

Action Plan

FY 1991-1992

BOTSWANA

November 1990



Agency for International Development
Washington, D.C. 20523

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October 18, 1990

**Agency for International Development
Washington, DC 20523**



Agency for International Development

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October 19, 1990

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Dear Walter:

USAID/Botswana is pleased to submit to AID/Washington its Action Plan for FY 1991/1992. The development of the Action Plan has been an intense collaborative effort involving Mission staff, the Country Team and the Ministry of Finance and Development Planning. Through this process, a consensus has emerged on our priorities for the next two years and how we are going to achieve and measure them. I believe that this has established an excellent foundation for the successful implementation of the Limited Country Development Strategy Statement which was approved in 1989.

There are a couple aspects of the Action Plan which I would like to highlight. First, we have tried to integrate USAID/Botswana's Action Plan and Program Logframe into the Government of Botswana's National Development Plan 7 which will cover approximately the same time frame. This has the advantage of ensuring that our strategic objectives and targets are complementary to those contained in the NDP 7. It also makes the task of monitoring and tracing the program's impact simpler since we can rely to a large extent on the GOB's own data collection, processing and analytical systems. Furthermore, and most important, it establishes a good basis for policy dialogue over the life of the NDP 7.

Second, the Management Section of the Action Plan puts a premium on an even stronger program management capacity. This will not be accomplished by increasing USDH staff, but rather through improving internal portfolio management and by moving away from micro-management of projects to more macro-management. By this I mean simplifying, streamlining and rationalizing project management, thereby freeing professional project staff to concentrate more on the bigger picture, policy dialogue and the impact of the program on the economic and social well-being of Botswana. Similarly, we have initiated steps to strengthen the support services of the Executive and Controller Divisions.

In the last year, the Mission has established solid foundation for the implementation of the LCDSS through this first Action Plan. The design of two of the three new projects critical to

ACTION PLAN FY 1991 - 1992

BOTSWANA LCDSS FY 1991 - 1995

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I. REVIEW OF PROGRESS TOWARDS ACHIEVING USAID/BOTSWANA'S STRATEGIC PLAN - THE BASE YEAR IN RETROSPECT

A. Program Impact Assessment:

1. Review of the Limited Country Development Strategy Statement (LCDSS) for FY 1991-1995:

The USAID/Botswana strategy which was approved in August 1989 focuses on assisting the Government of Botswana during National Development Plan 7 to build further its foundation for long-term sustainable broad-based economic and social development which is reflected in significant increases in the income of the average Botswana family. Among countries in Southern Africa, Botswana enjoys very high real rates of growth in its Gross Domestic Product, averaging 12.9 percent during the 1980's. This has resulted in a rapid increase in per capita income. Despite this growth, according to national household survey data, many Botswana remain poor.

The engine driving this major economic expansion is the income generated by the mining sector, dominated by diamonds. The challenge faced by Botswana is to invest wisely the wealth from its mineral resources to create the basis for productive and diversified development in the nonmineral private sectors of the economy and the necessary supportive human resources and physical and institutional infrastructure to sustain this growth. Thus, the major economic problem is not growth per se but its composition and distribution. In the rural areas, this would include both land tenure and water rights issues. This problem is well understood and has been reflected in the policies, strategies and plans embodied in the National Development Plan 6 (1985/86-1990/91) and the background documents for the National Development Plan 7 (1991/92-1996/97).

A comparison of a few of the key themes and differences between NDP 6 and NDP 7 and USAID's old and new LCDSSs is important to understanding better the strategic priorities of the current USAID/Botswana program. Parenthetically, the rough correspondence between the GOB's and USAID's planning periods provides a unique opportunity for USAID's program strategy to be developed in a way which allows it to integrate the objectives and targets of NDP 7. To achieve this, the GOB and USAID have closely collaborated in the establishment of program goals and objectives.

First, both NDP 6 and NDP 7 emphasize fiscal and monetary policies conducive to growth in the nonmineral sectors of the economy. While both National Development Plans have put a lot of weight on getting the right mix of macroeconomic policies, NDP 7 will pay even greater attention to using economic policy to promote more aggressively diversified development through the private nonmineral sectors.

This has stimulated considerable debate and discussion on a wide range of national economic issues. These include labor legislation, taxes, wages, interest rates, foreign exchange, investment, export promotion, deregulations, and policies pertaining to income policies, conservation, tourism, agriculture, water, and the financial sector. Throughout these discussions of major national policy issues the private sector has played an extremely important and prominent role. USAID actively encourages this growing partnership between the Government and the private sector. In July 1988, it supported the National Conference on Strategies for Private Sector Development held in Francistown. It has continued to support economic capacity building through technical assistance and training to public sector institutions such as the Ministry of Finance and Development Planning, Ministry of Commerce and Industry and the Botswana Development Corporation and to the private sector through the Botswana Confederation of Commerce, Industry and Manpower. Strengthening this partnership even further is a prominent theme in USAID's new strategy.

Second, both national plans recognize the importance of creating more jobs and income earning opportunities for the growing numbers of people entering the labor market. Without neglecting the agricultural sector which employs most Batswana, emphasis is shifting away from food self-sufficiency toward household food security and expanded off-farm economic opportunities. In a country with limited opportunities to expand crop production, a policy of household food security emphasizes both increased crop productivity, combined with increased opportunities to earn income to buy food. The USAID financed assessment of agriculture played a major part in this reformulation of agricultural policy and priorities. Given USAID's own limited resources, the decision was made several years ago to initiate a gradual phase-out of the USAID program in agriculture. With the ending of the Agricultural Technology Improvement Project (ATIP, 633-0221) on September 30, 1990, this winding down in the agricultural sector as a strategic program priority, is almost complete. Support for agricultural policy will remain, however, as an important target of opportunity.

Over the new LCDSS period, USAID's involvement in agriculture will be modest and directed toward policy reform, regional agricultural research and natural resources management. Funding for these activities will come mainly from the Southern Africa Regional Program. USAID will concentrate its staff and bilateral program resources on off-farm employment and business enterprise development as the primary means to ensure that households have sufficient income to purchase the food they need to satisfy their basic food requirements.

Third, human resources development has historically been a major feature in both the GOB's and USAID's strategies and program plans. This will increase with more attention on the qualitative dimensions of education and skills training. Having

nearly achieved universal coverage of primary education plus greatly expanded opportunities for secondary education, the Government of Botswana has a growing concern about the impact of education and training on employment, productivity and other aspects of economic, social and political development. Similarly, community leaders and parents are beginning to question seriously the benefits from formal education and skills training.

These concerns are being reflected in a re-examination of education policies and priorities and greater attention on education's impact on broader life skills. What is emerging is a renewed commitment to strengthen the quality of basic education (the first nine years of schooling) and an increased focus on post-school skills training. These two themes are embodied in USAID's strategy for FY 1991-1995. Basic education remains the cornerstone of USAID's work in formal education through a new project which will (1) consolidate the work already underway in primary and junior secondary education, (2) focus greater attention on pre-vocational and life skills as well as math and sciences and (3) bring improved organizational and managerial linkages within the system. This same project will also assist and support the MOE's efforts to strengthen applied policy research.

While the Botswana Workforce and Skills Training Project (633-0241) has contributed significantly to the training of individuals from the public and private sectors, making extensive use of incountry training institutions, it has not increased their institutional training capacity. Over the LCDSS period, this latter theme and institutional sustainability will receive more attention as USAID assists the GOB and the private sector to identify ways to broaden and strengthen technical and managerial training capacity.

Fourth, perhaps the greatest increase in emphasis in strategic importance for both the GOB and USAID/Botswana is in the population and family planning area. Prior to 1988, USAID supported population activities through the Family Planning International Association (FPIA) and was a major supplier of contraceptives. The FY 1985 CDSS saw the Mission's activities in population as complementary to its strategy, but certainly not central to it. Similarly, an aggressive national family planning program was not prominent in Botswana's national policies and health programs.

With assistance from USAID's financed Botswana Population Sector Assistance Program (633-0249) beginning in 1988, population and family planning have commanded greater national attention and are influencing directly the goals and strategic priorities in NDP 7. Also increased financial and human resources are being allocated to national family planning programs. As the policy objectives of the BOTSPA program are accomplished over the first half of the LCDSS, USAID will gradually concentrate its resources on the provision of technical assistance and training in support of the NDP 7.

In conclusion, the LCDSS for FY 1991-1995 is not a radical departure from the FY 1985 CDSS and its strategic objectives. But it has evolved out of the Mission's and GOB's experiences in implementing Botswana's development program. The changes that have occurred in the strategy are more those of emphases, driven (1) by success with program implementation, (2) shifts in development constraints, (3) USAID's own ability to support the program and (4) the need to keep the program focused on a few well conceived objectives and priorities.

