and environmental issues. Unfortunately, BCL’s current environmental records and image are extremely poor by all international standards (MR, 2009). The SYSMIN project has contributed to the functioning of the mining sector by having provided BCL mine with much needed cash at a very difficult time, when the mine suffered significant losses and could have closed, which would have had disastrous consequences on Selebi-Phikwe, a town that is highly dependent of the mine operations. The EC-supported exploratory drillings have found additional mineral resources, which are expected to prolong the BCL mining operations until approximately 2020. The continued operation of BCL has also secured the development and continued operation of the Tati mine, which is important for the development of the area of Francistown. BCL and Tati’s operations are also important for Botswana’s trade balance as copper and nickel give an important contribution to foreign exchange earnings – although the level is much lower than the earnings from diamonds. At the same time, diversification of the mining sector has been one of the objectives of the NDPs. A re-employment Account (REA) has been established as a depository account for reimbursement of capital and interest by BCL and Tati under the three EDF projects. Funds from this account will be used for the promotion of diversification of the economy. The currently established Selebi-Phikwe Economic Diversification Unit (SPEDU) is supposed to serving as main part of an exit strategy after the end of the project. TA is attached to SPEDU since 04/2008. Recently, it was decided also to finance the construction of a College of Applied Arts and Technology (CAAT) in Selebi-Phikwe and it is expected to finance environmental improvement projects from REA means.

2.3.3.6 *Projects Financed from thematic Budget Lines*

Projects from the **environmental** budget line have already been presented under 2.3.3.2; other projects address mainly gender issues.

Actually, three projects addressing **gender** have been supported through budget lines, either from the regional or from the national level:

- The regional programme from EDF8 named Women Empowerment-Strategies for Strengthening Women’s Access and Influence in Socio-economic Structure and Policy in Botswana, Mozambique, Namibia and Zimbabwe was implemented around 2001 from the gender budget line and amounted only €65,742.

- The Maun based project Women against Rape (WAR). The project provides counselling services and shelter for victims of gender violence in Maun (a bigger centre is in Gaborone). There will also be practical help with developing new life skills like baking, carpentry and leather work and liaising with local enterprise for training places and awareness raising. (€371,145 for the period 2007 - 2011).
- The project Gender based violence - "Making the invisible visible". The NGO "Skillshare" is coordinating the project (€530,336 for the period 2007 - 2010).

Skillshare International Block Grant for Various Actions to support capacity building of partner organisations (2007-2009), (NGO-Budget line: €890,182)

This project is the third one funded by the EC currently focussing on capacity building. The three projects are complementary projects, which would benefit from synergy. Skillshare works with eight local partners, these being: 1) Okavango Brigades Development Trust (OBDT); 2) Gantsi Brigades Development Trust (GBDT); 3), Matsheng Brigades Development Trust (MBDT); 4) Permaculture Trust of Botswana (PTB); 5) Tquii Xu Yani (TXY); 6) Okavango Polers Trust (OPT); 7) Kang Brigades Development Trust (KBDT); 8) Letloa Trust. The project is actively implementing many activities under each of the eight partners' responsibilities. Delays have occurred however, the causes including the lack of capacity of various partners and their ability to produce documents and reporting etc, together with the late arrival and subsequent resignation of some volunteers. The timescale of 30 months was found unrealistic where changes in behaviours, attitudes and customs are involved and capacities have to be significantly improved.

It is noteworthy that the Delegation complains that there are information gaps about programmes initiated under various budget lines and facilities at central level. The evaluation team has not been able to identify any further programmes funded from other EC-sources as those mentioned here or in the above chapters⁶⁵.

2.3.3.7 Other EC-Instruments for private sector development

The **Centre for Development of Enterprise (CDE)** supports the creation, expansion, diversification and rehabilitation of industrial companies through expertise and assistance in financial resources mobilisation, and has a Regional Field Office for Southern Africa Region in Gaborone.

In recent years, research cooperation with Botswana has appeared on the agenda. Framework Programme 7 (FP7), the successor to FP6, which is the European Union's main instrument for funding research, applies to the years 2007-2013 and has a budget of €53.2 billion. For FP7, the Commission has received six proposals from Botswana requesting a total contribution of €7.88m. The success rate was 66.7% and the themes related to environment (including Climate Change), Food, Agriculture, and Biotechnology, Health and Information and Communication Technologies (ICT). Botswana's Energy, Environment, Computer and Geophysical Applications (EECG) proposal in energy was rejected and the University of Botswana failed in one proposal in ICT.

⁶⁵ Towards the end of the evaluation, the Delegation provided the following examples:

- EDULINK and Erasmus Mundus, where Botswana post-graduate students are increasingly successful over the past years;
- The Support Programme for Integrated National Action Plans (SPINAP) on Avian and Human Influenza, where a Memorandum of Understanding was recently signed between the Government of Botswana and the African Union's Commission;
- The Health and Development Innovative Consortium (HDIC) – a network of ACP universities to strengthen national HIV/AIDS responses, where the University of Botswana is involved;
- Instituting effective monitoring of protected areas (IBA) as a contribution to reducing biodiversity loss in Africa, which supports protected bird areas (including in Botswana), where the "Birdlife Botswana" is actively involved.

The Delegation points out that analysis and coherence assessment of these projects and programmes are still seriously lacking.

European Investment Bank (EIB) is financing projects in Botswana since 1980. The EIB homepage does not mention any new loans to Botswana signed within the last five years. The DEC-homepage indicates that by the end of 2006, the EIB had 17 active loans in Botswana:

- Six from EIB funds signed between 1988 and 2003
- Six from EDF funds (five under the Lomé Conventions and one under the Cotonou Agreement) signed between 1987 and 2004
- Five where EIB has a mandate between 1987 and 2003.

For the first category, the six loans amount to €83.5m out of which four are in the water supply sector and two in the energy sector. For the second category (€13m), three were in favour of the Botswana Development Corporation (BDC), one in the meat processing sector, one in the water sector and one in the horticultural sector. For the third category (€31.12m), two were in the water sector, two in the mining sector and one in the wildlife conservation sector.

The loans under in favour of the Botswana Development Corporation have been global loans to allow Botswana Development Corporation (BDC) to support SMEs in Botswana.

Direct support from the EIB to the diversification of the economy appear to have been rather important and substantial, in the past, but during the period under evaluation only two projects have been supported: a flower production project for exports which has closed down again after a short operation period and a meat processing project financed with a loan of €5m. In general, both the government and the financial institutions are reluctant to take loans in Euro due to the high currency risk as Euro loans taken in the past have shown to be expensive. As capital is readily available from the government locally, EIB loans are therefore not really considered an attractive option.

2.3.3.8 *Support to the Fight against HIV-AIDS*

By 2003, the country departed from the health sector approach and moved to a multi-sectoral approach with the introduction of Botswana's first National Strategic Framework on HIV and AIDS⁶⁶. The introduction of this strategy saw Botswana taking a lead on the sub-continent by placing the response to HIV in the highest political office in the country. This was given impetus by the Head of State declaring HIV as a national emergency and can be seen as a key factor in mitigating the effects of a rapid decline in donor interest that came into effect as seen by the closure of numerous bilateral funding missions in Botswana.

Table 6: Key HIV Indicators and Plausibility Bounds in 2007 and 2008⁶⁷

<i>Indicator</i>	<i>Estimated Value in 2007</i>	<i>Plausibility Bounds</i>	<i>Estimated Value in 2008</i>	<i>Plausibility Bounds</i>	<i>Trend</i>
HIV Adults + Children	330,000	318,000 – 345,000	342,000	329,000 – 356,000	3,6%
HIV Adults 15+	311,000	299,000 – 325,000	322,000	310,000 – 337,000	3,5%
HIV population- Children	19,561	18,000 – 21,000	19,000	18,000 – 21,000	-2,9%
Prevalence Adult	25.7	24.8 - 26.7	23.1	22.3 - 23.9	-10,1%
New HIV infections- Adult	18,000	12,000 – 26,000	18,000	12,000 – 26,000	0,0%
New HIV Infections- Children	890	810 - 980	870	790 - 960	-2,2%
Annual AIDS deaths- Adult	7,400	5,000 – 11,000	6,500	4,000 – 10,000	-12,2%
Annual AIDS deaths- Children	790	600 - 1020	580	440 - 750	-26,6%
Need for ART- Adult (15+)	120,000	101,000 – 136,000	137,000	116,000 – 156,000	14,2%
Need for ART- Children	7,400	6,800 – 7,800	8,000	7,400 – 8,500	8,1%
Mothers needing PMTCT	15,000	13,000 – 16,000	15,000	14,000 – 16,000	0,0%

⁶⁶ NACA (2003), Botswana National Strategic Framework for HIV/AIDS 2003 – 2009; Gaborone

⁶⁷ National AIDS Coordinating Agency July 2008: HIV/AIDS in Botswana: Estimated Trends and Implications Based on Surveillance and Modelling

AIDS orphans	90,000	76,000 – 103,000	131,000	111,000 – 151,000	45,6%
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In total, 7% of all GoB expenditure in the sector (including US-donor money) is used for prevention, and 80% for treatment and impact mitigation⁶⁸.

The leading agency in the combat of the epidemic is the National Aids Coordinating Agency (NACA). NACA was formed in 1999 and given responsibility for mobilising and coordinating a multi-sectoral national response to HIV and AIDS. NACA works under the National AIDS Council, which is chaired by the former President and has representatives from across society including the public and private sectors, and civil society. The National Strategic Framework (NSF) completed in 2003 will guide its response to HIV and AIDS until 2009. Actually, NSF II is under preparation.

At the national level, EC support to **HIV/AIDS** activities has been limited to mainstreaming activities in all major programmes. At the regional level, three main programmes have been implemented:

- Under EDF8: Regional Support for an Expanded Response to HIV and AIDS in the SADC Region
- The Regional HIV/AIDS Awareness and Education Programme (Soul City) Edutainment, €10,000,000 funded through the EPRD budget line (2003-2007) with activities in Botswana like radio programmes and other types awareness campaigns. It is said that awareness has risen due to different campaigns.
- The Health and Development Innovative Consortium (HDIC) - Network of ACP Universities to strengthen National HIV/AIDS Responses. The UB in Gaborone is hosting the secretariat of the network. The programme only started recently.

⁶⁸ Information from Comments to the JAR 2008

3 ANSWERS TO THE EVALUATION QUESTIONS

The following sections present answers to each of the EQs, as well as the validation (or otherwise) of the judgement criteria. Additionally, a short text will describe the findings and chain of reasoning that led to these answers. This reasoning is based on the findings presented in the information matrix in Annex 4 of this report.

⇒ ***For all details and sources of information structured by indicators for each judgement criteria, please refer to the information matrix by Evaluation Question in Annex 4.***

3.1 Evaluation Question 1: Relevance (and Coherence) of the Cooperation Strategy

EQ 1:	<i>To what extent do the strategies and the changes in the strategic orientation (concentration on one sector) reflect the development priorities of the EC, the Government of Botswana and the needs of its population, especially of its poorer segments?</i>
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3.1.1 Judgements and Related Findings

JC 1.1	EC strategy is coherent with (is a logical subset of) National policies and EU - priorities / policies for development cooperation and the internal logic is coherent				
Yes	:	X⁶⁹	:	:	No

The main objectives of the national strategies focus on diversification of the economy and the creation of employment opportunities. Already in NIP 8 the EC expresses its support for this strategy by accepting the upgrading of human resources as one of the pre-conditions for economic development. For EDF8 no CSP exists, so that there is no full description of the strategy and the reasoning behind the decisions. But the few pages of the NIP clearly show the intention of allowing sufficient coherence between the EC and the GoB to allow the emergence of a single development strategy.

This orientation is pursued in EDF9 and EDF10, and it is even reinforced by the dropping of the second focal sector (NRM) and full concentration on the HRD sector with a share of 80% of the A-envelope (see EQ3). The lack of an educated and skilled workforce is now clearly stated as the major constraint to Botswana’s economic development. Also, the national documents identify the lack of a skilled labour force as one of the major bottlenecks for economic diversification and development. The concentration of the EC response strategy on HRD as a single focal sector is in line with this national priority and included in the national HRD strategy that is currently in process of elaboration. The CSP of the EDF9 gives more reasons for the decision to concentrate on one sector, for example

- the comparative advantage of the EC in the HRD sector,
- the significant magnitude of the resources when concentrated in one sector and the likeliness of increased impact (and visibility)⁷⁰,

⁶⁹ The judgement scheme relates to the system used in EC-monitoring reports with the difference that each judgement level, A, B, C, and D is subdivided in two categories (for example: strong A or weak A). A is very good and is situated at the left side of the scale. D is at the right side. Sometimes, an arrow indicates whether overtime improvements or degradations occurred.

⁷⁰ Actually, the word “significant” is difficult to understand when the Botswana 2009/10 education budget is of P9bn, of which the EC disbursement of around P70m represents less than 1%!

- the prominent place that education and training occupies on the list of cooperation priorities in the ACP/EU Partnership Agreement.

All major review and evaluation reports are confirming the coherence of the response strategy (of EDF8 and 9) and its relevance to the national strategies. A slight difference can be observed in the importance that is given to the area of poverty reduction. The EC focuses more directly on poverty reduction compared to the national development plans. National strategies do not neglect the poverty aspect but are not putting it at the centre (it is one result of the development strategy that centres on the stimulation of economic growth) whereas the EC advocates a pro-poor strategy. The EC focus on poverty becomes evident in the way the EC has formulated its objectives, in that it pledges to focus activities on the poorer segments of the society, for example to disadvantaged groups (women, rural dwellers, ethnic minorities) and disadvantaged areas.

Accordingly, under EDF8, the EC had intended to support rural and even remote areas through Natural Resources Management as its second focal sector. However, the programmes of the second focal sector never reached the community level (see EQ4), and the non-focal micro-projects programme (MPP) only reached a very limited number of local communities (30 micro-projects for all Botswana). For EDF9, the second focal sector was dropped and the experience of the low impact of the MPP on the livelihoods of disadvantaged groups led to the decision to broaden the basis by building up the capacity of the intermediate organisations, the MoLG and NGOs.

The decision to withdraw from the NRM sector seems to have been accelerated by implementation problems within this sector (see EQ4). The reasons given are not so evident in strategy papers. The CSP for EDF9 states that all major objectives in the NRM sector have been achieved and that other donors are active in the NRM sector. The first argument may mainly be based on achievements under EDF6 and 7, and less to the problems reported in implementation of EDF8. The second argument is not very convincing since donors do not have a very prominent role in Botswana's NRM sector. At that time there were only minor interventions from the Netherlands and UNDP (see above the description of interventions of other donors in 2.2).

Finally the reduction to one sector is mainly due to the fact that the programming guidelines for EDF9 propose limiting cooperation in a country like Botswana, with an envelope of around €50m, to one focal sector.

The internal coherence and internal logic of the EC strategy are sufficient even though problem analyses in the CSP are not presented in a very systematic way. This is more evident for EDF8 than for EDF9 and 10. The reduction to one sector of intervention did not lead to a reduction of the desired impacts. This leads to the observation that the postulated impacts look very ambitious for the reduced strategy (although HRD is an important area).

