

618
PD ARP-909
95872

ASSESSMENT OF PROGRAM IMPACT

FY 1993

BOTSWANA

619

**USAID/BOTSWANA
ASSESSMENT OF PROGRAM IMPACT
FISCAL YEAR 1993**

Table of Contents

Acronyms i

I. Special Factors Affecting the USAID Program in Botswana 1

II. Progress Toward Overall Program Goal 3

 Program Logical Framework and Assessment of Program Impact 3

 Program Goal Indicators 5

III. Progress Toward Strategic Objectives and Related Progress Indicators 10

 Strategic Objective 1: Increase the level and relevance of what students learn, their receptivity to additional training, and their preparedness for further education 10

 Strategic Objective 2: Positively modify behaviors associated with effective family planning and STD/AIDS prevention 15

IV. Progress in Priority Areas 19

 Target of Opportunity 1: Demonstrate the Socioeconomic Sustainability of Community-Based Natural Resources Management 19

 Target of Opportunity 2: Enhance enabling environment for increased private investment and enterprise growth in non-mineral sectors of the economy 23

Acronyms

API	Assessment of Program Impact
ARTS/FARA	Office of Analysis, Research and Technical Support/Food and Agricultural Research Assistance
BDC	Botswana Development Corporation
BEC	Botswana Education Consolidation
BFHS	Botswana Family Health Survey
BOTSPA	Botswana Population Sector Assistance
BPED	Botswana Private Enterprise Development
BOCCIM	Botswana Confederation of Commerce, Industry and Manpower
BSMP	Botswana Social Marketing Program
BWAST	Botswana Workforce and Skills Training
CSO	Central Statistics Office
CYP	Couple-Years of Protection
DWNP	Department of Wildlife and National Parks
FP/MIS	Family Planning Management Information System
FP/STD	Family Planning/Sexually Transmitted Diseases
GOB	Government of Botswana
HIES	Household Income and Expenditure Survey
JCE	Junior Certificate Exam
JSEIP	Junior Secondary Education Improvement Project
KAP	Knowledge, Attitudes and Practices
MCH/FP	Maternal and Child Health/Family Planning
MCI	Ministry of Commerce and Industry
MER	Monitoring, Evaluation and Reporting
MFDP	Ministry of Finance and Development Planning
MLGLH	Ministry of Local Government, Lands and Housing
MOE	Ministry of Education
MOH	Ministry of Health
NGO	Non-Governmental Organization
NRMP	Natural Resources Management Project
OPEXer	Operational Expert
PDL	Poverty Datum Line
PEIP	Primary Education Improvement Project
PRA	Participatory Rural Appraisal
PSLE	Primary School Leaving Exam
SACU	Southern Africa Customs Union
STD	Sexually Transmitted Disease
WRA	Women of Reproductive Age

**SECTION I.
Special Factors Affecting the USAID Program in Botswana**

Following years of rapid growth and expansion in social services, fuelled by mineral revenues and sound economic and financial management, Botswana now faces a period of reduced growth. Declining demand for diamonds in developed countries due to global recession, combined with illegal smuggling from Angola, which flooded the international diamond market, led the Central Selling Organization to cut its quota of purchases of diamonds from Botswana by 25% in September 1992. Diamond revenues subsequently declined by about 21% in US dollar terms.

Although diamond prices have recently risen and the quota has been relaxed slightly, the long-term outlook is not promising. The global supply of diamonds has more than doubled since 1980, and new sources of supply are emerging. The likelihood is that Botswana will continue to face reduced mineral revenues and potential budget deficits. Since government spending from diamond-generated revenues has been the principal source of growth in non-mineral sectors of the economy, the emerging revenue problem poses a serious challenge to efforts by the Botswana government and USAID/Botswana to enhance the conditions necessary to support sustained improvement of the economic and social well-being of the average Botswana household. Sustainable economic growth will depend more and more on the capacity of the private sector to identify and develop opportunities for diversification of the nation's economic base.

However, Botswana has a small domestic market and must depend on regional and international trade to diversify away from a dependence on diamonds. Domestic production must compete with goods produced in South Africa, which enjoys advantages in terms of access to raw materials, skills, a highly sophisticated physical and financial infrastructure, a powerful private enterprise sector, lower transport and capital costs, and substantial economies of scale. Increasing acceptance of South Africa by the international community has forced many small and medium-sized companies in Botswana to lay off workers and contract operations as the relative climate for investment in South Africa has improved.

The current period of political, social, and economic transition in South Africa has added to the uncertainties for Botswana and will have a major impact on its strategies for diversification. In April 1991, South Africa announced that accommodation of the differing trade and industrial objectives of the Southern African Customs Union (SACU) members was becoming increasingly difficult within the present SACU agreement and that SACU was becoming financially unaffordable. A task force was established to look into alternatives for regional economic cooperation, but it is unlikely that any decision will be made until a new, post-apartheid government is in place and has had time to formulate its own economic policy agenda. The withdrawal of South Africa from SACU, however, would seriously disrupt a major source of revenue for Botswana and force the Government of Botswana (GOB) to establish its own system of customs and excise.

As other countries in Southern Africa become more market-oriented, Botswana's industries face increased competition for both markets and investment, particularly from Zimbabwe and Zambia. The appreciation of the Pula against the Zimbabwean Dollar, resulting primarily

from structural readjustment in Zimbabwe, has led to a deterioration in the terms of trade with Zimbabwe, a major trading partner.

Contributing to the overall deterioration in the economic situation over the past couple of years was the virtual collapse of the construction industry following the revelation of the Botswana Housing Corporation scandal. The industry depends heavily on Botswana Housing Corporation contracts, and because it is also a major employer of citizens, the effects of a government-imposed spending freeze following the scandal were widely felt throughout the economy.

The adverse impacts of the 1992 drought on the quality of life also continue to be felt, particularly in rural areas. Beef exports remained buoyant and even expanded in 1992, but this was a temporary phenomenon resulting from increased sales related to the drought, and May 1993 exports declined to less than half the May 1992 levels. In the long run, a glut in the European Community beef market may lead to a reduction in Botswana's quota and subsidies, further exacerbating revenue difficulties.

Perhaps most alarming for the future of the country, recent HIV serosurveys indicate that the HIV epidemic has reached catastrophic proportions in Botswana. The health and socioeconomic impacts will be enormous over the next few years and threaten to seriously undermine efforts to improve the social and economic well-being of the average Botswana household. USAID/Botswana has recognized the gravity of the situation and has taken steps to integrate efforts to promote AIDS awareness into the overall Mission program.

SECTION II. Progress Toward Overall Program Goal

Program Logical Framework and Assessment of Program Impact

In response to Agency efforts to become more results oriented, USAID/Botswana initiated the development of a Program Logical Framework (logframe) and related impact monitoring system in 1990. This first effort was reviewed by USAID/W in November 1990. The logframe was further revised with the assistance of a Monitoring, Evaluation and Reporting (MER) Team and resubmitted in October 1991. USAID/W reviewed the revised logframe in February 1993. In April 1993, another MER Team assisted the Mission in incorporating USAID/W comments into the logframe, identifying impact and progress indicators, and developing a detailed MER system. On the basis of this work, the Mission is submitting its first Assessment of Program Impact (API). However, it must be recognized that much of the information included in this report is the result of an approved evaluation system which is barely six months old.

The logframe submitted to USAID/W in October 1991 articulated a meaningful and measurable program which was in accord with Botswana's development priorities as well as the United States foreign policy objective of fostering stable, long-term political and economic growth in Botswana. The logframe consisted of a program goal which sought the sustainable increased economic and social well-being of the average Botswana household through two strategic objectives, one focussed on the private sector and the other on human resources development. This program structure was supported by two targets of opportunity: 1) natural resources management through sustainable community utilization of resources; and 2) family planning and AIDS prevention.

During the USAID/W review, considerations external to Botswana's development realities were introduced, which resulted in a request from USAID/W to elevate family planning/AIDS to the level of a strategic objective, to modify the wording of the education strategic objective, and to reclassify the private sector development effort as a target of opportunity. To accommodate this change, USAID/Botswana rearticulated its program goal as *Enhance conditions necessary to support sustained improvement of the economic and social well-being of the average Botswana household*. The revised program structure is diagrammed in the objective tree on page 4.

The two strategic objectives are: 1) *Increase the level and relevance of what students learn, their receptivity to additional training, and their preparedness for further education*; and 2) *Positively modify behaviors associated with effective family planning and sexually transmitted disease/AIDS prevention*. The education strategic objective will contribute to the program goal by improving the quality of education and attitudes towards further education and the world of work. These are necessary *conditions* for further education or skills training or for exploring opportunities in the informal sector. The population strategic objective will improve the social well-being of the average Botswana household by creating *conditions* that should lead to lower population growth, reduced family size, fewer teenage pregnancies, improved maternal and child health, and a reduced rate of HIV transmission among the productive population.

