



Integrated Country Strategy

BOTSWANA

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Table of Contents

1. Chief of Mission Priorities	1
2. Mission Strategic Framework	4
3. Mission Goals and Objectives	6
4. Management Objectives	20

1. Chief of Mission Priorities

Botswana is one of Africa's great democratic and development success stories. It is one of the continent's longest standing, stable democracies and a reliable U.S. partner, with its security institutions regarding the United States as a partner of choice. It hosts the International Law Enforcement Academy for Africa (ILEA), a U.S. Agency for Global Media (USAGM) broadcasting station, the United States' regional C-12 aircraft, and other programs central to U.S. national security interests.

It is in the interest of the United States that a strong and stable Botswana continues to be successful and remains a partner that can provide positive leadership in international fora and regional bodies, and supports a rule of law founded on sound ethics while fending off malign influences. With its upper middle-income economic status and democratic history, Botswana is an inspiration and an example of what is possible in Africa. There are, however, challenges.

The cornerstone of the U.S.-Botswana partnership is our combined efforts to control the HIV epidemic. Since 2003, the United States has provided more than \$1 billion in HIV-related assistance, largely through the United States President's Emergency Plan for AIDS Relief (PEPFAR). As a result of our health diplomacy in the last two decades, Botswana has overcome its HIV emergency. Today, Botswana is on the cusp of HIV epidemic control and well positioned to end mother-to-child transmission. When COVID-19 threatened to derail Botswana's progress, Botswana and the United States drew upon the competencies strengthened in the fight against HIV to fight the COVID-19 pandemic.

Botswana's democratic credentials are well-deserved. In a 2021 landmark decision, Botswana's highest court affirmed the fundamental rights of LGBTQI+ persons. Elections are transparent, well-organized, and free of tampering. Politicians respect constitutional limits on their tenures. Botswana's democratic success, however, belies concerns over governance and human rights. The consolidated power in the ruling party and executive branch undermines the independence of parliament and results in weak political opposition. Gender-based violence is widespread; there is a paucity of women in elected office and youth are not engaged in the political process;

Approved: April 26, 2022

minority ethnic groups are marginalized politically and economically; and civil society, including the media, is weak relative to the state.

While Botswana's economic success is the envy of many on the African continent, the economy depends largely on a single, finite commodity – diamonds. The Government of Botswana (GoB) has used its diamond revenues wisely to build infrastructure, drastically reduce poverty levels, invest in health care, and educate its population. Despite its economic progress, Botswana is one of the most economically unequal countries in the world. Botswana has failed to diversify its economy in a meaningful way that would sustain economic growth. The United States has historically been the single largest destination market for Botswana's rough diamonds and the most important contributing country to Botswana's safari tourism sector. The COVID-19 pandemic highlighted Botswana's over-reliance on rough diamond sales and luxury tourism.

If Botswana does not diversify and reimagine its economy, it risks becoming increasingly noncompetitive. Botswana's poor internet and telecommunications infrastructure prevent it from harnessing the benefits of the digital economy and creating sustained employment opportunities for Botswana's youth. Climate change threatens Botswana's continued prosperity. Botswana already suffers from the consequences of droughts and changes to agricultural seasons that are increasing in frequency and intensity. These deleterious environmental conditions are harming food security, human welfare, tourism, and the country's rich biodiversity, disproportionately affecting rural communities, especially women. Botswana is also at a critical juncture on energy. Power Africa's Mega Solar initiative presents a paradigm shift from costly electricity imports to enabling Botswana to harness its vast solar energy potential to become a clean energy model for southern Africa and a net exporter of electricity. However, entrenched coal interests and nascent oil exploration threaten to prolong Botswana's dependency on hydrocarbons and further endanger key conservation lands.

Our ICS Mission Goals seek to cement our role as Botswana's partner of choice, focusing on key areas in the national interests of the United States. They flow directly from the President's 2021 National Security Strategy guidelines and the Department of State/USAID Joint Regional

Approved: April 26, 2022

Strategy. The Mission's Public Affairs Section (PAS) ensures that Botswana's public and decision makers are effectively informed of our policies, initiatives, and activities.