Apart from these observations, the evolution of the strategy from EDF8 to EDF9 and 10 seems logical; however, doubts remain as to whether the reduction of the strategy does affect the achievement of the overall goal of poverty reduction.

JC 1.2:	Target groups and / or organisations representing them and their interests have been clearly identified and participated in the definition and the ongoing adaptation of the strategy					
Yes			X	←	X	No

Strategy documents of the EC all mention dialogue with civil society stakeholders and seem to extend a general invitation for their participation. The same applies to individuals who have also been encouraged to participate. Some CSO and NGO have participated in workshops on the preparation of EDF9 and 10, but it is not clear how far they could present the views of the disadvantaged groups and the population in disadvantaged areas. Civil Society organisations are often described as weak and lacking capacity, which may have hampered their par-

ticipation. Nevertheless, their contributions are often highlighted. On the other hand, reports also state that participation by the private sector - as the sector that has to employ the improved human resources - has been rather low.

In programming documents, target groups are usually identified as generic groups (for example the rural poor or disadvantaged groups, or women). In strategy papers, the description of results mentions that specific attention should be given to one or all of these target groups or target areas. Several EC documents point to the lack of a clear description and analysis of the poverty situation in Botswana. This may be the reason that target groups are only mentioned in a general way. In recent years, the secretary to the Multi-Sectoral Committee for Poverty Reduction, in which the Delegation participates, presents Annual Poverty Monitoring Reports that also state that up-to-date data is missing. It is not yet analysed whether a constant cooperation and dialogue with this committee could help to reinforce the EC-pro-poor strategy.

Stakeholder meetings in rural or other disadvantaged areas as part of the planning process are not reported. In connection with the large support to the mining sector, the local trade unions and local government representatives claimed that they had not been involved in decisions relating to the programme. Only recently, during the joint annual appraisal (JAA) of the achievements of the indicators of the Education and Training Sector Policy Support Programme (E&T SPSP) have target groups from local areas (or even disadvantaged areas) been associated with the discussions. This may help adapt chosen strategies according to the findings.

There is a clear tendency to increase the involvement of target groups (including disadvantaged groups) in strategy decisions via the mechanisms of the JAA applied in the E&T SPSP. Apart from that, constant policy dialogue is increasing, not only in the focal area but also on issues of governance, but not permanently on poverty issues.

JC 1.3:	Problem analysis in the programming documents is similar to problem description of major stakeholders and target groups (felt needs)						
Yes			X				No

Official partners from various ministries contacted during the field mission confirm, or at least do not contradict, that the problem view expressed in programming documents corresponds to reality. During focus group meetings, stakeholders described the situation very similarly to the descriptions in documents. In some cases, the views of the stakeholders are more optimistic than the description in EC documents (for example the question of how long mining will contribute to the national income). The few remarks on problems in Botswana made in interviews with other donors (see annex 9) are similar than those presented in EC programming documents.

Target group views or felt needs are not presented in the main strategy documents. Views presented are those of GoB and official statistics. On the other hand, national planning is done in a bottom-up approach. Community Development Committees identify their needs; local governments are collecting, streamlining and transferring the needs to the central level, where they are integrated into the planning process. This should, at least in theory contribute to ensuring that national planning - that is orienting the planning of the EC-support strategy - is based on the felt needs of the final beneficiaries.

3.1.2 Answer to EQ 1

Overall, the EC response strategy is in line with GoB strategies as laid out in the NDPs and the Vision 2016. All major review documents confirm the relevance of the strategy and its coherence with GoB policies and EC aid policies (for example the Cotonou Agreement that emphasises poverty reduction, sustainable economic and social development and integra-

tion into the world market with HRD as one of the priority fields of cooperation). Concentrating cooperation on a single sector (HRD) and dropping NRM was consensually agreed by the EC and GoB. This move is also in line with the DG-DEV-orientation on country programming to reduce the number of focal areas according to the overall amount of EU aid to a given country. But the task is not accomplished (see EQ4).

The evolution of EC strategy over time shows a clear tendency towards intensified participation of non-governmental stakeholders from EDF8 through EDF9 and 10. Recently stakeholder participation has also become a principle embodied in the ongoing adaptation of the strategy (through stakeholder meetings at central and local levels during annual assessments of the indicators of budget support). There is evidence that the needs of poorer segments of the target population are more likely to be taken into consideration in the fine tuning of strategies and interventions (see EQ3). Major stakeholders, including other donors confirm the relevance of EC interventions to target groups in Botswana (although impacts are difficult to be seen - see below). Nevertheless, some elements of the strategy addressing directly the poorest segments of the society have been dropped or modified (with no impact as for now).

3.2 Evaluation Question 2: Efficiency of the Implementation

EQ 2:	<i>To what extent did the modalities of the implementation of interventions (resources, instruments, including sector budget support) contribute to the achievement of the objectives of the cooperation strategy and to increase aid efficiency?</i>
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3.2.1 Judgements and Related Findings

JC 2.1:	Instrument mix as well as human, financial and administrative resources necessary for the management and the timely implementation of interventions has been adequate to achieve the expected results and impacts				
Yes	⋮	X ←	→ X	⋮	No

During the last ten years, EC cooperation with Botswana has switched from project and programme support with integrated long-term TA (EDF7 and 8) to a mix of programme support and Sector Budget Support accompanied by policy dialogue and the use of short term consultancies from the TCF (during EDF9). More than 80% of the support is channelled through SBS. This evolution is in line with the Paris Declaration and improvements in aid delivery could be observed in many aspects (see below and also in EQ3). The programme approach is still used under EDF9 (support to NSA and MoLG) and will be used under EDF10 (support to CS).

In most cases, projects started more or less on time (see annex 4). Delays of up to six months are still acceptable. Only few programmes from the regional budget started with a longer delay. Problems have been observed with the duration of some programmes. It seems either that implementation times have been underestimated or that unforeseen problems have occurred.

There were some delays in disbursements (SYSMIN-funds, budget support) and the supply of TA (for example GTC, Tax administration reform, NSA). At programme level, programmes with a strong construction component (training centres Francistown and Gaborone) delays have been caused by problems with contractors and by construction deficiencies. In Francistown, even today, deficiencies are visible and new ones are starting to show (since there is no maintenance plan or person responsible for maintenance).

In most cases, the allocation of financial resources seems to have been adequate. There are no reports that activities could not be carried out because of money shortages, and on the other hand, the period has seen only little decommitments of funds.

TA provided to the Training sector seems to have been adequate. In the case of support to BURS, TA could only be recruited with a certain delay. Some of the remaining tasks of the long-term TA were later executed by short-term TA financed under the TCF. In other programmes, problems with adequate TA led to the exchange of personnel (for example NSA) or to disturbances, and more programme progress was achieved after the end of the long-term TA contract than before it (WCMP). The project Management Unit of MPP is said to have been overburdened.

All in all the TA has been much appreciated and generally of high quality. There has been no gap filling. TA has had specific technical or managerial qualifications not available. Supply of this TA has been very efficient and effective at relatively low costs, especially under the TCF arrangements where the framework agreements have been used allowing fast recruitment. Short term and intermittent TA seem what in general is needed given the in general high professional level in the country.

The support to the mining sector (SYSMIN) has been delivered efficiently although the recipient expressed the opinion that procedures for receiving the support have been complicated and very time-consuming.

The efficiency of the NAO had to be improved by specific training measures. On-the-job training provided to the NAO by one expert for nearly a year increased the NAO's performance and interaction with the Delegation⁷¹.

For many years, the Delegation has complained about understaffing or at least the fact that former positions have not been re-filled when staff departed (that is the position of a HRD Adviser). Reports also mention that Delegation staff cannot follow project and programme implementation more closely, for example through field visits. Also some interview partners (for example TEC, some NSA) complained about the lack of discussion partners in the Delegation.

JC 2.2:	Sector Budget Support (SBS) has increased efficiency of aid delivery and improved policy dialogue on education and training				
Yes		X			No

There is not much doubt that SBS led to increased sector policy dialogue with many practical outputs (see EQ 3). Indicators from the SBS helped to structure the sector dialogue and have led to an acceleration of work on many issues that had been pending for many years (see EQ 3). Bilateral meetings, meetings of the steering committee (four per year) and the joint annual assessments have created an environment of increasingly strengthened policy dialogue. It also seems that the policy dialogue with the government on governance has profited from the new dynamic. The TCF has turned out to be an efficient tool for supporting sector-specific and general policy dialogue.

According to the MoFDP, the transaction costs for GoB have been clearly reduced through SBS. There are no figures showing whether EC transaction costs have been reduced (some say yes, some say that administrative inputs have been reduced but technical inputs have increased). In any event the administrative work has been reduced. The same applies to the use of the TCF. TOR are defined by the NAO (with support from the Delegation), the Delegation refers the request to Brussels where the short-term TA is identified from the framework contracts under the respective lot. TA is only agreed if GoB requests for it and ensures supervision (ownership).

⁷¹ Discontinuity of staff is said having been a major problem.

Delays in disbursements have been reported as a problem rooted in procedures at EC headquarters (to be further analysed). In a relatively wealthy country like Botswana, the delays did not endanger implementation of the activities, but it is said in reports that these delays in processing disbursements at EC headquarters have in some instances had a negative impact on EC credibility. A second risk concerns exchange rate movements.

The MoESD does not really feel motivated through SBS to achieve the set goals and indicators since they do not receive more money from the MoFDP, whether they achieve the targets or not. Their motivation is mainly their reputation that may be at stake when performance is low.

JC 2.3:	Government and civil society are satisfied with the implementation modalities (and the achieved results)					
Yes			X			No

Comments collected in the country during the field visit confirm that the introduction of SBS is appreciated since it helps avoiding double procedures (statement in the MoFDP). On the other hand, where programme support is still in use, officials of the MoMEWR (who had to stop a tender because bidders were deterred by the expected lengthy procedures) as well as some NSA (waiting for more than a year before a call for proposals had been launched) complained about lengthy EC procedures (which is a very common comment in many countries).

Comments on the level of satisfaction with the results of the EC support were positive, but also reflected a certain politeness. Even though EC support signifies only a very small percentage (0.4% of the Botswana budget), the support is welcome. Critical remarks have not been expressed even in cases where reports showed clear problems (for example in the area of wildlife conservation).

3.2.2 Answer to EQ 2

EC procedures did not affect achievement of the objectives of the country strategy. Delays at programme level have been manageable. The quality of TA provided under the TCF seems to have been adequate and of required specialisation in either technical or management areas where expertise had not been available locally. Gap filling has not occurred. Problems with long-term TA are reported from Wildlife and NSA programme.

Overall, focusing on a single focal sector as well as shifting to budget support as the main instrument of aid delivery has led to an increase in efficiency of EC assistance, even though in the beginning some problems occurred in the handling of budget support, mainly on the side of the EC (causing delays with disbursements: slow handling in EC headquarters due to absence of deadlines). Policy dialogue has increased.

Resources seem to have been well calculated to achieve the programme results. Where there have been problems with the achievement of the objectives at programme level, they have been caused by technical problems (in construction projects) or by unclear definition of objectives and implementation strategies (for example in the area of NRM, see EQ 4, or in the area of support to NSA and MoLG, see EQ 5).

It seems obvious that the new aid delivery modalities (budget support accompanied by short-term TA) have sped up processes that had been pending for a long time. This will contribute to a faster achievement of sector objectives but also of those formulated for the cooperation as a whole.

The choice of instruments followed the recommendations and objectives of the Paris Declaration and led to the desired improvements although there is still room for further improvement.

3.3 Evaluation Question 3: Effectiveness and Impact of Programmes in the HRD Sector

EQ 3:	<i>To what extent did EC interventions successfully contribute to improving access of all to high quality lifelong education and training and to increasing employability and employment opportunities for young people?</i>
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3.3.1 Judgements and Related Findings

JC 3.1:	Access to education and equity have improved			
Yes	X ←	(X) ⁷²		No

According to official figures, access to Technical and Vocational Education and Training (TVET: including BTEP and apprenticeship schemes) has improved significantly (from 10,882 places in 04/06 to 22,895 in 2008) whereby the large increase in 2008 is due to an “upgrade” of “brigades” and the count of private VET institutions while at the same time enrolment in BTEP-colleges almost halved in 2008 (due to a switch of students from BTEP colleges to other training providers who offer grants). However, DTVET anticipates that this situation is likely to reverse in 2009 owing to the introduction of grants for students in government colleges in 2008⁷³. But even with those problems mentioned, the development led to the statement during the last joint annual assessment that the indicator of the SPSP has been achieved⁷⁴. The EC contributed to the increase of training places through the construction and extension of the Gaborone Technical College (GTC) and the Automotive Trades Technical College (ATTC) in Gaborone, and through the construction of the Technical and Vocational Training Centre in Francistown (FTVTC). The colleges in Francistown and the GTC did not work to their full capacity when visited by the evaluators in June 2009. Francistown had only 13.3% of the possible intake, GTC worked on the basis of 49.9%. Problems will be solved in a joint effort between the colleges and the organisations responsible for accreditation.

At the time when EDF9 was formulated, nearly 35% of school leavers from JSS had to enter the labour market without any training. Mathematically, the upgrading of “brigades” and the counting of private training places leads to the conclusion that the yearly demand for 12,000 additional places by youths who before entered the labour market without any training could be satisfied. But in practice, the demand still exceeds the available places. No information is available on the geographical distribution of training opportunities. Equity in TVET is addressed and improvements with regard to gender are reported. The number of places available to youths with special needs has also increased. Since at the same time progression from JSS to SSS has increased, it can be expected that the number of youths leaving JSS without any further education or training may decrease.

In formal education, the high level of enrolment (around 90%) has been maintained, but an annual increase of 1% (as demanded by the SPSP indicator) has not always been achieved. Officially, drop-out rates have decreased slightly (even for female students in SSS) but there seems to be a loss of nearly 20% of primary pupils during the primary cycle that has been newly discovered showing the weaknesses in sector monitoring. Accordingly, completion of the primary school cycle has been made an indicator for the SBS for EDF10.

Equity issues in formal schooling are regularly discussed in policy dialogue and some indicators have been changed accordingly.

⁷² The real improvement will only be effective when the technical colleges will operate with the full intake. Therefore, the situation is only a weak B, and may improve to a weak A within the next year. In formal education, measures for improvements are discussed and new problems have been discovered.

⁷³ JAA, 2008: p. 26

⁷⁴ JAA, 2008; p. 6

The reformulation of some indicators suggests that the focus on disadvantaged groups and areas and a pro-poor orientation has increased (for example instead of primary drop-out, regions with highest drop-out are examined to find solutions; secondary drop-out rate will focus on female drop-out etc.). Impacts of this change of focus have not yet been reported. For the SBS of EDF10, an indicator foresees an increase in access and training opportunities for disadvantaged children.

JC 3.2:	Relevance and quality of education and training have improved			
Yes		X	◀ ■ ■ ■ ■ ■ ■ ■ ■ X ⁷⁵	No

In the programming documents of EDF8 and 9, relevance is mainly discussed as a concern in TVET⁷⁶. Relevance is mentioned as a critical issue in all documents throughout the whole period evaluated. In Botswana, studies on manpower planning have been undertaken since the late 1960s. Traditional manpower planning methods were applied until 2004 (forecast of future labour requirements should lead to conclusions regarding education and training). The appropriateness of this approach to Botswana has been questioned since the mid 1990s. A feasibility study for a Labour Market observatory has been carried out in mid 2007 financed under the TCF. The observatory is to help to address the issue of a better response of TVET programmes to industry needs. Finally, the preparatory studies for a new HRD strategy are underlining the need for a new and more flexible approach. Results are expected between 2010 and 2015 (first HRD-plans for different sectors will be elaborated and finally a HRD-Plan for the whole economy will follow). Progress in the implementation of the HRD Strategy is one of the Eligibility Criteria for SBS under EDF10.

