

PS-ABP-933

POLICY/PROGRAM PLAN
FOR
CLOSING USAID/BOTSWANA
AND
TRANSITION
TO REGIONAL PROGRAM MANAGEMENT

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EXECUTIVE SUMMARY

PLAN ASSUMPTIONS

In accordance with statements made by Administrator Atwood in meetings with the President and Foreign Minister of Botswana in Washington (see State 374584 and State 08640), and during his recent visit to Botswana, all of USAID/Botswana's projects will be allowed to continue to completion.

A regional center will be fully operational by the end of FY 1995.

USAID/Botswana will have five USDH officers through the end of FY 1994 and three through the end of FY 1995. U.S. and TCN PSC's will not be reduced prematurely but rather as a part of an orderly Operations Plan.

The U.S. Government wants to maintain a development relationship with Botswana even after the Mission closes and bilateral projects are completed.

PROGRAM OVERVIEW AND RELATIONSHIP TO USAID PRIORITIES

The overall goal of the USAID program in Botswana is to enhance conditions necessary to support sustained improvement of the economic and social well-being of the average Botswana household.

This program goal statement is a more targeted and country-specific formulation of the Agency goal of promoting sustainable development. The Mission's portfolio falls well within the four priority areas on which USAID will concentrate its efforts:

The Botswana Private Enterprise Development Project (BPED) encourages broad-based economic growth through increased employment and investment, both local and foreign. It will also strengthen the environment in which the private sector functions and intra-regional trade can be enhanced.

The Basic Education Consolidation Project (BEC) will contribute to sustained economic growth by preparing primary and junior secondary school students with competencies that are relevant to a modernizing Botswana.

The Botswana Population Sector Assistance (BOTSPA) Project will support economic growth and the Agency's focus on health and population by laying the foundation for smaller, healthier families. The project will create the 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.

The Botswana component of the Southern Africa Regional Program (SARP)-funded Natural Resources Management Project (NRMP) directly supports the Agency's objectives of protecting the environment and

sustained growth by demonstrating the socio-economic feasibility of empowering marginal, rural communities to effectively manage and utilize natural resources.

CURRENT STATUS OF PROJECTS WHICH CONTINUING BEYOND MISSION CLOSURE

BOTSPA was redesigned and reauthorized in 1992. It has a PACD of September 31, 1996. In March, 1994, a Gray Amendment firm, Cambridge Consulting Corp, will begin implementing the family planning/STD training component of the project. Population Services International (PSI) began implementing the Botswana Social Marketing Program in November 1992 and had sold 1 million condoms by January 31, 1994. The Mission is searching for a U.S. organization to implement the AIDS Education component. Discussions with CDC/Atlanta are underway.

BPED has a PACD of March 31, 1997. A six person team of resident advisors plus one part-time advisor, provided by Deloitte and Touche, which has been in place for about two years, is implementing the project. A mid-term evaluation will be carried out within the next month.

BEC has a PACD of March 31, 1997. A six person team of advisors provided by the Academy for Education Development (AED), has been in place for about one year. A major needs assessment was completed in September and implementation is proceeding in accordance with detailed work plans based on the assessment.

NRMP, with a PACD of August 31, 1996, is being implemented by advisors provide by Chemonics. Implementation of a major new component dealing with training and personnel management was added last year. A mid-term evaluation found that the project was progressing well but recommended adding activities and extending the duration of others in order to assure that project goals are achieved. An additional \$5.5 million and a one year extension of the PACD have been requested.

SACCAR is receiving a grant which will terminate on April 1, 1997. In addition to grant funding for SACCAR regional agricultural research coordination activities, the services of an Impact Evaluation Advisor has been provided.

PROJECT MANAGEMENT/IMPLEMENTATION ARRANGEMENTS AFTER MISSION CLOSURE

Technical oversight of continuing bilateral activities will be provided by regional officers in the proposed regional center.

A PSC USAID Coordinator will be placed in the Embassy to coordinate USAID activities, provide general program and management guidance to PSC Project Managers and serve as the contact point for both USAID/W and the regional center. The Coordinator will have a counterpart in the Ministry of Finance and Development Planning. With the exception of the SACCAR Project, continuing projects will be managed on a day-to-day basis by a U.S. PSC Project Manager.

The following changes will be made in the implementation arrangements for the five projects:

BOTSPA - The technical assistance contract with Cambridge Consulting Corp. will be converted from "level of effort" to "performance based".

BPED - Subject to the findings of the mid-term evaluation, the technical assistance team will be terminated in November 1995 and greater responsibilities for project implementation passed to the project's implementing entities.

BEC - The contract with AED will be converted from "level of effort" to "performance based".

NRMP - Steps will be taken to transfer responsibility for implementing aspects of the project from the Mission to a U.S. NGO or the institutional contractor.

SACCAR - The Impact Evaluation Advisor will be transferred from the non-personal services contract with the Mission to direct employment by SACCAR.

THE USAID-BOTSWANA RELATIONSHIP AFTER CLOSURE OF THE MISSION AND PROGRAM

Botswana will participate fully in the ISA and other regional activities. Botswana will also be able to participate in mutually beneficial centrally-funded activities.

I. INTRODUCTION

In accordance with the USAID/General Notice dated January 21, 1994 issued by the Assistant Administrator for Management, transmitted herewith is the Policy/Program Plan for closing USAID/Botswana by September 1995. Its primary purpose is to set forth a plan for completing the Mission's portfolio of projects in an orderly manner while proceeding with the close-out of the Mission in accordance with instructions. A complete and detailed Operations Plan will be prepared and submitted to USAID/W after approval of the Policy/Program Plan.

We have made the following assumptions in order to be able to prepare a meaningful plan in a timely manner:

1. In accordance with statements made by Administrator Atwood in meetings with the President and Foreign Minister of Botswana in Washington (see State 374584 and State 08640), and during his recent visit to Botswana, all of USAID/Botswana's projects will be allowed to continue to completion. We have interpreted "completion" to mean the achievement of project purposes. This does not necessarily mean the implementation of each project exactly as described in input/output terms in the Project Paper or Project Agreement. This definition does, however, imply that sufficient funding will be allocated and adequate time allowed to implement all elements of the project which are necessary to the achievement of project purposes. We also understand that the projects must be demonstrably implementable, in the absence of a resident mission and under the supervision of a regional office. The FY 1994 and FY 1995 budget levels shown in the FY 1995 Annual Budget Submission are not consistent with the statements made by the Administrator as they will not permit completion of projects as defined above. (This was discussed with the Administrator and AA/AFR during their visit to Botswana.) We assume adjustments will be made. If these levels are not adjusted, we will be forced to terminate projects abruptly just as they are about to peak.

2. A regional center will be fully operational by the end of FY 1995. This center will be adequately staffed to permit it to assume responsibility for supervising the implementation of USAID/Botswana projects which are not completed by the end of FY 1995. The location of the regional center is irrelevant to the management of USAID/Botswana's bilateral portfolio. Whether the regional center is in Botswana or elsewhere, regional officers will not be able to devote a majority of their time to Botswana activities. Therefore, continuing activities must be modified as necessary to assure that the least possible direct involvement is required of regional managers.

3. USAID/Botswana will have five USDH officers through the end of FY 1994 and three through the end of FY 1995. U.S. and TCN PSC's will not be reduced prematurely but rather as a part of an orderly Operations Plan. Premature reductions in USDH and PSC staffing will make it difficult if not impossible to implement an orderly closure

of the Mission and transition to regional management of the bilateral program.

4. The U.S. Government wants to maintain a development relationship with Botswana even after the Mission closes and bilateral projects are completed. This new relationship will revolve around Botswana's participation in the Initiative for Southern Africa (ISA) and centrally-funded activities. The new relationship will be developed during the next several years while there is still a bilateral Mission and a bilateral program. It will be beneficial to Botswana by providing access to technical expertise and training in a manner appropriate to a "graduate" country, and participation in regional activities. It will be beneficial to the U.S. because Botswana's leadership in the region will help to achieve shared objectives. The development of the new relationship will also provide the U.S. with a laboratory for experimenting with modalities which could be applied to other countries where there is no mission and/or no bilateral program.

II. PROGRAM OVERVIEW AND RELATIONSHIP TO USAID PRIORITIES

A. Program Goal and Strategic Objectives

The overall goal of the USAID program in Botswana is:

To enhance conditions necessary to support sustained improvement of the economic and social well-being of the average Botswana household.

This program goal statement is a more targeted and country-specific formulation of the Agency goal of promoting sustainable development. Two key conditions must exist in order to achieve this goal. The economy must be diversified and increasing numbers of Botswana must become adequately prepared to participate in a modern economy. USAID has defined its efforts to assist Botswana to create these conditions in the form of the following two strategic objectives (SOs) and two targets of opportunity (TOs):

- SO 1 - Increase the level and relevance of what students learn, their receptivity to additional training, and their preparedness for further education.
- SO 2 - Positively modify behaviors associated with effective family planning and sexually transmitted disease/AIDS prevention.
- TO 1 - Demonstrate the socioeconomic sustainability of community-based natural resources management.
- TO 2 - Enhance enabling environment for increased private investment and enterprise growth in non-mineral sectors of the economy.

Both SOs and TOs contribute directly to the attainment of the program goal and the Mission's monitoring and evaluation system is constructed to capture the impact of Mission activities on them and their impact on the program goal. As demonstrated below, the Mission's portfolio falls well within the four priority areas on which USAID will concentrate its efforts: 1) encouraging broad-based economic growth; 2) stabilizing world population growth and protecting human health; 3) protecting the environment; and 4) building democracy and civic societies.

B. Relationship of Program to USAID Priorities

1. Economic Growth

The Botswana Private Enterprise Development Project (BPED) encourages broad-based economic growth generally and increased employment and diversification specifically, 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 for private sector expansion. The project includes a substantial human resources development component which will not only train Botswana in business skills but also strengthen local institutional capacity to provide this type of training after the conclusion of the project. The project will leave in place the institutional capability to conduct continuing effective policy dialogue between government and the private sector.