2. Progress During FY 1990 - Laying the Foundation for the Future:

(a). A Modified Program Logframe:

The LCDSS was completed and submitted to Washington prior to the recent revisions in the format and guidance for developing a Program Logframe. The Mission was, therefore, requested to prepare and submit a Program Logframe using the new format. This was done on January 16, 1990.

AID/Washington while accepting the Program Logframe encouraged the Mission to further refine and develop it in the context of its FY 1991-92 Action Plan. Of particular concern was the need to underscore the impact of the program at the household level and to limit the number of targets to those most critical to the attainment of the program while remaining within the capacity of the Mission to manage them.

(1). Tightening the Statements of Goal and Subgoals:

The Mission has revised further the Program Logframe. Beginning at the goal and subgoal levels, the Program Logframe has been modified to focus on improving the economic and social well-being of the average Batswana household. Below is a comparison of the goals and subgoals between the January 16th document and the Action Plan.

<u>January 16th Document</u>	<u>Action Plan</u>
<u>Goal:</u> Improved quality of life through sustained, broad based economic growth	Sustainable increased economic and social well-being of the average Batswana household
<u>Subgoals:</u> Improved human resource capacity	Maximize the household's human resource potential

Increased household incomes

Increased off-farm sources of income through expanded opportunities for income generation and employment in the nonmineral private sectors

Essentially, these revisions make it possible for the Mission to assess progress toward the attainment of the goal and subgoals in terms of what is actually taking place in the economic life of the average Botswana household. This shift is important since the economic and development problems of Botswana are at the moment less a function of the overall rate of economic growth than how this growth is distributed. Rather than distribute the benefits from growth through a massive income and wealth transfer program which has characterized development strategies in other African countries, Botswana has wisely chosen a path leading toward tangible and meaningful increases in the economic and social well-being of the average Botswana. An exception to this is the case of relief programs focused on the rural areas during the recent seven years of prolonged drought.

(2). Revised Strategic Objectives - From Three to Four:

The modifications in the goal and subgoals of the Program Logframe entailed two refinements in the strategic objectives. First, the original private sector strategic objective, "Increased private investment in nonmineral sectors," was dropped and replaced by two new strategic objectives. These are:

Increased number of Botswana owned enterprises in the nonmineral private sectors and

An increase of 106,306 new jobs in the nonmineral private sectors between 1989/90 and 1996/97.

Both of these strategic objectives are more clearly related to the program subgoal of "increasing off-farm sources of income through expanded opportunities for income generation and employment in the nonmineral private sectors of the economy." Furthermore, they embody the twin features of the Mission's activities in the private sector which involve an increase in the number of Botswana owned enterprises and greater employment opportunities.

The following is a comparison between the original and revised strategic objectives. The complete revised Program Logframe is in Annex A.

January 16th Document

Action Plan

Increased private investment
in non-traditional sectors

Increased number of
Batswana owned
enterprises in the
nonmineral private
sectors

An increase of
106,306 new jobs
in the nonmineral
private sectors
between 1989/90
and 1996/97

Raised level of basic
education

Improved quality
and relevance of
basic education

Increased contraceptive
prevalence rate

Increased contra-
ceptive prevalence
rate from 32% in
1988 to 40 % by
1996

Although the Mission has added one strategic objective, it has reduced significantly the number of targets and indicators. These changes in the Program Logframe will enable the Mission to maintain a sharper program focus and an enhanced capacity to assess and monitor the program's impact.

(b). The Groundwork for Implementing the Strategy:

Since the approval of the LCDSS, the Mission has concentrated on the design of its two major new projects which are critical to the implementation of the strategy. The first is the Botswana Private Enterprise Development Project (633-0253) and the second the Basic Education Consolidation Project (633-0254). The Project Identification Documents for both projects were reviewed and approved by AID/Washington. The initial design work on both projects has assisted the Mission to further refine and sharpen the targets and indicators in the Program Logframe. Since both these projects will be the major vehicles for achieving the Mission's strategic objectives in enterprise development, employment creation and basic education over the period covered by the LCDSS, there is considerable overlap between the Program Logframe's targets and indicators and the projects' purposes and outputs.

The Project Paper for the Botswana Private Enterprise Development Project was drafted in September/October 1990. The project is expected to be authorized by the Acting Mission Director in November 1990. The initial obligation will occur when FY 1991 program funds are available, hopefully by early December 1990. Although the initial obligation may be delayed

by uncertainty surrounding the Agency's FY 1991 budget, the Mission plans to continue the momentum for an early startup. The Grant Agreement will be finalized with the GOB in November 1990 and the RFP for the contractor who will furnish technical assistance and training services will be issued in December 1990. Selection of a firm will proceed as far as it can in the absence of a signed Grant Agreement.

Following AID/Washington's approval in August 1990 of the Project Identification Document for the Basic Education Consolidation Project, the Mission has moved rapidly toward preparation of the Project Paper in January/February 1991. The Government of Botswana has appointed its members of the joint USAID and GOB Reference Group to oversee the final design and ultimately the implementation of the project.

The evaluation of the Junior Secondary Education Improvement Project (633-0229) which was completed in September 1990 focused on lessons learned which should be taken into account in the design of the new project. USAID and the Ministry of Education held a day's workshop on the results of the evaluation and its implications for both strengthening the junior secondary project and the design of the Basic Education Consolidation Project.

The PIO/T for preparation of the Basic Education Consolidation Project Paper was issued in September 1990 and contract negotiations are underway with a Gray Amendment firm to field the design team. Simultaneously with the selection of the design team, the joint USAID/GOB Reference Group is working on a comprehensive annotated outline of the Project Paper.

As this brief discussion indicates, preparations are well advanced for the launching in FY 1991 of USAID's two new projects which are critical to the strategic objectives in education and enterprise development. Furthermore, the progress in FY 1990 on the population policy front and the development of a comprehensive implementation plan for the GOB's population activities has strengthened the foundation for achieving the program's strategic objective to increase the contraceptive prevalence rate.

The Mission has also initiated a dialogue on how the program can support the GOB's and private sector's efforts to stimulate the development of labor intensive enterprises and, hence, greater employment opportunities. Analyses of sectoral labor elasticities in the second half of the 1980's indicate that the Financial Assistance Policy (FAP) and the boom in the construction industry have dramatically increased the labor absorptive capacity of the economy. For example, the labor elasticity in the manufacturing sector between 1985/86 and 1988/89 averaged 3.07. Thus, for every one percent growth in the manufacturing sector, there was a 3.07 percent rise in

employment within the sector. This is a phenomenal accomplishment considering that most economies are fortunate if they can simply maintain a one to one relationship. While the labor elasticities in other sectors are less dramatic, they too are impressive: transportation 2.06, household services 1.59, finance 1.75, wholesales 1.34, and construction 1.19.

Sustaining such high labor elasticities will be difficult for a number of reasons. First, much of the growth in the nonmineral sectors is being sparked by high levels of Government spending on infrastructure. With the likelihood of a decline in the rate of growth of spending over National Development Plan 7, some deceleration in the rate of expansion in the nonmineral sectors will probably take place unless the slack in Government investment is picked up by increased private sector domestic and foreign investment. Second, the rapid growth in the demand for skilled technical, professional and managerial labor has outstretched its domestic availability. The juxtaposition of skilled labor shortages and a 25 percent unemployment rate as estimated in the 1985 Labour Force Survey suggests major structural problems within the labor market. Unless these structural problems are addressed, they could dampen the growth in employment by putting upward pressures on wage rates, and consequently inflation, and premature shifts to less labor intensive technologies.

As a consequence of skilled labor shortages, the private sector has been putting pressure on the GOB to relax constraints on the importation of skilled labor from neighboring African countries. Also community and business leaders are calling for renewed and greater attention to domestic skills training.

During the period covered by this Action Plan, USAID will assist the GOB to deal with this growing problem in five ways. First, USAID will continue the dialogue with senior officials in the Government and private sector on options for addressing the shortages of adequately trained, skilled and motivated Batswana. USAID will provide opportunities for senior officials to learn from the experiences of other countries, particularly in Africa and in the United States of America. The dialogue will include key ministries and organizations such as the Ministry of Finance and Development Planning, Ministry of Labour and Home Affairs, Ministry of Commerce and Industry, Ministry of Education, Botswana Development Corporation and BOCCIM. Second, USAID will continue to finance senior expatriate economists and policy analysts in these same organizations who are working on these problems. Third, resources available through the Botswana Workforce and Skills Training Project (633-0241) will be concentrated more on building in-country training institutional capacity. Fourth, USAID will sponsor a national conference on vocational/technical education which will bring together national policy makers, private business people and community leaders. Fifth, the Mission will initiate in FY 1992 the design of a new project directed toward increasing the domestic supply of skilled labor.