Our four goals are:

1. Botswana has institutions, policies, and practices that respond to the needs and improve equitably the lives of its inhabitants;
2. Botswana partners with the United States and regional actors to develop and diversify its economy sustainably, inclusively, and equitably, while building resilience and adaptability to environmental and socioeconomic change that benefits all;
3. The United States remains Botswana's security partner of choice, assures the United States strategic security access, and improves its capacity to respond to environmental threats; prevents, mitigates, and resolves armed conflict; and counters transnational criminal activity through defense and law enforcement cooperation; and
4. The U.S. Mission will protect, assist, and provide essential services to resident Americans and American visitors to Botswana.

Our ICS goals are clear and achievable. They build on Botswana's notable achievements and success from being one of the world's least developed nations at independence in 1966 to its quest to become a high-income economy by 2036. They also look beyond Botswana's borders at the positive role the country can play both internationally and regionally – a key element in southern Africa. The ICS also builds on our strong bilateral partnership, enabling the Mission to advance U.S. national interests in the country and region. These goals require a coordinated U.S. government effort across agencies and between the field and headquarters, as well as sustained diplomatic, commercial, development, and defense engagement with Botswana.

2. Mission Strategic Framework

Mission Goal 1: Botswana has institutions, policies, and practices which respond to the needs and improve equitably the lives of its inhabitants.

- **Mission Objective 1.1:** Botswana develops legal, social, and physical environments that promote progress towards an AIDS-free generation and optimal health for all.
- **Mission Objective 1.2:** Botswana has strong public and private institutions that promote accountable, transparent, and democratic governance, protecting the rule of law and human rights for all, with an emphasis on disadvantaged and underrepresented groups.

Mission Goal 2: Botswana partners with the United States and regional actors to develop and diversify its economy sustainably, inclusively, and equitably, while building resilience and adaptability to environmental and socioeconomic change that benefits all.

- **Mission Objective 2.1:** Botswana welcomes U.S. trade and investment, promotes expanded U.S.-Botswana bilateral trade in goods and services, and increases foreign direct investment.
- **Mission Objective 2.2:** Botswana improves ecosystem and sustainable natural resource management practices including climate change actions through equitable, inclusive, responsible, and profitable practices.

Mission Goal 3: The United States remains Botswana's security partner of choice, assures the United States strategic security access, and improves its capacity to respond to environmental threats; prevents, mitigates, and resolves armed conflict; and counters transnational criminal activity through defense and law enforcement cooperation.

- **Mission Objective 3.1:** Botswana security institutions prioritize the United States' access and integration over those of strategic competitors by formally expanding partnerships in cybersecurity, environmental issues, law enforcement, and defense.
- **Mission Objective 3.2:** Botswana security institutions are better able to respond to USG prioritized environmental, health, defense, and criminal threats.

Mission Goal 4: Protect, assist, and provide essential services to resident Americans and American visitors to Botswana.

- **Mission Objective 4.1:** The Mission has the capacity and is prepared to respond to the needs of U.S. citizens for routine services and in emergency situations.

Management Objective 1: Post improves managerial efficiency and operational effectiveness by providing targeted training and improving business processes.

Management Objective 2: Management improves the physical working and living environments to sustain operations, to enhance the lives of Mission families and community, and to improve Mission morale.

Management Objective 3: Post spearheads a network of Embassy and Consulate regional management collaboration programs among southern African posts in the Southern Africa Development Community (SADC) region.

3. Mission Goals and Objectives

Mission Goal 1 | Botswana has institutions, policies, and practices that respond to the needs and improve equitably the lives of its inhabitants.

Description | This Mission goal aligns with the 2021 Interim National Security Strategy's (NSS) focus on the U.S. leadership role in global health and health security, including reducing the risk of communicable diseases and lowering the threat of pandemics. It also adopts the NSS emphasis on promoting democracy, good governance, and human rights, both to improve the lives of Botswana and to blunt the influence of authoritarian actors. Mission Goal 1 responds to the Africa Bureau (AF) Joint Regional Strategy (JRS), including Goal 3 (Strengthen Democracy, Human Rights, and Good Governance) and Goal 4 (Promote Country-Led Development). It is meant to capture specific human rights objectives in Presidential memoranda and executive orders, including those on ensuring rights of LGBTQI+ persons, women, and children. The goal is aligned with the PEPFAR Botswana Country Operational Plan 2021, and is designed to achieve global health goals, including UNAIDS 95-95-95 by 2030. Finally, this goal supports the Government of Botswana's stated goals to reduce Trafficking in Persons (TIP), to combat Gender Based Violence (GBV), and to improve the participation of women in the political process. Public Affairs ensures that Botswana's public and decision makers are effectively informed of our policies, initiatives, and activities.

