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UNCLASSIFIED

TO: DIRECTOR OF U.S. FOREIGN ASSISTANCE HENRIETTA FORE

FROM: AMBASSADOR KATHERINE H. CANAVAN

SUBJECT: Fiscal Year 2007 Performance Report for Botswana

When the U.S. Mission to Botswana prepared its inaugural Operational Plan (OP) submission this past January, I endorsed the proposed \$690,000 FY 2007 Foreign Assistance budget allocation for Botswana in order to advance the transformational diplomacy goal in the Peace and Security program area. Botswana has one of Africa's most professional and responsible military establishments and offers a model for civilian-military relations for the rest of Africa. Let me now provide my endorsement and candid commentary of our security assistance efforts via IMET, and also touch on our HIV/AIDS programming, as we now submit our FY 2007 Performance Narratives.

The International Military Education and Training (IMET) program has long been and remains the keystone of our political-military relations effort here in Botswana. Currently 11 of the 14 General Officers in the Botswana Defence Force (BDF) are IMET graduates, most of substantive professional military education courses. This exposure to the U.S. military and the United States in general has been invaluable as we deal with difficult bilateral and regional issues such as the HIV/AIDS pandemic, the establishment of the United States Africa Command (AFRICOM), and regional counter terrorism efforts. While IMET graduates are not always strong partisans of the United States, their experience has given them a deeper understanding of the values of the United States as a nation and has facilitated comprehension of our goals, objectives, and cooperation.

I believe that this aspect of the relationship is currently in jeopardy. Our IMET funding has consistently decreased over the last three years from a high of \$922K in FY04 to \$662K in FY07. This 29 percent decrease in funding has combined with increased transportation and course costs resulting in an almost 50 percent reduction in the number of BDF personnel trained through the IMET program. While we have used Foreign Military Funding and the Combating Terrorism Fellowship Program to make up much of this difference, much of this funding is earmarked by the USG for technical training which while important does not provide the same long term result as the professional military education courses. Continuing on our current trajectory over the next five years, we will probably see gradual and significant erosion of the influence the IMET program has provided to this point in Botswana. As the performance narratives chronicle, we need to stabilize and, in fact, increase the amount available for IMET programming.

Botswana has the second highest HIV/AIDS prevalence in the world. Per UNAIDS estimates, 24.1 percent of adults aged 15 to 49 are HIV positive. The number of adults living with AIDS is around 270,000 and there are 14,000 children younger than 15 years infected with HIV, and the HIV infection rate among pregnant women aged 15-49 years was 32.4 percent. Fortunately, the Government of Botswana (GOB) has made impressive strides in combating HIV/AIDS. The President's Emergency Plan for AIDS Relief (PEPFAR) has contributed greatly in our mutual struggle against HIV/AIDS. We recently submitted to the Office of the Global AIDS Coordinator (OGAC) our PEPFAR FY 2008 COP totaling \$93.1 million, a close collaboration of U.S. Mission staff (including our Office of Defense Cooperation colleagues who oversee our IMET program), GOB officials, health care providers, international cooperating partners, and civil society.

We have moved our PEPFAR program in Botswana purposely in directions mandated by Congress and OGAC, notably in the treatment area. This has complemented the GOB's own investment in its national ARV treatment program since its initiation in 2002. Botswana should be the first country in Africa to attain close to 100 percent ARV coverage for those in need. At the same time, we have been expanding the pre-PEPFAR USG program, which focused on prevention. From our perspective in Gaborone, the mix of prevention, care, and treatment programs proposed in our FY 2008 COP is the best way the USG can contribute to the fight against HIV/AIDS in Botswana, while also ensuring our respected standing and basis for our other important transformational diplomacy efforts here as embodied in our MSP.

Botswana 2007 Performance Report

Operating Unit Performance Summary

In FY 2007, the U.S. Mission in Botswana was able to combine funds from the IMET, Counter Terrorism Fellowship Program (CTFP), and previous year FMF funding to accomplish the majority of its objectives. Post was able to exceed its targeted number of host nation military personnel trained by almost 30% and was able to accomplish 95% of recommended training. Botswana did not conduct any joint operations in FY 2007 only because they were not invited by the United States to do so, but demonstrated a continued willingness to provide C-130 airlift support to UN PKO troop rotations or other similar missions. Perhaps the most important result of the USG support to the defense and security sector in Botswana has been Botswana's continuous support for the United States Africa Command and willingness to accept the location of an AFRICOM element in Botswana in the face of intense regional pressure and opposition. It must be noted that many of the resources used to achieve these objectives are not being renewed. The FMF which has funded all C-130 related technical training and a total of approximately 30% of all training conducted in FY 2007 will be completely expended by the middle of FY 2009, fifth quarter reallocations of IMET funding which in FY 2007 funded 12% of the training conducted was cut by 70% in FY 2008, and continued participation in the CTFP is not guaranteed beyond FY 2008. The tools that post has used so successfully to date are being gradually eliminated and we are rapidly approaching a point where technical capability and the influence provided through professional military education cannot be maintained at the current levels. While the effects will not be immediate, over the next five to seven years we will see a significant decrease in our influence in the military and in the effectiveness of important programs like the C-130s as key U.S. trained personnel retire or leave the force and replacement personnel are either not trained, or receive training in India or China.