For the time being many documents state that vocational training does not correspond well to the needs of employers. But evidence is weak that this position is really true. The 2007 tracer study is often quoted but the study also has methodological problems and only provides a snapshot at a very early stage of the implementation of the BTEP approach. In any case, it seems obvious from the study that employers are not very well informed about BTEP. On the other hand, a teacher from Francistown reports that feedback from employers who are hosting internship trainees during work placement have been very positive, highlighting the practical abilities of the trainees compared to those of University internship trainees. Increased relevance of TVET (not of BTEP!) has been made an indicator for EDF10 SBS.

EC SBS to the education sector is addressing the lack of guidance for employers by supporting the elaboration of a National Credits Qualifications Framework (NCQF) that is supposed to identify and standardise levels of qualifications in order to orient training in the TVET sector but also to provide more exact information to employers about what they can expect from graduates. The NCQF is part of the indicator of SBS under EDF10 that tracks the progress of the HRD Strategy.

The issue of quality is related to relevance. In EDF8 and 9 programming documents, quality is discussed more as a matter of general education. Data for Primary, JS, and SS schools show declining exam results. The testing of double shifts in SS schools led to a further decline in student performance. Until now, indicators for quality were referring just to exam results. The quality of the teaching and learning process or the performance of teachers has not been included in the list of indicators. For SBS under EDF10, exam results in Mathematics and Science, and the quality of primary school teachers, have been specified as indicators.

⁷⁵ Progress is expected, but not sure. Therefore, a dotted arrow has been used. See conclusions in chapter 4!

⁷⁶ The Programme Identification Fiche for the SPSP of EDF10 and the new National HRD-strategy are now applying the relevance criterion to the entire education system.

JC 3.3:	Sector management has improved in areas supported by EC					
Yes				X		No

EC support to improved sector management only started in 2006/2007. A Management and Organisation Review and an EPER have been carried out. Implementation plans have been developed, but implementation has not yet started. The development of an EMIS and of a new inspectorate framework remains behind schedule. Nevertheless, sector monitoring has been improved by the introduction of flash reporting. In 2008 some up-to-date key information on sector performance was available for the first time. The findings have been considered during sector policy dialogue. But sector management still lacks a document with the quality of a sector management plan (see 2.3.3.1).

The lack of decentralised decision-making is highlighted as an obstacle to regional improvements and to school development.

EC support seems to be the driving force behind the identification of shortcomings, the establishment of plans and the first improvements in sector management.

The new indicator for SBS under EDF10 seems not really to cover the problem of sector management. It only refers to improved management of the Tertiary Student Grant/Loan Scheme. Certainly this will contribute to savings at this level that are important for overall sector financing, but it does not address the problem of weak sector management as such (planning, monitoring, implementation capacity).

JC 3.4:	Young people find employment (or opportunities for further education or training)					
Yes				(X)⁷⁷		No

EC is not directly addressing employment opportunities for young people but only employability.⁷⁸ Nevertheless, it is interesting to analyse the trends in employment opportunities. The overall employment situation in Botswana has only improved slowly in recent years. The diversification strategy of the GoB is showing some success with sectors such as services, construction, tourism and non-diamond mining showing good growth, but unemployment figures remain high (between 17% and 20% according to different sources). Even academics are facing unemployment. But the HRD Strategy document also shows clearly that only 15% of graduates holding Diploma and University Degrees are without employment, whereas 21.7% of (secondary) certificate holders and 27.8% of the unskilled youths suffer from unemployment. Education is a clear advantage even though the situation is not satisfactory. It remains a fact that the labour market in Botswana is still a small one. Unemployment rates for young people, especially young women, remain critically high.

According to the tracer study of graduates from the BTEP colleges between 2001 and 2006, only 34.7% of former trainees are in either full-time or part-time employment. Another 13% are continuing education. There is no information about self-employment or the creation of SME through graduates. A majority is either unemployed or economically inactive for a variety of reasons. Women are heavily over-represented among the graduates who are unemployed (60.5%). However, results should not be over-emphasised (see JC2).

Locally, for example through the Economic Diversification of the Mining Sector (EDMS) programme that still is directly supported by the EC, the effects in the field of new employment opportunities were still mainly in the mining sector outside the diamond sector, through expansion of the Tati mine. Other employment opportunities for young people in the area have not so far been reported although there are high expectations of the work of the recently initiated economic diversification unit supported in the context of the programme.

⁷⁷ Since EC is not directly addressing employment opportunities for young people but only employability, the judgement is given in brackets and not with a bold letter.

⁷⁸ Although the focal sector of EDF8 was named "Private Sector Development and Training".

3.3.2 Answer to EQ 3

EC interventions under EDF8 helped to increase training capacities for technical education by supporting the construction of Training Colleges in Francistown and Gaborone. Although the centres are not yet in full operation, the EC contribution will achieve the desired increase of training places within a short time. Sector dialogue based on the findings of four joint assessment missions as a main instrument of Sector Budget Support under EDF9 revealed that enrolment figures from former years may have been too positive and that the loss of pupils during the primary cycle seems to be much higher than was previously understood. At secondary level, experiments with double shifting have been disappointing.

Relevance and quality of technical education in colleges are issues to be monitored by the implementers of the BTEP programme. According to reports and oral feedback, courses have been designed in close cooperation with the private sector, imparting adequate relevance of the courses. A tracer study carried out in 2007 showed some problems but findings are too early and methodological weaknesses make results questionable. EC support to the development of a National Credits and Qualification Framework (NQF) and to the development of a HRD Strategy will further contribute to improving access and quality of technical education.

The main concern in formal education is quality. Recent statistics show negative trends in student achievements. NDP10 will address these problems by improvements in teacher training, and the EDF10 sector programme on education and training includes an indicator on teacher qualification.

EC also supports issues of access and quality indirectly through the support to improvements of the Ministries' management capacities. Several studies led to the identification of some bottlenecks and improvements. But improvements may remain scattered since the basic problem of a missing sector management plan and related monitoring instruments as central instruments of sector management have not been considered.

There are no findings concerning the employability of young people except (problematic) hints from the 2007 tracer study. More information is needed through further studies in coming years.

The creation of employment opportunities has not really been an issue directly addressed by EC support⁷⁹. Indirectly, it may be expected that graduates from technical education may create small businesses, thus creating employment. The tracer study did not deliver any evidence in this direction. Colleges say that they are not following up their graduates on these issues through studies of their own.

⁷⁹ More attention will be given in NDP 10 depending on the national priorities.

3.4 Evaluation Question 4: Effectiveness and Impact of Programmes in the Natural Resources Management (NRM) Sector

EQ 4:	<i>To what extent did EC support in NRM contribute to improvements of the management, to conservation (including biodiversity), to diversification and to income generation, especially in rural areas?</i>
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3.4.1 Judgements and Related Findings

JC 4.1:	Management capacity is enhanced at central government level, district level, non-governmental and local level (NSA, communities/user groups)								
Yes				X					No

Capacity development was prominently reflected within the intervention logic of all NRM-related projects⁸⁰ addressing Botswana. It was directed at different levels, albeit with a distinct focus on developing institutional capacities of public sector administrations at national and district level, as well as Research and Development institutions. The community level outreach was noticeably less pronounced. Deficits in project implementation as well as structural weaknesses on the partner institutions' part (weak inter-agency coordination and lack of mobilisation of partner contributions) diminished the projects' performance in regard to capacity development. High staff turnover within relevant sector administrations – at national as well as district levels – arguably stands out as the most critical factor diminishing the sustainability of capacity building and by eroding the “institutional memory”.

Quantification of impacts achieved through EC support (JC 4.3 and 4.4) is hindered by the absence of integrated resource monitoring tools on the partners' side, even basic inventory data in respect of forests, wildlife and rangelands are either missing altogether, or controlled at national level. In practice, decisions on management and use of natural resources are hardly evidence-based.

Wildlife governance benefited in terms of raised administrative status and more independent decision-making at district level, as exemplified by the facts that (i) heads of DWNP district offices have been upgraded to Assistant Directors, and (ii) additional regional wildlife officers have been appointed.

With a view to assessing measurable improvements in management capacity at community level, tenure security, institution building, and participatory planning were adopted as indicators for the assessment.

Neither CFDP nor WCMP succeeded in improving the target communities' tenure rights. MoLG, while aiming to clarify community rights and responsibilities, only distantly relates to environmental protection and NRM. Due to its recent start, no conclusive evidence is available at present. By contrast, SUBRAP directly addresses the rural communities' management authority over natural resources, rights of access, and benefit sharing arrangements. Evidence, however limited, suggests substantial progress.

For both CFDP and WCMP existing CBOs were crucial proponents of community based natural resources management (CBNRM) and benefit sharing. However, despite providing valuable training support and technical assistance, neither project created tangible benefits. MoLG will most likely build local governments' capacity for community support, even though NRM is not within its immediate focus. SUBRAP, owing to its direct outreach to communities, promises a significant contribution to institution building for NRM at community level.

⁸⁰ CFDP = Community Forestry Development Project, EDF 8/BW; WCMP = Wildlife Conservation and Management Programme, EDF 8/BW; Cap.Dev.MoLG = Strengthening the Capacity for Community Development in the Ministry of Local Governments and Councils, EDF 9/BW; SUBRAP = Scaling up Benefits for Rural Area Populations, ENV Budget Line/regional

As regards participatory mechanisms at local level, WCMP successfully introduced a community-based Management-oriented Monitoring System (MOMS). Even though community members were trained in primary data collection, the MOMS thus far remains inoperative – due to the fact that DWNP failed to provide for data processing and entry into a computerised management information system (MIS). Furthermore, approval of management plans produced with the programme’s support was significantly delayed. The CFDP sought to conduct participatory forest management planning for six forest reserves. Owing to the project’s discontinuation, this was not achieved. The SUBRAP made significant progress in terms of management planning, despite the fact that official approval was delayed.

JC 4.2:	Infrastructures in and around parks have improved				
Yes		X ⁸¹			No

Of the EC-supported interventions assessed, only the WCMP specifically aimed at developing Protected Area (PA) infrastructure and (eco-)tourism facilities. Owing to implementation deficits encountered by the project and weak absorption capacity on the partner side, infrastructure development progressed substantially only towards the project’s conclusion. Resource persons met during the field mission unanimously highlighted infrastructure development – notably construction of PA staff accommodation – as the principal achievement of EC support, especially in terms of boosting the morale of field-level staff (and thereby promoting conservation and natural resource governance).

EC support further strengthened NRM-related rural development infrastructure and capacities, specifically the HOORC⁸². This project may in fact be regarded an “island of excellence” in terms of utilisation and visibility of EC support. The HOORC goes to great length to disseminate integrated ecosystem and resource monitoring results via the Internet, including GIS-based MIS applications. Viewed from this angle, it must seem all the more surprising that relevant sector administrations (wildlife, forestry), according to information gathered during the field phase, fail to tap into this information source with a view to compensating for their apparent lack of inventory data and evidence-based decision-making.

JC 4.3:	Natural resources (in and around parks) and biodiversity have been protected, conserved and validated / valorised (used)				
Yes			X		No

EC support generally achieved progress in terms of awareness creation and building public support for the conservation and sustainable use of natural resources.

NRM support focused on wildlife, forests, and rangelands. WCMP specifically addressed wildlife conservation within designated protected areas and adjacent buffer-zones. Clearly, the protected area (PA) network has been outstandingly successful in conserving certain high-profile game species, as attested by significantly increased populations. Elephants provide a case in point, whose numbers are said to have tripled since 1991⁸³. Similar trends are reported for buffalo. This increase comes at the price of increased habitat degradation⁸⁴ and the spread of diseases around water-holes, and several smaller game species (for example gazelles) appear to be in decline⁸⁵. As population growth approximates the PA’s carrying capacity, pressure on adjacent areas (WMAs⁸⁶ and rangelands) is mounting. This creates problems especially in northern Botswana, where sanitary cordon fences are the principal

⁸¹ If only the support to HOORC would be rated, it would be an A-rating. Without HOORC, it would be a low B-rating or even a C-rating.
⁸² Harry Oppenheimer Okavango Research Centre (HOORC) at the University of Botswana, Maun Campus
⁸³ According to the DWNP district office in Maun, the number of elephants grew from 59,000 (1991) to well over 150,000 at present.
⁸⁴ Large tracts of natural Mopane woodlands are said to have been degraded to shrub-lands and open savannah.
⁸⁵ According to information related by the Harry Oppenheimer Okavango Research Centre
⁸⁶ Wildlife Management Areas, typically managed under CBNRM schemes by community-trust funds.

means of protecting livestock against the spread of FMD. Elephants frequently disrupt such fences, thus opening passage ways for buffalo – the main vectors of FMD. Resultant land-use conflicts are difficult to address, not the least because of insufficient coordination between MoEWT/DWNP and MoA/Livestock Services. WCMP was unable to defuse the contentious wildlife-livestock issue, and other means of EC support (for example EIA exercises) did not significantly improve the situation.

Moreover, conservation successes, however manifest, are difficult to attribute to the WCMP, partly because they began to materialise well before the programme’s commencement, and partly because various donors in the past engaged in NRM support.

This judgement criterion further requires that interventions (i) determine or approximate the economic value of natural resources in terms of actual or potential products and services, and that on this basis (ii) targeted measures are taken to promote business and employment opportunities and generate value added (tangible benefits) for the benefit of resource-dependent rural communities. This can be reasonably expected only of those projects, as aimed for community outreach and support directly.

Discussions during the field mission revealed that no systematic valuation of natural resources has so far been prepared, much less agreed upon by different stakeholders. MoEWT/DWNP and MoA representatives were found to be in fundamental disagreement regarding the socioeconomic “value” of wildlife and livestock – an observation that, at least in part, explains why wildlife-livestock conflicts defy resolution.

CFDP failed to build collaborative partnerships for forest management, even though individual aspects of the approach (for example the use of “backyard-nurseries”) remain operative. WCMP failed to implement core-aspects of its CBNRM approach that is the Community Development Fund (CDF). The bulk of tourism-related revenue remains concentrated in the hands of operators outside the communities. By contrast, SUBRAP reportedly achieved measurable effects – evidently because of the project’s direct focus on community development. The field mission gathered evidence to suggest that none of the EC-supported projects systematically pursued the establishment or optimisation of value-chains in regard to natural resources. Without those, the economic viability of sustainable use is difficult to demonstrate. Moreover, communities’ involvement in decisions on management and use of natural resources remains very limited (especially in regard to wildlife).