BLANK

The two targets of opportunity, *Demonstrate the socioeconomic sustainability of community-based natural resources management* and *Enhance enabling environment for increased private investment and enterprise growth in non-mineral sectors of the economy*, also contribute directly to the attainment of the program goal as well as to USAID priority areas of encouraging broad-based economic growth and protecting the environment.

Most of the projects in the Mission portfolio have been launched relatively recently, and as a result the Mission is not yet in a position to report impact at the program goal level. However, during the few months since the API framework was reviewed, modified and approved, considerable efforts have been directed toward developing and implementing project data collection and monitoring systems to enable full impact reporting by October 1994. Indicators for measuring impact at the program goal level are described below and presented in summary form on page 9, and subsequent sections of this report highlight available baseline data as well as project impact that can be reported to date.

Program Goal Indicators

Decreased percentage of households living below the Poverty Datum Line (PDL) and Decreased average amount by which households living below the Poverty Datum Line fall below the PDL: In order to measure people-level impact at the program goal level, the focus has been placed on improving the well-being of the "average Botswana household". USAID/Botswana, through its private enterprise development project, will be developing citizen entrepreneurial skills which will improve the income-generating capacity of Botswana households. In addition, efforts by USAID/Botswana to promote sustainable community-based natural resources utilization will directly improve the economic status of households in targeted rural communities. Because the latter efforts are geographically concentrated in specific areas, the direct impact on households in these areas will be discernible.

In 1989, the Central Statistics Office (CSO) operationalized the concept of the "average Botswana household" in order to compute a PDL for Botswana. CSO adopted a multi-dimensional approach to construct the PDL for a series of specified households which covered the broad range of household types in Botswana. The underlying concept was that "individuals should have the capability to feed and clothe themselves; should be able to work if they wish; should be housed in a manner not prejudicial to health; should be able to enjoy education; and should be able to take their place in society".¹ A basket of goods was constructed for each individual (with differences for age and sex) and for each household (with differences for size and composition). The baskets for urban and rural areas consisted of six broad categories: food, clothing, personal items, household goods, shelter, and miscellaneous items, and the value of the PDL for each household type was based on end-1989 prices for the items in each basket.

The 1986 Household Income and Expenditure Survey (HIES) provided information on actual consumption patterns and estimates of household income against which the PDL for a particular type of household could be compared. Incomes were inflated to 1989 levels, with the result that 55% of households in Botswana had incomes equal to or below their 1989

¹ A Poverty Datum Line for Botswana, CSO, November 1989.

PDL. Around 30% of the 58,897 urban households had incomes equal to or below their 1989 PDL, as compared to 64% in the rural areas.

The PDL provides a benchmark against which to measure the well-being and progress of households. By tracking average index movements for each type of item in the Cost-of-Living index, one can update the PDL over time. The 1993 HIES (currently being fielded) will, in addition, explicitly recompute the PDL. As further income information becomes available from the 1993 HIES, we will be able to compute, in relative terms, whether more or fewer families are living in poverty. Movements in monthly wages can also be tracked as a proxy for average incomes in the absence of income data.

A community-based monitoring and evaluation system currently being developed by the Natural Resources Management Project (NRMP) will provide a basis for estimating the percentage of households living below the PDL in targeted rural communities. By comparing this percentage to national percentages, USAID/Botswana will be able to demonstrate impact of its demonstration projects in community-based natural resources management and their potential for improving the socioeconomic well-being of the average Botswana household.

The second indicator, which measures the average amount by which households living below the Poverty Datum Line fall below the PDL, weights the headcount index (defined as the number of households with income less than or equal to the PDL divided by the total number of households), by the poverty gap ratio (the difference between PDL and income, divided by PDL). In 1989, among those households which fell below the PDL, urban households were below the PDL by an average of 17%, while rural households were below by an average of 33%. As living standards in rural communities targeted by NRMP improve, the values for this indicator will decline, both in absolute terms and relative to national percentages.

Decreased total fertility rate and Decreased rates of pregnancies among teenagers: Although the GOB has no formal population policy, it has long supported family planning, with the result that the country has an estimated contraceptive prevalence rate of 32%. While the fertility rate has declined, the country's population growth rate remains at about 3.5%, and nearly half the population is under 15 years of age. Maintenance of any growth rate 3% or higher would double the 1991 population of 1,325,000 in less than 24 years, making it increasingly difficult for the country to keep pace with the demand for jobs and services. Moreover, high population growth places unacceptable demands on Botswana's very limited base of water, arable land and forest resources.

Fertility levels remain high in Botswana, despite a significant decline in recent years due to increased use of family planning methods. According to the 1988 Botswana Family Health Survey (BFHS), total fertility rates declined from 7.1 in 1981 to 5.0 in 1988. The fertility of urban women (4.1) was lower than that of rural women (5.4). The largest differences in fertility were by level of education: a woman with secondary or higher education could expect to have a total of 3.3 births during her childbearing years, while a woman with no education would have, on average, 6 births. Improvements in the quality of family planning services and the increased availability and use of condoms due to USAID/Botswana population activities should lead to decreased total fertility rates.

At the time of the BFHS, nearly one-quarter of teenagers were already mothers and an additional 4.9% were pregnant with their first child. Among teenagers who became pregnant, the average age at first pregnancy was 16 years. Four in 10 teenagers with no education had had at least one birth compared with fewer than 2 in 10 teenagers with secondary or higher education. One-third of teenagers who became pregnant (9% of all teenage women) left school because of pregnancy, and only one-fifth of those who left school were later readmitted. The Botswana Education Consolidation (BEC) project will address this problem by integrating Family Life Education into the education curriculum, resulting in decreased rates of teenage pregnancies.

Preliminary Census results suggest that the fertility rate increased to 5.3 in 1991, possibly due to improved economic conditions in rural areas following years of severe drought in the 1980s. Detailed Census results and projections for 1992-1997 are expected to be available in December 1993. In addition, CSO is planning to conduct another Family Health Survey, probably in 1995/96. These data sources will provide indicator data on total fertility, teenage motherhood, and the linkages between education, family planning, and fertility.

Decreased rates of HIV transmission: The HIV epidemic is of relatively recent onset in Botswana, with significant spreading in the population only since the mid-1980's. The percentage of HIV seropositive blood donors increased from .9% in 1987 to 9% in late 1991, a ten-fold increase in five years. Smaller ad hoc surveys conducted in 1989-91 using non-standardized methods revealed HIV seroprevalence among pregnant women to be between 4% and 8%.

The Ministry of Health (MOH) has conducted HIV Sentinel Surveillance since 1992 to collect systematic data on HIV seroprevalence in Botswana. In 1992, 18.1% of pregnant women in three sentinel sites were HIV seropositive. About one out of seven pregnant women in Gaborone, one out of four in Francistown, and one out of eight in the other site were infected with HIV. Although not directly comparable, the results from the 1992 Sentinel Survey suggest that HIV seroprevalence rates doubled from 1991 to 1992.

In 1993, the seroprevalence rate among pregnant women in both Gaborone and Francistown was significantly higher than in 1992: one in five pregnant women in Gaborone and one in three women in Francistown were infected. Approximately 17% of pregnant women in other urban areas and 13% of pregnant women in rural areas were infected, for an overall rate of 22.5%.

A standard World Health Organization computer model was used to estimate that about 59,000 people in Botswana were infected with HIV by early 1992, representing about 4.5% of the total population and 9% of the sexually active population. By early 1993, an estimated 92,000 were infected, representing about 7% of the total population and 15% of the sexually active population. The model projects that there will be 172,000 persons infected with HIV by 1998.

The first AIDS case in Botswana was reported in 1985. By June 1992, 353 cases had been reported to the MOH, and there were 116 reported deaths from AIDS-related complications. By 1993, the reported number of AIDS cases had risen to 804 and the cumulative deaths due to AIDS had reached 154. Because of under-reporting and delays in district reporting, the

real number of AIDS cases in Botswana is probably much higher than the reported number. The MOH has estimated that the cumulative number of AIDS cases was approximately 8,300 by 1993 and that the cumulative number of deaths due to AIDS was 6,700. The projected cumulative number of AIDS cases for 1998 is 44,000, and the projected cumulative number of deaths from AIDS by that year is 39,000.

The projections for 1998 do not take into account changes in sexual behavior resulting from increased awareness of HIV/AIDS. USAID/Botswana efforts in support of its population strategic objective, together with the AIDS awareness component of the education strategic objective, will contribute to lower HIV incidence relative to current projections.