The Basic Education Consolidation Project (BEC) will strengthen the Ministry of Education's (MOE) curriculum development process by improving its capacity: to design and revise curricula for the first nine years of public education; train teachers to implement new curricula; and measure student progress. New and revised curricula will address such issues as participation in the world of work, gender, environment and health. The project was designed to consolidate the gains of USAID/Botswana's decade-long involvement in the education sector. The strengthened curriculum development process will result in better prepared primary and junior secondary school 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. Increased competence in these areas will enable school leavers to absorb additional non-formal training and formal education which they will need to participate in Botswana's growing and diversifying economy.

The purpose of the Natural Resources Management Project (NRMP) is to demonstrate the socioeconomic sustainability of community-based natural resource management and utilization, by establishing demonstration projects and the conditions necessary for their replication. The project contributes to sustainable economic growth by empowering communities to develop and implement income-generating projects which utilize wildlife and veld products in a sustainable manner. By spreading the benefits of economic growth to rural communities, the project helps to address the critical problems of income distribution, employment generation and diversification.

The Botswana Population Sector Assistance (BOTSPA) Project will support economic growth by laying the foundation for smaller, healthier families. Reduced family size will lessen the demands placed on Botswana's resource base and social services. It will also have a positive effect on the health status of mothers and children who will in turn be better able to participate in a

modernizing economy. Aside from reducing suffering, AIDS prevention will protect investments in education and training made by both the Government of Botswana (GOB) and the private sector. Reductions in the spread of AIDS will help to limit demands on social services which, if unchecked, will force the GOB to divert resources from growth-oriented investments.

2. Population and Health

Botswana faces both a rapidly growing population (3.5%) and rapidly spreading HIV infection (15% nation-wide). While the population's knowledge of these problems is surprisingly good, this knowledge is not translated into behaviors which reduce the risk of unwanted pregnancies and infection with HIV and other STDs. Strengthened family planning service delivery and STD counseling through the primary health care system, and better targeted and improved health education and communications, can close the gap between knowledge and practice. BOTSPA will: improve the training of primary health care personnel in family planning service delivery and STD/HIV counseling; make high quality, affordable condoms widely available; and strengthen the role of non-governmental organizations in delivering relevant health messages to target groups in a manner which will motivate Botswana to adopt appropriate practices and behaviors. The project will thereby create the 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.

3. Environment

The Botswana component of the Southern Africa Regional Program (SARP)-funded NRMP directly supports the Agency's objective of protecting the environment by demonstrating the socio-economic feasibility of empowering marginal, rural communities to effectively manage and utilize natural resources. Because it is a pilot effort conducted in a regional context, the environment in other countries in the region as well as Botswana's will benefit by having tested, replicable processes and procedures for identifying and implementing community-based, sustainable natural resource utilization projects. These processes will include ways of strengthening the supporting policy and regulatory environment and educating the people of Botswana, through formal and non-formal means, on the benefits of sustainable use of resources. It will also reinforce environmental protection efforts of other countries in the region through the rehabilitation and institutional development of the Botswana Wildlife Training Institute (BWTI), which will be able to provide more effective regional training services.

4. Democracy and Governance

Botswana already is a functioning democracy with a freely elected government, a free and vocal press and an independent judiciary. Its bureaucracy is reasonably effective, especially in comparison with the rest of Africa, and its mode of operation is transparent.

While corruption exists, it is not ignored when discovered, even in high places. However, there is at least one area of civic life where there appears to be a gap which impacts not only on the continuing growth and strengthening of Botswana's democratic institutions, but also sustainable economic growth. There is a dearth of all types of NGOs and the ones which exist are not strong. While we believe Botswana would take advantage of the proposed Regional Democracy Support Fund, and is a recipient of grants from the Embassy under the 116E program, under our current program, this area is addressed through each of its projects to encourage citizen participation and strengthen NGOs. BOTSPA is funding activities which will strengthen and utilize NGOs in the public campaign against AIDS. NRMP is increasing NGO capacity to facilitate local involvement and empowerment of individuals and communities in natural resource management decisions, plans and institutions. BPED is strengthening the capacity of the Botswana Confederation of Commerce, Industry and Manpower (BOCCIM), an NGO, to represent the private sector in policy dialogues with the GOB and to provide needed training and enterprise development services to both members and non-members, including women-owned businesses and small businesses.

III. THE USAID/BOTSWANA PROJECT PORTFOLIO

Set forth below are descriptions of the bilateral and regional projects managed by USAID/Botswana, which will extend beyond the closure of the Mission. The following projects are not discussed as they will continue to be managed by the Mission since they will be completed before the Mission closes:

Botswana Workforce Skills Training Project - PACD - 5/12/94
Private Provision of Social Services Project -PACD - 9/30/94

The Southern Africa Agricultural Research Management Training Project (PACD - 7/31/95) represents a special case. This SARP-funded regional project is implemented by the International Service for National Agriculture Research (ISNAR) under a grant managed by USAID/Botswana. Management responsibility will be turned over to the regional center (or USAID/Zimbabwe if the regional center is not functioning) when the Mission's USDH Agriculture and Natural Resources Development Officer (ANRDO) departs post.

In each of the summaries below we have tried to provide a concise picture of what the project is intended to accomplish, the current status of project implementation, the projected status of implementation at the time the Mission closes, what remains to be accomplished to achieve project purposes after the Mission closes and basic data useful to understanding the proposed plan for managing the projects after the Mission closes.

A. Botswana Population Sector Assistance Project (BOTSPA)

Project Number:	633-0249
Authorized:	07/27/88
Amended Authorization:	09/24/92
Current PACD:	09/30/96
Authorized LOP Amount:	\$5.25 million
Obligated Thru 9/30/93:	\$3.00 million
Expended Thru 9/30/93:	\$1.33 million
Unexpended Balance:	\$1.67 million

Project Purpose: To improve the quality and availability of family planning (FP) and sexually transmitted disease (STD) services, and to expand AIDS prevention measures.

GOB Organizations: Ministry of Health (MOH)
Ministry of Finance and Development Planning (MFDP)
Ministry of Local Government, Lands and Housing (MLGLH)
Central Statistics Office (CSO)

Contractors: Cambridge Consulting Corp.

Cooperating Agencies: Population Services International (PSI)

1. Project Description

BOTSPA was redesigned and reauthorized in September 1992, after a mid-term evaluation. The redesign shifted the project focus from policy formulation, which proved to be unnecessary, to a focus on facilitating the translation of the high level of knowledge and awareness of FP/STD/AIDS possessed by a very large number of Batswana into sustained adoption of appropriate behaviors. The project consists of three components:

a) Strengthening FP/STD Services - The objective of this component is to improve the quality of FP/STP services. This will be done by establishing and institutionalizing an in-service training program for Maternal and Child Health/Family Planning (MCH/FP) service providers and their supervisors in the MOH. Related activities will strengthen information, education and communications (IEC) and management information systems (MIS). Training will integrate STD management and AIDS communication into the services mix.

b) Condom Social Marketing - The Botswana social marketing program (BSMP) will increase the demand for and accessibility of high, quality, affordable condoms through private sector marketing and distribution systems.

c) AIDS Education - The component will strengthen a local non-governmental organization (NGO) to assist local groups to provide AIDS education. The local NGO will be trained and assisted by a U.S. organization to train and help local "client" groups and institutions, both private and governmental, to carry out AIDS peer education.

2. Current Project Management Arrangements

The BOTSPA Project falls under USAID/Botswana's General Development Office which is headed by a USDH General Development Officer. The project is managed by a PSC Health and Population Advisor.

A Reference Group, originally formed to manage redesign of the BOTSPA project, has been formally established as a sub-committee of the Government of Botswana (GOB) Council on Population and Development. Its function in project implementation is to monitor progress toward established targets and to facilitate inter-ministerial coordination of actions in support of project activities. Representation includes each of the implementing agencies as well as USAID.

A hierarchical system of project meetings and reports, ranging from monthly management meetings to semi-annual implementation reviews, allows GOB and USAID Project Manager to: a) review implementation achievements and progress toward established targets; b) identify issues and problems related to project implementation; and c) modify implementation plans to take advantage of new opportunities and to achieve resolution of identified problems. The monitoring system is designed to facilitate open communication between the GOB and the USAID Project Manager and technical advisors to promote

timely identification and resolution of issues encountered in the course of project implementation. Monitoring of project activities is the joint responsibility of the GOB implementing agencies and USAID, and an important input to this process is the progress and technical reports of the executing agencies responsible for the various project activities.

3. Current Status

a) Strengthening FP/STD Services - A contract with Cambridge Consulting Corp. (a Gray Amendment firm) has been negotiated and the resident training advisor will arrive in March 1994.

b) Condom Social Marketing - A cooperative agreement was awarded to Population Services International (PSI), a U.S. PVO. The program began on November 1, 1992 with the arrival of a resident program manager. The product, Lovers Plus Condoms, was launched in June 1993. The condom is widely available through both traditional and non-traditional outlets. Innovative advertising campaigns have made the brand name widely known and the media has given the marketing campaign extensive coverage further increasing the already high profile of the prevention message and the product. The BSMP sold one million condoms between June 1993 when the product was launched and January 31, 1993. The first year target (November 1, 1992 to October 30, 1993) was only 500,000.

c) AIDS Education - USAID is currently exploring the possibility of having several organizations including CDC/Atlanta and the Population Counsel implement this project component. Mobilization will commence as soon as possible after an agreement with a U.S. implementing organization is reached.

4. Accomplishments by Mission Closure

a) Strengthening FP/STD Services - The design of the in-service training program should be completed by September 1994, with curricula designed, materials developed, and training initiated. By September 1995, 300 of the targeted 480 service providers should have been trained. IEC and MIS activities should be complete by March 1995.

b) Condom Social Marketing - The cooperative agreement with PSI expires October 31, 1995, one month after the closure deadline. By that time, the social marketing program will be well established and all goals accomplished. The only remaining issue will be financial sustainability. Because of the GOB's and USAID's concern about sustainability of the BSMP, discussions between the GOB, PSI and USAID have consistently stressed the need for PSI and the GOB to identify alternative funding sources beyond the stated agreement period. Indeed, the BSMP plans to initiate an evaluation at the end of its second year to assess future resource requirements.

c) AIDS Education - By September 1995 the activity should be well underway. However, it is difficult to predict what will have been accomplished and what will remain to be done until a detailed

workplan is developed by the U.S. organization which is finally selected.