JC 4.4:	Rural Communities benefit (more) from the validation or valorisation of NRM (for example diversification of income opportunities, for example in agriculture and tourism)				
Yes				X	No

Available documentation on the projects’ design (specifically log-frames attached to the FA/TAPs) revealed that project designs were lacking baseline values, and clear-cut performance benchmarks for measuring success (i.e. objectively verifiable indicators) with regard to community benefits. Moreover, the outreach in spatial terms as well as in terms of the numbers of communities addressed is highly diverse, thus rendering aggregate observations on EC support to NRM as a whole impractical.

Implementation of the recent CBNRM policy further appears to create adverse incentives for CBNRM. According to the policy, 65 % of community revenues (accruing mostly from wildlife) are to be disbursed into a National Environmental Fund⁸⁷ while only 35% are to be retained by the communities. This move – intended to redistribute CBNRM funds nationally for the benefit communities lacking access to valuable natural resources – is widely perceived as a gradual “recentralisation” of NRM, thus calling into question basic assumptions about past EC support (especially regarding WCMP and CFDP).

⁸⁷ According to resource persons’ accounts, this fund is to become operative by the end of 2009.

During the field mission resource persons unanimously concurred that the contribution of EC support to community empowerment, CBNRM, rural income generation and valorisation of wildlife, rangelands, and forests had been negligible.

3.4.2 Answer to EQ 4

EC support contributed most to improvement of governance and management capacities of public sector administrations in terms of (i) management infrastructure and (ii) decentralised decision-making by district-level authorities, but sector decisions are still not based on monitoring results.

Whereas qualification (much less quantification) of impacts is seriously hindered by the lack of both integrated resource monitoring systems (on the partners' side) and objectively verifiable indicators in the assessed projects' design, it seems fair to say that observable impacts contributed only in part to achievement of the EDF8 NIP specific objective for NRM support. Valorisation and sustainable use of natural resources for the benefit of rural communities clearly failed to materialise.

Lack of progress in terms of land-use conflict resolution (wildlife/livestock) and community benefits based on sustainable management and use suggest that (i) coherence of sector policies in Botswana may be at risk and (ii) conceptual foci and basic assumptions regarding EC supported projects did not fully match the GoB's outlook on development.

EC support suffered from structural weaknesses on the partners' side, including weak inter-agency coordination, lack of mobilisation of partner contributions, and insufficient policy coherence or equivocal strategic guidance on community development.

3.5 Evaluation Question 5: Effectiveness and Impact of Non-focal Programmes, notably Micro-projects, NSA and MLG, as well as of Other EC Instruments

EQ 5:	<i>How did the major programmes in the non-focal areas and some other interventions of the EC contribute to the objectives of the strategy, mainly to private sector development and the improvement of income distribution and poverty reduction in rural areas?⁸⁸</i>
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The non-focal sectors and some other activities and instruments are supposed to complete the strategy in the context of achieving the EC country strategy objectives. EQ 5 addresses the non-focal areas, regional programmes, and other instruments and is thus mainly about promotion of private sector development, diversification, employment, and income (predominantly in disadvantaged areas). This justifies inclusion of these different areas of activity in a single EQ.

3.5.1 Judgements and Related Findings

JC 5.1:	Micro-projects had an impact on rural livelihoods						
Yes					X		No

Findings from the field mission suggest that Micro-projects Programmes (MPPs) did not generate tangible community benefits and generally lacked sustainability. Resource persons were noticeably unable to cite examples of MPP achievements.

⁸⁸ In this EQ, different areas of activities have been included and summarised since they all have the potential to contribute to the objectives of Private Sector Development (diversification, employment creation etc.). The underlying reasons for this combination have been presented in 3.1.2

From the few available documents (a review report and two Monitoring Reports), it can be concluded that the MPP was well received by target groups, but the overall impact on livelihoods seems to have been limited (owing, at least in part, to the fact that only a minor share of MPPs actually addressed generation of tangible economic benefits, while the majority was geared towards provision of social infrastructure). No documentation is available on individual projects. The review report reveals that, out of 30 projects, only two were addressing income-generating activities and remote areas of the country were not being reached. The combination of the relatively low impact achieved by a relatively small number of projects scattered all over the country, together with observations on the low capacity of local communities, most NGOs and local government, led to a decision to formulate capacity building projects so as to increase the overall number of projects and make this type of support more sustainable. This was a sound conclusion as it has allowed community development to be made a permanent and efficient process instead of supporting individual projects through short-term support by intermediary organisations within the constraints of a time-bound project.

Another observation of the review report indicated that the private sector had not been responsive to invitations to formulate and implement projects, although the concept of MPP 3 included the idea of encouraging private sector participation.

Finally, there is no mention of improvements in rural livelihoods in the existing reports, despite a serious need for more support in disadvantaged areas.

JC 5.2:	MoLG and supported NSA became more efficient and more active for (local) development		
Yes	X	X ⁸⁹	No

Non State Actors (NSA) and Ministry of Local Government (MoLG) projects were conceived in response to lessons learnt from the MPP, albeit with a shift of focus – away from generating community benefits directly, towards promoting enabling framework conditions for civil society participation in local development activities. The expectation seems to have been that these development activities could be either community development activities or private sector development activities, including creation of small businesses (individual or cooperative).

Until June 2009, the two programmes did not lead to implementation of a single local project. Programmes supporting MoLG and NSA are in the phase of preparing training programmes for local governments and the various stakeholders, and launching calls for proposals. To our understanding, the underlying idea of the two programmes was that the Ministry of Local Government and finally local governments on the one hand, and NGOs and other NSA on the other hand, learn how to cooperate during local project identification and implementation. The intention had been to create a sustainable dynamic for supporting local communities where Local Governments and NSAs know how to exercise their respective mandates in promoting local development.

Since there is no joint concept for the MoLG and NSA programmes in specific cases or in cooperation between local governments and NSA in general (including the financing of local development programmes and the services of NSA during project design and implementation through local governments according to the principle of subsidiarity), a sustainable support system for local development will not emerge.

Several EC documents explain the implementation delay as a certain degree of reluctance on the government side. In fact, neither community development nor private sector develop-

⁸⁹ Actually, the ROM rating is D since there is no realisation until now. If the two projects continue just collecting project proposals, this will only lead to a C like the MPP-project rating. However, there is a high potential when the initial project design (cooperation of MoLG and NSA) would be pursued.

ment are core tasks of the MoLG although it may be tasks of Local Governments. Also NSAs seem confused about the expectations the programme has from them since the areas of expected activities are not described anywhere. A clear concept is missing. Neither programme submitted an inception report.

A clear concept of the two programmes that are two sides of the same coin would even have probably led to a different implementation structure (instead of creation of a programme implementation unit for the NSA-programme). Finally, the mix of community development and private sector development activities in the expectations may have led to a programme where NSA with very different orientation have been put together in a single programme (with no clear objective) with the result that they are confused about the intentions and expectations of the programme. Available evidence suggests that the mix of NGO and private sector organisations in a single programme very likely gave rise to the creation of a Project Implementation Unit (PIU) instead of using existing umbrella organisations such as BOCONGO with a view to improving long-term sustainability.

Findings also suggest that public authorities are reluctant to involve NGOs in the implementation of GoB- or donor-supported programmes, citing liability concerns arising from the NGOs' weak capacity for financial management. The weakness of NGOs or of "Civil Society" is also taken as an argument for training them to become more efficient. But the expected impact of training measures (as supplied by the NSA programme) is weakened by constant staff turnover in NGOs. NGOs do not have the financial capacity to maintain their staff. Staff leaves whenever there are other opportunities. The withdrawal of donors from Botswana reportedly triggered a noticeable decline of the NGO community as well. NGOs need a secured long-term financial perspective to maintain staff. The NGO policy of 2005 originating from the MoLaHA is lacking implementation modalities.

The future EDF10 programme may suffer from the same problems if there are no clear objectives, no clarification of the (expected) roles and responsibilities of Civil Society Organisations (CSO) in the development process, and no concept allowing these organisations to maintain themselves and their staff.

JC 5.3:	The use of SYSMIN funds led to the preservation of jobs in the mining sector and the creation of new employment opportunities outside the mining sector						
Yes		X ⁹⁰					No

The use of SYSMIN funds indeed led to the a partial preservation of the jobs in the BCL mine (approximately 20% reduction in employment between 1999 and today) and further development of the Tati mine from a small operation to an operation with 3,000 employees. Only one-quarter of the workforce employed in Selebi Phikwe actually works in the mining company but the town depends on the mine and the smelter. In the 2006 Central Statistics Office report it was estimated that 30,000 would lose their livelihoods if the mine closed.

The support over 18 years from the EC to BCL and later Tati has been essential for keeping the mining operations in the region going by supplying essential equipment, technology and technical assistance, and encouraging other actors - the government, other owners and creditors - to continue supporting operation of the mines. Support by EDF8 was agreed when the mines were about to close in the late 1990s.

Not only have the mines been kept operating, but also the prospecting work has helped expand the known mining reserves to secure operation of the mines up to around 2020, and work has started on possibilities for expanding the operation into further refining and continued working for third parties even when mining operations eventually cease at Tati and BCL.

⁹⁰ This positive rating should not forget the environmental problems that need to be solved in the near future.

While the current international crises sent prices for nickel below break-even costs for the mines last year, the prices are already increasing and at this stage, the mines believe they are making a small profit.

Economic diversification attempts outside the mining operations have been supported by the government on different occasions through support to establishment of industries in the area, but the activities have not been sustainable and have closed down. Recent initiatives supported by the EC (after the midterm review of the EDF8 support in 2007) to set up an economic diversification unit for the region is by all observers recognised as promising although at this stage there is only marginal impact.

The aspect of diversification outside the mining sector was not part of the Economic Diversification of the Mining Sector (EDMS) Programme until recently, but has been supported by the GoB and other initiatives, including a World Bank project.

Data from the 1991 and 2001 censuses indicate an increase in employment in the area from 17,000 to 19,600 in the 10 years between the two censuses, in spite of the reduction in employment in the mine. Recent data are not directly comparable, so no updated data are provided. However while the town council recognises that the town to a certain degree is depressed, it is also recognised by a number of interviewees that there seems to have been a development in the construction industry and in services in recent years. No detailed data on the number of enterprises developed in the area is available, but Central Statistics Office report data from 2006 give the number of business licences in force in the area as 642, indicating a relatively lively business community.

An amount of 632 million pula will by 2011 be accumulated at the re-employment account (REA) through repayments from BCL. At this stage, it has been decided that a major part of the funds will be used for the construction of a technical college in Phikwe that may also contribute to creation of new jobs in the short run (teachers, staff etc.) and to diversification in the long run, provided graduates are able to set up new enterprises as expected.

The control of emissions and environmental issues has been an issue throughout the life time of the mine. Emissions of sulphur dioxide have been accepted as in accordance with local standards from 1981, but are far above European emission standards of today in relation both to human health and to the ecosystem. Different attempts by the mine over time to control emissions by processing the sulphur dioxide or shifting to other technologies have failed. EC support has tended to concentrate on environmental issues related to cleaning the mining area after closure and other areas of the mining operations, as the support was given on the assumption that the mine would be closed down within a few years. It is now the intention to work on a solution to the emission problem using part of the funds in the re-employment account combined with a loan from EIB.

Adequate control of emissions will be a decisive factor for further economic diversification and employment creation in the area.

JC 5.4:	The support to regional integration and trade (activities from country and regional strategy) and the attraction of FDI have had an impact on Botswana's foreign trade, employment and economic diversification						
Yes				X			No

Support to SADC is given on a regional basis and direct immediate benefits for individual countries are limited. The support is mainly provided as support to economic integration, trade liberalisation and facilitation, and investment facilitation. The support to regional integration and trade facilitation is in general long-term in nature and the immediate effects are still reported to be small when it comes to increased trade and investments. In the available documents, no direct impact of regional trade liberalisation on Botswana's foreign trade, employment and economic diversification is reported. The prospects for Botswana and the rest

of the countries are, however, very important over time, although the integration process moves slowly in practice owing to reluctance of some participating countries to hand over part of their sovereignty gained not so long ago.

While direct support via the regional programmes has been limited as the SADC principle is that the support is multi-country and at least three countries should benefit, there has been some much-appreciated support to training on economic integration and to participation in trade-related negotiations. The support is however generally more indirect as the support to SADC helps provide model laws and regulations and so forth, and each country then has to adopt them itself.

The EPA agreement has however had important immediate effects for Botswana as it has allowed continued free access to the European market for its beef exports after the end of the free access under the “Everything but Arms Agreement” in 2007. Without this free access, beef exports are likely to have suffered, as they would have been competing on an equal footing with Brazil and Argentina. This could have had a very negative impact on the incomes of many small cattle farmers. Support received under an EPA support project and support for negotiations on trade in services within the region via UNCTAD are reported to have been substantial and much appreciated by the Botswana authorities who feel that their capacities have been enhanced and that the substantive negotiations have been supported. Other recent regional projects related to Customs, investments and others are only today in the initial stages and little direct benefit has yet accrued to the individual countries.

One SADC project supported investment and trade promotion more directly. The gains for Botswana of this project seem however to have been nil or marginal in practice although there was a great deal of interest in the conferences and contacts established. Activities by the Centre for Development of Enterprise (CDE) have been of a stop-go nature and although the organisation has kept an office in Gaborone since 2004 activities have been limited as the office has practically been non-operational for two years and reopened only recently.

In the area of support for commercial linkages for trade and investments via SADC or the CDE, support has been highly inefficient, although there is a high demand and a high potential for such support if properly managed.

Nevertheless, there is consensus in many documents and from the interviews by this evaluation mission that Botswana would be a major profiteer from regional integration and an increase in regional trade in a longer perspective.

Economic diversification is in train although it may look slow as the diamond sector is so large in comparison. Diversification is taking place within the mining sector with the discovery of new mineral deposits (coal and copper for instance) and with the increase in the degree of processing in the country, as for example in diamond processing, construction of huge power plants using local coal, and so forth. Service sectors and tourism are also growing, as is the construction industry. This pattern of economic growth and diversification is not unusual in a natural-resource-rich economy and should not be of special concern in the context of a liberalising economy in a globalised world.

JC 5.5:	Quota arrangements under the Beef Protocol (up to 2007) have been important for exports and rural development.			
Yes	⋮	⋮ ? ←	■ ■ ■ ■ ■ ■ ■ ■ ■ ■ X ⁹¹	No

The exact impact of the quota arrangement on rural development is unknown. Nevertheless, the available documents postulate a certain level of importance for the Botswana economy of beef exports to the EU, but without giving details. It is obvious that exports under the Beef Protocol have generated export revenue and have supported livestock rearing and sales as a key source of income for the rural population. The beef protocol helped to create income for

⁹¹ So far the impact of beef exports to the EC has had limited impact on rural and remote areas, but there is a huge potential in the future (also including the development of value chains). The arrow signals this.

rural households, but little is known about the magnitude of the benefit, or about who benefited and how much. It seems that until now only a little number of bigger farmers has profited.

A major obstacle to exports (Botswana never exhausted its quota) was veterinary concern about meat quality. EC standards are higher than US standards, which led to a zoning of cattle export areas. Areas close to wildlife parks in the North had to be excluded from exports to the EC since cattle from these areas had been vaccinated against diseases that may have been transmitted by wild animals. Vaccinated meat is excluded from exports to the EU, but not to the US. Botswana was seeking to avoid the vaccination problem by separating wild animals from cattle through greater use of veterinary fences. This led to problems with the wildlife department. Recently another zone near to the Zimbabwean border had to be added to the areas from which exports are restricted. Given the difficult situation in Zimbabwe, animal diseases are spreading across the “green” border”.