Decreased Incidence of Sexually Transmitted Diseases (STDs) and Decrease in Self-reported STD symptoms in last 12 months: A large reservoir of people infected with STDs is probably contributing to the HIV epidemic. A Knowledge, Attitudes and Practices (KAP) survey conducted in 1993 revealed that the prevalence of STDs among 18-25 year-olds is very high, affecting between 21.1% and 40.7% of sexually active young male respondents. Although it is clear that STDs are common in Botswana, current reporting systems do not allow for incidence rates to be calculated. The only representative figure is the diagnosis given to patients attending Out-Patient Departments. In 1991, approximately 161,000 attendances in Out-Patient Departments were given an STD diagnosis. However, many patients attend more than once for each episode. Assuming three attendances per episode, and that STDs are confined to the 15-49 age group, 8.9% of the sexually active group had an STD episode in 1991. If there were instead two attendances per episode, the percentage climbs to 13.4%.

USAID/Botswana population project interventions should lower the incidence of STDs and self-reported STD symptoms. In addition, the project will provide technical assistance to improve the ability of the MOH to report on the incidence of STDs, starting in 1994. Annual KAP surveys will gather data on self-reported STD symptoms.

Increased student achievement and competencies as measured by criterion-referenced tests and Improved student attitudes toward additional training and preparedness for further education: These indicators will be derived directly from indicators at the strategic objective level for the BEC project. Pilot school surveys have already been conducted and questionnaires and analysis plans are being refined for the collection of baseline data in early 1994.

Increased private investment in non-mineral sectors of the economy and Increased private sector employment in non-mineral sectors of the economy: These indicators will be derived directly from indicators at the level of the target of opportunity for the Botswana Private Enterprise Development (BPED) project. By early 1994, project data collection and monitoring systems will have been established to estimate the impacts on investment and employment that are directly attributable to project activities.

Program Goal: Enhance conditions necessary to support sustained improvement of the economic and social well-being of the average Batswana household

Performance Indicators	Data Sources	Baseline Data			Expected and Actual Results				
		Year	Units	Value	FY 1993	FY 1994	FY 1995	FY 1996	FY 1997
					Actual	Expected	Expected	Expected	Expected
1. Decreased percentage of households living below the PDL 2. Decreased average amount by which households living below the Poverty Datum Line fall below the PDL: $\frac{[(\text{households with income} \leq \text{PDL})/(\text{total households})] \times [(\text{PDL} - \text{Income})/(\text{PDL})]}$	1989 PDL, 1986 HIES, 1993 HIES, Cost-of-Living Index, average wages as proxy for income, project-sponsored household surveys	1989	-% of urban households: -% of rural households: -% of all households:	30 64 55	to be derived from 1993 HIES results (not yet available)				
		1989	average % amount by which poor households fall below the PDL -urban households: -rural households: -all households:	17 33 29					
3. Decreased total fertility rate	1988 BFHS, 1991 Census & CSO projections, 1995/96 BFHS	1988	total fertility rate -urban: -rural: -total:	4.1 5.4 5.0	to be derived from CSO revised projections based on 1991 Census data and projections (available December 1993)				
4. Decreased rates of pregnancies among teenagers	1988 BFHS, 1991 Census, 1995/96 BFHS, Ministry of Education (MOE) statistics on dropouts due to pregnancies	1988	% of teenage women (15-19) who -are mothers: -are pregnant with first child: -left school because of pregnancy:	23.5 4.9 9.3					
5. Decreased rates of HIV transmission	annual HIV Sentinel Surveillance	1992	HIV seroprevalence rates (percentage of pregnant women infected) -Gaborone: -Francistown: -overall:	14.9 23.7 18.1	19.2 34.2 22.5				
6. Decreased incidence of STDs	Family Planning Management Information System (FP/MIS)	1991	% sexually active population:	8.9-13.4 (est.)	USAID/Botswana will provide technical assistance to strengthen FP/MIS to provide necessary indicator data				
7. Decrease in self-reported STD symptoms (last 12 months)	KAP surveys	1994	% of respondents:						
8. Increased student achievement and competencies as measured by criterion-referenced tests	Criterion-referenced tests developed by BEC/MOE personnel	1994							
9. Improved student attitudes toward additional training and preparedness for further education	BEC-operated classroom surveys	1994							
10. Increased private sector investment in non-mineral sectors of the economy attributable to BPED activities	BPED data collection and monitoring systems, spreadsheets	1991	NOTE: more accurate estimates for 1991-93 will be available from BPED data collection systems once data has been entered	\$200,000	\$1.5m	\$1.5m	\$1.5m	\$1.5m	\$1.5m
11. Increased private sector employment in non-mineral sectors of the economy attributable to BPED activities		1991		250	800	800	800	800	800

SECTION III.
Progress Toward Strategic Objectives and Related Progress Indicators

Strategic Objective 1: Increase the level and relevance of what students learn, their receptivity to additional training, and their preparedness for further education

The Botswana Education Consolidation (BEC) project was designed as a follow-on to two previous USAID-funded projects: the Primary Education Improvement Project (PEIP, 1981-1992) and the Junior Secondary Education Improvement Project (JSEIP, 1985-1991). PEIP strengthened the capacity of the MOE and the University of Botswana to organize, revise and implement effective pre-service, inservice and curriculum programs for primary teacher education. Major accomplishments of this project include the formation of a fully functioning Department of Primary Education at the University of Botswana; the reorganization of the teacher training programs at the Primary Teacher Training Colleges; and the development of an inservice education network which included construction of eight new education centers and the training of educators to carry out inservice education programs. The JSEIP project increased the quality and efficiency of an expanding junior secondary education system and played a significant role in curriculum development and in the implementation of a mechanism for structuring the curriculum at the Colleges of Education.

The following table presents basic education indicators which document the tremendous progress made by the government of Botswana in partnership with USAID between 1982 and 1992:

Basic Education Indicators

Indicator	1982	1992
Primary School Enrollment	188,218	301,482
% Male	46.4	48.9
% Female	53.6	51.1
Gross Enrollment Ratio (GER)	100.3	108.2
Net Enrollment Ratio (NER)	84.8	90.2
Primary School Repetition Rates		
Standard 4	.124	.108
Standard 7	.262	.081
All Repeaters	.059	.034
Primary School Teachers	5,995	10,449
% Untrained	32.7	15.1
% Botswana	96.0	96.8
Primary School Pupil/Teacher Ratio	31.4	29.0
Junior Secondary School Enrollment (Forms 1, 2)	12,687	54,781
% Male	42.3	44.5
% Female	57.7	55.5
Progression Rates from Standard 7 to Form 1 (%)	26.9	77.5
Dropout Rates from Form 1, Form 2 (%)		
Pregnancy	(est.) 2.1	1.9
Other	N/A	2.2

Previous Page Blank

Secondary School Teachers	943	3835
% Untrained	26.3	21.1
% Botswana	N/A	68.0

In 1982, a year after PEIP began, there were 463 primary schools with an enrollment of 188,218, representing a net enrollment ratio of 85%. By 1992, there were 643 primary schools with a total enrollment of 301,482, yielding a net enrollment ratio of 90%. Enrollment in Forms 1 and 2 in 1982 totalled 12,687, and, assisted by JSEIP, the government increased enrollments at that level to 54,781 by 1992. Female enrollments were higher than male enrollments throughout the nine years of basic education from 1982 to 1992.

Progression rates from Standard 7 to Form 1 increased from 27% in 1982 to 78% in 1992. Although more students had access to basic education, high repetition rates, particularly in Standards 4 and 7, indicated that a large number of students were not attaining the requisite grade level skills. A Standard 4 Attainment Test was introduced in 1981 as a diagnostic tool to determine what remediation should be offered to children at that level, and in *exceptional* cases, a pupil was to repeat. However, 12% of Standard 4 pupils repeated in 1982, and in 1992 nearly 11% were still repeating, with no remediation being offered in practice. Approximately 26% of the students in Standard 7 repeated in 1982 due to the limited availability of places in secondary schools, but this percentage had fallen to 8% in 1992, as near-universal access to Form 1 has become a reality. In 1993, for the first time, there are more places available for Form 1 entrants than the number of students who applied. Current data suggest that while the number of Standard 7 repeaters is beginning to decline, the number of Form 2 repeaters is growing as students at that level seek another opportunity to enter senior secondary school, since they are still too young to enter the labor market.

Dropout rates in Botswana are quite low at the primary school level, but a major problem has been enrollment loss at the secondary school level due to pregnancy. Roughly 2% of Form 1 and Form 2 students dropped out due to pregnancy in both 1982 and 1992, and very few of them return to complete their studies. BEC will address this problem by integrating Family Life Education into the curriculum.

In 1982, about 33% of the primary school teachers were untrained. The PEIP project, with its focus on pre-service and inservice education for teachers, contributed significantly to the increase in the number and quality of trained teachers, and by 1992 the percentage of untrained teachers had fallen to 15%.