5. Key Activities Remaining To Be Completed After Mission Closure

a) Strengthening FP/STD Services - In order to ensure the sustainability of the program, i.e., that the MOH institutionalizes in-service training as designed, project assistance under the FP/STD services component must be maintained through a reasonable trial period (i.e. September 30, 1996). This will permit the MOH to address issues which emerge during initial implementation, and to complete the installation of a systematic monitoring and evaluation systems. The GOB has already agreed to fund from its own sources an increasing proportion of local training costs over the life of the project. Continuation of project assistance through September 30, 1996 will assure that the MOH completes the assimilation of training costs into the MOH budget. Finally, the remaining 180 service providers will be able to complete their training, fulfilling the project's commitment to train a critical mass (480) of service providers, to demonstrate the training program's impact on service quality. This project element was designed to run for a 36 month period. Delays in contracting have shortened the period from anticipated mobilization to the PACD to 30 months. As this project element progresses, a decision will have to be made regarding the need for a six month PACD extension to restore the lost time.

b) Condom Social Marketing - Revenue generated by the sale of condoms is being used to finance social marketing activities. If revenues exceed expectations, it may be possible to extend the cooperative agreement beyond its current terminal date at no additional cost. A decision to extend the agreement will have to be made when the revenue earning potential of the activity is clear.

c) AIDS Education - The original design anticipated up to 18 months of resident technical assistance, with short-term technical assistance inputs continuing until the PACD. Short term technical assistance must continue through the planned period to provide continuing monitoring and support to the lead NGO, and thereby to ensure the sustainability of the activity.

6. Project Management/Implementation After Mission Closure

The role of the Mission's General Development Officer will be filled by a regional officer. Quarterly visits, scheduled to coincide with Reference Group meetings and PIRs should be adequate. The role of the PSC Project Manager will remain unchanged. Program/management assistance will be provided by the USAID Coordinator, who will be located in the Embassy and liaise with his/her GOB counterpart in the Ministry of Finance and Development Planning.

The roles of the GOB implementing entities and the BOTSPA Reference Group will remain largely as described in Section 2 above except

that efforts will be made to transfer responsibility for monitoring and evaluation to the Reference Group. To facilitate this, the project's monitoring systems and reports will be brought in to closer conformance with the GOB's normal practice.

By September 1995, the Condom Social Marketing activity will be within one month of completion. The cooperative agreement is already designed to place maximum responsibility on PSI by clearly defining roles and responsibilities and setting performance targets, thus minimizing the need for day-to-day supervision. Given the performance of PSI to date, which has been outstanding, we foresee few problems in managing this activity regionally after the closing of the Mission even if the cooperative agreement is extended.

The cooperative agreement currently being discussed with CDC and other potential U.S. implementors for the implementation of the AIDS education activity will also be designed to emphasize performance targets and minimize the need for direct day-to-day supervision by USAID. By the time the Mission closes, this activity will have been underway for about a year and a half during which time problems can be solved and adjustments made to assure a smooth transition to regional management.

Within the next year, the institutional contractor for the family planning training should have developed a detailed workplan for the implementation of this component. Based on this workplan, as well as a year's experience with the contractor, the Mission will convert the contract from a "level-of-effort" to a "performance-based" contract. This will help to simplify project management.

Timing of the final evaluation, originally planned within the last six months of the project, will be moved to late 1995. This will provide an opportunity for participating regional staff to increase their understanding of the project, and ensure the evaluation is complete before the PACD. A final assessment of project impact will then be included within the project completion report.

The assignment of a full-time PSC Project Manager to health and population activities is justified by the complexity of the project's structure which involves a number of GOB implementing agencies as well as multiple NGOs/contractors. In addition to supervising the project, the Project Manager will play a key role in assuring that Botswana is fully integrated into regional activities and can also facilitate interaction between Botswana health personnel and organizations and Global Bureau activities. We propose to locate the Project Manager in the Ministry of Health. This would maintain a significant level of visibility and influence for dialogue with other implementing agencies, and enhance the accessibility of Ministry officials to the project manager.

B. Botswana Private Enterprise Development Project (BPED)

Project Number: 633-0253
Authorized: 05/14/91
Current PACD: 03/31/97
Authorized LOP Amount: \$16.30 million
Obligated Thru 9/30/93: \$ 8.30 million
Expended Thru 9/30/93: \$ 2.84 million
Unexpended Balance: \$ 5.46 million

Project Purpose: To enhance the enabling environment for increased private investment and enterprise growth in non-mineral sectors of the economy.

GOB Organizations: Ministry of Commerce and Industry (MCI)
Grantees: Botswana Confederation of Commerce,
Industry and Manpower (BOCCIM)
Botswana Development Corporation (BDC)

Contractor: Deloitte and Touche (D&T)

1. Project Description

This project consists of three components which will promote accelerated private sector-led growth by increasing private sector output and employment in non-mineral sectors of the economy.

a) Policy Development and Implementation - BPED provides a long-term resident policy advisor to BOCCIM (a chamber of commerce-like NGO which represents the private sector in Botswana) and a long-term resident policy advisor to MCI. This component supports a program of sectoral analyses, industry studies, and national and regional conferences and workshops to identify priority policy issues and constraints affecting the private sector.

b) Business and Management Development - BOCCIM is strengthening the capacity of citizen entrepreneurs and enterprise holders to identify, develop, and benefit directly from profitable private investment opportunities through training. To assist BOCCIM, BPED provides a full-time resident business management advisor and a part-time resident training advisor. The project finances long and short term training.

c) Investment Promotion and Support - BPED provides two long-term resident advisors to assist the Botswana Development Corporation (BDC), an investment promotion and financing parastatal, to manage its current portfolio of investments and develop a medium term strategy for promotion of increased foreign and domestic private investment. BPED provides funds and/or specialized technical assistance to BDC to undertake feasibility studies and sectoral analyses and develop a program to accelerate divestiture of BDC companies.

2. Current Project Management Arrangements

The BPED Project falls under USAID/Botswana's General Development Office which is headed by a USDH General Development Officer. The project is managed by a PSC Project Manager.

The activities funded by BPED are reviewed and approved by a Project Implementation Committee (PIC) consisting of representatives from the implementing organizations (BOCCIM, BDC, MCI), the contractor (Deloitte & Touche), and USAID. The Director of BOCCIM serves as the Chair of the PIC. An Operating Committee of the PIC serves as a working group to develop a consolidated plan to be presented to the PIC. BPED issues, concerns, project ideas and implementation procedures are agreed upon before official presentation to the PIC. A consolidated six month workplan with detailed budgets are reviewed and approved by the PIC.

The D&T resident Technical Coordinator is responsible for overall technical assistance coordination of the project providing logistical support to all the long and short-term technical advisors, facilitation of subcontractor/consultants, consolidation of implementing entity progress and impact reports, and other coordinating and planning functions as necessary.

Under cooperative agreements executed between USAID and BOCCIM and USAID and BDC, these two implementing entities are responsible for the management of BPED-financed local activities such as study, training courses, workshops and seminars.

3. Current Status

The contract with D&T provides the services of the six full-time and one part-time advisors. The advisory team members began work two years ago and are contracted to remain through February 1995 with an option to extend the advisors through February 1997. Cooperative agreements with BOCCIM and BDC provide them with funding for studies, training and other project-financed activities. The following activities have been completed:

a) Policy Development and Implementation

A foreign exchange control liberalization study was recently completed which serves as the basis from which BOCCIM is developing a series of recommendations to present to Government. The recommendations will take the perspective of the private sector in relation to the current foreign exchange control policy and will advocate the total abolition of forex controls as a means towards improving the enabling environment in Botswana for investment both in Botswana and the region. The implementation strategy for the removal of restrictions will also offer a plan for the gradual phase-out of forex controls.

BOCCIM has sponsored seminars on inflation and recession, and competitive advantage involving representatives of the public and

private sectors.

A BOCCIM-led study on the costs and benefits of membership in SACU is underway. SACU, while one of the chief sources of the GOB's revenue, is perceived by many in Botswana to result in: 1) higher costs to the consumer; 2) restriction on consumer choice; 3) impediments to industrial growth; and 4) a diminution of Botswana's economic sovereignty. In an attempt to better prepare Botswana to renegotiate the terms of the treaty, BOCCIM is sponsoring an evaluation of the treaty to focus on conditions which would better enhance the competitiveness of Botswana industries in the region. The resulting recommendations which will be presented to the GOB will also serve to foster regional development of the other SACU members.

A study of the construction sector in Botswana undertaken by BOCCIM's Policy Unit is leading to a restructuring of the tendering practices observed in Botswana. Construction accounts for approximately 10% of GDP and tendering processes had become an increasingly binding constraint on the development of both the construction and building materials industries. In an attempt to rectify this problem, BOCCIM is acting as an advocate of the construction sector and has successfully lobbied to reform the disequilibrium in the tendering process.

Under the guidance of the BOCCIM Policy Analyst, senior private sector leaders are providing input to a private sector, mid-term review of the National Development Plan (NDP) VII for the GOB. This review will contribute to a higher probability that private sector concerns will be addressed in the second half of NDP VII implementation. This type of interchange between the private sector and GOB serves to bring the concerns of the private sector into the government planning and implementation process.

BOCCIM is developing the capacity to act as an intermediary to promote trade within and beyond the borders of Botswana. Trade negotiations are being conducted between BOCCIM and Zimtrade to alleviate constraints to cross-border trade. The findings of these discussions should result in the GOB and the Government of Zimbabwe agreeing on procedures for the implementation of the 1988 trade agreement.