Objective 1.1 | Botswana creates and sustains legal, social, and physical environments which promote progress towards an AIDS-free generation and optimal health for all.

- **Justification** | With this objective, the USG supports age and gender appropriate health services, improved financial sustainability, effective health policies, and targeted health diplomacy to position Botswana to reach HIV epidemic control by 2030. In addition, this objective prioritizes building capacity within the health system and optimizing data usage for decision-making. Our aim is to enable Botswana to collect, store, and disseminate quality data to ensure a more accurate picture of the HIV epidemic and other prevailing burdens of disease. Better data and quality surveillance

Approved: April 26, 2022

will also translate to better programming to help Botswana to achieve the Sustainable Development Goal (SDG) #3 to achieve good health and well-being and the UNAIDS 95-95-95 goals – by 2030, 95% of all people living with HIV will know their HIV status; 95% of all people with diagnosed HIV infection will receive sustained antiretroviral therapy (ART); and 95% of all people receiving antiretroviral therapy will have viral suppression. This objective aligns with the PEPFAR Botswana Country Operational Plan and its overarching goal to refocus our strategies on delivering innovative and client-centered programs to the right people in the right places. This objective also aligns with our 2022 PEPFAR Botswana Country Operational Plan (COP22) and the related sustainability plan, as well as its overarching goal to refocus our strategies to support Botswana to maintain delivering innovative, person-centered programs to ensure epidemic control. This includes a robust system for collection and use of data for decision-making.

- **Linkages** | United Nations Sustainable Development Goals 3 (Good Health and Wellbeing); UNAIDS Goals – 95-95-95 (by 2030, 95% of all people living with HIV will know their HIV status; 95% of all people with diagnosed HIV infection will receive sustained antiretroviral therapy; and 95% of all people receiving antiretroviral therapy will have viral suppression); and PEPFAR Botswana Country Operational Plan.
- **Risks** | The GoB is undergoing a major operational transformation. The COVID pandemic highlighted the limited absorptive capacity of existing health staff to provide primary health care services while meeting the needs of an aging HIV population. COVID-19 shrank Botswana's already understaffed healthcare service as providers succumbed to the disease or left the profession. Economically, the cost of purchasing vaccines and managing the emergency is still being quantified. Serious questions about the GoB's ability to sustain services at the level that it has been providing have emerged and the GoB is taking a hard look at the equity and sustainability of continuing to provide existing services. During the period of this ICS, the GoB will decentralize services through District Health Management Teams (DHMT) and will diversify the manner in which services are delivered to include private and civil society partners when these methods are more efficient and cost effective. Failure to

address staffing gaps and to effectively collect and analyze data could lead to a reversal of the progress Botswana has made to relieve its previously high health burden. To mitigate this risk, the focus of our PEPFAR program will be to continue to build Botswana's capacity to deliver person-centered programs.

Objective 1.2 | Botswana has strong and stable public and private institutions which promote accountable, transparent, and democratic governance, protecting the rule of law and human rights for all, with an emphasis on disadvantaged and underrepresented groups.

- **Justification** | This objective seeks to maintain Botswana's position as a reliable U.S. partner in the areas of global health, security, education, economic development, and governance. Our success in meeting this objective would strengthen Botswana's democratic institutions and respect for human rights, allowing Botswana to be more responsive to the needs of its population and resistant to malign external influences. Through democracy programs, training, exchanges, and diplomatic engagement, the Mission will expand access to democratic institutions for underrepresented groups and continue to promote the human rights of marginalized persons. This objective addresses Botswana's small and relatively weak civil society, committing to expand the role that these groups play in health, economic development, democracy, and human rights. It will also provide Botswana an alternative partner to strategic global competitors seeking to exploit Botswana's resources with little concern for democratic traditions and norms.
- **Linkages** | This objective links Mission activities with other ICS objectives, broader U.S. government strategies, and Botswana's stated objectives. This objective is aligned to the three themes of President Biden's Summit for Democracy: promoting respect for human rights in our own nations and abroad; defending against authoritarianism; and fighting corruption. It adopts a core element of the Biden Administration's Interim National Security Strategy, which seeks to use American influence to strengthen democracies to counter the growing influence of anti-democratic forces. Mission Botswana's focus on expanding rights of marginalized groups, including women and