In summary, FY 1990 has seen the establishment of a solid foundation for the implementation of the LCDSS. With most of its projects in place by the second half of FY 1991, the Mission's attention will shift from project design to managing and monitoring the process of project implementation. Also there will be further work in FY 1991 on creating the Program Logframe's baseline data and putting in place the means to assess program impact over the life of the LCDSS.

B. Relationship to the Development Fund for Africa (DFA) Action Plan:

The USAID/Botswana Action Plan complements and parallels the four strategic objectives contained in the DFA's Program Logframe. The relationship between each of the DFA's strategic objectives and the Mission's Action Plan are described below.

1. Improve the Management of African Economies by Redefining and Reducing the Role of the Public Sector and Increasing its Efficiency:

Botswana is essentially a well managed economy. Despite rapid growth in mineral income, these resources have been wisely invested and prudently used to create a stronger foundation for sustained economic growth dependent not on the public sector but the private one. USAID will continue to support the development and implementation of sound fiscal and monetary policies which will promote and stimulate domestic and foreign private sector investment in the Botswana economy, as well as encourage privatization of government services and parastatal owned businesses. In this regard, USAID will maintain funding for senior economists in the Ministry of Finance and Development Planning and provide opportunities for Botswana economists, managers and policy makers to enhance their skills per recent recommendations in the draft paper on African Capacity Building. Much of this will be financed using the GOB's Cost-Sharing funds and the BFAST Project (633-0241).

Since Botswana's economic policy environment is essentially sound, an important dimension of the the USAID program will be improving economic efficiency in both the public and private sectors. The new Botswana Private Enterprise Development Project focuses on streamlining regulations and administrative procedures which affect the private sector and improving the capacity of the Government to implement them. The Basic Education Consolidation Project will address issues of organizational, administrative and managerial efficiency which affect the delivery of basic education. The Botswana Population Sector Assistance Program is already well on its way toward establishing an enhanced family planning service delivery system at the district and community level. This is being accomplished through the creation of an integrated maternal and child health and family planning service delivery capacity and greater involvement of nongovernmental organizations and private businesses.

2. Strengthen Competitive Markets to Provide a Healthy Environment for Private Sector Growth:

Economic policy and planning in Botswana has historically emphasized the private sector as the engine of economic growth and development. Over the years, the GOB has directed more attention to establishing a positive environment in which the private sector can flourish and expand. This is reflected also in two of USAID's strategic objectives which concentrate on expanding the number of Botswana enterprises and opportunities for employment. With the start of the new LCDSS in FY 1991, USAID will build on the work already done in this area under the Botswana Workforce and Skills Training Project (633-0241) with the launching of the Botswana Private Enterprise Development Project (633-0253). Furthermore, USAID will complement its efforts in BPED to stimulate the growth in private businesses with greater attention to employment through a new project, Jobs for Botswana (633-0256) which will be developed in FY 1993.

3. Develop the Potential for Long-term Increases in Productivity in All Sectors:

At the heart of creating a more productive and efficiency use of resources is the building of human resource capacity. How people utilize the resources available to them and apply their own talents and skills are key to the development process. The critical importance of human resources is reflected in its position as a subgoal in the Mission's Program Logframe and its embodiment in three of the four strategic objectives.

The strategic objective in basic education emphasizes improving the relevance of the first nine years of schooling. During the LCDSS, greater attention will be given to the development of a curriculum which better prepares young people for future employment and their roles in community and national development. Also the employment strategic objective underscores the importance of expanding the quality or skill mix of the labor force to make it more productive. Finally, the population strategic objective highlights the adverse impact of rapid population growth on the ability to concentrate national development resources on strengthening the quality of human resources.

4. Improve Food Security:

Agriculture is no longer a major focus of the USAID program. Over the last two decades, USAID has assisted the GOB to establish a better system for dealing with food production through the provision of resources to establish the Botswana College of Agriculture, to improve farming system research and outreach capacity and to establish a sound and sensible agricultural policy. While not a major area of emphasis in the new strategy, the Mission will continue to assist and support agricultural policy and its implementation through the GOB

financed Cost Sharing Agreement. USAID assistance to ICRISAT supports the GOB's program to develop a CSM substitute and self-sufficiency in its production through the private sector.

While USAID will not be supporting field crop production as strongly as it has in the past, it is important to keep in mind that the new strategy does assist the GOB in its revised agricultural policy of household food security. This policy has two dimensions -- increased food production by households combined with increased family income to purchase food either produced in Botswana or imported. Therefore, USAID's strategy to increase employment and stimulate the development of Botswana enterprises lends direct support to the second aspect of this policy.

II. PROGRAM LOGFRAME: STRATEGIC OBJECTIVES, TARGETS, INDICATORS, INTERIM INDICATORS AND TARGETS OF OPPORTUNITY

This section of the Action Plan presents in outline format the Program Logframe contained in Annex A. Targets and indicators for each of the strategic objectives are described along with the key program management steps which will be taken to ensure successful implementation. Also discussed are the ways in which the Mission plans to track, evaluate and measure its program achievements over the Action Plan period.

USAID/BOTSWANA PROGRAM LOGFRAME

PROGRAM GOAL: Increase economic and social well-being of the average Botswana household

Indicator A significant increase in the 1985/86 average urban and rural Botswana household's total cash and in-kind incomes of P547 per urban household and P219 per rural household. This will be based on data collected in the 1994/95 Household Income and Expenditure Survey.

SUBGOAL 1: Increase off-farm sources of income through expanded opportunities for income generation and employment in the nonmineral private sectors.

Indicator: (To be established during FY 1991)

SUBGOAL 2: Maximize the household's human resource potential.

Indicator: (To be established during FY 1991)

STRATEGIC OBJECTIVE 1: Increase in the number of Botswana owned enterprises in the nonmineral sectors of the economy.

Target 1: Increase domestic and foreign investment in the nonmineral private sectors of the economy from around P 132 million in 1990/91 to P 187 million in 1996/97 in constant 1990/91 prices. The amounts in current prices are P132 million in 1990/91 and P331 million in 1996/97.

Indicator: 560 new Botswana owned businesses established or expanded between 1990 and 1995. A significant increase in the proportion of new businesses and expanded businesses being female owned.

Interim Indicators:

- 1.1.1 Thirteen feasibility studies to establish new businesses or expand existing ones carried out. (Fourth quarter CY 1992)
- 1.1.2 Twelve USA and other international business linkage trips undertaken. (Fourth Quarter CY 1992)
- 1.1.3 Botswana's commercial banks improve their volume of lending to citizen owned enterprises. (Second quarter CY 1991)
- 1.1.4 Waste disposal in Gaborone privatized. (Second Quarter CY 1993)

Key Management Steps:

- * Initiate a study to establish baseline investment rates in the manufacturing, commerce and service sectors of the economy and means to track them on an annual basis. (First quarter CY 1991)
- * Develop a plan for the feasibility studies and business linkages trips. (First quarter CY 1991)
- * Ensure that studies and trips are well-arranged to maximize pay-off in terms of additional investments. (Second quarter CY 1991)
- * Facilitate access by potential Botswana and American investors to information and data on investment and business opportunities. (Continuous)
- * Work with the Bank of Botswana, Botswana Development Corporation and new stock exchange to develop a program for channelling an increased share of national savings into domestic private sector investments. (Third Quarter CY 1991)
- * Ensure that special attention in all of the above is given to promoting female entrepreneurs. (Continuous)
- * Expedite the implementation of the waste disposal privatization feasibility study. (Continuous)

Agenda for Tracking and Analysis:

- *Review of feasibility studies and trip reports.
- *Analyses financial and capital market data.
- *Analyses of international and regional trade statistics.
- *Baseline data on investment rates by sectors and annual reviews of rates.

Target 2: Broadened opportunities for citizen entrepreneurs with special emphasis on women.

Indicator: 5000 business people receive business management training and 100 provided on-site managerial and technical consultancies.

Interim Indicators:

- 1.2.1 1500 Batswana entrepreneurs with emphasis on women receive business management training. (Fourth quarter CY 1992)
- 1.2.2 40 Batswana businesses provided with on-site managerial and technical consultancy services. (Fourth quarter CY 1992)
- 1.2.3 The Botswana Confederation of Commerce, Industry and Manpower has strengthened its institutional capacity to provide business advisory services to Batswana entrepreneurs. (Fourth quarter CY 1992)
- 1.2.4 Local training institutions such as the Institute of Development Management have created stronger capacity to offer relevant managerial training to Batswana entrepreneurs. (Fourth quarter CY 1992)

Key Management Steps:

- * Revise and better focus the incountry training resources under the BFAST project. (Fourth Quarter CY 1990)
- * Develop and implement annual plans for training Batswana entrepreneurs and offering them business advisory services through the Botswana Management Assistance Program and the International Executive Service Corps. (Second quarter CY 1991)
- * Develop and implement a plan for providing incountry training institutions with access to technical assistance and training to strengthen their capacity to support private sector managerial and entrepreneurial training. (Fourth Quarter CY 1991)

Agenda for Tracking and Analysis:

- *Evaluations of training programs.
- *Follow-up case studies of firms.
- *Analyses of training institutional capacity.
- *Gender studies on business development.