Quota-free exports of beef are already possible under the Interim EPA. So far, exports have not increased, but there seems to be a huge potential for rural development from the beef sector. Stronger support to the performance of the agricultural sector and value chains linked to agriculture could probably be especially beneficial for employment and poverty reduction. There is also a demand and apparent need for support to development of the private sector in rural areas, and for export and foreign direct investment promotion. While the present support from the EC is limited, there is scope for increased and well-targeted support. The EC is helping Botswana and other countries, via a regional programme and in country capacity building, to cope with European veterinary and hygiene standards with a view to increased exports to Europe.

3.5.2 Answer to EQ 5

Private sector development, diversification, employment creation and poverty reduction are key objectives of the NDPs and therefore are mainly pursued by GoB activities (see EQ1). EC support in this area was provided through support to micro projects, to MoLG and NSA to implement micro projects in close cooperation on one hand. On the other hand to economic diversification in (and outside) the mining sector (financed from the SYSMIN-facility), to regional programmes (on integration and trade that should help promote increased regional trade, with the intention to help enterprises in Botswana to increase their exports), and the allowance of beef exports based on the beef protocol. In addition to development aid in the cited areas, EC support to the mentioned objectives was provided via EIB and CDE.

A positive impact of EC-support to diversification and employment creation has only shown in the mining sector and in the surrounding area (Selebi Phikwe and Francistown), and indirectly through support to regional programmes on trade (EPA) and investment bearing a huge potential for the future. No significant and sustainable positive impact has been achieved in remote areas strongly concerned by poverty. Programmes such as MPP, MoLG, and NSA have been inefficient.

The EU beef quota arrangement (beef protocol) expired in 2007 and beef exports are not limited any more under the Interim EPA). Botswana does not yet have the capacity to profit fully either from the quota or from free access to the EU market for its beef. Veterinary problems have so far been hampering exports. Some regional EC supported programmes are addressing veterinary questions, but the impact on Botswana’s beef exports is not yet evident.

No answer is possible when it comes to improvements in income distribution. In any case, EC-support did not lead to significant poverty reduction in rural areas or for the poorest segments of the society.

3.6 Evaluation Question 6: HIV-AIDS

EQ 6:	<i>To what extent has HIV-AIDS been taken sufficiently into consideration by the EC (for the achievement of the objectives of the cooperation strategy)?</i>
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3.6.1 Judgements and Related Findings

JC 6.1:	Mainstreaming was effective in all EC financed programmes (especially in the education and training sector)						
Yes			X		X ⁹²		No

The notion of mainstreaming HIV/AIDS is not used in EDF8 planning documents; for EDF9 and 10, mainstreaming is mentioned in all EC-supported programmes.

As mainstreaming activities having taken place the MoESD reports adoption of “HIV-AIDS policies”, curricular modules and materials for schools and teacher training. It was planned that all students should receive contextualised education and instruction on reproductive health, sexuality and HIV-AIDS by 2004 (“even in mathematics”). Reports mention the execution mainstreaming activities always as a general statement, without giving details and it also remains difficult to assess what was intended and what has really been achieved. Reports on the SPSP mention materials that were developed (curriculum teacher guidelines and student books). This corresponds to the SBS indicator related to HIV/AIDS. In the last version of the indicator set, the EC seeks to promote research on adolescent sexual behaviour patterns probably in order to define further strategies. The evaluation of this indicator will take place later this year.

Some studies report disappointing results, with a decrease of awareness and knowledge of the disease among the student populations (but at the same time figures on new infections seemed to be declining, before going up again very recently, see JC 3).

The newly developed HRD Strategy (supported by EC) does not even mention HIV-AIDS or how to consider it when planning HRD programmes.

There are hardly any indications of proactive mainstreaming of HIV/AIDS (or other cross-cutting issues, for that matter) by other EC supported programmes (for example CFDP, WCMP or MPP, NSA, MLG); apart from rather generic references in the project designs (for example by means of – however inadequately phrased – indicators at results level).

Information on the EDMS-programme indicates that in the first project design no mainstreaming activities were envisaged while at the same time the mining areas have the highest incidence of HIV/AIDS. However, the mining company implemented a very successful HIV-AIDS response strategy (workplace policy) without any EC support.

EC is now seeking to team up with other donors, mainly the WB, to identify a common approach in the education sector (including mainstreaming and workplace programmes) as part of an improved overall response strategy and better coordination of all interventions. Difficulties in the coordination are reported, caused by “complex internal coordination procedures and an absence of active participation by MoESD in the HIV-AIDS Partnership Forum” (donor coordination forum) of the National AIDS Council.

JC 6.2:	Activities financed under the RIP contribute to mitigate the negative effects of the epidemic						
Yes			X				No

The only planned meeting that could not take place during the field mission was the one with the HIV-AIDS coordinator of the SDAC-secretariat. Therefore, knowledge on the regional

⁹² A low C (or even a D?) is given for mainstreaming activities in programmes outside the education sector.

HIV-AIDS programmes remains limited. As in most of the regional programmes, it is difficult to assess from available documents whether and how Botswana was in the end profiting from their activities. Three major programmes (two under the RIP, one under the European Programme for Reconstruction and Development - EPRD) have been financed; two have already been closed, one based in the University of Botswana is ongoing. The EC Delegation considers the regional programmes as successful and mentions that other actors are said to be continuing these programmes.

Reports refer to impacts of the regional support programme for an expanded multi-sectoral response on the formulation of national policies by providing capacity for policy formulation and by sharing best practice. Mainstreaming of HIV/AIDS in each and every Ministry is reported. The National Aids Coordinating Agency (NACA) reports that other countries may have profited more from the experience of Botswana than the other way round.

EC (EPRD) contributed to a regional awareness creation programme “Soul City”. Originally a successful South African programme, the regional programme adapted the programme to the needs of eight SADC countries including Botswana. No reports on impact or behavioural change due to the programme are available. One monitoring report assumes that there was a considerable increase of awareness through the different means of communication used by the programme. The TV component, as the most powerful medium, was not adopted in Botswana since the Botswana context is said to be too different from the South African one.

Other reports indicate successes in awareness creation, but recently the trend seems to have reversed and young people are again starting to neglect the danger. No report was found to highlight the success of social marketing activities, even though the use of condoms has increased.

JC 6.3:	Activities of the Government and other donors (including the utilisation of means from the global fund) have achieved considerable impacts in the fight against HIV-AIDS							
Yes			(X) ⁹³	■ ■ ■ ■ ■ ■ ■ ■ ■ ■	▶	?		No

This JC has been formulated in order to be able to justify or not the decision of the EC not to run own programmes at national level.

For a long time, it looked that programmes financed by GoB and other donors produced good results, which would also justify the decision of EC not to run own programmes in the area of HIV-AIDS. Over a longer period prevalence rates have gone down in the 15-19 age group and also in the 15-49 age group, the latter being the economically-active group. Figures differed according to the source but all confirmed the trends.

At the same time, treatment with antiviral drugs increased (financed primarily from GoB and other donor funds, mainly from US sources). The roll-out of the free Anti-Retroviral (ARV) drug programme, also financed from US and GoB resources, launched in 2002, now shows a good uptake with 54,000 patients enrolled in 2005 (a 67% increase over 2004); the PMTCT now covers 73% of pregnant sero-positive women; Voluntary Counselling and Testing (VCT) covered 142,500 people in 2005; and the use of condoms has dramatically increased in recent years.

The effects of decreasing prevalence rates over the last years (before the recent upturn) and increasing treatment rates will logically lead to fewer deaths and greater returns of investments in human resources. It is not known whether the financial dimension of these improvement scenarios has been quantified. A main challenge today would be ensuring continuation of these positive trends and addressing the newly-observed negative developments.

⁹³ Since EC did not intervene directly, the JC measures successes of others (what leads to B). Since successes are degrading, the rating may degrade, and this may again question the decision of EC not to intervene.

Botswana also received funds from the Global Fund once, but at one point, experienced problems in applying for further funding owing to inadequate reporting. The EC supplied consultancy services to solve these problems. Botswana submitted a proposal for round 7 (without success) and round 9, which has not yet been decided.

Only recently trends start to reverse again (see table 6, p. 40). The report on latest HIV-AIDS survey had just being released during the period of the mission, but could not be made available. NACA confirmed in a meeting the negative trends from the last estimate in 2008. According to the findings, the new National Strategy Framework sees prevention as again a priority. NACA sees a bottleneck also in some other areas relating to mitigation of HIV-AIDS consequences in that NGOs only have low management and absorption capacities. NACA did not talk of its own shortcomings. Also the World Bank financed BNAPS will concentrate on prevention. BNAPS will also address “programme efficiency”. Today, EC is closely coordinating with World Bank on the definition of BNAPS and the coordination of activities in the education sector.

The findings suggest that the EC decision not to run its own programmes has all in all been justified when successes occurred. Nowadays, the situation may become different and the Delegation is reacting (teaming-up with other donors).

3.6.2 Answer to EQ 6

HIV/AIDS is threatening the achievement of the objectives of the cooperation strategy in many respects (for example: educated human resources cannot be valorised; losses of human resources through illness and death, etc.). Therefore, the EC identified areas where it wished to contribute to the fight against the disease. Especially during identification of the CSP/NIP and the subsequent programming, the EC took into account the activities of other donors and took this as the factual orientation framework for developing its own response.

The sector is heavily supported by the US, and national funds for combating the disease are also of considerable magnitude. Substantial investment by the GoB and other donors persuaded the EC to refrain from developing its own programmes with national scope. The EC decision not to create its own country programmes on HIV/AIDS seems justified (as long as successes have been made). Instead, the EC concentrated on mainstreaming HIV/AIDS in all its interventions and supported programmes at regional level.

It is very difficult to assess to what extent HIV/AIDS mainstreaming has been efficient and successful. Mainstreaming as an important activity is mentioned in all documents, but activities are seldom described in reports. It seems that HIV/AIDS mainstreaming led to some results in the education sector, and that it was less effective in other sectors. Activities financed under the RIP may have helped to achieve positive results in Botswana. Meanwhile, it is reported that awareness is again declining and prevalence rates are going up again.

3.7 Evaluation Question 7: Cross-cutting Issues

EQ 7:	<i>To what extent has the consideration of key cross-cutting issues (gender, environment, governance; HIV-AIDS is under EQ 7) in planning and implementation of EC support contributed to achieving the objectives of Commission support to Botswana?</i>
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3.7.1 Judgements and Related Findings

JC 7.1:	Gender and environmental issues have been considered during planning, in the planning documents (for example as indicators), and are followed up during programme implementation					
Yes			? ◀ ■ ■ X ⁹⁴			No

In the programming documents of EDF8 and 9, gender and environmental issues have been widely covered. Gender issues are more often addressed in planning documents and reports than environmental issues. Issues of Good Governance have been mentioned in planning documents, often positively.

While there is general acceptance that in respect of **gender equity** the situation in Botswana is above African standards, comments received suggest that in other respects the situation is not yet satisfactory, for example in respect of income disparities, unemployment, under-representation of women in Parliament, and violence against women. In the education sector, gender issues have been directly addressed in programme design, have been monitored, and are the subject of discussions during sector policy dialogue. Key problems in this sector are under-representation of female students in TVET and increased female drop-out, but in both areas clear positive achievements are reported.

The situation in other programmes is less well documented and objectives and achievements are less clear.

Environmental issues and problems are also reflected in planning documents (although mostly in passing), and no indications have been found of specific activities in this regard.

All NIP/CSP highlight problems concerning the environment, for example degradation of rangeland, pastures, depletion of water resources, depletion of forest resources, and pressure on wildlife, pollution and waste. Under the initial planning of EDF9, this description did not lead to identification of activities. It is CSP10 that introduces mainstreaming of cross-cutting issues including environment. Environmental issues can be addressed under the TCF as an outcome of policy dialogue. The CSP10 also indicates that little use is made of environmental economic instruments (tariff study, user charges, taxes, etc.) in policy-making.

Several construction projects have had implications for cross-cutting issues such as environment and gender (in terms both of their design and of their effects).

Environment as a cross-cutting issue features as part of the approach of the project “Strengthening the Capacity for Community Development in the Ministry of Local Government and Councils” (9 ACP BT 6). However, the MoLG project addresses environmental issues only to the extent that they relate to poverty reduction.

Since the CSP of EDF9, mainstreaming of several cross-cutting issues is a prominent topic. The scope of cross-cutting issues is even being widened for EDF10 to include human rights in future. CSP10 indicates that the mainstreaming approach will be strengthened for four cross-cutting issues: gender equality; environmental sustainability; the fight against HIV/AIDS; and democracy, good governance, human rights, and the rights of children and indigenous peoples. The formulation of indicators has been announced. The promotion of

⁹⁴ There is a tendency to strengthen the mainstreaming of CCI in EDF10.

cross-cutting issues will be either direct or indirect, through support for relevant advocacy groups and NGOs and in policy dialogue.

JC 7.2:	Specific activities and programmes are addressing gender, environmental issues and governance (for example from budget lines or TCF)					
Yes		X				No

In the area of gender two projects are at present being implemented in Botswana by NGOs (one co-financed by the EC, the other from the gender budget line) as well as a regional project (financed from the gender budget line in the early years of this decade). There is no report on the regional project and the two others started only recently; it is said to be too early to measure impact. First reports mention the low absorption capacity of the NGO “Women against Rape” that is implementing the project addressing gender violence financed from the gender budget line.

Under the MPP, only one project out of 30 directly addressed women’s needs, but it is quite probable that women profited from agricultural, water, health and education projects and from creation of stores and markets, maybe even from a crafts project.

From the environmental budget line, support was given to the Harry Oppenheimer Foundation Okavango Research Centre (HOORC). HOORC received state-of-the-art equipment for its research. The EC contribution will also assist the Government’s BLOKAVANGO project. Implemented by HOORC, this is focused on protecting the long-term biological diversity of Botswana’s wetlands to benefit communities and local government projects in Ngamiland. The support is highly efficient and visible.

In Selebi Phikwe, environmental problems caused by mining activities are being studied (for example by way of assessments prepared by the HOORC) but have not yet been addressed; Action is relatively urgent as emission rates are far above European standards.

The MPP included one project on environmental education and two on Community-based NRM, but no reports on their impact are available.

In the area of governance, the support given to the revenue authority has without much doubt contributed to increased revenues and reduced the dependence on mining revenues. This, all other factors being equal, has contributed to GoB being able to spend more on public services and poverty reduction measures. Naturally, the good results of the tax authorities’ work cannot be directly attributed to the support, but it is probable that it has been an important contributory factor. The support to public financial management through support to procurement and the PEFA assessment will eventually have an effect on reducing costs for supplying a given quantity of services. The PEFA is recent and needs to be followed up with substantive measures to improve PFM. The support to the anti-corruption authority and the court system will eventually have an impact on the rule of law and the efficiency of public expenditures, as corruption can be expected to be curbed. Improvements should materialise over the next 3-4 years, but already now, fewer reports on corruption cases are being received.