Approximately three-fourths of the Primary Teacher Training College tutors, one-half of the primary education field officers, and three-fourths of the professional education center personnel were graduates of the Department of Primary Education. The professional staff of the Department of Primary Education were all Botswana. All had completed the Master's degree through USAID funding, and three had earned Ph.D. degrees. In addition, two staff members from the Education Foundations Department of the university were supported under PEIP for

Ph.D. degrees. PEIP also developed a graduate program in primary education at the university. The new M.Ed. program admitted 7 students in 1988 and 15 in 1990, a majority of whom were graduates of the Department of Primary Education.

PEIP efforts at the Primary Teacher Training Colleges focussed upon teacher education curriculum development and resulted in completely revised and approved syllabi for all subjects offered in the colleges. Project contributions to inservice education in Botswana consisted of a physical infrastructure of eight new education centers and a large body of Botswana educators who had direct experience in planning, organizing and implementing inservice education programs. Thus the foundations have been laid for an improved quality primary education system.

The BEC project is designed to consolidate the educational gains of the previous decade by assisting the MOE in further strengthening its curriculum development and implementation process to prepare primary and junior secondary students with competencies that are relevant to a modernizing Botswana. These competencies include language, math and science skills, as well as problem-solving and analytical skills, with a program of studies that places emphasis on the world of work, family life and population issues, AIDS awareness, gender sensitivity, and the environment. Increased competence in these areas should lay a foundation for school leavers to participate in the labor force and to enhance their quality of life.

The major activity of the BEC project since the arrival of team members over the past few months has been to collaborate with MOE colleagues to complete a Needs Assessment for Basic Education Consolidation in Botswana. The final report, issued in September 1993, was the prerequisite to further implementation of the BEC project and included detailed workplans specifying outputs, actions, time lines, and assignments of responsibility which specifically relate to API sub-targets established by the Mission in April 1993. Currently BEC team members are engaged in the process of developing a detailed monitoring and evaluation system which will facilitate impact reporting at the strategic objective, target and sub-target levels for the 1994 API report.

Indicators for the education strategic objective are described below and summarized on page 12. *Data from national and international exams will demonstrate an improvement in student achievement and comparability* at the strategic objective level. Currently, the internally-set Primary School Leaving Exam (PSLE) and Junior Certificate Exam (JCE) are norm-referenced: their main purpose is to rank pupils in order of merit, and the proportions of high and low grades are approximately determined in advance. Such exams do not measure students' mastery of the curricula, nor can year-to-year comparisons of results measure whether overall performance has improved.

When the criterion-referenced tests to be developed under the BEC Project come on line, they will measure students' achievement and competencies of Botswana's new integrated nine-year curriculum. The number of students meeting established criteria on these assessments is expected to increase as more students are in classrooms that incorporate the new curricula and

have teachers trained to teach it, and as student and program evaluation becomes increasingly linked to these new competencies.

Starting in 1994, *surveys will demonstrate an improvement in student attitudes to additional training and preparedness for further education.* Pre- and post-testing, using tests developed or adapted by the BEC advisory team, will be used to track student attitudes to continued formal and non-formal education; the world of work; family life issues, including population and AIDS awareness; gender sensitivity; and the environment.

A major component of the BEC initiative is to establish a continuous assessment program which places emphasis on other forms of student assessment, in addition to standardized examinations which too frequently cannot adequately measure how well students are learning what is actually being taught. For this reason, ethnographies and classroom observations will be used to document qualitative features of school environments. Such *qualitative documentation will demonstrate an increase in student levels of competencies.*

Target 1.A: Increased proportion of students who are offered the new curriculum and pedagogic materials, instructed by teachers trained to apply them

Attainment of this target would assure that the necessary quality inputs for increased learning are evident in the classroom. This requires efficient curriculum and teacher training systems, as well as the supporting logistic and supervisory systems. The indicators for this target are the *percent of students who have new curricular materials* and the *percent of teachers trained to utilize the new curricular materials.* These indicators will be measured by BEC project-operated classroom surveys and other supporting qualitative documentation including annual reports on curriculum development and materials production and distribution.

With the support of PEIP, curriculum at the primary level has been revised with syllabuses distributed to the schools in early January, 1993. Subjects included were Agriculture, English, Mathematics, Religious Education, Science, Setswana, and Social Studies. A primary level syllabus is being developed in Home Economics. At the junior secondary level, Design and Technology is a new subject with a recent syllabus. Mathematics, English, Science and Agriculture have been developed as a continuum from Standard 1 through Form 2. Efforts are ongoing to integrate Environmental Education across the curriculum at all nine grade levels, with support from NRMP. A program of classroom surveys, which was piloted in June 1993, will measure the impact of BEC curriculum development interventions on both teachers and students.

Target 1.B: System established to provide feedback on student learning achievement to pupils, teachers, parents, policy makers, and private sector

A program of classroom surveys will be implemented in early 1994 to track the *percent of classrooms in which criterion-referenced tests are used* and to measure progress towards successful implementation of criterion-referenced testing. BEC project staff will report semi-

annually on feedback systems and checklists of *documentation to demonstrate a progressive implementation process toward a continuous student assessment evaluation and feedback system*. These checklists were developed as part of the Needs Assessment.

Continuous assessment currently constitutes one examination paper in four of the eleven JCE school subjects: Agriculture, Art, Design and Technology, and Home Economics. Baseline data will be collected in early 1994, and periodic classroom surveys will measure the degree to which continuous assessment in these areas is being successfully implemented.

BEC Performance Reporting Form: Baseline, Expected and Actual Results

Performance Indicators	Data Sources	Baseline Data			Expected and Actual Results					
		Year	Units	Value	FY 1993	FY 1994	FY 1995	FY 1996	FY 1997	
					Estimated	Expected	Expected	Expected	Expected	
Strategic Objective 1: Increase the level and relevance of what students learn, their receptivity to additional training, and their preparedness for further education										
1. Data from criterion-referenced PSLE and JCE will demonstrate an improvement in student achievement and comparability	Criterion-referenced PSLE results starting in 1996, JCE results starting in 1997	1996								
2. Surveys will demonstrate an improvement in student attitudes to additional training and preparedness for further education	BEC-operated classroom surveys	1994								
3. Qualitative documentation will demonstrate an increase in student levels of competencies	on-going classroom observations, classroom ethnographies, checklists of skills, competencies	1994								
Baseline data to be collected in early 1994 as project implementation gets underway.										
Target 1.A: Increased proportion of students in classrooms who are offered the new curriculum and pedagogic materials, instructed by teachers trained to apply them										
1. Percent of students who have new curricular materials	BEC-operated classroom surveys, classroom ethnographies	1993	% of students:	10	10	20	35	50	80	
2. Percent of teachers trained to utilize new curricular materials	training reports, random surveys of first-year teachers, surveys before/after workshops, teacher evaluations	1993	% of teachers:	10	10	20	35	50	80	
Target 1.B: System established to provide feedback on student learning achievement to pupils, teachers, parents, policymakers, and the private sector										
1. Percent of classrooms in which criterion-referenced tests are used	Semi-annual progress reports, checklists, classroom surveys	1993	% of classrooms:	0	0	5	15	30	80	
2. Documentation to demonstrate a progressive implementation process toward a continuous student assessment evaluation and feedback system		1993	% progress towards implementation:	0	0	10	25	60	100	

16

637

Strategic Objective 2: Positively modify behaviors associated with effective family planning and STD/AIDS prevention

Botswana faces a similar problem in both its family planning and STD/AIDS prevention programs: the translation of high levels of knowledge and awareness into behaviors which reduce the risk of unwanted pregnancy and infection with HIV and other STDs. Analysis of 1988 Botswana Family Health Survey (BFHS) data indicates that reasons for discontinuation by family planning users - health concerns, inconvenience, and method failure - are strongly related to quality of care. Gaps between knowledge and practice indicators for HIV/AIDS are significant. Therefore, the Botswana Population Sector Assistance project (BOTSPA) is designed to facilitate the transition of knowledge and awareness into sustained adoption of appropriate behaviors through improved family planning/sexually transmitted disease (FP/STD) service delivery in the public health system, increased demand for and accessibility to the Botswana Social Marketing Program (BSMP) condoms, and improved knowledge and attitudes regarding AIDS prevention.

Except for the BSMP, which has been active since November 1992, implementation has only recently been initiated under project components designed to achieve targets for the population strategic objective. Therefore, while baselines for many of the indicators have been established, project activities have not been underway long enough to demonstrate impact. However, the following paragraphs describe the status of the monitoring and evaluation system and the nature of activities being undertaken to enable effective measurement of program impact by October 1994.

In agreement with GOB implementing agencies under BOTSPA, the monitoring and evaluation system which is designed to measure impact depends to a large extent on existing and planned systems within the GOB. These include a Family Planning Management Information System (FP/MIS) which functions as a subsystem of the GOB's health information system and a series of HIV serosurveys and KAP surveys which are coordinated by the AIDS/STD Unit of the MOH. BOTSPA project efforts will strengthen and supplement these systems to enable reporting of impact at the strategic objective level by October 1994.