LGBTQI+ persons, aligns the Interim National Security Strategy's call for the equal rights of all people. This ICS objective also captures the intent of the October 2021 National Strategy on Gender Equity and Equality, the February 2021 Presidential Memorandum on the rights of LGBTQI+ persons, and the Presidential Declaration of January 2022 as National Human Trafficking Prevention Month. As one of its four key goals, the draft Bureau of African Affairs Joint Regional Strategy (JRS) pledges to improve democracy, human rights, and good governance, with a focus on supporting strong and accountable democratic institutions. Mission Botswana seeks to implement the Africa Bureau's goal through a focus on the rights of marginalized groups and making Botswana's democracy accessible to all its citizens. More specifically, the ICS links to the JRS Objective 3.3 focused on countering corruption. This was one of Botswana's Summit for Democracy commitments and is captured in the key activities below. Finally, this objective aligns with the Government of Botswana's priorities to reduce trafficking in persons, to counter GBV, and to promote increased women's participation in politics.

- **Risks |** Achieving this objective requires full engagement by GoB counterparts. Botswana prides itself on its stable democratic government, which generally respects human rights. This risks complacency when it comes to addressing some of the issues that persist, such as unequal representation of women in politics, gender-based violence (GBV), a lack of youth engagement in the political process, and child labor. Additionally, Botswana's political system has been dominated by one political party since independence, making the ruling party reluctant to take any steps that might be perceived as weakening its hegemony. Funding problems and a limited pool of qualified organizations and individuals could complicate efforts to strengthen civil society. A COVID-19 pandemic that extends deep into the ICS time frame could impact the effectiveness of U.S. funded-programs, particularly those that depend on in-person engagements. These risks combined represent a drag on Botswana's democratic progress, while encouraging authoritarian government tendencies and increased influence from the malign influence of non-democratic states, such as China and Russia. To mitigate these risks, the Mission will continue to press democracy and governance

issues to keep them in the forefront, particularly on access to government for marginalized groups, and through engagement in areas such as President Biden's Summit for Democracy. We will continue to work with the opposition parties and include them in our programming and exchanges to encourage healthy political competition. Our funding for civil society groups can strengthen this sector in key human rights areas, such as the LGBTQI+ community. Finally, we have had success with hybrid in-person and virtual programs, although we will continue to prioritize face-to-face engagements whenever possible.

Mission Goal 2 | Botswana partners with the United States and regional actors to develop and diversify its economy sustainably, inclusively, and equitably, while building resilience and adaptability to environmental and socioeconomic change that benefits all.

Description | Mission Goal 2 aligns directly with the National Security Strategy's Pillar I (Dismantle Criminal Organizations), Pillar II (Promote American prosperity by helping to ensure a free and fair business environment), and Pillar IV (Partnerships and Multilateral Forums). It also supports the Joint State-USAID Strategic Plan's Goal 1 (Protect America's Security at Home and Abroad) and Goal 2 (Renew America's Competitive Advantage for Sustained Economic Growth), the Africa Joint Regional Strategy's (JRS) Goal 2 (Increase mutually beneficial economic activity between our nations) and the USAID/Southern Africa Region Development Cooperation Strategy's Development Objective 1 (Inclusive economic growth catalyzed). Finally, it supports the functional bureau strategy (FBS) of the Bureau of Oceans and International Environmental and Scientific Affairs (OES), specifically Goal 1 (Restore and advance the sustainable well-being and prosperity of the American people, by conserving and protecting the global environment, ocean, health, and space) and Goal 2 (Mitigate threats to the global environment, ocean, health, and space that jeopardize security and the prosperity of the United States). PAS ensures that Botswana's public and decision makers are effectively informed of our policies, initiatives, and activities.

Approved: April 26, 2022

Objective 2.1 | Botswana welcomes U.S. trade and investment, promoting expanded bilateral trade in goods and services and increased foreign direct investment.