The policy dialogue under EDF10 is undertaken on the basis of a governance profile using an EC format covering political governance, corruption, effectiveness, economic governance, and social governance among other subjects. Under EDF8 and 9, this dialogue was more limited. The government appreciates the dialogue with the EC as, according to statements made in interviews with the evaluation mission, it helps it to see where the country stands in relation to international standards. The government does not consider the dialogue as an intrusion in internal affairs.

JC 7.3:	Effects on gender and environmental issues can be observed in the areas of EC intervention						
Yes				?	? ⁹⁵		No

So far, no direct effects of EC activities on gender can be observed. Gender equality has nearly been achieved in the education sector (see EQ3 but also the sector description in chapter 2). Girls accounted for 49.3% and 51.9% of total enrolment at primary and secondary levels respectively in 2004, and 49.9% across all levels. The EC helps to identify problem areas and to develop strategies to overcome these problems, for example in vocational training or in female senior secondary school drop-out. EC documents also mention gender disparities in income and representation in political institutions. On the other hand, a monitoring report mentions that “impressive progress towards achieving greater gender equality has been underlined, among other things, in the latest 2003 UN Human Development Report, in which Botswana was ranked sixteenth in the world (alongside Canada and Estonia) in terms of “females serving as legislators, senior officials and managers” (35% in 2002). In the same report Botswana is mentioned among the rather few countries where females are now actually in the majority in the combined category of professional and technical employment (52%)”.

The EC’s poverty focus includes paying special attention to women more affected by poverty. The question is whether attention in documents leads on to practical outcomes in all programmes. CSP10 indicates that there is need to improve the system of monitoring gender-related developments (with a selection of relevant indicators). In addition, capacity building is mentioned as a possible component in strengthening of mainstreaming activities.

In the area of environmental issues, some (smaller) effects have been mentioned above (JC 7.1 and 7.2) and conservation issues under JC 4.2.

3.7.2 Answer to EQ 7

Out of a long list of possible cross-cutting issues to be included in project design and implementation, the evaluation had been charged to analyse the issues of gender and environment. During inception phase, the evaluation team proposed to add governance since many activities started to materialise in this area on the basis of the newly introduced government profile exercise in ACP-countries.

Gender (mainly) and environmental issues have always been addressed in planning procedures and documents and regularly monitored in annual reports and project reports. Nevertheless, there is less evidence that mainstreaming of these aspects has produced significant changes or impacts. Projects addressing gender and environmental aspects have been implemented. These projects (mainly from budget lines) have been very demanding in administration. Impacts of gender projects are not yet visible (and may be very limited in scope). HOORC as the largest environmental budget line project has produced a very huge and visible impact. The gender or the environmental situation in Botswana did not change as a result of EC-mainstreaming activities.

Apart from these two areas, governance has just started as an area of dialogue and support through the use of the TCF. This support is very promising also with regard to visible impacts that can be expected in the near future. In addition, this dialogue and support is very much appreciated by GoB.

⁹⁵ No clear judgement possible

3.8 Evaluation Question 8: Sustainability of Achievements

EQ 8:	<i>To what extent are the achievements of the programmes and projects of the EC support strategy likely to be sustainable?</i>
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3.8.1 Judgements and Related Findings

JC 8.1:	EC Contributions (e.g.: outputs / outcomes of EC projects) are taken up by development partners and are utilised in subsequent (economic) development activities.					
Yes	:	:	X	x	x⁹⁶	No

Several EC-supported programmes are initiatives of, or co-financed⁹⁷ by, GoB (mainly in education, but also in the area of governance). Co-financing in most cases means that sustainability is guaranteed from the very beginning. This applies to the construction works in the training sector.

In the design of all strategies and programmes, the issue of participation and ownership as a factor of sustainability is increasingly being considered as a result of earlier experiences in which lack of participation led to low levels of sustainability. Annex 3 of CSP9 presented a list of sustainability issues, namely good governance, political stability, and economic performance, grouped under six themes: poverty issues, HIV/AIDS, maintenance of rapid economic growth, economic empowerment of citizens, gender issues, and environmental issues. Sustainability is constantly being monitored in the annual reports, and exit strategies are required in projects in which sustainability is less than fully assured.

The approach of the MPP was supposed to be pursued and sustained through the follow-up programmes of support to NSAs and the MoLG. Training was planned to help increase the capacity of these organisations to continue the community development activities of the MPP. Currently support for NSA is provided by a PIU, which is out of line with the orientations of the Paris Declaration. No exit strategy has been proposed. Due to a weak concept and the weak ability of NGOs to retain their staff, the expected effect on sustainability of community support through local organisations (MLG, NSA) is at risk.

JC 8.2:	The assumptions from the intervention logic (macro-economic stability, GDP-growth rates, influence of HIV and population growth, also refugees from Zimbabwe) did not negatively affect sustainability of the results and impacts of the cooperation strategy					
Yes	:	:	(X)	(X)⁹⁸	:	No

The success of the EC strategy also depends on factors such the overall GDP growth rate, the influence of HIV-AIDS, population growth and immigration of refugees from Zimbabwe. In particular:

- Growth rates depend mainly on export of minerals (copper, nickel, and diamonds). GDP Growth rates have been lower than expected during recent years, which saw a downturn in the world market prices of some of the traded commodities.
- Sustainability may also be affected by the relatively slow pace of diversification. The effects of the dependency on diamonds may become fully visible when growth induced from diamond exports begins to fall.

⁹⁶ Some programmes are less likely to be sustainable than others. The small letters have been chosen to indicate that there are differences. The text names some of those projects or support areas that may have difficulties to produce sustainable results.

⁹⁷ Sometimes up to a 50/50 basis.

⁹⁸ The impact of these framework conditions changes over time to the good or to the better.

- HIV/AIDS also continues to affect development. The significant number of newly-infected people is leading to an increase in the costs of anti-retroviral treatments (so far covered to a great extent by international donations).
- The impact of a rather moderate population growth rate seems not to be a major threat to sustainability of achievements.
- The arrival of refugees from Zimbabwe may facilitate the spread of diseases across borders (cholera) and may give rise to additional costs for Botswana (no detailed information available). It is reported that livestock diseases are spreading over the “green” border. This has already led to vaccinations of cattle in some areas near the border. A consequence is that a zone (Selebi-Phikwe) that formerly exported beef to the EU is now downgraded to a red zone, which means that meat from this zone may no longer be exported to Europe. New fences have been (or will be) erected to cope with the situation.

3.8.2 Answer to EQ 8

Overall, the likeliness of sustainability of the programme outcomes is positive (B). Many EC supported programmes are closely related to national objectives and programmes outlined in the National Development Programmes. Some of the programmes are even co-financed by both partners (training centres). In the case of micro-project or community support, sustainability is sought through increased capacity building in intermediary organisations (so far with no results, see EQ5). Target group participation has been an increasing imperative over the last few years in EC-supported programmes, thus increasing the likelihood of sustainability. The issue of participation is regularly monitored.

The assumptions on which the EC’s cooperation strategy will achieve its objectives have not dramatically changed since the strategy was formulated, except for the fact that GDP growth rates are down from approximately 9% to 5% and the fact that the number of Zimbabwean refugees and the impact from the crisis in the neighbouring country has increased. Some sustainability factors have even been slightly improving for a while (for example HIV/AIDS).

The rate of growth of Botswana’s economy depends heavily on world market prices of its mineral products (and to some extent on the beef price). This shows up in the fluctuations in GDP growth rates over recent years and will also show up in the next few years with the likelihood of a major downturn. Directly dependent on growth rates is the scope for diversifying the economy and thus for creating employment. The slow pace of diversification may lead to a situation in which investments in the education and training sector cannot produce the expected results (lead to employment). This would create another threat to sustainability of programme achievements.

3.9 Evaluation Question 9: Coherence, Coordination, Complementarity, and Value Added

EQ 9:	<i>To what extent has the Commission’s support to Botswana been coordinated with those of other donors and how coherent and complementary has it been to other policies and actions of the European Commission and other donors, and how has it added value to the support offered by EU Member States?</i>
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3.9.1 Judgements and Related Findings

JC 9.1:	EC activities are coherent with and complementary to activities of other donors						
Yes	:	:	X	:	:	:	No

As there are a limited number of other donors left in Botswana who are running comparatively small programmes in sectors that are partly different from those addressed by the EC, complementarity with these programmes is not a real issue. Nevertheless, all other donors confirm in questionnaires (see annex 9) that complementarity exists and even talk of alignment of activities (World Bank).

Most of these have a focus on HIV/AIDS. The EC has over the years observed the strategies of the other donors in the sector and defined its own approach accordingly.

The EC seeks to team up with other donors, mainly the WB, to identify a general strategy and to coordinate activities in fighting HIV/AIDS and in improving PFM (including mainstreaming and workplace programmes). This project enabled GoB to borrow, for global public good, on near “concessional terms” through an innovative design that allowed the EC effectively to finance the interest payments of the IBRD loan (roughly US\$20m over 4 years) against agreed targets and outcomes.

JC 9.2:	The country strategy for Botswana is in line with major EU non-aid policies						
Yes	:	:	X	:	:	:	No

In general, the Commissions’ support to Botswana has been fully coherent with and complementary to other EC policies and actions.

The only “conflict” may be seen in the area of EC veterinary regulations that limit beef exports from Botswana to the EU. The EC tries to support Botswana (and the other SADC-countries) in applying EU veterinary standards in the cattle sector. With regard to coherence of EC aid and non-aid policies, concerns have been expressed about the coherence of the EU’s agricultural and consumer health policies with its development cooperation in Botswana (the beef protocol allows 18,900 tons, but the EU health regulations lead to non-achievement of the quota): this may lead to concentration into larger and fewer production units! EPA may even accelerate this tendency with possible negative effects on rural livelihoods and the fight against poverty in Botswana.

JC 9.3:	Added value of EC activities in relation to European bilateral cooperation is visible						
Yes	:	X	:	:	:	:	No

There is a limited presence of European bilateral cooperation agencies in Botswana.

German GTZ was supporting BOTA until 2005. Currently the German DED is providing support for management and teaching in Francistown Technical College. The College was constructed with EC funds. Sweden, the UK and France have minor programmes, only the Swedish support for HIV/AIDS and British support for governance issues being close to EC

activities. Both Swedish SIDA and DFID confirm⁹⁹ that EC activities are adding value to their activities (for example in HIV-AIDS).

The main EC value added consists in its continued presence and policy dialogue with GoB based on the Cotonou Agreement. The EC thus has the possibility of addressing many issues, including poverty, that otherwise would not be addressed from a European point of view. Many examples from the field visit seem to prove that GoB appreciates the dialogue with a partner like the EC and it even sometimes seems that the withdrawal of many donors has led to a situation where Botswana becomes disconnected from some international trends or developments (for example the value of educational sector planning, which has been an issue in the dialogue between National Governments and their Financial and Technical partners).

Although further accompanying the country in its development efforts may not be in itself a 'value added', any support to stable development of Botswana is of common interest, given the country's role as a development pole within SADC, hosting as it does the SADC secretariat. Accordingly, British DFID greatly appreciates the role of the EC in the support to SADC as it is their main partner. The same applies to Germany that also has cooperation links with SADC.

JC 9.4:	Mechanisms of coordination are set in place and are operational						
Yes			X				No

There are not very many donors left in Botswana. Of the few that are running programmes in Botswana, some have located or relocated their offices in Pretoria. This may not be conducive to establishing regular mechanisms. The World Bank, Swedish SIDA and DFID confirm having informal coordination with EC on a non-regular basis (only WB talks of regular contacts), which explains the close cooperation in the definition of BNAPS). DFID mentions coordination at policy level and appreciates the support of the EC for SADC.

EU Member States participated at the official opening of the Francistown College of Technical and Vocational Education (FCTVE) and in an EDMS project tour organised by the Delegation. The Delegation also presented the EDF10 at the annual meeting of the German Development Service, met several times with Swedish representatives who were preparing a new private-sector-driven programme with Botswana, and participated in the UK exhibition on climate change.

The EC is actively seeking to promote dialogue structures, for example to re-establish the donor forum, develop a donor database and improve donor coordination. The Development Partners Coordination Forum (DPCF) now plays a major role in coordination. The donor database on which work was expected to be undertaken in 2008 was postponed to 2009 because of confusion between Ministries (Foreign Affairs and Finance) and donors involved with the database. Formal donor co-ordination by the Government started with one development partner forum held in September 2007, with EC support. However, another report states that the commitment of the Ministry to coordinating donor support remains weak, although it may be growing. In the area of HIV/AIDS, development partners intend to establish regular meetings in a Partnership Forum. Meanwhile, Several HIV/AIDS coordination mechanisms are in place.

Meanwhile, the EC is already actively participating in the planning procedures of other donors and invites them to participate in its own planning exercises (for example planning workshops under CSP 9 and 10). As regards programme design, there were extensive interactions with the World Bank during the first semester of 2008. In the spirit of the Paris Declaration, project preparation was aligned, and the Delegation recruited an expert who was integrated into the Bank's appraisal team. The purpose was to align the EC's possible interven-

⁹⁹ See questionnaires in Annex 10.

tion with the GoB (NDP 10), with the Bank and with other cooperation partners active in this sector. The Delegation was also closely associated with the development of the UN Development Assistance Framework (UNDAF) for 2010-16.

There are several references in documents to the fact that GoB is not yet playing the key role in donor coordination. The EC and its Delegation are very active in promoting general policy dialogue in regular meetings in donor fora and are asking GoB to take the driving seat in donor coordination. It was reported that crises makes GoB more attentive to the question of regular donor contacts.

CSP10 explains that the EU will promote coordination, harmonisation, alignment and, furthermore, better donor complementarity by working towards joint multi-annual programming based on partner countries' strategies and processes, common implementation mechanisms, joint donor missions, and use of co-financing arrangements (the latter is a general statement on EC cooperation, not specific to Botswana).

The role of the secretariat of the Multisectoral Committee for Poverty Reduction for donor coordination in poverty matters has not been sufficiently analysed. So far, there is no regular cooperation with the secretariat or the committee.

3.9.2 Answer to EQ 9

Complementarity with other donors' activities, coordination, and value added to the programmes of EC Member States are not major issues in Botswana, since the EC is more or less the only donor left in sectors outside HIV/AIDS. With the return of the Development Banks, there will be more need for donor coordination. EC is actively supporting GoB in its role in donor coordination (according to the guiding principles of the Paris Declaration). The main value added to activities of the MS is the ongoing presence of the EC as a dialogue partner. Dialogue is highly appreciated by GoB and it seems that even more is needed.

Since the main EC support goes to the education sector (80%), the other 20% being attributable to support for community development (NSA and MoLG), coherence with EC non-aid policies is also not a major issue, with the exception of the European veterinary regulations on beef exports destined for the EU.

4 CONCLUSIONS

The following conclusions derive from the observations and findings. The conclusions are clustered according to the issues of the evaluation questions. Very important conclusions (8 of 30) in respect of achievement of the strategy objectives and expected impacts are marked with three stars (***), important conclusions (9 of 30) receive two stars (**), and “ordinary” conclusions (13 of 30) are marked with one star (*) at the end of the relevant paragraph. Amongst the very important conclusions, five have been chosen and ranked as the most important conclusions of all (signified by an arrow).