Target 3: Increased effectiveness of the dialogue between the private and public sectors in the areas of policies to promote private business development, reduce regulatory and procedural constraints and increased implementation capacity.

Indicator: BOCCIM's and Ministry of Commerce and Industry's capacity to analyze and recommend policy options and revisions in constraining regulations and administrative procedures increased. This reflected in an increased availability of housing and serviced industrial sites, streamlined procedures for business licenses and work permits, establishment of additional export free zones, a clearer policy on export promotion and an overall increase in the implementation capacity of the GOB to serve and promote the interest of the private sector.

Interim Indicators:

- 1.3.1 Policy analysts in place in both BOCCIM and the Ministry of Commerce and Industry and Botswana in long-term training in USA. (Third Quarter 1991)
- 1.3.2 Regulation Review Committee meeting regularly and take steps to streamline, simplify and improve the implementation of regulations and procedures affecting the private sector. (Continuous)
- 1.3.3 Two annual private and public sector policy workshops held. (Fourth Quarter CY 1992)
- 1.3.4 Agenda for policy research studies adopted and initial studies underway. (Fourth Quarter CY 1991)
- 1.3.5 Regular formal mechanisms and channels established for effective dialogue and partnership between the Government of Botswana and the private sector. (Second Quarter CY 1992)

Key Management Steps:

- * Contractor for the BPED project selected and personnel in place. (Second Quarter CY 1991)
- * Work with BOCCIM and MCI to establish a planning group for the policy workshops and research agenda. (First Quarter CY 1991)
- * Facilitate the development of various mechanisms and channels of communication between the public and private sectors. (Continuous)

Agenda for Tracking and Analysis:

- * Meetings of the BPED project committee.
- * Review of studies and proceedings of Regulations Review Committee done on policy, regulatory and implementation constraints.

- * Policy discussions with key private and public sector officials on the effectiveness of changes being made.

STRATEGIC OBJECTIVE 2: An increase of 106,306 new jobs in the nonmineral private sector between 1989/90 and 1996/97.

Indicators: 1. 4000 additional jobs created in the industrial, commercial and service sectors of the economy by 1996/97. This represents 3.8 percent of the 106,306 new jobs expected to be created between 1989/90 and 1996/97.

2. Maintaining the following 1988/89 labor elasticities through the 1996/97 period:

Manufacturing	3.07
Construction	1.19
Wholesale/Retail Trade	1.34
Transport	2.06
Finance/Business Services	1.75
Household/Social/ Personal Services	1.59

Target 1: Establishment of further incentives to promote labor-intensive enterprises.

Indicator: An increase in the rate of job creation in new enterprises being established in the manufacturing, industrial, commercial and service sectors.

Interim Indicators:

- 2.1.1 Study completed analyzing the impact of the Financial Assistance Program (FAP) and other options available from the Government of Botswana to promote the development of labor intensive enterprises. (Second Quarter CY 1991)
- 2.1.2 Study completed analyzing opportunities for strengthening collaboration between the public and private sectors in the provision of vocational and technical training. (Third Quarter CY 1991)
- 2.1.3 AFR/MDI sponsored investment promotion trips or joint venture capital studies completed. (Fourth Quarter CY 1991)
- 2.1.4 Pilot or experimental activities initiated to explore ways to increase the job creation rates in the various targetted sectors of the economy. (Second Quarter CY 1992)

Key Management Steps:

- * Conduct discussions with key officials in the Ministry of Finance and Development Planning on the potential role of USAID in assisting the economy to become more labor absorptive. (Continuous)
- * In consultation with MFDP, hold discussions with technical ministries and the private sector on the terms of reference for the studies. (First Quarter CY 1991)
- * Review existing private and public sector programs to improve the labor absorptive capacity of the economy. (Second Quarter CY 1991)
- * Review existing vocational and technical training programs and their effectiveness in increasing labor productivity. (Third Quarter CY 1991)
- * Review recommendations from the studies with appropriate private and public sector officials and develop a strategy for their implementation. (First Quarter CY 1992)
- * Using FY 1992 PD&S funds, develop a couple of pilot activities to test the feasibility of key recommendations coming from the studies. (Second Quarter 1992)
- * Develop a new FY 1993 project (PID) to assist in the implementation of the strategy including the financing of activities to increase the rate of job creation. (Third Quarter CY 1992)

Agenda for Tracking and Analysis:

- * Review relevant background documents for the National Development Plan 7.
- * Review and analyze results of the studies.
- * Baseline data on job creation rates in manufacturing, commercial and service sectors of the economy.
- * Evaluations of pilot job creation activities.

Target 2: A basic education curriculum developed by 1996/97 that includes changes in the curriculum and in teacher education that will result in young Batswana who are more motivated and possess a sound foundation for vocational/technical training.

Indicator: Integration of pre-vocational skills and attitudes into nine year basic education curriculum.

Interim Indicators:

- 2.2.1 Sponsorship of a national conference involving the private sector and Ministry of Education policymakers to identify areas for mutual collaboration in designing curriculum changes, new avenues for vocational technical training and a vision for revising teacher training. (Third Quarter CY 1991)

- 2.2.2 Mechanism established for involving private sector in the development of curriculum to develop pre-vocational attitudes and skills. (Fourth Quarter 1991)
- 2.2.3 Ethnographic research conducted to determine the roles of the family, community and school in the shaping of attitudes toward work and pre-vocational skills. (Fourth Quarter CY 1991)
- 2.2.4 Strategy and plan developed for the integration of work attitudes and pre-vocational skills into the nine-year basic education curriculum and preservice and inservice teacher training. (Second Quarter CY 1992)
- 2.2.5 Curriculum development and teacher training teams established. (Second Quarter CY 1992)
- 2.2.6 Training initiated for curriculum developers and teacher educators. (Third Quarter CY 1992)

Key Management Steps:

- * Conduct policy dialogue with key GOB officials to better understand their views and attitudes toward the role of basic education in the development of pre-vocational skills and attitudes. (Continuous)
- * Senior policymakers sent on a study tour of vocational/technical education. (Fourth Quarter 1990)
- * National Conference on vocational and technical education planned and scheduled (Second Quarter CY 1991)
- * Complete design of the Basic Education Consolidation Project. (First Quarter CY 1991)
- * Ensure that contractor to implement the BEC project is selected and in place by October/November 1991. (Fourth Quarter CY 1991)
- * Develop a plan under BEC to conduct tracer studies on junior secondary school leavers that involves attitudinal surveys about work. (Fourth Quarter CY 1991)
- * Initial modules related to the world of work are designed and pilot field tested through education centers involving local councils, kgotlas and private businesses. (First Quarter 1993)
- * Teacher training modules related to work, monitoring attitudes and options developed and pilot tested at Teacher Training Colleges and Colleges of Education. (First Quarter 1993)

Agenda for Tracking and Analysis:

- *Baseline data on pre-vocational work attitudes and skills established using the ethnographic research findings.
- *Curriculum modules and teacher training materials.

STRATEGIC OBJECTIVE 3: Improved quality and relevance of basic education

Indicator: An increase in the performance levels of grades 7 and 9 students in key subjects such as mathematics, science and language (English and Setswana). Of particular interest is the performance level of girls in math and science.

Target 1: A supportive national education policy environment.

Indicator: The recommendations and strategy articulated in the 1976 Report of the National Commission on Education reviewed and modified through a consultative process involving a wide cross section of community, business and national leaders to build a new national consensus on educational policies for the 1990's.

Interim Indicators:

- 3.1.1 Mechanism established for involvement of key community, private sector and political leaders in national education policy making and review. (Fourth Quarter CY 1992)
- 3.1.2 The capacity of the Ministry of Education to engage in applied policy research increased. (Third Quarter CY 1992)
- 3.1.3 A plan developed for improving the flow and dissemination of educational information within and outside the Ministry of Education. (Second Quarter CY 1992)
- 3.1.4 Baseline data on student performance by gender in the key subjects established and a mechanism for tracking and evaluating it annually in place. (Fourth Quarter CY 1992)
- 3.1.5 Contractor in place. (Fourth Quarter CY 1991)

Key Management Steps:

- * The BEC Contractor in place. (Fourth Quarter CY 1991)
- * Discuss the review of the National Education Commission Report with the Minister of Education and the Permanent Secretary for Education. (Continuous)
- * Develop a strategy and plan for institutionalizing and strengthening the policy based research being carried out currently by the IEES Project. (Second Quarter CY 1991)

- * Conduct a study of the supply and demand for educational information and develop a plan for improving it. (Third Quarter CY 1991)
- * Strengthen the process of student assessment and mechanisms for feeding this information back into curriculum development and preservice and inservice teacher training. (Continuous)

Agenda for Tracking and Analysis:

- * Research publications on major national educational policy issues.
- * Reports issued by the group reviewing national educational policy.
- * Data and evaluations of student performance.