Botswana possesses a relatively small trained human resource base. BOCCIM realizes the necessity to examine the effects of HIV/AIDS on both the strengthening of the enabling environment and human resource development. In the policy realm, BOCCIM is developing a computer model from which it will establish policy recommendations for Government in the creation of a more thought-out and effective relationship between the private sector and government to address the epidemic in Botswana.

The MCI Policy Advisor has been instrumental in assisting MCI with developing a response concerning proposed new duties imposed under the SACU Treaty on heavy vehicle assembly and export. In working

to strengthen MCI's ability to conduct policy research and implementation, MCI was faced with one of its first challenges to directly confront South Africa on a SACU-based issue that unfavorably affects export industries in Botswana.

The World Bank Report on Industrial Opportunities for Development stressed the importance of export diversification for job creation. In response to this report, MCI and BDC are sponsoring an export promotion incentives study to design a package of GATT-accepted incentives that will maximize Botswana's potential for non-traditional exports.

b) Business and Management Development

Thirteen masters degree students are in the U.S. studying business administration and related fields. Short-term courses in such diverse subjects as management, project appraisal, influencing public policy and computer database training have also been implemented in Botswana. BOCCIM continues to offer a broad range of courses to its members in such subjects as basic accounting, customer relations, marketing and employee relations through local training providers. Approximately 300 people per year have been trained. At the same time, it is working to up-grade the quality of local business training.

BOCCIM is also undertaking an HIV/AIDS business/management impact study to develop materials for managers and entrepreneurs to effectively manage HIV/AIDS infected employees. These materials will ultimately serve the needs of the private sector in illustrating the ways in which the disease can impact a business and the means by which managers can more effectively handle and be prepared for HIV/AIDS in the workplace.

c) Investment Promotion and Support

BDC is sponsoring technical assistance to prepare the draft legislation to enable the establishment of Botswana as an international financial services and collective investment center. Development of a financial services industry could lead to the mobilization of private investment capital for equity investment in Botswana companies, as well as create direct employment in managing investments.

Once BDC has completed its investment location study it will move into the second phase of its investment promotion activity and target specific industries that hold the greatest potential for growth in Botswana for promotion. The export incentives study may influence the targets that are selected by providing information on the experiences of other developing countries with similar profiles and characteristics. As the most promising industries are identified BDC, will focus on the development of business linkages with specific U.S. industries and trade associations.

Part of BDC's effort is to develop a more strategic focus on investment promotion and development including divesting its portfolio of companies. The strategy develops BDC's capacity to adjust to the current circumstances in Botswana and ensure that it gets the optimum use of available resources in maintaining a balanced growth portfolio. The result of this restructuring will make BDC a stronger development corporation and provide increased capital for future investment.

BDC is coordinating with other development corporations within the region to form a consortium to enable each country to learn from each other's experience in attracting foreign investment. BDC appears to be the only development corporation in the region that is capable of undertaking such an initiative, and BDC has the resources to invest in business development projects beyond Botswana.

BPED is assisting BDC to join forces with an international venture capital program in order to move BDC into the regionally-based investment promotion arena.

4. Accomplishments By Mission Closure

a) Policy Development and Implementation

From the institutional development point of view, the project will have made significant progress. Given BOCCIM's current status today it is certain that BOCCIM will be firmly established as the multi-industry representative of the private sector being the general spokesperson of business to Government. Additionally, BOCCIM will be recognized as the facilitator of private sector training.

The policy advisors will have an understanding of the strengths and weaknesses of the counterpart entities and developed a strategy for them to achieve complete sustainability.

The movement towards the abolition of foreign exchange controls will have advanced to the point where Botswana entrepreneurs will be able to invest outside the borders of Botswana, especially within the region. The removal of foreign exchange controls will also assist in establishing Botswana as a banking/ financial services center.

The GOB Tendering Board has agreed to eliminate the practice of specifying foreign brand names for construction materials. Construction contracts for residential housing are also broken up into a larger number of smaller contracts allowing an increasing number of smaller citizen contractors to bid for contracts.

With the completion of the SACU study and the recommendations that result from it, Botswana will be in a much better position from which to renegotiate its membership in SACU. These recommendations will strengthen Botswana's future investment promotion activities

within the region.

The direct BOCCIM/Zimtrade negotiations will have resulted in the trade barriers between Botswana and Zimbabwe being reduced, particularly those related to local content.

The GOB will have adopted a new set of industrial development policies including industrial incentives, export incentives, procurement preference programs, tax policies, human resource policies, and industrial land and infrastructure development policies.

b) Business and Management Development

Thirteen masters degree students will have completed their programs of study and be back in their places of employment in Botswana. Four of these students came from MCI, three from BDC, and the remaining from other government institutions. These people will strengthen the institutional capacity of the implementing entities.

The counterpart Policy Analyst at BOCCIM will have completed short-term training in the areas of private enterprise development policy and effective lobbying. This academic training, coupled with on-the-job experience, will have enabled the Policy Analyst to assume the responsibilities as the chief of BOCCIM's Policy Unit.

The long-term training advisor will have completed his contract and the BOCCIM Training Officer will have developed the capacity to manage BOCCIM's training department.

To further strengthen the staff of the implementing entities, BPED will have sponsored training in management assistance, basic computers, computer databases, program planning, strategy development, and influencing public policy. All the professional staff at BOCCIM will have received training in selected courses of the aforementioned areas. The unit chiefs at the industrial development division at MCI will have received computer and program strategy training. BDC staff will have participated in the computer and influencing public policy training.

BOCCIM will continue to provide a wide range of courses to its members and non-members in such subjects as basic accounting, customer relations, marketing, and employee relations through local training providers. In excess of 300 participants will have receive BOCCIM-sponsored training annually. This training is geared to improve the administrative and managerial capability of citizen entrepreneurs.

The impact and policy studies of HIV/AIDS in the private sector will result in the development of systems and improve the capacities of the business community to more effectively manage employees with HIV/AIDS.

BOCCIM will have increased its influence in the region as a

facilitator and sponsor of regional trade discussions to promote intra-regional trade and investment.

c) Investment Promotion

Draft legislation establishing the operating environment for unit trusts and other collective investments will have been prepared, reviewed and introduced into Parliament.

The investment location study will have been completed and BDC will have implemented investment promotion initiatives targeting industries identified as good candidates in the study.

BDC's divestiture strategy will have been developed and the process tested through the spinning-off of a selected group of BDC companies.

MCI will have developed the capacity to undertake negotiations with foreign governments and international trade associations.

The foundation for multi-country regional investments will have been established. This will have been accomplished through the building of a network at the professional level of development corporation staff. Activities will have included regular meetings of the directors of the corporations, exchanges of staff, and exchanges of information and ideas through seminars. In addition to the immediate technology-transfer benefits, the region will have been prepared to accommodate major investment initiatives from outside the region where projects are too large or diverse to be limited to one country only. Botswana will be more aware of its competitive advantage/ disadvantage based on neighboring-country investment strategies.

5. Key Activities Remaining To Be Completed After Mission Closure

In terms of investment and employment, while gains will be measurable, additional time will be required in order to see the full impact of project activities.

BOCCIM as a provider of training will still require short-term technical assistance to assist it in updating the annual training needs assessment and evaluating the quality of this training.

BOCCIM will periodically require short-term technical assistance in order to strengthen the pilot program pertaining to the management of HIV/AIDS affected employees.

BOCCIM will require continued technical assistance to develop and implement strategies to further eliminate barriers to increased intra-regional trade. Additionally, short-term technical assistance will be required to strengthen regional trade promotion.

BDC will require periodic technical support to further develop the

institutional capacity to undertake its divestiture program. Additionally, short-term technical assistance will be required to implement the divestiture strategy.

Through its investment location study BDC will have identified a number of industry sectors which may be appropriate for investing in Botswana. Based on the study BDC will establish business linkages with U.S. trade organizations and subsequently undertake investment missions to the U.S.

Short-term technical assistance will be required for the identification of regional investment opportunities as well as developing the parameters for the operation of the venture capital fund. BDC will subsequently require guidance and oversight to BDC in conjunction with implementing the regional venture capital activity developed by the short-term consultants.

Botswana will require further assistance in moving to Article VIII status at the International Monetary Fund (IMF) to assure that the reintroduction of exchange controls over current accounts does not occur. Additionally, a number of recommendations from the foreign exchange control liberalization study will require constant monitoring for implementation. For example, the phased time table for the abolition of exchange controls could run into major obstacles because of the complexity of the actions which must be taken by the GOB, without constant advocacy from the private sector (BOCCIM). The much discussed establishment of Botswana as an international financial center is contingent upon continued liberalization of foreign exchange controls.

BOCCIM will require assistance in establishing regional business offices in Botswana. These small-business offices will coordinate their activities with the BOCCIM central office in Gaborone. Regional offices will be established in Maun, Kasane, Mahalapye, Palapye, Jwaneng, Ghanzi, and Serowe.

6. Project Management/Implementation After Mission Closure

The PIC and its subsidiary Operating Committee have proven to be an effective implementation mechanism which places significant responsibility for planning project funded activities on the implementing agencies. With semi-annual PIC meetings and semi-annual PIR meetings, the regional supervisor should be able to maintain project oversight with quarterly visits timed for these meetings.

The BPED mid-term evaluation, scheduled for the latter part of February 1994, will assist the Mission in determining a course of action for the second half of BPED. In addition to reviewing progress and providing a basis for mid-course corrections, the evaluation will provide the Mission with an opportunity to specifically look at modifying project implementation modalities to facilitate the transition to regional management and minimize the burden on that office.

The Deloitte contract provides for advisory services for three years which will end February 1995. The contract contains an option for an extension of up to two years. One aspect of the evaluation will focus on the responsibilities and impact of the prime contractor and its technical advisors. Subject to the findings of the evaluation, USAID believes it may only be necessary to extend some of the advisors for a maximum period of nine months through November 1995 to ensure that the institutional capacities of the implementing entities are adequately developed.