- **Justification** | Botswana’s respect for the rule of law and its stable financial system are the foundation on which the Mission seeks to promote bilateral trade and to attract U.S. private sector investment directly into Botswana in addition to investment from the larger, more competitive, and more sophisticated market in neighboring South Africa. Additionally, Botswana’s commitment to countrywide economic development – including in remote areas and among marginalized populations – offers fertile ground for cross-sector economic cooperation.

Botswana already has the financial resources, political will, and policies to promote entrepreneurial growth through largescale investments, as well as investments in small, medium, and micro-enterprises (SMME). Botswana’s private sector requires additional U.S. support to become regionally and internationally competitive.

- **Linkages** | OES (draft) Functional Bureau Strategy (FBS) 1.3 – Create new economic opportunities, especially for the American middle class, across OES engagements. AF (draft) JRS: Bureau Objective 2.1 – Encourage improvements to business enabling environments and enhanced trade and investment between the U.S. and Africa through whole-of-government engagements.
- **Risks** | Botswana’s economic recovery is slow or lags that of regional neighbors due to high economic dependency on finite resources. Social and economic difficulties driven by the COVID-19 pandemic limit trade and travel, while constraining private sector and GoB capital to invest in a diversified economy, new industries, and SMMEs. Among other critical infrastructure, electric reliability, internet costs, and poor telecommunications connectivity quality make Botswana’s businesses less competitive. Xenophobia and corruption influence policy and procurement decisions, resulting in an unattractive environment for foreign direct investment. Gender inequities and marginalization of key populations persist and constrain full economic participation by many of Botswana’s communities. Rural infrastructure quality and access to information and government programs remain poor and obstruct economic

development in rural communities, compounding concerns of marginalization. Electricity drives technology, particularly in manufacturing. To mitigate the risks to business posed by the rising electricity costs, Post will strongly promote the Mega Solar and Roof Top Solar initiatives to generate reliable, inexpensive electricity from renewable sources. Failure to lower electricity costs will make Botswana's products significantly more expensive to produce than those of its neighbors and will prevent Botswana from reaching its manufacturing potential.

Objective 2.2 | Botswana improves its ecosystem and sustainable natural resource management practices, including its climate change actions through equitable, inclusive, responsible, and profitable practices.

- **Justification |** Botswana can lead the region in safeguarding natural resources and adapting to and mitigating the risks of climate change. Botswana could also become a major producer, consumer, and exporter of solar power. Given the abundance of solar energy available and the disproportionate negative impact of rising temperatures and erratic weather patterns on Botswana's vulnerable populations, Botswana's economy and collective wellbeing would benefit from immediate action against climate change. Moreover, developing its solar capacity through large scale solar projects and expanding residential and commercial solar – while also training a renewable energy-savvy workforce – would significantly improve Botswana's energy security, reduce its reliance on expensive fossil fuel-generated electricity imports from South Africa, limit strains on water supplies from domestic fossil fuel-power electric generation, and meet its National Determined Contribution (NDC) thereby fulfilling its Paris Agreement commitment. Similarly, Botswana's energy context presents real investment opportunities for U.S. firms dealing in the provision of solar, wind, and energy efficiency goods and services. Botswana could also attract foreign investment to diversify a sustainable ecotourism sector with the right mix of business-friendly reforms.

Managing climate risk in Botswana is essential to other key U.S. policy objectives including natural resource management to help support ecosystems, conserve wildlife, and build local resilience, especially among the most vulnerable and marginalized communities. Botswana's rich biodiversity is not only key to U.S. and international scientific research, but essential to sustaining its vibrant tourism sector – a heavy contributor to Botswana's GDP, employment, and an income generator for local communities. Water management is critical in this region plagued by chronic drought that threatens groundwater and river basin water levels, the agricultural sector, and food-security. Through Post's interagency Environment and Climate Working group, the Mission will focus on mobilizing existing and emerging USG programs and resources, including those through regional support from agencies based in Embassy Pretoria, to ensure interagency coordination and collaboration in meeting this cross-cutting objective.