Monitoring the Strategic Objective: The BOTSPA project will assist in the expansion of the existing FP/MIS to include multiple indicators of contraceptive prevalence, and to enable forecasting of commodity requirements and monitoring of stock levels. This expanded system will be reflected in new guidelines for each level of service delivery and management, to be used in training and on the job. Successful implementation of the strengthened FP/MIS will evolve as a larger proportion of existing service delivery cadres complete training provided under the project.

Monitoring Service Quality: Human resource constraints and a high degree of decentralization in health care service delivery have both contributed to a situation in which frequent, standardized supervision at the district level is not practicable. For project purposes - a functional supervisory system is critical to the sustainability of improvements in service quality -

the Mission will assist the MOH to negotiate with the MLGLH and Local Authorities for the adoption of a standardized checklist to be employed by district-level Maternal and Child Health/Family Planning (MCH/FP) supervisors.

However, the Mission cannot immediately rely on the supervisory system to provide timely, accurate and reliable data for program monitoring. Therefore, the Mission will seek assistance to design and implement a separate mechanism to assess the quality of FP/STD service delivery. This will entail observation of service providers and exit surveys of FP/STD clients to determine the extent of compliance with established standards. A national representative sample of facilities will provide the baseline for quality indicators in early 1994. Subsequently, discrete samples of facilities with and without trained personnel will provide the basis for an assessment of the impact of the planned in-service training activity.

The MCH/FP Unit of the MOH is currently testing a supervisory checklist which will be used to standardize assessment of quality of service delivery. The results of annual surveys conducted by MCH/FP staff, based on a national sample of facilities, will serve as a check on the data for target-level indicators of service quality. As a regular system of reporting from the district-level supervisory systems comes on-line, the coverage and frequency of data to support the service quality indicators will be increased.

A training database to be established and maintained by the contractor will track the deployment of trainees as they exit the program, thus providing a basis for tracking the impact of training on service statistics by individual facility. When operational in 1994, this tool will enable the disaggregation of service statistics and quality of service indicators between facilities with or without project-trained personnel to facilitate assessment of the impact of project activities.

Monitoring the BSMP: Since November 1992, the BSMP has defined target audiences and developed and implemented an advertising campaign to promote the sale of affordably priced condoms to reduce the risk and spread of AIDS. The BSMP is building on an already well-established commercial network and public familiarity with anti-AIDS advertising, which the MOH is currently sponsoring through the media. A trade promotion campaign was launched in late May for both the traditional retail pharmaceutical trade and non-traditional marketing outlets. The BSMP condom was formally launched in June 1993. The event received widespread media coverage, and product sales performance since has exceeded expectations. By the end of October, 871,000 condoms had already been sold, as compared to a first-year target of 500,000 condoms.

Population Services International is in the process of establishing a comprehensive management information system to assess the efficiency and effectiveness of the BSMP program. The financial systems have been expanded to include revenues and accounts receivable. Sales analysis systems track unit sales by package type; wholesale prices; and numbers, kinds and location of outlets.

BOTSPA Performance Reporting Form: Baseline, Expected and Actual Results

Performance Indicators	Data Sources	Baseline Data			Expected and Actual Results				
		Year	Units	Value	FY 1993	FY 1994	FY 1995	FY 1996	FY 1997
					Actual	Expected	Expected	Expected	Expected
Strategic Objective 2: Positively modify behaviors associated with effective family planning and STD/AIDS prevention									
1. Contraceptive prevalence: percentage of women of reproductive age (WRA) currently using any modern family planning method	national demographic and health surveys (1988, 1995/96); FP/MIS	1988	% WRA:	28.9	N/A	32.4	33.7	35.3	37
2. Couple-years of protection (CYP)	FP/MIS	1988	CYP:	68,363	N/A	106,950	115,546	125,716	136,845
3. Continuation rates: percentage of family planning acceptors who did not default on their last appointment	FP/MIS	1988	% of acceptors:	49	N/A	57	58	60	62
4. Number and percentage of women of reproductive age who are new acceptors	Health Statistics Unit, MOH	1988	-total number: % requesting pill: % requesting condom: -% WRA:	40,300 53 24 15	64,163 36 52 19	51,824	54,877	57,483	60,354
5. Frequency of condom use partners: percentage of respondents using condoms with serious/casual partners, by gender	KAP survey results	1993	<u>with serious partners (%)</u> -always/almost always: -about half the time: -hardly ever/never:	<u>M</u> <u>F</u> 33 29 28 20 39 51	<u>M</u> <u>F</u> 33 29 28 20 39 51	<u>M</u> <u>F</u> 33 24 22 20 45 56	<u>M</u> <u>F</u> 35 25 23 21 42 54	<u>M</u> <u>F</u> 36 27 24 22 40 51	<u>M</u> <u>F</u> 38 28 25 23 37 49
		1993	<u>with casual partners (%)</u> -always/almost always: -about half the time: -hardly ever/never:	<u>M</u> <u>F</u> 60 54 23 15 17 31	<u>M</u> <u>F</u> 60 54 23 15 17 31	<u>M</u> <u>F</u> 33 24 22 20 45 56	<u>M</u> <u>F</u> 35 25 23 21 42 54	<u>M</u> <u>F</u> 36 27 24 22 40 51	<u>M</u> <u>F</u> 38 28 25 23 37 49
6. Number of partners reported by sexually active respondents, by gender	KAP survey results	1993	<u>% reporting</u> -1 partner: -2 or 3 partners: -4 or more partners:	<u>M</u> <u>F</u> 45 77 37 20 18 3	<u>M</u> <u>F</u> 45 77 37 20 18 3	<u>M</u> <u>F</u> 48 77 33 21 19 2	<u>M</u> <u>F</u> 49 79 35 19 16 2	<u>M</u> <u>F</u> 50 80 36 18 14 2	<u>M</u> <u>F</u> 51 82 38 16 11 2
7. STD treatment-seeking behavior among males: percentage of male respondents who report an STD symptom who sought treatment	KAP survey results	1994							

649

19

641

20

Strategic Objective 2. Positively modify behaviors associated with family planning & STD/AIDS prevention

Performance Indicators	Data Sources	Baseline Data			Expected and Actual Results					
		Year	Units	Value	FY 1993	FY 1994	FY 1995	FY 1996	FY 1997	
					Actual	Expected	Expected	Expected	Expected	
Target 2.A: FP/STD service delivery improved										
1. Family planning service & STD/AIDS diagnoses & treatment provided per clinical norms	MOH/MLGLH supervisory reports based on observations against checklists and client exit interviews	1994								
2. Family planning & STD/AIDS counselling using Information, Education and Communication materials adequately provided		1994								
3. Client satisfaction increased: percentage of clients interviewed who score better than a minimum satisfaction index		1994								
4. Commodities for family planning and STD/AIDS prevention available in facilities		inventory tests conducted by MOH/MLGLH supervisors	1994							
Target 2.B: Demand for and accessibility of the BSMP condom increased										
1. Product sales performance	BSMP management information system	1993	condoms sold as of Oct. 31: number of outlets as of Oct. 31:	871,000 345	871,000 345					
2. Cost per Couple Years of Protection (CYP)		1993	cost/CYP (as of Sept. 30):	\$13.45	\$13.45					
Target 2.C: Knowledge and attitudes regarding effective AIDS prevention improved										
1. Knowledge of STD/AIDS: percentage of correct responses to questions testing general knowledge of AIDS, by gender	KAP survey results	1993	% of correct responses:	<u>M</u> <u>F</u> 67 66	<u>M</u> <u>F</u> 67 66	<u>M</u> <u>F</u> 84 74	<u>M</u> <u>F</u> 86 76	<u>M</u> <u>F</u> 89 79	<u>M</u> <u>F</u> 92 81	
2. Knowledge of effective HIV/AIDS and other STD behavior: % of respondents who give 2 or more correct responses to how people can protect themselves against the AIDS virus, by gender	KAP survey results	1993	% giving 2 or more correct responses:	<u>M</u> <u>F</u> 85 85	<u>M</u> <u>F</u> 85 85	<u>M</u> <u>F</u> 85 77	<u>M</u> <u>F</u> 87 80	<u>M</u> <u>F</u> 90 82	<u>M</u> <u>F</u> 93 85	
3. Attitudes regarding condoms, AIDS and other STDs: mean values for attitudinal indices (most positive response = 4), by gender	KAP survey results	1993	mean values for -condom use: -concern about getting AIDS:	<u>M</u> <u>F</u> 3.0 3.1 2.8 2.8	<u>M</u> <u>F</u> 3.0 3.1 2.8 2.8	<u>M</u> <u>F</u> 3.1 3.0 3.0 3.0	<u>M</u> <u>F</u> 3.2 3.1 3.1 3.1	<u>M</u> <u>F</u> 3.3 3.2 3.3 3.5	<u>M</u> <u>F</u> 3.4 3.3 3.4 3.5	

BEST AVAILABLE COPY

642

**SECTION IV.
Progress in Priority Areas**

Target of Opportunity 1: Demonstrate the Socioeconomic Sustainability of Community-Based Natural Resources Management

The Natural Resources Management Project (NRMP) aims to improve the social and economic well-being of residents of targeted rural communities by implementing sustainable community-based wildlife and other natural resource conservation and utilization programs. It therefore contributes to the goal of encouraging broad-based economic growth by improving the economic opportunities of poorer segments of society, while protecting the environment by encouraging *sustainable* use of natural resources.