The evaluation will also be asked to look at the possibility of increasing the role and independence of the implementing agencies, BOCCIM, BDC and MCI. The first two already have considerable implementation responsibilities under their cooperative agreements. These could be modified, for example, to reduce the substantial involvement of USAID. A grant mechanism to continue support to MCI would have to be developed. Rather than continuing advisory services through the Deloitte contract it might be possible to transfer funds to the implementing agencies and allow them to directly employ specialized personnel.

The BPED mid-term evaluation comes at a particularly opportune moment as it will provide guidance on how the project might be restructured so that it can be effectively managed by a resident PSC project manager and a regional officer. The draft scope of work incorporates necessary guidance and tasks to ensure that this key issued is adequately covered.

Prior to Mission closeout, the PSC Project Manager will move to BOCCIM. Organizationally, the Project Manager would report to a USAID Coordinator located in the Embassy with technical direction from an officer in the regional center, while continuing to carry out all BPED responsibilities from the BOCCIM office in Gaborone. The BOCCIM cooperative agreement could be amended to provide administrative and logistical support to the Project Manager.

If the Mission's current thinking is supported by the evaluation, the institutional contractor would depart shortly after the Mission closes or perhaps sooner, leaving two or three grantees to carry out project activities. In addition to the usual functions of the position detailed in Section IV., the PSC Project Manager would have to assume responsibility for assuring coordination among the multiple implementing entities, a role now largely carried out by the contractor's Chief of Party.

As discussed elsewhere, Botswana will have an important role to play in a private sector/trade and investment oriented ISA. Many of the activities being implemented under BPED can serve either as models for or be expanded into ISA activities. The project manager can play a key role in assuring that Botswana participates fully in regional private sector activities as well as helping to design and implement ISA activities.

C. Basic Education Consolidation Project (BEC)

Project Number: 633-0254
Authorized: 09/23/91
Current PACD: 03/31/97
Authorized LOP Amount: \$12.60 million
Obligated Thru 9/30/93: \$ 6.95 million
Expended Thru 9/30/93: \$ 0.57 million
Unexpended Balance: \$ 6.38 million

Project Purpose: To assist the Ministry of Education (MOE) to plan, implement and evaluate an integrated, consolidated and coordinated basic education system covering nine years of basic education.

GOB Organizations: Ministry of Education (MOE)
Contractor: Academy for Educational Development (AED)

1. Project Description

BEC focusses on strengthening the curriculum development and evaluation process to assure that students acquire competencies that are relevant to a modernizing Botswana. These competencies include the acquisition of skills in literacy, numeracy and problem solving, as well as a basic education curriculum that places emphasis on the world of work, family life and population issues, AIDS awareness, gender sensitivity, and the environment. BEC is designed to help the MOE integrate the curriculum throughout the nine-year basic education program. It also strengthens the Ministry's institutional capacity to develop curricula, install new and revised curricula in the classroom through teacher-training, measure the effectiveness of curricula, and make revisions as necessary. The AED team consists of a Chief of Party and five technical advisors who are responsible for assisting the Ministry develop an integrated curriculum development process as well as coordinating the efforts of various MOE units. The technical advisors are provided in the areas of curriculum development, educational materials development, pre-service teacher training, in-service teacher training, and measurement and testing.

2. Current Project Management Arrangements

The BEC Project falls under USAID/Botswana's General Development Office which is headed by a USDH General Development Officer. The project is managed by a PSC Project Manager.

A BEC Steering Committee has the responsibility for assigning specific tasks, conducting quarterly reviews of accomplishments and problems. The committee is jointly chaired by the Chief Education Officer, Curriculum Development and Evaluation (CD&E), and the Chief Education Officer, Teacher Training and Development (TT&D) and includes the prime contractor represented by the Chief of Party (COP), and the USAID Project Manager. The Program Implementation

Review (PIR) is held twice a year, in October and April, to enable stakeholders to review project accomplishments. A mid-term evaluation is planned for early 1995. Outside evaluators will review progress towards achieving project goals and objectives.

The MOE has primary responsibility for project implementation, through two key departments, CD&E and TT&D. The CD&E Chief Educational Officer is the MOE/BEC project director. CD&E designs, develops, tests, introduces, monitors and evaluates the basic education curriculum, while TT&D implements the curriculum through pre-service and in-service training programs.

The prime contractor for the BEC project, the Academy for Educational Development (AED), directly or through sub-contractors, is responsible for: 1) providing technical and advisory services in planning, implementing and managing the project; 2) managing all aspects of the participant training program; 3) coordinating procurement, distribution and management of commodities; and 4) reporting on progress. The Chief of Party (COP) serves as team leader in planning, administering and coordinating the responsibilities of the BEC advisors. He maintains close working relationships with the Chief Education Officers of CD&E and TT&D and is the MOE's primary contact person with the BEC project. Long-term advisors work under the general supervision of the COP but maintain close working relationships with relevant Chief Education Officers of CD&E and TT&D.

3. Current Status

The team of advisors began arriving a year ago. In September, 1993 a detailed needs assessment and time-phased workplan was completed. While the advisors were engaged in other related tasks associated with their specializations, the needs assessment and workplan required a significant level of effort. It was a collaborative process in which all elements of the curriculum development process were examined and the views of a wide representation of stakeholders, both within and outside the MOE, were obtained. With the plan in hand, both advisors and counterparts have been able to move project implementation into high gear. Four participants have started advanced degree programs in the U.S. All the advisors are scheduled to remain until the PACD of the project.

4. Accomplishments By Mission Closure

Curriculum Development and Evaluation: 1) the aims of the basic education program will have been revised to better reflect the economic and social needs of a modernizing society; 2) a curriculum syllabus will be established for each of the subject areas in all nine years of the basic education program; 3) a professional staff development training program will have been initiated; 4) subject syllabi will include relevant appropriate integration of environmental education, AIDS and family life education, the world of work, and gender issues; 5) curriculum materials will be developed and distributed to pilot schools; and 6) a

procedure/system will be institutionalized for assessing and continually improving the quality of the curriculum.

Student and Curriculum Assessment: 1) prototype tests and criterion reference testing will be developed and disseminated for all subjects and grades of primary and junior secondary schools; 2) criterion standards for judging student test performance will be developed; 3) performance standards for making grade awards will be clearly defined; 4) a validation mechanism will be established to link criterion referenced tests to syllabus objectives; 5) a continuous assessment mechanism will be established for monitoring and evaluating criterion referenced testing processes in primary and junior secondary schools and for assessing the attitudes of students and teachers toward the new form of testing; and 6) all pre-service teacher training students and all teachers in 41 pilot schools will have been trained in criterion referenced testing/continuous assessment.

In-service Teacher Training: 1) an annual interdepartmental conference to coordinate delivery of training activities across the nine years of the basic education program will have been institutionalized; 2) the design and implementation of a coordinated teacher training policy for all departments of the MOE will have been established; and 3) the in-service training providers' manual will have been designed and distributed.

Pre-service Teacher Training: 1) the teacher training colleges curricula will have been revised to more directly support the philosophy and aims of the basic education program; 2) prospective teachers will have received training in the areas of environmental education, AIDS awareness, the world of work, democracy and gender equality concerns; 3) four Primary Teacher Training Colleges will have been converted from two-year to three-year diploma programs; 4) an evaluation of the teacher training curriculum will be completed; and 5) a professional staff development training program will be established and ongoing.

Participant Training: At least fifteen training candidates will have completed their program, eight in Curriculum Development and Evaluation and seven in Teacher Training and Development. By September 1995, twenty candidates will have completed short-term training in the U.S. to strengthen their professional skills and knowledge in their particular fields.

5. Key Activities Remaining To Be Completed After Mission Closure

Although many project outputs will have been completed prior to the Mission closure date of September 1995, institution building activities will be continuing beyond the Mission closure.

The piloting of curriculum materials will extend beyond Mission closure due to the complex nature of developing and disseminating educational materials, especially for Standards 1-4 since all materials must be translated into Setswana. The following are

illustrative examples of curriculum development activities which will be in the implementation stages as of September 1995: 1) implementing revised curriculum throughout the country; 2) thoroughly evaluating newly installed curriculum and curriculum materials; 3) adjusting the curriculum in response to evaluation findings; and 4) implementing the adjusted curriculum and associated materials. At least 10 new MOE curriculum development and evaluation officers are slated to be employed within the next 12 months. These officers will require advice, local training and assistance in developing necessary knowledge and skills to function effectively in their role as education officers.

Curriculum assessment must be institutionalized to assure continuous improvement in the curriculum program. Assessment activities that will be continued beyond Mission closure are: 1) developing a criterion reference testing bank of questions for all subjects in junior secondary school; 2) modernizing the Continuous Assessment Record System for junior secondary schools; 3) designing and updating various types of registers and rosters for staff members in the Examinations Unit; and 4) training in CRT for the 8,000 teachers who will not yet be trained by 1995. The responsibilities and tasks of the Measurement Advisor are extremely demanding and cannot be rushed. To achieve the project objectives, the original project implementation schedule is required. The Senior Testing Officer and a staff member are currently studying in the United States and will not return to their duties prior to January and September 1995, respectively. Sufficient time must be allowed to adequately train the MOE testing officers upon their return to Botswana.

In-service activities that must continue beyond the Mission closure are: 1) continuing to strengthen the training capabilities of the In-service Officers; and 2) enhancing the service capabilities of Education Centres.

Pre-service teacher training activities which must continue beyond Mission closure to assure sustainability of project accomplishments are: 1) strengthening the training of teachers in the areas of environmental education, AIDS awareness, teenage pregnancy, home management, guidance and counseling, culture and life-coping skills; and 2) designing alternative forms of teacher training, such as distance education. Several of these activities add a higher degree of sophistication to the project than is normally encountered in Sub-Saharan Africa. However, these activities have become paramount to improving the pre-service delivery system and conditions in Botswana (which make it possible for it to achieve "graduate status") are such that these pioneering efforts are achievable and, possibly replicable within the region.