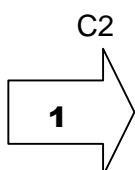
4.1 Relevance and Coherence of the support strategy

C1 The EC support **strategy is in line with major national development strategies**, namely the National Development Plans and the Vision 2016. Relevance is also proven by the fact that **many outputs and outcomes have been generated** that will contribute to achievement of the objectives and expected impacts of the national strategies. The main achievements are the supply of an increased number of training places in technical colleges (when fully operational), identification of bottlenecks and improvements in the education sector, development of a HRD-strategy to provide increased orientation for the education and training sector, strengthening of park management, and protection of employment in the second and third largest towns of Botswana, thus securing the livelihoods of an immensely large number of families. Programmes have been weak or have even failed whenever they were supposed to reach the “grass-roots level” of development (MPP had little impact; WCMP, MLG and NSA never did reach, or have yet to reach, grassroots level). ***

C2 Despite the achievements at output and outcome levels, the **strategy objectives and intended impacts** (such as improvement of human resources, economic diversification, more equal income distribution, benefits for rural communities, and poverty reduction) **have not yet been achieved**, although it must be acknowledged that the formulated objectives and expected impacts are long-term objectives and the implementation period of ten years (or rather more) is relatively short for the achievement of such highly-aggregated impacts. On the other hand, the strategy objectives may also have been too ambitious in general, specifically after reducing the strategy inputs to a single focal sector and thus withdrawing from many areas related to the few but important strategic elements of community or private sector development. The success of the strategy now depends to a considerable degree on efforts planned by GoB in the area of private sector development (diversification; income generation, especially in disadvantaged areas; more equal income distribution; and poverty reduction), and also to a certain extent on regional programmes. ***

C3 The reduction to one focal sector was necessary from the administrative point of view (limitation to one sector in countries of a certain aid volume) and has been agreed by the two sides. The reduction helped to make the cooperation more efficient. However, the support strategy has also lost elements at the input side for the achievement of the strategy objectives at the output side. Inputs and expected outputs are not balanced anymore. **

C4 Even though the country strategy is intended to culminate in the ultimate objective of **poverty reduction**, there has so far been very little or no cooperation with the Multisectoral Committee for Poverty Reduction (MCPR) and its secretariat (except a study on “Access to financial Services by the Rural Poor”). However, the delegation participates in the MCPR and follows developments in the area. The secretariat is supported by TA supplied by UNDP but this should not exclude cooperation with the



EC in certain pre-defined areas. The committee has the oversight of implementation of the National Strategy on Poverty Reduction. The tasks of the committee include the mainstreaming of poverty aspects into the programmes of all line ministries. The secretariat also complains about the lack of a reliable database on poverty issues. It is evident that activities to reduce poverty cannot be streamlined and fine-tuned when the database is missing. *

- C5 Strategy papers guiding the EC (Cotonou Agreement, EU-Strategy for Africa) do not determine **specific support strategies for middle-income countries** such as Botswana that often are characterised by high achievements on one hand and inequality and poverty of parts of its populations. *

4.2 Efficiency of the support strategy

- C6 Progress towards achievement of the objectives and impacts of the strategy has to a large extent been made and even accelerated through **dialogue**. Dialogue has taken place in two areas, first in the focal area of Human Resource Development (HRD), covering the whole education and training sector, and second related to questions of Governance (and public sector reform). Dialogue has been very much appreciated by GoB and seems very important for a country disconnected from development policy often feels punished for its success in becoming a middle-income country. Dialogue at technical level was reinforced by long-term TA in support of programme implementation and through short-term TA. Short-term TA seems to have been even more efficient than long-term TA. The instrument of TCF has proved a flexible and efficient instrument. ***

- C7 Dialogue linked to budget support in connection with short-term TA under the TCF scheme seems to be the most adequate type of development cooperation for a **middle-income country** like Botswana. It is not money that is missing in a middle-income country but a better connection to international debates in development cooperation in specific areas (such as sector management in education). ***

2

- C8 The evolution of used instruments is in line with the results of ongoing dialogue between donors and receiving countries, namely with the Paris Declaration. According to expectations, the change from programme support to budget support has increased efficiency and satisfaction of all stakeholders. *

- C9 Under the **budget support** scheme, everything depends on formulation and monitoring of indicators. In the case of Botswana, process indicators and outcome indicators were chosen. Process indicators included outputs such as studies that should lead to identification of further activities for implementation, but also development of an EMIS, an inspectorate framework and a Human Resource Development Strategy, each with a specific deadline. Some outputs were not produced in the allocated time (EMIS, inspectorate framework), the ministry explaining that the delays were due to other priorities. Even the fact that the ministry was aware to lose a certain percentage of the next tranche of budget support did not accelerate elaboration of the outputs. In addition to the observation that priorities had obviously changed in the ministry since the outputs were negotiated, the ministry explained that the loss of a percentage of the next tranche makes no difference to them since they do not see the money anyway. This use of budget support risks focusing on the things at the wrong time and provides no motivation to the ministry concerned. **

4.3 Human Resources Development

C10 Support to the **HRD sector** to make it a driving force for economic growth and diversification has been adequate up to a point but fell short in respect of quality improvement of (general) education and sector management. The use of process indicators forced Botswana to speed up processes and may at the same time have led to activities that were to a certain extent donor-driven. **

C11 Support to the **HRD Strategy**, which started under EDF9 and will be the main focus of EDF10, is important but is not a panacea for all problems in the education and training sector. Expectations may be too high. It is intended to contribute to an increase in the relevance of education and training to the “needs of the private sector”. A HRD plan will be elaborated sector-wise from 2011 with completion by 2015, according to the schedule. The HRD Strategy envisages a consultation process with the private sector that will lead to the formulation of the sector plans in order to increase relevance of education and training. To a certain extent this looks very much like what had been done for the identification of the modules of the BTEP where contents were equally defined in collaboration with the private sector. Certainly a (more) holistic view will add value for the whole education system and thus the strategy will probably contribute to making human resources more productive for the private sector and more creative in generating further employment; but this will only be true when the quality of education and training increases at the same time. ***

C12 The increase in the **quality of education and training**, and not only in its relevance, is the main challenge for the coming years. An upgrade of the formal qualifications of the teaching force is intended in NDP10. It may not be enough just to monitor the number of teachers possessing a certain formal qualification as intended in NDP10 and EDF10 SPSP. Teacher training must also impart skills for organising pupil-centred learning situations; and this must be manifested in classroom teaching and finally at the level of competencies at pupil level in relation to such key skills as problem solving (discovering and defining a problem, analysing it and identifying strategies for improvements), planning, implementation, and observation (monitoring) of outcomes. Key skills are already included in BTEP and probably in some other areas of the education system, but they must be mainstreamed in all everyday education activities and in all subjects from pre-school to university, and even in family education prior to the start of formal schooling. The same applies to entrepreneurship; special courses in entrepreneurship produce less impact in the absence of the foundation of a curious and active character laid down through constant encouragement to structure one’s own activities and learning from earliest childhood. ***

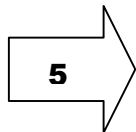


C13 There have been many allusions to the limited **management capacities of the MoESD**. The O&M Report named some, and the weakness of school inspection and sector monitoring is undisputed. High-ranking ministry officials describe the management style as “acting on urgencies” and “fixing holes”. Many of the recommendations of the revised strategy from 1994 have still not been implemented. The MTR of the EDF9 SPSP mentions that there exists no one single document guiding the management of the sector. A comparison of the sector planning documents used in Botswana and the sector plans of many other (African) countries shows that Botswana uses many plans that provide orientation, but lacks a targeted sector management plan for coordinated implementation of the sector strategy and calculation of a consolidated budget. The HRD Strategy cannot replace a sector management plan, and in the absence of such a plan, the weakness in sector monitoring and the difficulties in defining the monitoring system are also explained. The low efficiency or relatively poor output of the education system in relation to the immense amount of money invested is also due to problems with sector management and the absence of key management tools. **

- C14 The **organisation of HRD activities** in different ministries is logical and acceptable: MoESD provides general education from pre-school to university level and technical education in accordance with BTEP in technical colleges; the MoLHA is responsible for vocational training based on the dual system; other ministries, for example the Ministry of Health, are defining and implementing their own HRD-strategies. Given this situation and the fact that the MoESD does not dispose of unlimited management capacities, the idea of placing the future HRD council within the MoESD (making this line ministry a kind of a “super-ministry”) rather than making the council an independent body outside a single line ministry, is at least questionable. *

4.4 Natural Resources Management (NRM)

- C15 The first and probably most pertinent conclusion in regard to **NRM** is that core problems underlying past EC-supported interventions remain to this day valid and pressing. EC support provided under EDF8 achieved its stated objectives only in part. Viewed from this angle, the decision to phase out NRM support at the start of EDF9 does not amount to a “mission accomplished” (partly due to GoB’s policy), despite statements to the contrary in various source documents. Claims that Botswana was a role model in regard to governance, management and use of natural resources do not entirely stand up to closer scrutiny. ***



- C16 Unresolved problems, as mentioned in the foregoing paragraph, are interrelated in a complex manner and surface at various levels of resource governance, management and use, including at national policy level. To begin with, the lack of progress in relation to land-use conflict resolution (wildlife/livestock) and community benefits based on sustainable use of natural resources suggests that (i) coherence of sector policies in Botswana may be at risk, and (ii) perceptions of EC support do not fully match the GoB’s outlook on development. There are even indications of a certain “re-centralisation” in Botswana’s community based NRM policy, which might further diminish the future potential for rural communities to benefit from sustainable use of natural resources. *

- C17 As such problems can be traced back to discrepancies between sector policy formulation and implementation as well as deficiencies in cross-sector coordination, their resolution may require continued policy advice and governance support, including at national level. Undisputed progress in terms of capacity development and institutional strengthening of relevant sector administrations does not mean that those agencies (specifically DWNP) were fully committed to promoting community based NRM through devolution of management authority and provision of public support to non-governmental stakeholders (CBOs). Evidence-based decision-making and planning likewise remain in an early state of infancy. Persistent problems of the aforementioned kind require targeted support to help sector administrations redefine their roles, mandates, and service portfolio. It likewise calls for enhanced inter-agency coordination and high-level dialogue to ensure better policy coherence. Given the demonstrated weakness of civil society in Botswana, further donor support clearly seems warranted. *

- C18 The wildlife-livestock nexus might have been more appropriately addressed from the angle of agricultural support, given that agriculture appears to have a larger impact on rural livelihoods, than through community based NRM. Widespread confusion arising from the lack of a systematic socio-economic valuation of natural resources blunts any attempt at rationalising lingering land-use disputes. Moreover, an inherent weakness of the community based NRM approaches pursued in Botswana seems to be that they do not emphasise generation of tangible benefits at household level, but tend to address communities (as represented by CBOs) as a whole. Thus revenues accruing from the use of natural resources, while benefiting community development,

do not necessarily increase *individual* livelihood security, and certainly do not provide a viable substitute for small-scale agriculture or livestock rearing. **

- C19 Resource persons' accounts suggest that project designs for NRM may have been wanting in respect of (i) analysis of institutional and legal-regulatory framework conditions, (ii) formulation of critical assumptions and risk assessments, and (iii) clear definition of objectively verifiable indicators and M&E frameworks. EC contract management and supervisory procedures and protocols – elaborate though they certainly are – apparently failed to detect these flaws, as well as the resultant implementation deficits, which bedevilled the majority of NRM interventions. Available documentation bears witness to worsening problems over time, and the EC Services were apparently unable to respond quickly and decisively to the deteriorating performance of several projects. **

4.5 Non-focal Sector Programmes and Other Instruments

4.5.1 Support to MPP, MLG, NSA, CS

- C20 Programmes such as MPP and MLG/NSA do not have a clear focus. It seems that in programmes such as MPP, NSA and MLG, expectations have been formulated based on two different concepts, namely those of **private sector development** on the one hand and of **community development** on the other. Accordingly, private sector development has been formulated as one strategy element of MPP and NSA but in reality, it has been addressed with only very weak impact or even none. Both concepts have (correctly) been regarded as dependent on initiatives that can be promoted by governmental and non-governmental organisations - but they are not dependent on the same governmental and non-governmental organisations. For the two concepts, different ministries and different specialised NSA are mandated. Community development addresses communities; private sector development addresses individuals or small groups (in the sense of cooperatives). As far as community development is concerned, to a certain extent the MoLG and the Local Governments are responsible for it (provision of social and economic infrastructures such as hospitals, schools and roads). They may even depend on the support of specialised NSA in activities such as facilitation of meetings, where target groups are supported during problem analysis and identification of solutions and projects, and in writing of project proposals and advocacy on behalf of the target groups. A different department of local government (linked to a different line ministry) may be responsible for supplying support for private sector development initiatives of individuals (or small groups such as cooperatives) at local level and different NSA are specialised in supporting such initiatives. So far, a clear concept for the programmes of MLG and NSA, based on a clear distinction of underlying concepts and roles and responsibilities of stakeholders is missing. Without a clear concept that implies the two programmes - probably based much more on community development than on private sector development - the two programmes (MLG and NSA) will only produce limited impact through small and isolated micro-projects following their calls for proposals.