In May 1993, NRMP underwent a midterm evaluation which resulted in recommendations that have direct implications for monitoring, evaluation and impact reporting. The evaluation team confirmed that several of the key assumptions which guided the original project design were faulty. The first key assumption was that proven methods of community-based natural resources utilization had been developed and tested, and that they were ready for widespread demonstration with support from project funds. The second key assumption underlying the strategy was that the numbers of wild animals were adequate to permit community utilization through animal harvesting on a sustainable basis. The third assumption was that there was a network of international and indigenous NGOs that could catalyze the process of community mobilization as a prerequisite to successful community-based wildlife management initiatives. In fact, there are few examples, if any, of successful community-based natural resource utilization in the Southern African Development Community region that can be readily demonstrated and replicated in Botswana. Perceptions of wildlife numbers and what constitutes a sustainable offtake vary, but evidence suggests that original assumptions were overly optimistic. Finally, the pool of NGOs with the requisite experience in both conservation and community mobilization is extremely limited.

The evaluation team concluded, however, that, despite the design flaws, NRMP has adapted itself to the ecological, social, and political forces at work in Botswana to lay the foundation upon which sustainable community-based natural resource utilization can now be built. A major recommendation of the team was that NRMP and the Department of Wildlife and National Parks (DWNP) "should be measured not just by concrete outputs in discrete villages, but by their learning from successes and failures, by their refining systems and testing new approaches, and ultimately by their ability at the end of the project to put in place conditions that will lead to widespread community utilization even if a relatively small number of communities are actually helped during the project's life".

The NRMP Rural Sociologist, who arrived only one month ago, is reviewing the Natural Resources Impact Framework constructed by ARTS/FARA and Mission staff and has proposed a detailed community-based participatory monitoring and evaluation system which addresses many of the issues raised in the midterm evaluation. The proposed system, when complemented

by Participatory Rural Appraisals (PRA) of target communities, will provide impact data and contribute to the strengthening of community capabilities to identify and implement natural resource utilization projects.

One indicator of the socioeconomic sustainability of community-based natural resources management is the *increased number of communities, outside of NRMP areas, in which community-based natural resources management has been initiated.* In 1993, the Nata Sanctuary was established by a community of four villages as a wildlife conservation area and as a means for educating the citizens of Botswana about the importance of environmental conservation. In addition to employing four citizens full-time, the sanctuary offers villagers the opportunity to obtain income from selling baskets and firewood. Surplus revenue from the sanctuary will be used for capital development within the villages. While NRMP provided technical support for the Sanctuary through the Kalahari Conservation Society, the initiative for the project came from the communities.

Output 1.A: Select and establish viable community-based natural resources management demonstration projects

Community-based natural resources management demonstration projects have recently been selected and established in two areas: in Chobe Enclave I by the Chobe Enclave Conservation Trust, and in Ghanzi District by the Kuru Development Trust.

NRMP efforts to develop and strengthen the capacity of the Chobe Enclave Conservation Trust to manage community development efforts and to solicit community-based project activities resulted in the submission of two project proposals from the Chobe Enclave communities. The first proposal was to pool the hunting quotas of the five communities and sell them to a hunting safari operator. The potential benefits to the Enclave communities from such an arrangement are estimated to be \$38,000 during the first year, significant gains to a population numbering about 8,000 and having average annual household incomes of about \$800. In addition, approximately 20 laborers from the community would be required to set up camp, and another 12 laborers would be maintained as staff during the hunting season. One community escort guide would be employed for each hunting client. A second proposal for a forestry project in the Chobe Enclave is still being evaluated by the Forestry Division in the Ministry of Agriculture.

The Kuru Development Trust project will enable the local communities to break into the highly lucrative international market for carmine dye. The project will provide technical support in the establishment of plantations, production and marketing of the dye. It is expected to increase the income and self-sufficiency of 230 families in 9 settlements on 3,000 ha. of land. During the first year, 28 extended family units have been targeted by the Kuru Development Trust for development, and in the second year another 24 extended family units have been targeted. Each extended family unit may expect to produce over 670 kg., worth approximately \$16,000 each year once full production has been achieved. The grantee will be required to submit periodic

financial and program performance reports which will enable USAID/Botswana to measure project impact over the three years of the grant's life.

The impact on households of activities funded through the NRMP during the lifespan of the project will be monitored. A baseline study has been conducted in the Chobe Enclave to provide the initial data set for that area and to serve as a model for other areas, and CSO has agreed to provide 1991 Census information to supplement the baseline data already collected for the Chobe Enclave villages. Towards the end of the project, at least two socioeconomic studies will be carried out to compare baseline and follow-up data from the selected demonstration sites to measure the impact of the wildlife and veld product utilization programs on residents.

Output 1.B: Conditions necessary for replicable demonstration projects in community-based natural resources management

The NRMP has supported the GOB's significant efforts with respect to the creation of an enabling policy environment. USAID/Gaborone initiated technical assistance to the GOB natural resources management policy arena prior to 1989 which helped to lay some of the groundwork for the NRMP activities. In 1986, two policies (Wildlife Conservation and Tourism) laid out the GOB's strategy for decentralization of natural resources management and promoted increased community/private sector involvement. The 1991 National Conservation Strategy is a white paper which lays out the GOB's commitment to a cross-sectoral approach to resource conservation. By 1993, the earlier policies became law under the Tourism Act and the Wildlife Conservation and National Parks Act. These acts detail regulations and assign powers of management and rights to resources for National Parks, Wildlife Management Areas, hunting and tourism.

A training workshop in PRA which combined classroom instruction with an actual village PRA was held in June 1993. The PRA stimulated good participation and constructive planning among the residents of the community in which the workshop was held, in spite of previous problems within the community, and resulted in a preliminary Village Resource Management Plan. A follow-up committee has entered into a working alliance with the community to coordinate the Village Resource Management Plan, and, under the guidance of the newly arrived project Rural Sociologist, DWNP has embarked upon an intensive effort to implement PRA on a wider scale.

The proposed monitoring and evaluation plan includes a Participatory Self-Evaluation component which is designed both to strengthen the PRA process and to assess whether the project is succeeding in putting in place the conditions necessary for community-based natural resources management. Focus Group discussions involving community members will also help to identify key processes which affect community adoption of natural resources management concepts and practices. Finally, Rapid Appraisal Surveys will include sections which will measure attitudes towards natural resources management and the role and effectiveness of DWNP.

645

An indicator of impact at the level of Output 1.B is that the President of Botswana, in a recent speech to Parliament, cited NRMP, and the Chobe Enclave project in particular, as an example of successful implementation of community-based natural resources management.

In the area of environmental education, the formal sector needs assessment has been completed. One early indicator of the impact of this effort is that the University of Botswana has announced that it will use the needs assessment as the foundation for developing an Environmental Education course at the university.

NRMP Performance Reporting Form: Baseline, Expected and Actual Results

Performance Indicators	Data Sources	Baseline Data					
				FY 1993	FY 1994	FY 1995	FY 1996
		Year	Value	Actual	Expected	Expected	Expected
Target of Opportunity 1: Demonstrate the socioeconomic sustainability of community-based natural resources management							
1. Increased number of communities, outside of NRMP areas, in which community-based natural resources management has been initiated	Contractor reports, DWNP records, field visits, aerial photos	1991	0	4 villages: establishment of game preserve - Nata Sanctuary			
2. Increased number of hectares, outside of NRMP areas, in which community-based natural resources management has been initiated		1991	0	7,000 hectares			
Output 1.A: Select and establish viable community-based natural resources management demonstration projects							
1. Increased number of financially viable, community-based natural resources management demonstration projects, in NRMP areas, which provide income for participants	Contractor reports, demonstration project spreadsheets, survey data on household income and expenditures, aerial photos	1991	0	2: Chobe Enclave I (wildlife), Kuru Development Trust (veld)	3 - Chobe II (veld), Thusano (veld), Xaixai (wildlife)	4 - veld (2), wildlife (2)	
2. Increased number of hectares in NRMP areas devoted to community-based natural resources management demonstration projects		1991	0	4,000 hectares (Chobe), 600 hectares (Kuru)			
Output 2.B: Conditions necessary for replicable demonstration projects in community-based natural resources management							
1. Increased GOB financial resources allocated to natural resources management	GOB reports	1992	baseline figures will be provided by DWNP	consistent annual increases through LOP (report still to be provided)			
2. Increased GOB staff resources allocated to natural resources management		1992		increase of 4 person-years			
3. Increased GOB financial resources allocated to environmental education		1992		increase of \$14,000			
4. Increased GOB staff resources allocated to environmental education		1992		increase of 325 person-days			

5

646

Target of Opportunity 2: Enhance enabling environment for increased private investment and enterprise growth in non-mineral sectors of the economy

The Botswana Private Enterprise Development (BPED) Project encourages broad-based economic growth through efforts aimed at increasing domestic and foreign private investment in non-mineral sectors of the economy; broadening economic opportunities for citizen entrepreneurs; and increasing the effectiveness of policy dialogue between the private and public sectors to improve the enabling environment affecting private sector expansion. The project builds on the Botswana Workforce and Skills Training Projects (BWAST I, 1982-89 and BWAST II, 1987-1992) which aimed, in part, to expand employment opportunities for Botswana in non-mining and off-farm sectors.