- **Linkages |** - E.O 13985 (Advancing Racial Equity and Support for Underserved Communities Through the Federal Government); Interim National Security Strategy; E.O. 14008 (Tackling the Climate Crisis at Home and Abroad); The President's Emergency Plan for Adaptation and Resilience (PREPARE); Secretary Blinken's Climate Change Policy Guidance (21 STATE 97546); The USAID Climate Strategy 2022-2030 (draft); AF Bureau Strategy (draft); JRS Objective 4.2; OES FBS (draft) 2.2; JSP 1.2 and JSP 2.4.; E.O. 13773 (Enforcing Federal Law with Respect to Transnational Criminal Organizations and Preventing International Trafficking); Legislation including the Defending Economic Livelihoods and Threatened Animals (DELTA) Act and U.S. Lacey Act; OES Bureau Goal 1 (draft); JSP 2.2, 3.2, and 3.3; Botswana ICS Mission Objective 3.2; and FY2023 MRR.
- **Risks |** Increasing biodiversity, conservation, and climate change action requires considerable effort and resources to mobilize civil society, motivate government leadership, and educate the public and workforce. Failing to meet these goals will not only be a hit to environmental health and economic growth, but also risks enabling multiple shocks that affect the same communities or systems, often in mutually reinforcing ways creating fragility and instability. Moreover, Botswana's failure to meet

its stated climate change ambitions because of limited financing, political will, capacity, technical knowledge, education, and community action will not only worsen Botswana's economic growth, but will also impede U.S. climate goals and objectives. The Mission also understands the failure to hold the GoB accountable for its international commitments to fight wildlife crime will be to the detriment of a vibrant ecosystem, as well as the rule of law, as also laid out in Mission Goal 3. Just as the U.S. government works to mitigate the risk of global apathy, we acknowledge that a lack of political will from GoB leadership and the absence of an active and vocal civil society, an educated work force, and transparent rule of law to support conservation and fight wildlife crime reduces the chances of success for this objective. Therefore, our Mission's approach to mitigating these risks focuses on building the capacity of Botswana's institutions to combat environmental crime and to implement its climate change strategy and to promote community based natural resource management. Our approach also seeks to sensitize civil society and Botswana's young people to the risks that Botswana runs if it does not take appropriate action.

While our Mission will work collaboratively through our Interagency Environment and Climate Working group and with the support of our Gaborone-based Regional Environment Officer to mitigate these risks, the Mission's lack of a dedicated bilateral Environment, Science, and Technology Officer, hampers the Mission's ability to mitigate the above-mentioned risks. The Mission is taking steps to mitigate this risk by requesting central funding for an EFM ESTH position to ensure sufficient support for these bilateral priorities.

Mission Goal 3 | The United States remains Botswana's security partner of choice, assures the United States strategic security access, and improves its capacity to respond to environmental threats; prevents, mitigates, and resolves armed conflict; and counters transnational criminal activity through defense and law enforcement cooperation.

Description | This mission goal supports the 2021 Interim National Security Strategy Africa Regional Section and the 2018 National Defense Strategy. It includes guidance from the DoD Climate Adaptation Plan. It also supports USAFRICOM's Combatant Command Campaign Strategy to ensure U.S. strategic access, counter violent extremist organizations (VEO), posture the command for crisis response, and help partner nations build defense capabilities. This mission goal supports Joint Strategic Plan objectives 1.4 (Peace and Security) and 2.4 (Strengthen Resilience). It supports draft AF Bureau Strategy Objective 1.2 (improve capability and the will of security forces to identify and respond to transnational threats); draft OES Bureau Objective 2.1 (strengthen U.S. partners' capacity to respond to health, climate and environment security threats); and Consular Affairs Bureau's Strategic Goal 2 (Strengthen U.S. border security while facilitating legitimate travel through vigilant, accurate, and efficient visa and passport services, including fraud prevention and promotion of the integrity of consular services). Lastly, this goal supports E.O. 14008 Tackling the Climate Crises at Home and Abroad, E.O. 13773 Preventing International Trafficking (of Wildlife), and E.O. 13985 Advancing Racial Equity and Support for Underserved Communities through the Federal Government PAS ensures that Botswana's public and decision makers are effectively informed of our policies, initiatives, and activities.

Objective 3.1 | Botswana's security institutions prioritize the United States' access and integration by formally expanding partnership in cybersecurity, environmental issues, law enforcement, and defense.