6. The Project After Mission Closure

Project activities are designed to provide Botswana MOE officers with specific skills and knowledge required to sustain the strengthened curriculum development and evaluation process. Since

the curriculum development and evaluation process is highly complex, it requires extensive training and continuous practical application. If the project were to terminate prior to the PACD, the probability of sustaining the educational gains achieved through BEC's efforts would be greatly reduced and much of USAID's investment in basic education both under BEC and its predecessors would be lost. The original design of the BEC project was five years. However, because of delays in the signing of the AED contract and the delays in fielding the BEC advisors, the period of advisor services has been reduced to approximately four years three months. In order to assure sustainability, all project components must continue as an integrated system beyond Mission closure. Each advisor's expertise is unique and essential to the project's success and sustainability. The project was designed with specific goals in mind and the continuation of all project advisors is essential to achieve the projected outcomes. Any adjustments in the project's design to either shorten its duration or reduce the level of technical assistance inputs will place achievement of project objectives in jeopardy.

The current management arrangements as described in Section 2 above have proven to be satisfactory. The only change that we would propose to make, would be to modify the AED contract to make it more performance/results-oriented.

Following Mission closure, oversight for the project will be transferred to the regional center, while in-country management will continue to be provided by the PSC Project Manager. The Project Manager's office will be located in the MOE, in close proximity to the BEC project office. The Project Manager will continue to monitor and evaluate the project with program/-management assistance from a PSC USAID Coordinator located in the Embassy and technical support from a regional backstop officer.

D. Natural Resource Management Project (NRMP)

Project Number: 690-0251.33
Authorized: 08/29/89
Current PACD: 08/31/96
Authorized LOP Amount: \$14.40 million
Obligated Thru 9/30/93: \$14.40 million
Expended Thru 9/30/93: \$ 2.89 million
Unexpended Balance: \$11.51 million

Project Purpose: To demonstrate the socioeconomic sustainability of community-based natural resource management.

GOB Organization: Dept. of Wildlife and National Parks (DWNP)
Ministry of Education (MOE)
Ministry of Local Government, Lands and Housing (MLGLH)

Contractor: Chemonics

1. Project Description

The project initially focussed on three interconnected areas: 1) demonstration projects in community-based natural resources utilization; 2) planning and applied research to support the development of management plans for the northern national parks and reserves and the national network of Wildlife Management Areas (WMAs); and 3) environmental education activities to increase public awareness of environmental issues through curriculum development, teacher training, and non-formal education. After recognizing the need for direct intervention in the staff development and training efforts of DWNP, a Personnel Planning and Training component was added to strengthen the Botswana Wildlife Training Institute (BWTI) and assist in the establishment of a Human Resources Development Unit (HRDU) within DWNP.

NRMP will demonstrate how sustainable natural resource management can be profitable in rural, marginal communities. By expanding local employment through the sustainable use of available natural resources, rural incomes will rise and natural resources will be protected. The local institutions which are responsible for decision-making and management will assist their communities to become self-sufficient. By expanding the participation of women, who will receive special attention, their incomes will improve. This is particularly vital because so many households in Botswana are headed by women.

In addition to designing and financing community-based natural resource utilization activities, the project also finances the preparation of management plans for four national parks and eleven WMAs.

The project includes a substantial environmental education section. Planning and applied research will also support development in these designated areas. A central component is designed to increase public awareness of environmental issues. This will be done through curriculum development, pre- and in-service teacher training, environmental education at both informal and formal levels, and materials development.

A recently added component of the project will strengthen the capacity of the DWNP to recruit, train and supervise its personnel by creating a HRDU capable of implementing modern personnel training and management systems. This component will also develop the BWTI's capacity to provide staff training to DWNP personnel and to serve as a regional training facility. The immediate purpose of the proposed HRDU is to assist top management institutionalize the proposed training and management systems.

2. Current Project Management Arrangements

NRMP falls under USAID/Botswana's Agriculture and Natural Resources Development Office (ANRDO) headed by a USDH Agriculture and Natural Resources Development Officer (ANRDO). A PSC Project Manager manages the project.

The GOB provides project oversight and monitoring through three basic mechanisms: 1) an Interministerial Coordination Committee (IMC) composed of all governmental agencies which deals with the project; 2) an annual work planning meeting where key stakeholders from both the private as well as the public sectors participate in the development and approval of annual work plans/budgets; 3) and through participation in the semi-annual USAID Project Implementation Reviews (PIRs). The Ministry of Finance and Development Planning is the lead institution and chairs the IMC. Daily project management and administration are provided by the DWNP, the Ministry of Local Government Lands and Housing, and the Curriculum Development Unit of the Ministry of Education. As key implementation units of the project, they provide counterparts and guidance to the USAID contractor advisory team.

Chemonics is currently providing a team of seven resident advisors including the Chief of Party who is responsible for the management of the team. An additional four advisors will be joining the team shortly to implement the recently added component which focuses on DWNP personnel management and training.

3. Current Status

Project efforts have resulted in the Government enacting the legislation required to decentralize the management of game quotas and to improve the involvement of citizens in tourism through the Tourism Act and the Wildlife Conservation and National Parks Act. The laws allow communities to lease community controlled hunting areas from local land boards and sub-lease them to commercial hunting or photo safari companies. Thus they are able to control

the hunting quotas for the controlled hunting area. The community is thus able to derive income from these resources along with the land boards and the safari companies. The first community-managed wildlife activity in the Chobe Enclave is underway. The hunting quota in the wildlife management area has been granted to a group of five villages. They are contracting with private safari firms to sell the animals in their quota. During 1993, they realized their first income (\$12,000) from the activity. The community-led trust which manages the activity uses 10% of proceeds for administration and places the rest in an account from which community development activities are funded.

In 1993 a major veld products demonstration project was approved for funding (\$240,000). This activity involves 63 Basarwa (bushman) families in household agriculture on family-held plots. The District has granted 63 families use of plots which are presently being fenced. They will be used for subsistence farming and cash crops in the form of cochineal dye production.

The Project has funded the preparation of eleven WMA management plans (WMA's are multi-use buffer zones surrounding national parks) in seven districts and four national park plans. Two plans, Chobe and Moremi National Parks, have been completed and accepted. The last two national parks with their adjacent wildlife management areas have been contracted for development. Four wildlife management plans should be completed and the final two begun in 1994. This represents the total level of effort in plan development requested by GOB.

Curriculum development in environmental education is scheduled for completion at the end of 1994. Assessments of formal and non-formal environmental education needs are completed. Efforts include a series of video presentations as well as in-service training for game scouts and teacher trainers. Development of non-formal environmental educational materials was begun in 1993. A series of posters and radio spots were completed in 1993 and distribution is scheduled for 1994.

The BWTI training component is expected to get underway by early 1994. Construction and remodelling will be completed during the first quarter. Contract staff will arrive and begin work shortly thereafter. By the end of 1994, assessments and design of curriculum changes should be underway.

In May 1993, NRMP underwent a midterm evaluation which resulted in the recommendation to add an Institutional Reinforcement for Community Empowerment component which is intended to: 1) strengthen the capacity of DWNP to promote community empowerment; 2) strengthen the capabilities of local NGOs to facilitate community-level natural resources management projects; and 3) increase environmental awareness and participation of communities in the development and execution of sustainable natural resources management projects for community benefit. To implement the recommendations of the evaluation, it will be necessary to add

three advisors to the team as well as to extend the duration of service of some of the original seven advisors. An additional \$5.5 million and a one year extension of the PACD to August 31, 1997 (which is the PACD of the SARP project under which NRMP is funded) are required.

The evaluation makes it clear that the project, while accomplishing a great deal, will not be fully successful in achieving project objectives without the recommended design enhancements and additional financial and human resources. The Botswana component of NRMP is on the cutting edge of much that USAID wishes to accomplish in this area. Successful completion of the project will produce impacts that go well beyond the borders of Botswana.

4. Project Accomplishments By Mission Closure

By Mission closure, the project will be in mid-course in its overall implementation. The program at BWTI and the Human Resource Development Unit will be in the early implementation and testing stages. Most long-term participant trainees will have entered school and programs of short-term study will have been identified. All WMA and National Park Management Plans will have been completed. The implementation of community development grants will be reaching the stage at which real lessons can be learned. Assuming that the proposed project amendment is approved, the environmental education component will have shifted its focus from formal education to nonformal education and expanded NGO support efforts will be underway.

5. Key Activities Remaining to be Completed After Mission Closure

One year of activities will remain under the current PACD and two years with the approval of the proposed expansion. During this two-year period following closure, DWNP participant training personnel will complete their coursework. Sixteen will have been trained regionally while 14 will have degrees from the U.S. Proposed NGO support efforts will be implemented. The BWTI reorientation will be completed with an approved curriculum in place. A monitoring and evaluation procedure will be implemented within the DWNP. Policy development and analysis assistance will be provided to GOB in environmental issues. Documenting and disseminating lessons learned from this pilot project will be a high priority task.

6. Project Management/Implementation After Mission Closure

NRMP was designed at a time when the Mission had 8 USDH officers including a SARP regional officer and the ANRDO. As a result, many project elements were left to the Mission to implement in order to reduce costs, rather than being included in the institutional contract. Over the last several years, USAID/Botswana has taken steps to reduce the management intensity of the project by transferring implementation responsibilities for project elements from the Mission to the contractor. This has proven to be more costly but essential. At present there are only three major project

elements which are still managed by USAID/Botswana: 1) funding community demonstration projects; 2) planning and research; and 3) regional networking. The balance of project activities are implemented by the institutional contractor.

The Mission is exploring ways in which community demonstration project funding might be managed by another institution such as a U.S. PVO. This element is not one which could easily be transferred to the institutional contractor. The remaining two elements will be moved into the Chemonics contract prior to Mission close down.

Chemonics has a well-developed management and administrative structure now in place and can assume many of the day-to-day management and administrative responsibilities associated with the project. If the requested additional time and funds are approved, the Chief of Party and Deputy Chief of Party will be extended through 1997 to complete the project. There is one potential problem in transferring responsibility for additional project elements to the institutional contractor or another organization. The cost of the activities will increase because fees and overheads will have to be paid. The project is already tightly budgeted so the additional funding required will have to be obtained by either reducing project inputs which would impact on outputs or seeking minimal additional funding under the SARP regional effort.