Target 2: An integrated 9-year basic education curriculum developed and a process for further curriculum modification and change in place to ensure relevance.

Indicator: Integrated syllabi and curriculum materials developed for math, science, language and arts across the nine years of basic education.

Interim Indicators:

- 3.2.1 Revisions to the math, English, Setswana, arts and religious curriculum completed and the new curriculum introduced into grades 7 to 9. (First Quarter CY 1992)
- 3.2.2 Curriculum revisions in grades 1 to 6 initiated. (Second Quarter CY 1992)
- 3.2.3 Strategy developed and implemented for achieving integration across subject fields and within subject fields across the 9 years of basic education. (Developed - Second Quarter CY 1992 and Implemented - Fourth Quarter CY 1992)

Key Management Steps:

- * Implement the recommendations from the August 1990 evaluation of the Junior Secondary Education Improvement Project. (Fourth Quarter CY 1990)
- * Develop plan jointly with the JSEIP contract team and staff of the Department of Curriculum Development and Evaluation for the phase-out of JSEIP and the start-up of the Basic Education Consolidation Project. (Second Quarter CY 1991)
- * Ensure the timely start-up of the Basic Education Consolidation Project and sufficient overlap between the Primary Education Improvement Project (PEIP) and JSEIP. (Fourth Quarter CY 1991)

Agenda for Tracking and Analysis:

- *School based performance data.
- *Curriculum materials.
- *Research studies and publications.

Target 3: Pre-service and in-service teacher training focused on preparing a basic education teacher.

Indicator: The nine-year basic education curriculum integrated into preservice and inservice teacher training programs.

Interim Indicators:

- 3.3.1 The new curriculum for primary and junior secondary schools integrated into curriculum of the four Primary Teacher Training Colleges and the two Colleges of Education for junior secondary instructors. (Continuous)
- 3.3.2 Study completed and plan of action approved for the establishment of a fully integrated preservice and inservice teacher training program to prepare a basic education teacher with specialization in primary or junior secondary. (Third Quarter 1992)
- 3.3.3 Study completed and plan of action approved for moving from a B.ED. (Primary Education) to a B.Ed. (Basic Education) at the University of Botswana. (Third Quarter CY 1992)

Key Management Steps:

- * Ministry of Education undertakes a study to establish an integrated and unified system of teacher training for basic education. (First Quarter CY 1991)
- * Obtain University of Botswana and Faculty of Education approval to initiate a study under PEIP for the establishment of a B.Ed. in Basic Education. (First Quarter CY 1991)
- * Complete design of the Basic Education Consolidation Project. (First Quarter CY 1991)
- * Develop a plan for the phase-out of the PEIP project and its integration into BEC. (Second Quarter CY 1991)

Agenda for Tracking and Analysis:

- *Statistics and studies on teacher education.
- *Reports of the two studies on teacher education.

Target 4: An enhanced system for management, administration and delivery of basic education.

Indicator: Formal mechanisms and procedures in place to strengthen cooperation and collaboration among the Departments of Curriculum Development and Evaluation, Primary Education, Secondary Education and Teacher Education.

Interim Indicators:

- 3.4.1 The Departments of Primary Education, Secondary Education, Teacher Training and Curriculum Development and Evaluation are staffed with fully qualified professionals and progress is being made toward localization of all remaining positions held by expatriates. (Fourth Quarter CY 1992)
- 3.4.2 Formal functional relationships among the various Departments established. (First Quarter CY 1993)

Key Management Steps:

- * Complete the design of Basic Education Consolidation Project. (First Quarter CY 1991)
- * Provide technical assistance and training to support organizational linkages. (Continuous)

Agenda for Tracking and Analysis:

- * Follow-up organizational studies and reviews
- * Baseline data established by pre-BEC organizational studies.

STRATEGIC OBJECTIVE 4: Increased contraceptive prevalence rate from 32 percent in 1988 to 40 percent in 1996.

Target 1: Establishment of a national policy environment supportive of family planning

Indicator: A national population policy and action plan in place and being aggressively supported by national political, business and community leaders.

Interim Indicators:

- 4.1.1 Incorporation of population and family planning issues into the National Development Plan 7 and development of a strategy and plan of action over the 1991/96 plan period. (Second Quarter CY 1991)
- 4.1.2 Increased national and community level awareness of implications of rapid population growth on national and household economic and social well-being. (Continuous)
- 4.1.3 Commitment of sufficient financial and human resources to increase the access to and quality of family planning services in each of the GOB's fiscal years. (Second Quarters CY 1991, CY 1992 and CY 1993)

- 4.1.4 Nongovernmental organizations and private businesses actively involved in formulation and implementation of family planning policies and programs. (Fourth Quarter CY 1991)

Key Management Steps:

- * Work with Ministry of Finance and Development Planning to support their efforts to incorporate family planning issues into NDP 7. (Continuous through Second Quarter CY 1991)
- * Convene more regular meetings of the Executive Sub-committee of the Interministerial Steering Committee on Population and Development to finalize and carry out the implementation plan. (Continuous)
- * Work with various implementing ministries, particularly the Ministry of Health, to ensure the inclusion in the GOB's FY 1991/92 and FY 1992/93 budgets of adequate fiscal and staffing resources for expanded national family planning program consistent with the approved implementation plan. (First Quarter CY 1991 and continuous)
- * Encourage broad-based involvement of nongovernmental organizations and private businesses. (Continuous)

Agenda for Tracking and Analysis:

- * Review drafts of relevant chapters in NDP 7.
- * Monitor implementation of the plan.
- * Review proceedings and reports on national and community seminars/workshops on population and development.
- * Obtain feedback from key national, business and community leaders on how attitudes and values may be changing to reflect a greater appreciation and awareness of the inter-relationships between population and economic and social well-being.
- * Analyzes GOB's budgets.

Target 2: Expanded and more effective maternal child health/family planning integrated service delivery system.

- Indicators:**
1. Increase in the number of women using family planning services at Ministry of Health facilities as well as programs offered by nongovernmental organizations and private companies.
 2. Increase in the number of family planning acceptors

(Note actual quantitative indicators to be established based on Demographic Household Survey data and discussions with Ministry of Health)

Interim Indicators:

- 4.2.1 Draft MCH/FP implementation plan approved by Ministry of Health and Interministerial Steering Committee on Population and Development. (Fourth Quarter CY 1990)
- 4.2.2 Financial and human resources required to implement the MCH/FP plan included in the MOH's budget for FY 1991/92 and FY 1992/93. (First Quarter CY 1991 and Continuous)
- 4.2.2 Recommendations from Larson's evaluation of the impact of the integrated service delivery system on utilization of MCH/FP services implemented. (First Quarter CY 1991)
- 4.2.3 Plan to expand IEC through the national media, health facilities, schools and community based non-governmental organizations developed and implementation initiated. (Second Quarter CY 1991)
- 4.2.4 The contraceptive logistical support system strengthened through timely procurement of contraceptives by Central Medical Stores and more efficient system of stock control and ordering by service delivery points. (Second Quarter CY 1991)

Key Management Steps:

- * Work with senior staff in the Ministry of Health to expedite the review and approval of the MCH/FP plan and the inclusion of sufficient financial and staff resources in the FY 1991/92 and FY 1992/ 1993 budgets. (First Quarter CY 1991 and Continuous)
- * With the Executive Subcommittee of the Interministerial Steering Committee on Population and Development revise the financial plan for the project component of the BOTSPA Program to ensure that resources for technical assistance and training are targetted on key areas of the MCH/FP implementation plan. (Fourth Quarter CY 1990)
- * Institute a simplified and more effective and timely system of providing technical assistance and training through buy-ins to centrally and regional funded population and family planning projects. (First Quarter CY 1991)
- * Ensure that Central Statistics Office has the resources to collect, compile and analyze demographic and household data pertaining to family planning and arrange to fill key gaps with technical and training resources. (First Quarter CY 1991)

Agenda for Tracking and Analysis:

- *Review of Ministry of Health budget and staffing levels.

- *Analysis of MCH/FP clinical records.
- *Periodic sample surveys of clinics to provide supplemental information on family planning service users and acceptors.
- *Comparative analysis of data from Demographic Household Survey III with data from Demographic Household Surveys I and II.
- *Comparative analysis in 1992 of provisional data from the 1991 National Population Census.
- *Evaluations of IEC activities.