While BPED expects to contribute to an improved *overall* business and investment climate from which all potential foreign and domestic investors will benefit, project monitoring and impact reporting will focus only on investment and employment impacts that can be *directly* attributed to BPED activities. To this end, a computerized system for monitoring the impact of business training and advisory services has been developed for the Botswana Confederation of Commerce, Industry, and Manpower (BOCCIM), and a database management system has been established to track investment and employment creation activities in the Ministry of Commerce and Industry (MCI). Staff in both institutions were trained in using dBASE IV during October 1993, and specialized training and technical assistance is currently being provided to fully implement the BPED data collection and monitoring systems. Data for the period 1991-1994 will be captured over the next few months to enable full purpose- and output-level impact reporting in October 1994.

The data collection and monitoring systems are intended not only to provide data for monitoring the impact of the BPED project, but also to enhance the internal program management and decision-making capabilities of MCI and BOCCIM. For example, data currently being entered into the new system at MCI will support a major industrial policy evaluation scheduled for early next year. The institutionalization of these systems at MCI and BOCCIM will itself be a measure of impact of the BPED project.

Between 1989 and 1992, USAID-supported activities at BOCCIM under BWAST II created or saved 4,510 jobs through 1,347 outreach interventions to businesses. Grants and loans approved for these businesses totalled \$1.8 million, and total investment in creating these jobs was about \$2.4 million, or about \$530 per job.

USAID-supported activities at the Botswana Development Corporation (BDC) over the same period created or saved about 14,000 jobs with a total investment of \$268 million, or about \$19,200 per job. The principal contribution to both investment and employment growth at BDC was through the programs of the Property Development Division, which was managed by a BWAST-funded Operational Expert (OPEXer). Between 1989 and 1992, this division managed projects which created 596 new hotel rooms, 19,000 square meters of shopping center space,

648

1,250 hectares of serviced plots, 133,500 square meters of factor space, three new office buildings, a new private hospital, and residential housing for BDC staff.

The Industrial Division of BDC, supported by a BWAST OPEXer, developed or saved ten projects over the last few years which have added or saved 1,656 new jobs, with a total investment in excess of \$24 million. BDC anticipates that these projects will continue to expand over the next few years as factory shells are leased and developed and as individual projects expand. Ongoing employment and investment impacts will be captured through the BPED data collection and monitoring systems.

Output 2.A: Increased effectiveness of policy dialogue between public and private sectors in support of private sector-led growth

The first indicator for measuring the increased effectiveness of policy dialogue between the public and private sectors to improve the enabling environment affecting private sector expansion is *qualitative assessment of the nature and significance of policy recommendations and reforms*. Unless the GOB indicates that a particular measure that it is taking is a direct consequence of a recommendation made by the private sector, one cannot easily quantify the impact of private sector policy initiatives. However, one can assess in a qualitative way whether effective dialogue is taking place and whether it is having an impact on decision makers.

The BWAST project contributed to improving the overall policy environment to encourage private sector development in Botswana through technical support to the Ministry of Finance and Development Planning (MFDP) and other government ministries. For example, a BWAST OPEXer played a major role in the development, coordination and promotion of the Revised Incomes Policy, which the Vice President and Minister of Finance and Development Planning referred to as "an essential component of the set of GOB policies which include monetary and fiscal policy, financial sector policy and an improved industrial development strategy, intended to promote private sector development". The policy revision was approved by the National Assembly in 1990, and many of the policy changes not requiring legislation have been implemented.

Another BWAST OPEXer reactivated and strengthened the Regulations Review Committee, charged with monitoring change in legislation and regulations to ensure that they conform to established policy. Significant progress on key issues concerning work and residence permits and industrial and trade licensing was made, and the relevant acts and regulations are being revised. A third OPEXer influenced the direction and priorities of national development by preparing key sections of national development plans, budgetary guidelines and development strategies which impact on private sector development.

The BWAST project also contributed to early private-public sector dialogue in the policy arena by providing financial and technical support to the Second Private Sector Conference in Francistown in 1991. The conference was attended by senior GOB officials and private sector leaders, who were able to exchange views on a variety of issues related to private sector

development. The government is currently reviewing the conference proceedings, which were prepared and distributed by BOCCIM, and a third such conference is scheduled for 1994.

As a result of previous efforts under BFAST, as well as by the current BPED Policy Advisor at BOCCIM, it is clear that the government now attaches greater weight to BOCCIM policy statements, position papers, reports and studies than has been the case in the past. There is far less criticism now of BOCCIM's advocacy role for the private sector and much more respect for the organization as a whole. For example, BOCCIM's Executive Council presented private sector recommendations emanating from a Workshop on Inflation and Recession held in October 1992 to the Acting Permanent Secretary of MFDP, who responded specifically to each recommendation and shared his response with the Permanent Secretary in MCI. At about the same time, MFDP invited BOCCIM to participate in the mid-term review of the National Development Plan.

BOCCIM, through the BPED project, conducted a one-day seminar on the Competitive Advantage of Nations to address the question of whether Botswana could truly be competitive in the manufacturing sector given the serious constraints confronting local manufacturers. It is a measure of the impact of the project and BOCCIM's earlier work that the seminar was attended by senior leaders from the GOB, the private sector, and parastatal organizations. Furthermore, the President of Botswana learned of the seminar and requested a private viewing of the Competitive Advantage video tape.

The BPED project has also made an important contribution to the question of foreign exchange control liberalization, and a team of consultants is currently completing a study of the relevant issues in the context of Botswana's efforts to diversify the economy. The initial draft of the study indicates that the consultants favor a staged but accelerated approach to liberalization. The Acting Permanent Secretary in MFDP stated in an article in the local press that the GOB looks forward to the BOCCIM report on foreign control liberalization, another indication of the GOB's increased respect for policy dialogue with the private sector.

The second indicator of increased effectiveness of policy dialogue between the public and private sectors is *policy-specific impact analyses to measure effects on output, exports, employment created/saved, and investment, by citizenship and gender*. The first major policy study funded by BPED, completed in early 1993, addressed critical issues facing the construction sector, which is one of Botswana's key industries, the second largest formal sector employer, and a major contributor to Gross Domestic Product. It is also a sector in which citizen entrepreneurs play a key role. Because nearly 90 percent of the construction contracts are awarded by the GOB, it presented a particularly relevant and

controversial public sector/private sector policy issue. The study confirmed that government tenderers specified foreign brand name construction materials, resulting in foreign contractors receiving a disproportionate amount of governmental contracts. It is estimated that this practice

resulted in Botswana losing \$225-\$285 million in potential Gross Domestic Product. The study made seven key recommendations aimed at enhancing the competitiveness of local material producers and construction contractors.

The study is receiving serious attention from the GOB and has resulted in specific improvements in opportunities for local tenderers. In particular, the GOB no longer specifies name brands in its tendering documents, a practice which used to favor South African over Botswana suppliers. For example, Lobatse Clay Works, a local manufacturer of bricks, shut down operations for three months in 1992 for lack of tenders, and nearly shut down for good, which would have put 120 employees out of work. When the GOB agreed to include only materials specifications in its tender documents, rather than naming brands, Lobatse Clay Works was able to bid competitively. Currently the enterprise employs 246 people who are pressed into 24-hour daily shifts to handle a 6-month backlog of orders. In early 1994 a quantitative impact analysis of the construction sector study will be carried out to generate more detailed indicator data in support of Output 2.A.

The BPED Policy Advisor at MCI prepared a major position paper which analyzed the impact of proposed protective tariffs on the competitiveness of Botswana's automotive industry in SACU countries. The process resulted in an official Botswana delegation going to South Africa for talks with South African trade officials, and the issues will likely be subsumed under the renegotiation of SACU. BPED policy advisors have been involved in a number of other policy initiatives and will be tracking and reporting on their impacts to provide more detailed policy-specific indicator data in 1994.