USAID/Botswana began the implementation of a staff reduction process in 1992. At that time, a PSC Project Manager was recruited to work under the ANRDO. The ANRDO position is slated to be eliminated in October 1994, at which time the PSC Project Manager will assume all project management responsibilities for the NRMP, including direct oversight of the prime contractor's work. Once the Mission closes, the Project Manager's in-country operational needs will be supported through the institutional contractor and the GOB, with general program/management guidance from the USAID Coordinator and technical oversight by a regional officer in the regional center. The complexity of the project requires that USAID maintain an on-going local management capability by the PSC Project Manager through the PACD. The PSC can also play an important role in assuring that Botswana participates in regional environment activities under the ISA.

E. Regional Agricultural Research Coordination Project (SACCAR)

Project Number: 690-0225
Authorized: 09/18/84
Current PACD: 04/01/97
Authorized LOP Amount: \$3.30 million
Obligated Thru 9/30/93: \$3.30 million
Expended Thru 9/30/93: \$1.60 million
Unexpended Balance: \$1.70 million

Project Purpose: To provide a focal point to facilitate cooperation and coordination in agricultural and natural resource research efforts among the ten Southern Africa Development Community (SADC) member states.

Grantee: Southern African Centre for Cooperation in Agricultural Research (SACCAR)

Contractor: Impact Evaluation Advisor (Non-PSC)

1. Project Description

The Regional Agricultural Research Coordination Project (SACCAR Phase II) provides a SARP-funded grant to SACCAR to support its development as the regional coordination unit for agricultural and natural resource research programs for SADC. The major emphasis in USAID's support during Phase II of the project is to provide SACCAR with the methodology and means to implement and institutionalize impact evaluations and agricultural policy assessments at both national and regional levels.

2. Current Project Management Arrangements

The SACCAR grant is presently managed by the USAID/Botswana ANRDO. The grant provides one non-personal services contractor, an Impact Evaluation Advisor, through a contract with USAID/Botswana. The advisor is managed on a day-to-day basis by SACCAR.

SACCAR, the coordinator for sixteen regional programs now being developed or implemented, provides guidance and leadership to the various working groups and operational research networks in both the agriculture and natural resources sectors. At present these programs cover the ten SADC countries and will soon integrate the Republic of South Africa into its program of work.

Management oversight is provided by: semi-annual PIR's; review of reports; ad hoc meetings with SACCAR management; and participation by USAID/Botswana's ANRDO in meetings of SACCAR's governing bodies (e.g. Board of Governors meetings when annual workplans and budgets for the USAID grant are reviewed prior to formal submission to USAID for approval).

Agricultural Research Systems (NARS) and International Agricultural Research Centers (IARC) regional programs were developed and approved by the Board of Governors in November 1993. The SACCAR regional prioritization strategy for regional research efforts is near completion and is under consideration by collaborating NARS and donors. An Impact Evaluation Advisor is provided to SACCAR through the mechanism of a non-personal services contract with the Mission.

4. Accomplishments By Mission Closure

By the end of FY 1995, the project will have had an interim evaluation which will determine whether the project is on course or will need some modifications. Member states will be sharing more of the operational costs, and donor funding of regional research efforts will be much more focused as a result of the regional strategy now under development. Impact assessments of at least three regional IARC programs and four NARS programs will have been completed.

5. Key Activities Remaining To Be Completed By Mission Closure

The SACCAR program is scheduled to terminate in March 1997. At that point impact monitoring and assessments of research efforts will have become an ongoing service offered by SACCAR to its member states. A major objective of SACCAR is to assist all ten Member States develop and complete their Research Master Plans. These provide the basis for resource allocations at the NARS level as well as current guide lines for priority regional research assistance needs. The USAID Grant to SACCAR will continue to assist SACCAR in this critical effort after the Mission closes, by providing technical assistance and funding. Fully institutionalizing impact assessments, completing the development of advanced data bases and improving information exchange will all be important tasks requiring the planned inputs from the Grant after the closure of the Mission.

6. Project Management After Mission Closure

SACCAR Phase II is already a regionally funded activity. Supervision can easily be moved to existing regional management or to a regional center when it becomes operational, which ever occurs first, if the Mission ANRDO departs. Since the funding mechanism is a grant which is functioning quite smoothly, the project will represent a relatively light management burden for the regional center.

USAID is exploring the possibility of shifting the Impact Evaluation Advisor from his present non-personal services contract to direct employment by SACCAR with funding through the SACCAR grant. This will place total management responsibilities for this advisor on SACCAR.

IV. ORGANIZATIONAL ARRANGEMENTS AFTER MISSION CLOSURE

When the regional center becomes operational, we assume regional officers will be assigned responsibility for overseeing the Botswana portfolio. To minimize the burden on regional officers and assure adequate oversight, U.S. PSC project managers should remain in place to provide direct supervision of on-going projects, after the Mission closes. The project-specific role and location of these officers is discussed under the individual projects in Section III above. Set forth below is a generic position description which gives some idea of the normal duties of the PSC Project Manager:

A. Statement Of Representative Duties: Project Manager

1. Introduction

The Project Manager is responsible for ensuring effective implementation and management of project activities in accordance with the project grant agreement or other relevant implementation documents. He/she will serve as USAID's principal contact for the project specifically and for activities within the relevant sector generally. He/she will liaise among the implementing institutions and contractors and will provide technical, administrative, and financial management guidance as needed to the implementing institutions and contractors to ensure compliance with terms and conditions of program agreements and contracts, including effective achievement of project purposes and objectives. The Project Manager will receive general program and management guidance from the USAID Coordinator and technical guidance from the regional technical officer.

2. Representative Duties

- provide technical advice and assistance to the implementing institutions to refine and update workplans, detailed implementation plans, and progress reports as required by governing implementation documents. Usually, such workplans provide a general framework and illustrative budget and schedule for proposed activities, outline responsibilities for the implementing entity(ies), detail procedures for subactivities, and quantify counterpart contributions required to undertake specific activities.

- represent USAID at project reference group or other project implementation committee meetings held to review and concur with the activities proposed for project funding; make recommendations to the regional center when USAID approval of proposed project actions is required;

- supervise the work, and monitor and evaluate the performance of contractors in effective and timely provision of long and short-term technical assistance, and facilitation of regional and

international training activities in support of project purposes and objectives;

- advise USAID on any remedial measures, contract modification, or other actions necessary to improve contractor performance and process all documentation related to the contract (e.g., oversight of the review and approval of annual workplans, review of monthly vouchers, semi-annual reports, and other project documentation);

- assist in the preparation and/or review of technical scopes of work for short-term consultants, requests for proposals for general studies or training programs, and proposals for submittal to the Reference Group;

- serve on technical review committees and reference groups for activities approved for funding under the project to ensure that activities are developed and implemented in direct support of project purposes and objectives and in conformity with USAID regulations;

- prepare all project related correspondence and project documentation including but not limited to semi-annual Project Implementation Reviews (PIRs), input into the Assessment of Program Impact reports and other progress and special reports as requested by the regional center;

- ensure timely and accurate fulfillment of all reporting requirements under the project and contract including oversight of annual financial and compliance audits as called for in the project agreements. Provide advice to contractors and implementing entity(ies) for complying with any and all recommendations of Financial and Compliance and other audits.

- implement the project's comprehensive monitoring and evaluation system to enable timely and accurate reporting of project progress and assessment of project impact. Assist implementing institutions and contractors to refine and implement management information systems to provide timely and accurate information on indicators of project progress for inclusion in the USAID annual Assessment of Program Impact Report;

- monitor and report periodically to the regional center on overall project progress in achieving established goals and objectives and as requested by the USAID regional office, drafts special reports on significant project achievements and/or national development for submission to USAID/Washington and/or regional offices;

- draft scopes of work and review/recommend appropriate candidates for undertaking mid-term project evaluations;

- implement an automated financial management system to ensure timely and accurate financial monitoring and analysis of project expenditures and funding requirements. Financial reports will include quarterly obligation and expenditure reports for overall

project activities; semi-annual financial review reports, including detailed reports of actual and projected obligations, and projected and cumulative expenditures for each implementing institution and the contractor; monthly review and technical approval of Prime Contractor vouchers for accuracy and conformity with contract terms and USAID regulations; quarterly review of local currency expenditures and reconciliation of advance and liquidation reports;

- liaise with representatives of other donors and international development institutions on matters related to his/her project including coordination of USAID and other donor funded activities;

- coordinate Botswana-specific centrally and regionally funded activities relating to the project and participate in other AID centrally or regionally funded development activities as requested.

If the regional center is not located in Botswana, a USAID Coordinator position will be needed to serve as the point of contact between: the PSC Project Managers and the regional office; between the Embassy and the regional office; and between the Embassy and USAID/W. This position can be filled by a PSC and located in the Embassy in order to have access to the required logistic support, such as cable and E-mail communications. The Government of Botswana would be asked to name a coordinator for USAID programs in the Ministry of Finance and Development Planning who could serve as a counterpart to the USAID Coordinator. A representative list of duties for this officer is set forth below:

B. Statement Of Representative Duties: USAID Coordinator

1. Introduction

Under the general guidance of the U.S. Ambassador or his designee, and the immediate supervision of the USAID regional center Director or his designee, the Coordinator serves as the principle USAID representative in Botswana. He/she serves as the principle point of contact between the USAID regional center, PSC Project Managers and the GOB counterpart. The incumbent is responsible for the coordination of on-going development activities funded by USAID whether funded from terminating bilateral projects, central or regional projects, SARP or the ISA. He/she participates in the formulation of USAID strategies for involving Botswana in regional development relationships. He/she establishes procedures for project implementation arrangements, contributes to the management of a broad range of project elements and proposes appropriate remedial actions for achieving USAID goals. The Coordinator collaborates, consults and provides guidance to the Ambassador and the USAID Director of the Regional Center as requested. Additionally, he/she serves as the USAID representative to Botswana for consultation with a variety of Government and private sector officials, agency heads, and other donor representatives to promote the accomplishment of interagency and USAID goals.