TARGETS OF OPPORTUNITY:

1. Africa Bureau and Southern Africa Regional Program
Financed Activities:

(A) Natural Resources Management:

The \$19.0 million SADCC Regional Natural Resources Management Project (NRMP) is designed to facilitate regional cooperation through wildlife and conservation activities in Zambia, Zimbabwe and Botswana as well as strengthen regional coordination through assistance to Malawi which has within SADCC the responsibility for the sector. Its goal and purpose are to increase incomes and overall social well-being of communities through sustainable utilization and conservation of natural ecological systems by testing and developing in a few selected rural communities sustainable community based wildlife and other natural resources activities.

The \$7.4 million Botswana component was inaugurated on August 29, 1989, with the signing of a Grant Agreement with the Government of Botswana. During most of the first year of the project, implementation has focused on satisfying the Conditions Precedent, establishing an interministerial steering committee, selecting an American organization to provide technical and training services and procuring project commodities.

(B) SADCC Technical Support Grant:

On August 29, 1990, the Southern Africa Regional Program Mission Director and the Executive Director of SADCC signed a Grant Agreement to support the development and strengthening of the Southern Africa Regional Business Councils. The headquarter of the Regional Council is Gaborone with members drawn from Chambers of Commerce and business organizations from the SADCC member states. The purpose of the council is to increase intra-regional communication and the flow of information regarding opportunities for investments, exports and joint business ventures. While many of the member organizations are actively engaged in influencing private sector policy formulation in their respective countries, the regional council will provide a forum for discussion of policy issues affecting the growth of an interrelated and interdependent private sector.

(C) Trans-Kalahari Road:

With the coming of independence in Namibia in April 1990, there has been increased attention within SADCC on the development of the Trans-Kalahari Road linking Botswana and Namibia. This road would open the Atlantic port of Walvis Bay to Botswana and shorten considerably the transregional shipping time between Namibia and South Africa. Also it would expand opportunities for trade between Namibia and the rest of SADCC.

With most of the feasibility, technical and planning studies either finished or nearing completion, Botswana and Namibia have stepped up efforts to gain support for this project from the donor community. Botswana will convene a pledging conference on November 12-14, 1990. Assuming donor financing is forth coming, the construction of the road could begin in calendar 1991 or early 1992. AID financing for this multi-donor activity is uncertain and dependent on Southern Africa Regional Program Planning in the post FY 1992 period.

(D) Agricultural Research and Human Resources Development:

The Southern African Center for Cooperation in Agricultural Research (SACCAR) located just outside Gaborone in Botswana is the agricultural and natural resources coordination organization for SADCC. SACCAR has received an AID grant for \$1.5 million. Other donors contributing to SACCAR include CIDA, NORAD, IDRC, SAREC and SADCC member states which pay an annual quota charge. Total financing for SACCAR is \$5.5 million. The purpose of the regional project with SACCAR is to assist in its establishment as an institution to serve as a focal point for cooperation in research, manpower development and training in the fields of agriculture and natural resources. The initial phase of the project will run through to April 1992.

The \$0.7 million Southern African Agricultural Research Management Training Project, implemented by ISNAR, is financed by the Africa Bureau's Strengthening of African Agricultural Research and Faculties of Agriculture Project (SAARFA) with cofinancing from CIDA and ODA. The purpose of the project is to increase the capacity of agricultural research managers in Southern Africa to organize and manage research activities which effectively and efficiently address the region's food problems. Its objectives are to strengthen the organizational and managerial capability of leaders in the national agricultural research system (NARS); to increase the understanding by high-level government officials of the importance of agricultural research to development; to strengthen the capacity of national research leaders to plan, program, budget, execute and monitor research programs; to build the skills of middle level research administrators in management; to work toward building a base for sustained management training for agricultural research capacity in the region; and to reinforce exchanges of information on regional management issues. Based upon a positive evaluation conducted in 1989, the first phase of the project was extended through to December 31, 1991.

2. Agricultural policy dialogue:

With the completion of the Agricultural Technology Improvement Project (633-0221) on September 30, 1990, USAID's last remaining bilateral project in agriculture came to an end. This marked the conclusion of many successes within the sector including the development of agricultural human resources, research capacity, extension services and the adoption by the Department of Agriculture Research of ATIP's Farming Systems Research as their national methodology for site specific investigation.

In May 1989, the USAID financed assessment of the agricultural sector was finished. It has over the past year been the key document in guiding the formulation of national agricultural policy for the National Development Plan 7 (1991/96). The importance attached to USAID assistance in national agricultural policy was underscored in June 1990 when the Mission Director was the only donor representative invited to delivery a major address to the national symposium on agricultural policy.

While USAID will not be engaged in any new projects in the agricultural sector, except those financed through the Bureau's or Southern Africa Regional Programs, it will continue to support the development of a pragmatic and reasonable agricultural policy based upon household food security, fair and equitable access to land and water and sustainable productive uses of Botswana's natural resource endowment. Long-term and special training needs required in the agricultural sector as well as technical assistance will be addressed through the funds provided through the GOB financed Cost Sharing Agreement with USAID.

III. MISSION MANAGEMENT, RESOURCES, MONITORING AND COORDINATION

A. Portfolio Management and Resources:

USAID/Botswana currently has a staffing pattern consisting of 8 USDHs, 2 professional TCNs, 4 USPSCs and 28 DH & PSC FSNs. The staff is divided among seven divisions which roughly correspond to the breakdown of responsibilities among the USDH staff and the one TCN engineer.

Three of the divisions which are headed by the Director, the Controller and the Executive Officer are fairly distinct and combine a number of vertically and horizontally integrated functions. On the other hand, the other four sections are less well delineated. Each of these is basically defined by the project or program portfolio managed by the USDH officer and the TCN engineer. They correspond roughly to agriculture and natural resources, human resources, private sector, engineering services and SADCC affairs. Except for the position of the Mission Director which is currently being filled in an acting capacity by the Assistant Director and 4 vacant FSN positions, most existing positions are occupied.

The Mission has over the last two years undergone significant changes in USDH personnel. The Assistant Director, Controller, Executive Officer, Agricultural Development Officer, Project Development Officer and SADCC Liaison Officer are all relatively new and are in their first tours. With major shifts in personnel having already taken place, there should be a minimum of change in the composition of USDH staff during the implementation of the FY 1991/92 Action Plan. This will provide continuity and stability to the new program strategy.

Faced with the likelihood of tight operating funds and the need to focus more staff resources on assessing and analyzing program impact, increasing accountability and internal controls and reducing vulnerability, several modifications in the Mission's management and operation will gradually occur over the next couple of years. These include:

1. Concentrating professional program staff resources on monitoring, tracking and evaluating program impact;
2. Strengthening the role and involvement of professional program staff in policy dialogue;
3. Programming and managing of the GOB Cost Sharing funds so that they directly support the Program's strategic objectives and targets of opportunity;
4. Ensuring that the provision of project and contractor support services furnished by the Mission are limited to those where there are clear cost savings to the US Government or where the failure to provide them would interfere significantly with efficient and timely project implementation;
5. Increasing the FSN PSC professional staff financed through project funds to strengthen day-to-day project implementation and management;
6. Rationalizing program management by the establishment of clearer divisional lines of responsibility among the functional units of the Mission combined with some consolidation and realignment of project management responsibilities; and
7. Enhancing job performance through greater attention to staff training and development, particularly among FSN staff.

B. Systems for Assessing Program Impact and Project Evaluations:

The Mission plans to put in place during FY 1991 various systems for assessing the impact of the program. Baseline data will be compiled for each of the strategic objectives and targets. This will be done through a combination of project and PD&S resources. The Botswana Private Enterprise Development Project (633-0253) and the Basic Education Consolidation Project (633-0254) are being designed to include resources for establishing baseline data and systems for assessing progress toward the achievement of the targets and strategic objectives.

The evaluations of other projects such as the Natural Resources Management Project (690-0251) will also develop baseline data and indicators at the community level to measure project impact. These data will be reflected in the Southern African Regional Program's Logframe. The Primary Education Improvement Project (633-0240) and the Junior Secondary Education Improvement Project (633-0229) will focus on their broader impact on improving the quality and relevance of basic education. This will not prove to be difficult since in both these cases the contractors and the Ministry of Education have been routinely collecting most of the necessary data. The Project Evaluation Summary for the Agricultural Technology Improvement Project (633-0221) will be completed in mid-1991.

For the strategic objective in population, the two Demographic Household Surveys already completed and the planned third survey in 1992, combined with the annual collection of health statistics should be sufficient for measuring progress toward the attainment of this objective. Whether this is adequate or not will be explored during the annual project evaluation planned for the second quarter of FY 1991.

Since the achievement of the program goal and subgoals lie outside any single project, PD&S funds will be used to establish a system for tracking changes in the economic and social well being of the average household in Botswana. To the maximum extent possible, the system will rely on routine data collections and surveys conducted by the Central Statistics Office, Government Ministries, the Bank of Botswana, the University of Botswana, the National Institute of Research and the Botswana Confederation of Commerce, Industry and Manpower.