Output 2.B: Strengthened human capital resources to support private sector development

BPED advisors responsible for entrepreneurial/management skills development have joined the project only recently. As a result, the project's ability to report significant purpose- and output-level impacts is limited at this time. However, quantitative indicators of BPED-specific impacts on employment, enterprise creation, and investment will be available in 1994 from the BPED data collection and monitoring system.

A major focus of BWAST was to provide training for Botswana in skills which foster employment generation. A total of 179 individuals were trained outside Botswana under BWAST II, and another 2,937 persons received in-country training. Nearly half of the international training participants and two-thirds of the in-country training participants were from the private sector. Approximately 30% of the international training participants were women.

A follow-on questionnaire mailed to participants who completed long-term training under BWAST II indicated that 46% of them had received a promotion and 29% had localized a position upon returning from training. As a result of their training under BWAST, a significant number of individuals were involved in activities related to sustaining economic growth in Botswana: 27 were providing training to others, 21 were assisting new entrepreneurs in starting

businesses, 19 were providing management assistance to businesses, 15 were providing marketing assistance, and 14 were drafting new policy and/or regulations.

A Training Quality Survey was conducted to obtain the views of employers as to the value of training courses held in Botswana and sponsored in whole or in part by BOCCIM (using BWAST II and other donor funds). Generally, employers felt that training objectives had been met by the training.

BWAST also contributed to significantly to the development of a Management of Training system under the leadership of the Department of Public Service Management. All members of the Department of Public Service Management training department, and all but two of the GOB Training Officers, are Batswana, most of whom received specialized training under BWAST. Under BWAST II, monthly Training Officers' meetings chaired by the Department of Public Service Management were broadened to include representatives from BOCCIM and other private sector institutions, thus improving communication between the public and private sectors with respect to training issues. With BWAST OPEXer assistance, BOCCIM has become an effective coordinating body for managing training within the private sector, and the BOCCIM Training Officer, after returning from long-term training in the U.S. under BWAST, has assumed full responsibility for the BOCCIM Training Department. A BPED Training Advisor has recently begun efforts to further enhance BOCCIM's effectiveness in the training sphere.

A BWAST OPEXer was instrumental in creating the capacity within BOCCIM to provide management and entrepreneurial assistance to private sector businesses. During the past few months, a BPED Management Assistance Advisor arrived to guide BOCCIM in the further development of its management assistance programs. Preliminary data for 1993 indicate that these efforts have so far resulted in 9 new citizen-owned business startups. New investment in new businesses totals \$73,000 to date, while increased investment among firms receiving assistance totals \$196,000. New citizen employment in new businesses amounts to 32, and increased employment among firms receiving assistance amounts to 55. A total of 29 firms receiving assistance have demonstrated improved performance or profitability.

Output 2.C: Strengthened local capacity to promote domestic and foreign investment in the private sector

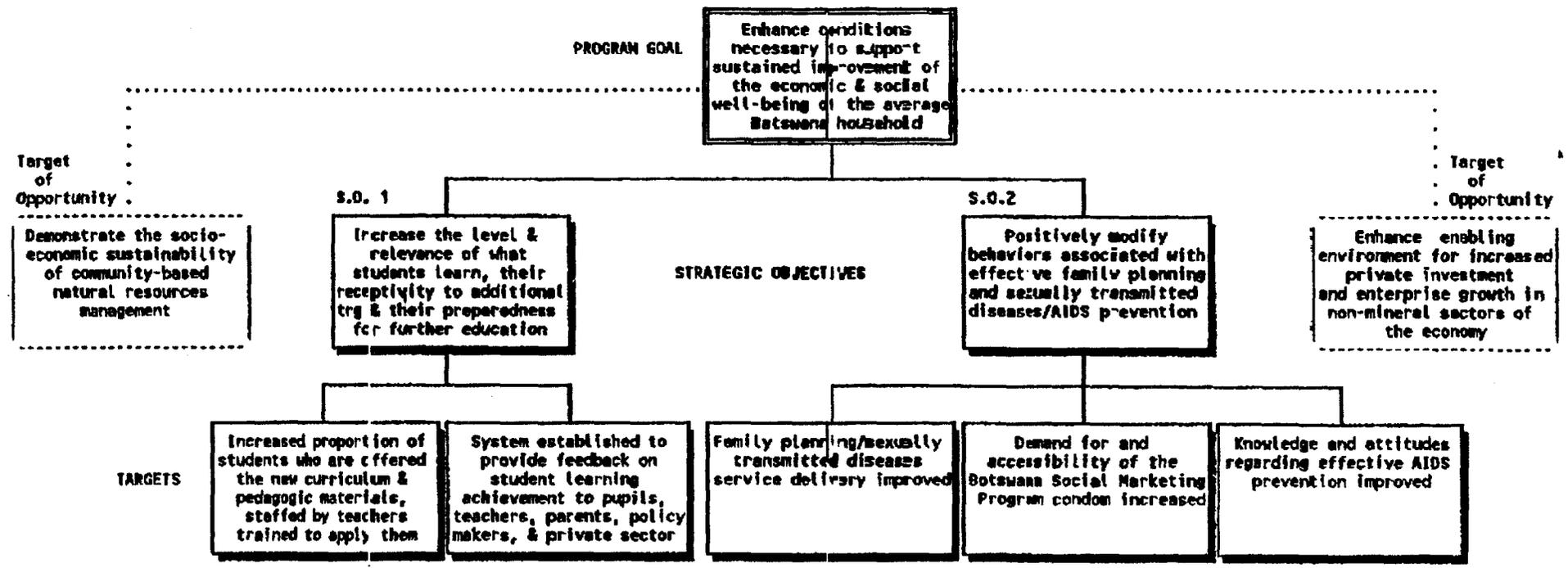
BPED advisors responsible for investment promotion activities in BDC have also only recently joined the project. Preliminary impact data for 1993 indicate that 12 companies with which the Management Assistance Advisor to BDC is directly involved have demonstrated increased employment, profitability, or profits. Three companies have been privatized, and an additional four companies are under study or negotiation for privatization. In response to recessionary pressures, six BDC portfolio companies have been reorganized or refinanced, requiring estimated new investment of \$12 million and saving approximately 350 jobs.

652

BPED Performance Reporting Form: Baseline, Expected and Actual Results

Performance Indicators	Data Sources	Baseline Data		Expected and Actual Results			
		Year	Value	FY 1993	FY 1994	FY 1995	FY 1996
				Estimated	Expected	Expected	Expected
Target of Opportunity 2: Enhance enabling environment for increased private investment and enterprise growth in non-mineral sectors of the economy							
1. Increased private investment in non-mineral sectors of the economy attributable to BPED activities (including both new and expanded investment)	computerized BPED data collection and monitoring systems developed for BOCCIM and MCI; BDC spreadsheets maintained by BPED personnel	1991	see narrative	\$1.5 m	\$1.5 m	\$1.5 m	\$1.5 m
2. Increased private sector employment in non-mineral sectors attributable to BPED, by citizenship and gender (employment targets are based on company forecasts and will include jobs saved)		1991		+800	+800	+800	+800
Output 2.A: Increased effectiveness of policy dialogue between public and private sectors in support of private sector-led growth							
1. Qualitative assessment of the nature and significance of policy recommendations and reforms	policy/position papers generated; GOB responses policy-specific impact data collected by BPED personnel	1991	see narrative				
2. Policy-specific impact analyses to measure effects on output, exports, employment created/saved, investment, by citizenship and gender		1991	see narrative; quantitative impact analysis of construction sector policy study will be conducted in early 1994	200 jobs \$400,000	200 jobs \$400,000	200 jobs \$400,000	
Output 2.B: Strengthened human capital resources to support private sector development							
1. New citizen-owned business startups	computerized BPED data collection and monitoring systems; BDC spreadsheets	1991	Baseline and indicator data for 1991-1993 will be available from the data collection and monitoring system which has been developed for BOCCIM: data will be entered into the system and analyzed in early 1994	10	10	10	
2. New investment in new businesses and increased employment among firms receiving assistance		1991		\$100,000	\$100,000	\$100,000	
3. New citizen employment in new businesses and increased employment among firms receiving assistance		1991		150	150	150	
4. Improved performance of firms receiving assistance: number of firms demonstrating improved performance, profitability, output, revenue growth		1991		10	10	10	
Output 2.C: Strengthened local capacity to promote domestic and foreign investment in the private sector							
1. New enterprises/joint ventures formed with BPED-related assistance	computerized BPED data collection and monitoring systems; BDC spreadsheets	1991	to be derived from BPED data collection systems	12	4	4	4
2. New private investment attributable to BPED promotion activities		1991		\$200,000	\$200,000	\$200,000	\$200,000
3. New citizen employment in ventures successfully promoted with BPED assistance		1991		250	250	250	250

USAID/BOTSWANA PROGRAM STRUCTURE
Objective Tree



BEST AVAILABLE COPY

658

2/2