2. Representative Duties

- Liaises with the PSC Project Managers assigned to various institutions responsible for implementation of the bilateral program and with appropriate cooperating government officials; provides general program and management guidance to the PSC Project Managers within their organizational area.
- Monitors project implementation efforts of the PSC Project Managers, GOB implementing organizations and other intermediaries. Keeps informed of project progress, participates with PSC Project Managers as required to monitor implementation, and when necessary to replan or modify projects.
- In conjunction with the PSC Project Managers and appropriate implementing entities participates in portfolio reviews, including the performance of intermediary contractors.
- As appropriate, consults with GOB and private sector institutions on matters relating to the planning and development of regional initiatives as instructed by the USAID Director of the regional center.
- Responds to USAID/Washington inquiries pertaining to project progress, routine requests, and other reporting requirements as appropriate.
- Prepares the annual API report for review by the regional center.

V. BEYOND THE USAID MISSION AND THE BILATERAL PROGRAM

USAID will certainly wish to maintain a development relationship with Botswana, after the Mission closes and bilateral projects are completed, seeking new and innovative mechanisms which will be efficient both in terms of costs and personnel. The new relationship will revolve around Botswana's participation in the ISA and centrally-funded activities. The building of a post-Mission/post-bilateral program should begin while the Mission and program are still in place. Mission personnel can facilitate contacts and the Mission's program provides opportunities for activities and relationships which can continue indefinitely without USAID involvement.

The development of the new relationship will be beneficial to the U.S. It will provide the U.S. with a laboratory for experimenting with modalities for maintaining a relationship where there is no mission and/or no bilateral program which could be applied to other countries. Because Botswana is in many respects more advanced developmentally than other African countries, it is possible to try such new approaches. We can also learn from the Botswana experience (e.g. How did Botswana succeed in getting to the stage it is at) and to experiment with solving problems associated with the next stage of development. For example, Botswana has largely succeeded in dealing with the issue of access to education and health facilities and is now dealing with quality issues while most other African countries are still struggling with providing access. Cooperative efforts will help the Government of Botswana more fully assess progress and problems as well as provide new information and possibly training. USAID will gain valuable insights which can be applied elsewhere. The U.S. will also benefit from the leadership role which Botswana can play in achieving shared goals and objectives in the region and the continent. The new relationship will also be beneficial to Botswana. It will provide access to technical expertise and training in a manner which is appropriate to a "graduate" country. It will also permit Botswana to participate in regional sectoral activities.

A. Botswana and Centrally-Funded Projects

The implementation of centrally-funded activities in Botswana represent cost and management effective means of maintaining a post-Mission development relationship with Botswana. The four sectors in which USAID is now active would be the sectors in which centrally funded activities are most likely to be pursued since they can build on the long term bilateral relationship. The four sectors are: a) health/population/AIDS b) private sector; c) basic education; d) natural resources management. Examples of activities which might be undertaken include, inter alia: participation in project evaluations; measurement of program impact; operations research on topics of mutual interest; and case studies. In addition, the institutions employed by the Global Bureau will have the opportunity to develop a relationship with Botswana which can carry on beyond USAID involvement. For example, AFR/ARTS/HHR and

CDC are considering using Botswana as a site for operations research related to tuberculosis (TB) and STDs in order to: 1) evaluate Botswana's TB program; 2) conduct operations research related to TB management; 3) identify policy options for the integration of STD management with MCH/FP services; and 4) establish a model, community-level program of STD management, accompanied by operations research. The proposed activities have direct relevance to HIV/AIDS prevention and care in Botswana, and have potential to not only benefit Botswana's National AIDS Control Program but other country programs in the region. Furthermore, USAID views TB as an emerging disease threat, particularly as co-infection with HIV is significant. It is important to learn about effective TB management to inform future programs which may be designed to address the disease. STD management has been adopted by the Agency as a critical strategy to the prevention of HIV/AIDS. Therefore, the proposed activities will have a significant positive effect in deriving lessons for future USAID programming on a global basis.

Because the exact role of centrally-funded activities in close-out missions is unclear, it is important that the plan for Botswana contain a definitive policy statement encouraging central involvement in the country. Such a policy should contain clear criteria for selecting activities such as: a) a reasonable likelihood that the end product will be useful to more than just Botswana; b) the activity can be carried on without USAID support other than facilitation of contacts; c) a reasonable prospect of a continuing relationship between U.S. and Botswana implementing entities.

B. Botswana and the Initiative for Southern Africa (ISA)

A major element of the new relationship will be Botswana's participation in the ISA as both a recipient of regional assistance and as a leader in the dialogue which we seek to foster. The terminating bilateral program offers opportunities for laying the groundwork for the ISA and building regional relationships.

BPED - There is a direct relationship between the goals of BPED and the objectives of the ISA. BPED focuses on the promotion of accelerated private sector-led growth which is to result in a measurable increase in private sector output and employment in non-mineral sectors of the Botswana economy. This objective clearly overlaps with those of the ISA. The ISA is seeking to build civil society in the region, which in Botswana, given a stable democratic system of government, has meant broadening economic opportunities for citizen entrepreneurs. The ISA, like BPED, seeks to build and sustain a capacity for development by supporting economic reform, promoting sustainable economic development, and assisting the economies of the region to integrate into the evolving global economy. The areas on which the ISA intends to focus are the very same areas that make up the foundation of the BPED project.

The ISA will focus on trade and private investment. BPED, through the efforts of the implementing entities and the long-term technical advisors in place at each of the entities, has undertaken and continues to initiate activities that promote regional and international trade as well as domestic and foreign investment in Botswana and the southern African region.

A significant number of BPED activities carry regional implications, not only due to the fact that BOCCIM is the strongest organization of its kind in the region, serving as a model through the activities it is undertaking with the support and guidance of BPED, but because BOCCIM is developing a self-sustaining capacity to act as a spokesman for the private sector both within and beyond the borders of Botswana. Studies dealing with foreign exchange controls, the SACU Treaty, export incentives, BDC divestiture, venture capital, investment location and sector analysis, and HIV/AIDS in the private sector all carry regional implications. A more aggressive regional approach could easily be activated within BPED. Trade missions and regional trade and investment promotion conferences further work to establish BOCCIM and BDC as leaders in regional private-sector development and investment promotion.

For example, BPED could be used to initiate a regional private/public sector discussion of issues revolving around trade and investment issues. BOCCIM is respected and influential within the region and capable of playing a leadership role, in particular in the formation of an association of similar organizations throughout the region. Such an association would represent a considerable force for influencing governments to create the type of enabling environment required to expand private sector investments and greater intra-regional economic cooperation. The Government of Botswana also has the respect of its neighbors and can be encouraged to play an active role in the formulation and implementation of an ISA.

BDC is designing a regional development corporation consortium to provide a forum for African development corporations to come together and leverage each other's experiences in attracting foreign investment to the region. Botswana appears to be the only country in the region possessing the credibility and an organization that is capable of undertaking such an initiative and BDC has the resources to invest in business development projects outside Botswana. The major constraint at this point is BDC's lack of knowledge and experience in designing and facilitating such regional investment projects. BPED is assisting BDC to join forces with an international venture capital program in order to move BDC into the area of regionally-based investment promotion. This activity, although in the very early stages of development, could lead to the establishment of an advanced type of regional development cooperation which could be supported under the ISA and linked to the proposed Enterprise Fund.

The Commonwealth of Virginia has recently established one of two African regional trade offices in Gaborone, the other being in

Dakar. Through its Business Linkage budget, BPED will be able to sponsor trips from the U.S., of U.S. trade organization representatives, franchise groups, and other potential investors to Botswana. Virginia's activities are obviously regionally oriented, and with Gaborone being the regional office, it would be easy to expand the geographical scope of BPED's business linkage activities.

BPED would very well serve the interests of the ISA, enabling the ISA to use certain BPED structures and organizations in the development of its portfolio of activities. Opportunities for cross-fertilization between the two programs are very closely related, one being a natural outgrowth of the other.

NRMP - The Botswana component of NRMP is already part of a SADC regional program which is intended to foster regional cooperation and the sharing of information in the area of natural resources management. Through an explicit program of regional communication and coordination, alternative conservation and development approaches and methods will be tested and disseminated, forming a foundation for sustainable, conservation-based development throughout southern Africa. The institutional development of the Botswana Wildlife Training Institute will also benefit the region by providing a center for in-service training in wildlife management and natural resources utilization. This also provides a framework within which ISA environment activities can be developed.

BOTSPA - The mobility of the population within southern Africa, and the possibility that the ISA and other regional developments will reduce transnational barriers even further, make it impossible to ignore AIDS prevention activities in the context of the ISA. Also the ISA cannot afford to forego the opportunity to intervene on a regional basis. Ignoring the epidemic in a single country in southern Africa would contribute to HIV transmission across the region, and threaten the goal of the ISA. Therefore, regional support to HIV/AIDS prevention activities is required. A regional HIV/AIDS program does not dismiss the need for country- and culture-specific interventions. However, a regional program could provide technical support to the design and implementation of localized interventions. It would achieve economies of scale by facilitating collaboration in, for example, message development and testing, and research and dissemination. Given the Government of Botswana's high profile, aggressive attack on AIDS, it is certain that Botswana would be an active and effective partner in a regional AIDS prevention program. In any case, given its geographical location, it is an active and critical transit point which cannot be ignored by any regional AIDS prevention effort.

Democracy and Governance - The U.S. and Botswana share the goal of helping African nations move toward multiparty democracy. Botswana will, therefore, play an important role in U.S.-supported regional efforts to promote democractization such as those in the proposed ne Regional Democracy Support Fund. Botswana's leadship position is already well recognized. Recently, the International Republican

Institute, with USAID funding held a democracy networking conference in Botswana which involved more than 150 representatives from some 26 countries. Botswana itself recognizes that its democracy is not perfect and needs strengthening. It is not reluctant to draw on external resources when it feels it can benefit. Continued support from the U.S. for democracy and governance strengthening activities from the 116E program and other sources such as the proposed Regional Democracy Support Fund, will certainly be welcome and should form a part of the new relationship.