The Mission will also strengthen its process of tracking the implementation of projects. Project Implementation Reports will continue to be prepared and reviewed in October and April. As in the past these reviews will include the participation of the Botswana implementing organizations and contract personnel. Project committees will meet regularly to oversee project implementation.

The Ministry of Finance and Development Planning has indicated that it would be interested in annual reviews of the USAID program. This will be explored further with the Permanent

Secretary and his senior staff. If possible, the review will be timed to occur after the PIRs in October are concluded and preparations are underway for the Assessment of Program Impact. This will permit the review to concentrate on the attainment of program objectives as well as major program implementation issues and should strengthen the Assessment of Program Impact.

The Mission plans to conduct eight evaluations during FY 1991 and FY 1992. These are outlined below.

<u>Project No.</u>	<u>Title</u>	<u>Type of Evaluation</u>	<u>Fiscal Year</u>
633-0229	Junior Secondary Education Improvement	Final	FY 1992
633-0240	Primary Education Improvement Project	Final	FY 1992
633-0241	Botswana Workforce and Skills Training	Mid-Term	FY 1992
633-0249	Botswana Population Sector Assistance	Annual	FY 1991/92
633-0255	Gaborone Solid Waste Disposal	Mid-term	FY 1991
690-0225	SACCAR	Mid-term	FY 1991
698-0435.06	ISNAR	Mid-term	FY 1991

C. Coordination With Other US Government Agencies and Donors:

Donor coordination in Botswana is mainly through informal sector level meetings and discussions. UNDP has not aggressively pursued formal donor coordination except for infrequent meetings of heads of donor organizations. Donors and UNDP feel this is adequate given the very stable and supportive environment in Botswana for conducting development programs.

Most donor coordination occurs informally among the major donors working in a particular sector. This is fairly easy in Botswana since the number of resident donor organizations is small. As the leading donor in primary and junior secondary education, private sector development, natural resources and population, USAID has taken the lead in communicating and sharing information among the donors in these sectors. The Mission will continue this informal donor coordination at the sectoral level.

USAID and Peace Corps enjoy a close collaborative and cooperative working relationship in Botswana. Peace Corps Volunteers and staff are active participants in AID project

design. Volunteers are frequently involved with the implementation of USAID projects. For example, a Peace Corps Volunteer in the Central Statistics Office is a member of the secretariat for the Interministerial Steering Committee for Population and Development which oversees the implementation of USAID's population program. A large number of volunteers are working as teachers, teacher educators and curriculum development specialists which complement USAID's efforts in the education sector. Four volunteers are being programmed into the new Botswana Private Enterprise Development Project to work in small enterprise development and Peace Corps is a member of the Reference Group for the design of the new Basic Education Consolidation Project.

There is also close collaboration and cooperation between USAID and the Embassy in the field of private sector development. The Embassy takes the lead in working with potential American investors, liaising with OPIC in the planning of investment missions and coordinating TDP activities in Botswana as well as reporting on the private sector, finances and the economy. Other aspects of private sector development are covered by USAID.

D. Special Issues and Considerations:

There is comprehensive coverage of AID's special concerns and issues in the LCDSS. Only those where there have been changes or developments since August 1989 are highlighted below.

(1) Women in Development:

USAID/Botswana was selected in FY 1990 to be the site for the Southern Africa Regional Women in Development Advisor. This individual will concentrate on establishing a stronger intra-regional network of community and governmental organizations working in the area of women-in-development. This will be part of a region wide effort to increase the attention to women's issues and concerns in national policy and planning as well as program implementation.

(2) AIDS:

With assistance from the regional HIV AIDS Prevention in Africa Project, USAID/Botswana initiated a small AIDS education and training activity in FY 1990. This activity will concentrate on developing an AIDS education program for use in the private workplace and by the Botswana Defence Force.

(3) Democratization:

Botswana is a model of democracy within Southern Africa. Although the Mission is not planning a major democratization program, it will be examining ways to assist Botswana to build stronger linkages with its neighbors, particularly newly independent Namibia to promote participatory and democratic processes and institutions in economic and social development. The three areas in which this will be pursued include education, training, natural resources and economic and financial management.

(4) Microenterprises:

The main vehicles for USAID assistance to microenterprises are (1) the Special Project Assistance and Ambassador's Self-Help Fund which provide financial support to small income generation activities and businesses, many of which are being assisted by Peace Corps Volunteers, (2) technical assistance in economic management and policy development related to further opening up of the market place for private enterprises, (3) the development of veld products through the Natural Resources Management Project and (4) the Micro-enterprise PASA between AID and Peace Corps. While the Botswana Private Enterprise Development Project will continue to support creating an even stronger environment for private sector growth, its main concentration will be on small to medium-sized enterprises rather than microenterprises per se. However, the general improvements in the economic and financial climate for private sector development should stimulate opportunities for microenterprises. The impact of a better enabling environment on microenterprises will be studied under the Private Enterprise Development Project.

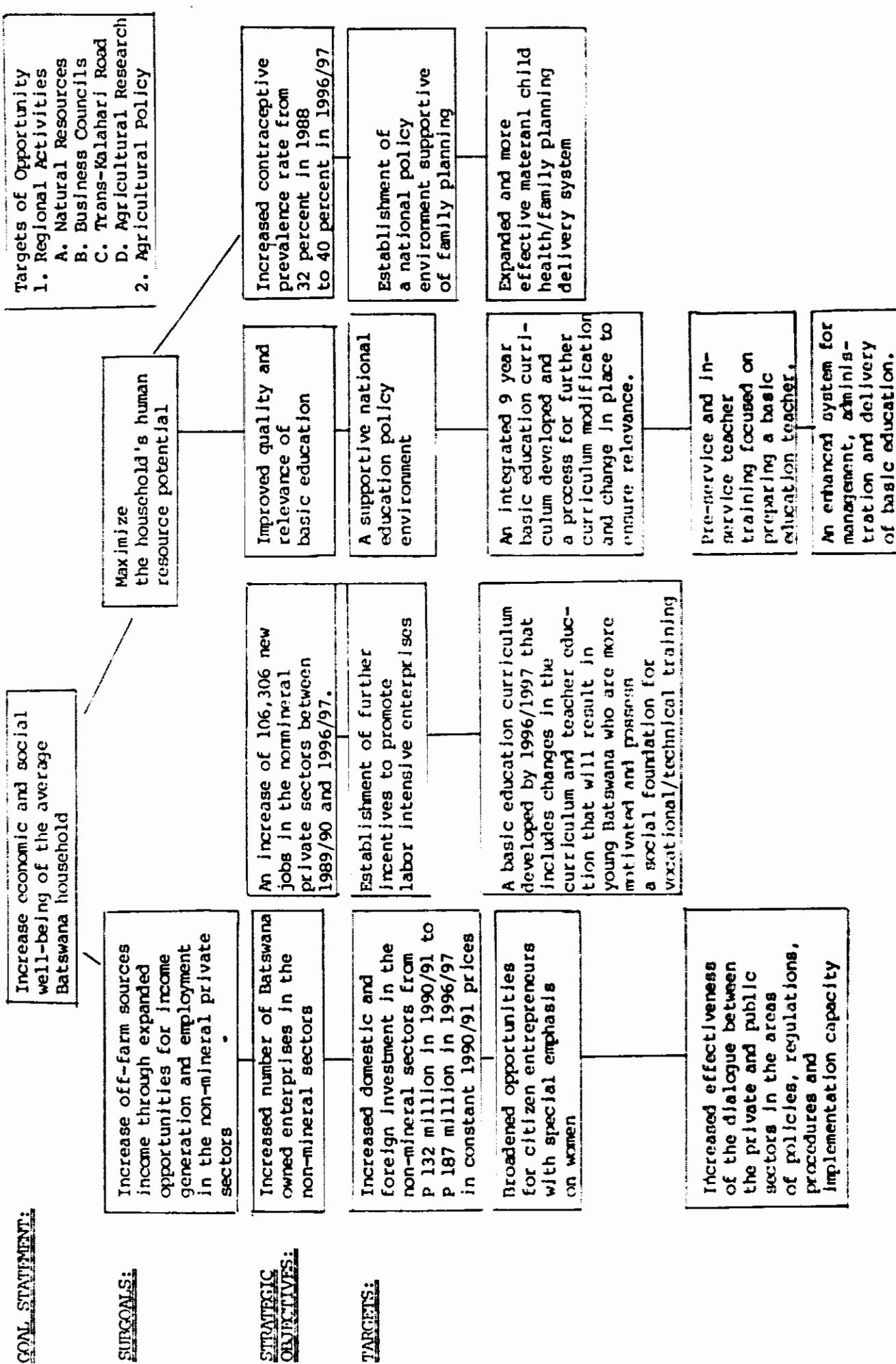
S E C T I O N I V

A N N E X E S

ANNEX A

REVISED PROGRAM LOGFRAME

ANNEX A
USAID/BOTSWANA PROGRAM LOGFRAME



CONL. STATEMENT:

Increase economic and social well-being of the average Botswana household

SUBGOALS:

Increase off-farm sources income through expanded opportunities for income generation and employment in the non-mineral private sectors

STRATEGIC OBJECTIVES:

An increase of 106,306 new jobs in the non-mineral private sectors between 1989/90 and 1996/97.