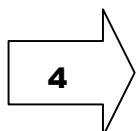
A *Lesson learnt* is that NSAs (including those who are specialised in the area of community development) need long-term perspectives through cooperation with government offices and local governments in order to be able to build capacity. Only with long-term orientations and secured income perspectives from cooperation with government offices and local governments (or other clients) on the basis of subsidiarity will these NSA (probably NGO and CBO) be able to retain their staff, which is a precondition for sustainable capacity development through the NSA-programme (and later to a certain extent also through the EDF10 programme on Civil Society). **

C21 For special categories of **NSA** such as bargaining and pressure groups (e.g. trade unions, organisations of private sector companies), advocacy groups (e.g. for human rights), professional groups (lawyers associations) and so on, capacity building measures have to be designed on the basis of concepts related to their respective areas of activity. They may even need to be supported in identification of the concepts on which they wish to base their work. A general undifferentiated “blanket” approach to capacity building for all types of NSA will fail, even when it is only training in writing of project proposals. ★

4.5.2 Support to the Mining Sector (SYSMIN) and to Economic Diversification

C22 The support to the **mining sector** financed from the SYSMIN facility has been a very important contribution to the overall objectives of the country strategies relating to economic diversification, primarily within the mining industry; to employment creation; to improvement of income distribution; and finally to poverty reduction. In this sense, the programme has had an important impact for the country’s second and third largest towns. There are good prospects for achieving its specific purpose of ensuring that the mining operations continue long enough to permit further diversification of the economy in the area, and allow the mining companies to rehabilitate the environmental damage resulting from the mining operations. Finally, the programme has good prospects for achieving part of the overall objective related to reducing Botswana’s dependency on diamonds. ★

C23 However, for an improved prospect of **economic diversification** inside and, indeed, outside the mining sector in the area of Selebi Phikwe, a solution to the serious pollution problem will be vital. Initially the lifespan of the mining activities and the smelter, in the wake of EC support was estimated to last only until 2008/2009 before being closed down in an environmentally acceptable manner. Up to now, little actual cleaning-up has taken place. On the contrary, the supported exploration drillings have been so successful that the horizon for the mining activities or the operational period for the smelter may now extend beyond 2020. The environmental problems including ongoing air pollution are now becoming an issue that can no longer be delayed until closure solves the problems. The Delegation is aware of the problems and will continue to press for solutions. It is expected that REA funds, but also a loan from EIB, will contribute to the solution of the pollution problem. In that case, the region will be able to develop its potential for further diversification, for example in tourism and in technical education serving as a hub for further technical initiatives related to mining. ★★



4.5.3 Regional Integration and Trade (including EPA and Beef Exports)

C24 Direct support from the EC in the area of **economic diversification, trade and investment** as well as private sector development has been limited and has therefore also had limited impact. Information within Botswana on the possibilities for support from the EC in the area is very poor; this applies to both Government bodies and the private sector. Support to trade liberalisation has been important for securing continued free access for Botswana’s beef exports to Europe, thereby securing employment and incomes in rural areas. The support via SADC for trade liberalisation and facilitation of trade and investment is important as the further prospects for trade liberalisation over time are expected to create important benefits in respect of economic diversification, employment and income generation. However, the direct impact on Botswana of these programmes in the period under evaluation has been negligible except for the access for beef exports mentioned above, and there is no reason to believe that that will change in the immediate future although better information of the possibilities under the regional programmes might improve their country impact. There is scope for further direct support under the country programme for export promotion and FDI facilitation through partnerships with European companies. These support possibilities need however to be further investigated and developed. They

could be adequate development instruments together with general budget support in a middle-income country like Botswana, which is shifting from relying on development aid to relying more on trade and trade and investment cooperation *

4.6 Cross Cutting Issues

- C25 The decision of the EC not to run its own **HIV-AIDS** programmes at country level seems to have been appropriate. The EC, as the sole major donor present in the country and in the education sector, seeks to promote coordination of activities, which can be the real value, added to the sector. *
- C26 Mainstreaming of **gender and environment** exists mainly in planning documents, but less in practice. Outside the education and training sector, gender and environmental questions have hardly been addressed or followed up. Gender or environmental projects from budget lines have caused a relatively high administrative input (compared to long-term programmes from the EDFs). Impacts from these budget line projects seem only to be achieved locally. *
- C27 The support given to, and the policy dialogue surrounding, **governance and public sector reforms** have been highly relevant, much appreciated and in general efficiently delivered. The support and dialogue on governance issues seems very cost-efficient, and in one way or another affects the efficiency with which the government is doing business both on the expenditure and revenue side, and therefore in support of the poverty reduction agenda, as it makes it possible for the government to provide more and better services and support. PEFA led on the foundation of the PFM. Support to PFM will be even more essential for the time when government income from mining decreases, but is also already crucial in the present time of crisis. Government is also in urgent need of strengthening of its capacity for monitoring its programmes across all sectors. **

4.7 Sustainability

- C28 Objectives and activities that have been supported by the EC have largely been chosen from national planning documents. Some of them have even been co-financed by GoB. These are conditions for high likelihood of sustainability. Therefore, sustainability seems to be easier assured in a middle-income country than in poorer countries. *

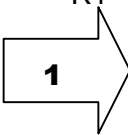
4.8 Coherence, Coordination, Complementarity, and Value Added

- C29 In a middle-income country like Botswana, not many donors are left. Therefore, EC has a huge responsibility as the sole dialogue partner of the government of a certain importance. When the Development Banks will be back, there will be three major partners for GoB, but only the EC will have an office in Gaborone. The role of EC in supporting the GoB in donor coordination will become more vital. **
- C30 EC support to overcome the negative effects of non-tariff EU-restrictions to beef imports such as disease control measures and resolution of conflicts through veterinary cordons is important for rural development in Botswana. *

5 RECOMMENDATIONS

The following recommendations derive from the findings and conclusions. They are clustered according to the clusters of the conclusions allowing to directly linking the recommendations to the conclusions. No specific recommendation was formulated on the “3Cs”, and “value added”, but an important final strategic recommendation concerning the EDF11 formulation has been added at the end. The very important recommendations (8 of 32) in respect of achievement of the strategy objectives and expected impacts are marked with three stars (***), important ones (12 of 32) receive two stars (**), and “ordinary” recommendations (12 of 32) are marked with one star (*) at the end of the relevant paragraph. Amongst the very important recommendations, five have been chosen and ranked as the most important recommendations of all (signified by an arrow).

5.1 Relevance and Coherence of the support strategy

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- R1 **Future strategy implementation** of EDF10 (and future strategy definition of EDF11, see recommendation 31) should include more elements of private sector development and community development, in order to increase the coherence of the strategy objectives and expected impacts (HRD alone will not deliver ambitious impacts such as diversification, employment creation or income distribution) but without reverting to programme support. For EDF10, this is only possible through extensive use of TCF, budget lines, and support at national level for follow-up activities of regional programmes. For EDF11, this will be possible through negotiation of indicators for areas in which improvements are needed to achieve the country strategy objectives and impacts (provided they are similar to those of EDF10). ***
- R2 Mainstreaming poverty in all EC-supported programmes (especially HRD and CS) and activities supported through TCF (as part of the TOR, monitoring etc.). Include poverty aspects in policy dialogue (SBS, and governance). **
- R3 Examine the possibilities for supporting and cooperating with the **Multisectoral Committee on Poverty Reduction** and its secretariat through the TCF as the Committee secretariat reports to be short of resources for instance to undertaker studies. *
- R4 EC shall analyse the need to developing a specific strategy document to provide **guidance for the support to middle-income countries** such as Botswana based on experience from the practice (evaluation results, experience of long-term technical staff, dialogue with representatives of respective governments). *

5.2 Efficiency of the support strategy

- R5 **Dialogue**, as the most important instrument for development cooperation in a middle-income country like Botswana and as the basis for defining the results of cooperation or the budget support indicators, needs to be continued and even intensified. Other donors need to be included and joint missions for assessment of progress undertaken (in the interests of stronger alignment of donor activities). GoB should be supported in playing the key role in donor coordination. Staffing of the Delegation needs to be commensurate with the demands of increasing dialogue. The forthcoming closure of EDF8 and EDF9 programmes will make more time available for Delegation staff but other options may also be necessary. ***
- R6 The allocation for **TCF** as the instrument for supporting dialogue itself or the areas discussed during dialogue should be increased. The preferred form of TA short-term

or intermittent, which in turn implies that, for the areas supported, clear long-term concepts are developed and that there will be a person in the Delegation with sufficient overview of the supported area to ensure that the TA is appropriately sequenced and targeted. Long-term TA should only be used in key areas such as HRD. ***

5.3 Human Resources Development

R7 **Implementation of the HRD-Strategy** merits further support, but expectations should be more realistic: orientation to priority investment areas and to curriculum development and content adjustment would seem reasonable. Since the definition and revision of BTEP courses has depended and will continue to depend on dialogue with the private sector, the planned dialogue on implementation of the HRD Strategy in response to the needs of different economic sectors should be linked to the dialogue on revision of the BTEP modules. Partners should again discuss the status of the HRD Council, that is to say whether a better alternative would be to equip the HRD Council with only a consultative rather than decision-making status; this should include discussion of whether the Council should be placed outside the MoESD so as to be able to provide services to all ministries. Finally, discussion should take place on whether the tasks of the Council should include accreditation and registration of courses. This includes rediscussing the idea of merging BOTTA and TEC to become the HRD council be seriously reconsidered, as it would risk confusing too many functions within the same body. ***

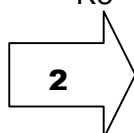
R8 Support to the HRD sector should include support to the development of a kind of a **sector management plan** to permit identification of the indicators for budget support from the plan itself. Finally, it would also allow definition and adaptation of the instruments for the development of a sector monitoring system, including the EMIS. (A sector management plan may have implications for the organogramme of the MoESD including the decentralisation of certain decision-making and implementation capacities. This may also give room for local school development activity initiatives.) ***

R9 Focus of EC-support on **quality** of education should increase. The assessment of the indicator on teacher qualification chosen for the EDF10 SPSP should include assessments at several intermediate steps or levels from curriculum revision for teacher training (where it must be made sure that pupil centred methods are not only taught as a contents, but are also applied in teacher education) to application of pupil-centred methods in the classrooms. Industry and private sector need foremost individuals able to think and to take initiatives. Only pupil centred teaching and learning from the first to the last day of education can supply the type of human resources that industry and private sector need. **

R10 Indicators should be **outcome indicators**, but not only just from the end of an impact chain but also at intermediate stages of it. *

R11 Since the HRD sector is the most important cooperation sector, the **HRD specialist** who left the Delegation in 2007 should be replaced. It should also be considered whether some of the tasks within the HRD sector, as mentioned in R7 and R8, could be included in the TOR of the long-term TA planned for EDF10 support for implementation of the HRD strategy. **

R12 The Delegation should discuss with GoB / MoFDP means of **motivating MoESD** to strive for fulfilment of the sector indicators as a precondition for receipt of the full amount of each tranche. *



5.4 Natural Resources Management (NRM)

- R13 NRM should not be excluded from future support activities and should be addressed from a community development angle or a private sector development angle based on the development of agricultural value chains. This can be done within the approaches to NSA and CS support programmes (see 5.5.1. and 5.5.3) **
- R14 Reconciling agricultural development with the **conservation and sustainable use of natural resources** remains an unfinished and pressing matter. Future attention by the EC seems clearly warranted, for example support for evidence-based decision-making (the use of monitoring results could be an issue for support from the TCF), but also more specifically (i) analysis of institutional & legal-regulatory framework conditions, (ii) formulation of critical assumptions and risk assessments, and (iii) clear definition of objectively verifiable indicators and M&E frameworks. **
- R15 Issues of **resource conservation and management** and rural livelihood security within wider contexts (e.g. climate change, water resources conservation, valorisation of off-reserve biodiversity) should be addressed, as they might be instrumental in facilitating inter-sectoral coordination and policy coherence. *
- R16 Addressing issues of **resource conservation and management**, and rural livelihood security within wider contexts (e.g. climate change, water resources conservation, valorisation of biodiversity off-reserve) might be instrumental in facilitating inter-sector coordination and promoting policy coherence. *

5.5 Non-focal Sector Programmes and Other Instruments

5.5.1 Community Development (MLG, NSA, Civil Society support)

- R17 Two approaches should be used for the support of NSA and CS:
- Community Development
 - Private Sector development

In both cases, EC-support should aim at establishing viable systems rather than implementing individual projects at community level. Viable systems have to be based on the principle of subsidiarity, where NSA and CS-organisations propose projects for funding to Government or Local Government or where Government / Local Government is actively seeking the support of NSA and CS-organisations for project identification, implementation and service delivery. For the EDF9 activities, the initial idea of treating the two programmes as two sides of the same coin should be the guiding principle for increased cooperation that should include joint training activities for local governments and NSA. ***

- R18 Development of a vibrant NGO/CBO community requires targeted institutional support and development. Support to **NSA** (EDF9) and **Civil Society** (EDF10) should be based on an analysis of the chosen mandates of the different organisations, which in turn should be clearly classified (e.g. as related to community development or to private sector development; as interest groups such as Trade Unions or organisations of private sector enterprises / entrepreneurs; as advocacy groups; or as self-help groups). Support approaches need to be developed according to the mandate of each group. Support should include elements that increase the capacity to retain staff or members. This implies the need to create a sustainable income base through contracts with clients such as local governments or Government offices according to the principle of subsidiarity, taking care to avoid making these organisations dependent on EC support. ***

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R19 This would in turn imply policy advisory support and review or harmonisation of legal-regulatory and administrative **framework conditions** at both national and district (or local) levels, with a view to giving effect to the NGO policy document. The question of tax exemption for NGOs seems to be of vital interest in the context of making NGOs contractual implementation partners of the public sector. *

5.5.2 Support to the Mining Sector (SYSMIN) and to Economic Diversification

R20 Efforts should be made as soon as possible to define a project, which can solve the **emission problems** from the BCL mine, based on the idea of drawing on REA funds and EIB support. **

R21 The issue of **cleaning up after the mining operations** has to be kept on the agenda for dialogue with the government so as to promote a sufficiently early start to the work - even when the mine is still operating - to ensure that it is eventually completed. **

R22 Consideration should be given to the possibility of reserving a minor part of the REA for support to **the economic diversification unit** at Phikwe over the next three to five years when the present EDF support finishes by the end of 2009, at least to ensure that it covers its operating costs. If this is not feasible, consideration should be given to the possibility of using part of the NSA allocation for support to organisations in the area with the aim of promoting economic diversification and development of local CSOs. This would constitute a worthwhile continuation of the activities initiated. *

R23 Thorough **evaluation of SYSMIN support** should be undertaken, covering its three phases since 1991, in order to draw out the relevant lessons learned in relation to the environment, economic diversification, and involvement of local communities and institutions in decisions that affect them. *

5.5.3 Private Sector Development, Regional Integration and Trade (including EPA and Beef Exports)

R24 Undertake a review of the possibility of more support for **private sector development**, especially export support and FDI facilitation given the opening-up of channels to EC markets and the possibilities - but also challenges - that it provides. Support could also be provided for “match making with European companies”. For promotion of rural areas, development of product lines based on agricultural products should be supported. ***

R25 Improve **communications and provision of information** on existing EC support possibilities for private sector development, whether via SADC or CDE or through direct support. *

R26 In addition, Private Sector Development support can be included in the support approaches to NSA and CS (this recommendation is linked to R 16, R 12). *

5.6 Cross Cutting Issues

R27 Continue and intensify the mainstreaming policy in the field of **HIV-AIDS** and the support to the coordination of HIV-related strategies in the education sector. Also, participate in coordination activities of HIV-related education sector activities to other activities of the national HIV-response strategy. **

R28 Mainstreaming of **gender and environment** needs to be implemented more seriously, for example also as part of the TOR of short-term assignments financed from the TCF. *

R29 A number of areas within **Governance and Public Sector Reform** would, according to the PEFA, merit support. This support is highly relevant and an increase should be

considered if funding is available. Support to **PFM** should be continued with inputs from the TCF. Since the World Bank will also provide support in this area, close cooperation and alignment will be essential. Under EDF11, this area might beneficially be expanded and coupled with General Budget Support. **

- R30 Also in the area of support to **governance** and public sector reforms, the use of intermittent consultancies recruited under a framework contract may be more efficient than consultancies on a long-term basis, as it will leave the government more time for decision-making processes and preparation of background documentation (etc.) between consultancy visits, thereby using the consultants' time more efficiently. **

5.7 Sustainability

- R31 EC support should concentrate on the establishment of viable systems including governmental and non-governmental organisations based on the principle of subsidiarity in areas such as community development and private sector development, but also in areas of school development with the aim of increasing access and quality of education. **

5.8 Outlook EDF11

- R32 Since it seems desirable to cover more areas than just HRD in future development cooperation between EC and Botswana under **EDF11**, and since there can only be a single focal sector, it is recommended that Sector Budget Support to HRD be replaced by **General Budget Support (GBS)**. This would allow defining outcome indicators for GBS from various fields needing support such as Public Financial Management (PFM), improvement of databases and statistics, decentralisation, private sector development, community development, civil society development (e.g. percentage of social services provided by CSO / NGO), agriculture and environment (to name just a few options). Many indicators may be common indicators used for monitoring of all donor activities in Botswana (including activities of UNDP and returning Banks). ***