Program Area Performance \ 1 Peace & Security \ 1.3 Stabilization Operations and Security Sector Reform

In FY 2007, over 60 Botswana Defence Force (BDF) personnel received training in the United States. Fourteen students attended Professional Military Education Courses including one student at the Air War College, one student at the Air Command and Staff College, one student at the Army Intermediate Leader course, and one student at the Army Sergeant Major's Academy. Thirty-four students received technical training primarily in the aeronautics and medical fields. Twenty-one of these courses were funded using previous year FMF. This FMF funding currently provides 100% of C-130 related training. At the current rate of expenditure, these funds will be consumed within the next two years. With no additional FMF funding or IMET on the horizon, the BDF C-130 program is at risk. Twelve students attended E-IMET courses primarily in HIV/AIDS and Resource Management related courses. Seven of these courses were funded with fifth quarter money from FY 2006. While the program was able to meet targets for the number of BDF personnel trained, several key courses were not funded, most notably Jump Master Training for the Commando Squadron and Ceremonial Guard. With no growth in the IMET budget and increasing demands for training, we are having to make difficult choices between the professional military education courses that expose officers to U.S. ideals and methods of operation, and the technical training necessary to maintain key BDF capabilities. Continued funding at FY 2007/2008 levels will result in a gradual erosion of the number of IMET graduates in key positions, and of the BDF's ability to provide airlift for peacekeeping, and to train and maintain counter terrorism forces. Efforts to improve the quality and professionalism of the BDF Non-

Commissioned Officers will further exacerbate this problem.

Program Element Performance \ 1 Peace & Security \ 1.3 Stabilization Operations and Security Sector Reform \ 1.3.6 Defense, Military, and Border Restructuring, Reform and Operations

Post was able to achieve its training goals in this program element only through the combined use of resources from the IMET, Counter Terrorism Fellowship Program (CTFP), and past year FMF. IMET funded only 32 of the 60 BDF personnel trained in FY 2007. A notable shortcoming in FY 2007 was the failure of the United States to invite Botswana to participate in a joint operation. That the BDF was willing to provide airlift or other support for Peacekeeping or similar missions during this time frame was demonstrated when they agreed to provide C-130 support to the October 2007 rotation of Rwandan forces into Darfur (this participation was cancelled by the United States three days before the execution date). Two key Jump Master training courses were canceled due to lack of IMET or national funds causing post to miss its recommended training need goal for FY 2007. We anticipate that the current funding levels will result in a similar shortfall in FY 2008. FY 2008 also shows signs of being a key year for leadership changes in the BDF with a number of General Officers due for retirement. The number of key senior leaders who have attended IMET training will probably remain at or near existing levels through FY 2008, but after this year the pool of senior officers who trained during the large budget years of the 1990s will begin to retire. At current budget levels, to maintain a minimal number of professional military education courses, technical training is being sacrificed. Some of this technical training is currently provided using past year FMF funding, but this funding is not being renewed and will be completely expended within the next two years. Post is also seeing an increase in the number of promising mid-level and senior officers who are being sent to training in China and India, training that was previously largely provided by the United States.

Key Issue Performance \ Counter Terrorism

In the area of Counter Terrorism, efforts in FY 2007 continued to emphasize improving the intelligence capabilities of the Botswana Defence Force. As Botswana continues to move ahead with the development of its national intelligence capabilities, it will likely draw upon the many professionals who have already received important training in this discipline in the United States. Approximately 70% of this training was funded through the DoD Counter Terrorism Fellowship Program. However, Botswana's participation in this program beyond FY 2008 is not guaranteed.

1 Peace & Security - Botswana

1.3 Stabilization Operations and Security Sector Reform\1.3.6 Defense, Military, and Border Restructuring, Reform and Number of Border Security officers trained with USG assistance

| 2006 * | FY 2007 Target | FY 2007 Actual | 2008 Original Target | 2008 Revised Target |
|--------|-------------------|-------------------|----------------------------|---------------------------|
| - | - | - | - | - |

1.3 Stabilization Operations and Security Sector Reform\1.3.6 Defense, Military, and Border Restructuring, Reform and Number of border security upgrades or systems installed with USG assistance

| 2006 * | FY 2007 Target | FY 2007 Actual | 2008 Original Target | 2008 Revised Target |
|--------|-------------------|-------------------|----------------------------|---------------------------|
| - | - | - | - | - |

1.3 Stabilization Operations and Security Sector Reform\1.3.6 Defense, Military, and Border Restructuring, Reform and Number of host country military personnel trained to maintain territorial integrity

| 2006 * | FY 2007 Target | FY 2007 Actual | 2008 Original Target | 2008 Revised Target |
|--------|-------------------|-------------------|----------------------------|---------------------------|
| 41 | 46 | 60 | 50 | 50 |

1.3 Stabilization Operations and Security Sector Reform\1.3.6 Defense, Military, and Border Restructuring, Reform and Number of joint operations conducted with USG assistance

| 2006 * | FY 2007 Target | FY 2007 Actual | 2008 Original Target | 2008 Revised Target |
|--------|-------------------|-------------------|----------------------------|---------------------------|
| 1 | 1 | - | 1 | 1 |

1.3 Stabilization Operations and Security Sector Reform\1.3.6 Defense, Military, and Border Restructuring, Reform and Number of US trained personnel at national leadership levels

| 2006 * | FY 2007 Target | FY 2007 Actual | 2008 Original Target | 2008 Revised Target |
|--------|----------------|----------------|----------------------|---------------------|
| 13 | 14 | 14 | 14 | 14 |

**1.3 Stabilization Operations and Security Sector Reform\1.3.6
Defense, Military, and Border Restructuring, Reform and**

**Percent of US recommended military training need
met during the year**

| 2006 * | FY 2007 Target | FY 2007 Actual | 2008 Original Target | 2008 Revised Target |
|--------|----------------|----------------|----------------------|---------------------|
| 100 | 100 | 90 | 100 | 85 |

1 chars

1.3.6 Defense, Military, and Border Restructuring, Reform and Operations narrative (no more than 1500 characters)