TARGETS:

Establishment of further incentives to promote labor intensive enterprises

A basic education curriculum developed by 1996/1997 that includes changes in the curriculum and teacher education that will result in young Botswana who are more motivated and possess a social foundation for vocational/technical training

Targets of Opportunity
1. Regional Activities
A. Natural Resources
B. Business Councils
C. Trans-Kalahari Road
D. Agricultural Research
2. Agricultural Policy

Maximize the household's human resource potential

Increased contraceptive prevalence rate from 32 percent in 1988 to 40 percent in 1996/97

Establishment of a national policy environment supportive of family planning

Expanded and more effective maternal child health/family planning delivery system

Improved quality and relevance of basic education

A supportive national education policy environment

An integrated 9 year basic education curriculum developed and a process for further curriculum modification and change in place to ensure relevance.

Pre-service and in-service teacher training focused on preparing a basic education teacher.

An enhanced system for management, administration and delivery of basic education.

A N N E X B

**LIST OF ACTIVE AND PLANNED PROJECTS AND THEIR
RELATIONSHIP TO PROGRAM LOGFRAME**

ANNEX B

LIST OF ACTIVE AND PLANNED PROJECTS AND THEIR
RELATIONSHIP TO PROGRAM LOGFRAME

Number	Title
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I. Within the Program Logframe: Meeting a Program Objective

A. Strategic Objective 1: Increase in Number of
Botswana Owned Enterprises in Nonmineral Sectors

633-0241	Botswana Workforce and Skills Training
633-0252	Special Project Assistance-AID/PC
633-0253	Botswana Private Sector Development (New FY 1991)
633-0255	Privatization: Gaborone Solid Waste Disposal
633-0999	Government of Botswana: Cost Sharing
698-0529	Africa Women in Development (Regional)

B. Strategic Objective 2: An Increase of 106,306 New Jobs
in the Nonmineral Private Sector Between 1989/90 and
1996/97

633-0241	Botswana Workforce and Skills Training
633-0253	Botswana Private Sector Development (New FY 1991)
633-0254	Basic Education Consolidation (New FY 1991)
633-0256	Job Opportunities for Botswana (New FY 1993)
633-0999	Government of Botswana: Cost Sharing
698-0529	Africa Women in Development (Regional)

C. Strategic Objective 3: Improved Quality and
Relevance of Basic Education

633-0229	Junior Secondary Improvement
633-0240	Primary Education Improvement
633-0254	Basic Education Consolidation (New FY 1991)
633-0999	Government of Botswana: Cost Sharing
698-0529	Africa Women in Development (Regional)

D. Strategic Objective 4: Increased Contraceptive
Prevalence Rate from 32 Percent in 1988 to
40 Percent by 1996

633-0249	Botswana Population Sector Assistance
698-0259	Africa Women in Development (Regional)

II. Within Program Logframe: Meeting a Target of Opportunity

A. Southern Africa Regional Activities

690-0225	SACCAR
690-0251	Natural Resource Management

698-0435.06 ISNAR
690-0215.33 SADCC Technical Support Grant
690- Trans Kalahari Road (New FY 1993)

B. Agricultural Policy Dialogue

633-0250 Project Development and Support
633-0999 Government of Botswana: Cost Sharing

III. Outside Program Logframe

633-0230 Gaborone West Housing
698-0471 MEDEX: District Management Improvement
698-9801.33 Human Rights Fund - Botswana High Court

A N N E X C

OYB REQUIREMENTS OVER LCDSS PERIOD AND PROJECTED PROGRAM
MORTGAGE

ANNEX C
PROGRAM OPER FY 1971/75 LC55

PROJ. NO.	TITLE	PACD	LDP	LDP	ORIG. REVISED	ORIG. REVISED	ORIG. REVISED	FY1991		FY1992		FY1993		FY1994		FY1995		
								ORIG.	REVISED	ORIG.	REVISED	ORIG.	REVISED	ORIG.	REVISED	ORIG.	REVISED	
BILATERAL PROJECTS																		
633-0221	Agricultural Technology	9/30/90	Same	\$9,180	\$8,980	\$8,980	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000
633-0229	Junior Secondary	2/18/92	Same	\$16,318	\$14,427	\$17,427	\$2,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000
633-0238	Gaborone West Housing	6/30/90	Same	\$1,070	\$0,952	\$0,952	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000
633-0240	Primary Improvement	5/12/92	Same	\$9,284	\$8,034	\$6,747	11,287	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000
633-0241	Botswana Workforce	5/12/94	Same	\$27,700	\$24,000	\$21,135	10,000	\$7,865	\$1,067	\$1,798	\$0,000	\$1,798	\$0,000	\$1,798	\$0,000	\$1,798	\$0,000	\$1,798
633-0249	Population Sector	7/31/93	Same	\$5,000	\$5,000	\$3,600	\$1,000	10,400	\$0,400	\$0,400	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000
633-0253	Private Enterprise	1/31/97	Same	\$14,000	\$14,000	\$0,000	\$1,500	\$12,500	\$3,133	\$7,367	\$2,000	\$7,367	\$3,100	\$4,267	\$4,267	\$0,000	\$0,000	\$0,000
633-0254	Basic Education	12/31/98	Same	\$10,266	\$10,226	\$0,000	\$0,850	\$7,376	\$3,000	\$6,376	\$2,600	\$3,776	\$2,000	\$1,776	\$1,376	\$0,400	\$0,000	\$0,000
633-0255	Gaborone Waste Disposal	9/30/93	Same	\$0,030	\$0,830	\$0,830	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000
633-0256	Jobs for Botswana	12/31/99	Same	\$12,000	\$12,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$2,500	\$6,500	\$1,957	\$4,543	\$0,000	\$0,000
633-0250	Program Development	Open	Same	NA	NA	NA	\$0,213	NA	\$0,200	NA	\$0,200	NA	\$0,200	NA	\$0,200	NA	\$0,200	NA
633-0252	Small Project PC	Open	Same	NA	NA	NA	\$0,100	NA	\$0,100	NA	\$0,100	NA	\$0,100	NA	\$0,100	NA	\$0,100	NA
633-xxxx	Self-Help	Open	Same	NA	NA	NA	\$0,100	NA	\$0,100	NA	\$0,100	NA	\$0,100	NA	\$0,100	NA	\$0,100	NA
Sub Total Bilateral Activities				\$105,608	\$98,447	\$54,671	\$7,050	\$25,141	\$8,000	\$17,550	\$8,000	\$21,941	\$8,000	\$14,341	\$8,000	\$6,111	\$0,000	\$0,000
633-0277	GOR Cost Sharing			\$2,240	\$2,240	\$2,240												
633-0241	Trust Funded Participants			\$5,477	\$5,451	\$0,756	\$0,782	\$0,782	\$0,432	\$0,432	\$0,450	\$0,450	\$0,340	\$0,340	\$0,260	\$0,260	\$0,260	\$0,260
Sub Total Bilateral Plus 60B Funded Activities				\$107,848	\$106,166	\$67,362	\$7,806	\$25,923	\$8,432	\$17,982	\$8,450	\$22,391	\$8,340	\$14,681	\$8,260	\$7,091	\$0,000	\$0,000
Regional Activities																		
670-0225	SACCAR	4/1/92	Same	\$1,500	\$1,500	\$1,500	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000
670-0251	Natural Resources	8/28/95	Same	\$7,400	\$7,400	\$7,400	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000
670-0215,3,5,50DC	Technical Support Grant/30/87	8/31/93		\$0,750	\$1,750	\$1,750	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000
670-	Trans-Kalahari																	
678-0435	ISNAR	12/31/91	Same	\$0,700	\$0,700	\$0,700	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000
678-0471	REDIX District Management	8/31/91	Same	\$1,883	\$1,030	\$1,030	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000
678-0529	AFMID	3/31/93	Same	\$0,200	\$0,200	\$0,200	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000
678-7801	Human Rights	1/31/91	Same	\$0,005	\$0,005	\$0,005	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000
Subtotal Regional Activities				\$17,438	\$14,585	\$14,385	\$0,200	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000
GRAND TOTAL OF BILATERAL AND REGIONAL				\$119,046	\$120,751	\$76,747	\$8,006	\$25,923	\$8,432	\$17,982	\$8,450	\$22,391	\$8,340	\$14,681	\$8,260	\$7,091	\$0,000	\$0,000