- **Justification** | By achieving this objective, the Mission will ensure that Government of Botswana security institutions are further linked to U.S. programs, policies, and procedures to our mutual benefit. We will engage in security assistance to advance our shared strategic interests, multi and bilateral relationships, and equities in international fora. We will also work, both by example and through program opportunities, to encourage more women to follow military and law enforcement career paths, given the lack of women entering these fields. Critical activities of this objective are joint assessments to assure shared understanding of security challenges and diplomatic, law enforcement, and defense engagements to maintain strong information sharing relationships and formally expand partnerships.
- **Linkages** | 2021 Interim NSS; 2018 National Defense Strategy; DoD Climate Adaptation Plan LOE 5 – Enhance Adaptation and Resilience through Collaboration; JSP Goal 1, OBJs 1.2, 1.3, 1.4; JSP Goal 3, OBJs 3.1, 3.2; USAFRICOM Campaign Plan OBJs 1, 2, 3, 4; INL Functional Bureau Strategy Goal 2, OBJs 2.1, 2.2.
- **Risks** | Failure to develop and support law enforcement and criminal justice institutions and agencies that are not established on a strong foundation of ethics, integrity and rule of law pave the way for malign influence, corruption, and the degradation of a free and fair democratic construct. Through the International Law Enforcement Academy (ILEA), the Mission will mitigate this risk by partnering with the Botswana Police Service (BPS) to continue to deliver education and training focused on promoting the rule of law.

Objective 3.2 | Botswana security institutions are better able to respond to USG priorities and environmental, health, defense, and criminal threats.

- **Justification** | Accomplishing this objective ensures that identified mutual security challenges are mitigated to the extent possible or, failing mitigation, the Government of Botswana is adequately prepared to respond to such challenges. Many of these challenges are interrelated. For example, wildlife trafficking threatens not only the security of the nation's borders through increased incursions by organized crime elements and possible terrorist financiers, but also threatens Botswana's wildlife – an important resource for economic diversification. As the United States leads the fight against COVID-19, global health security has returned to the top of our national security agenda and global health security architecture. We will employ USG resources and programs including diplomatic engagement, training activities, IMET, exchange of expertise, and capacity building.
- **Linkages** | 2021 Interim NSS; 2018 National Defense Strategy; DoD Climate Adaptation Plan LOE 5 – Enhance Adaptation and Resilience through Collaboration; USAFRICOM Campaign Plan OBJ 1, 2, 3, 4; E.O. 14008 Tackling the Climate Crises at Home and Abroad; E.O. 13773 Preventing International Trafficking (of Wildlife); Legislation: Defending Economic Livelihoods and Threatened Animals (DELT) Act; JSP Objectives 1.3, 1.4, 1.5, 2.4, 3.2; AF Bureau Strategy (draft) Bureau Objective 1.2; OES FBS (draft) Bureau Objective 2.1; INL FBS Bureau Objective 1.2.
- **Risks** | As laid out in the 2021 Interim National Security Strategy, many of the biggest threats we face do not respect borders or walls and must be met with collective action. A reactive approach rather than a proactive approach to countering transnational threats could lead to a failure to address the root causes of threats and fail to support good governance and resilience, ultimately facilitating fragility and instability. Moreover, the economic impact from hazards such as natural disasters, flooding, droughts, and infectious diseases will worsen national level state fragility, leading to instability and conflict. Climate conditions worsen at a rate that outpaces security institutions' capacities to adapt and respond. Additional COVID-19 variants and spikes

degrade security training, readiness, and operational capacity. A failure to continue to build law enforcement and criminal justice agency capacity through education and training will reduce regional and global capability to counter transnational organized crime. This reduced capability will negatively impact the United States.

To mitigate the above-mentioned risks, the Mission will assist the GoB with assessments to determine readiness to adapt to climate change, and to mobilize technical assistance, capacity building, and awareness raising resources. The Mission will apply lessons learned since the start of the COVID-19 pandemic and engage in virtual or socially distanced security cooperation activities to the maximum extent practical. The Mission will also ensure compliance with the vaccination requirements of the USG, the host nation, and third countries. Finally, to mitigate the risk of reduced law enforcement capability, in partnership with the Botswana Police Service, the International Law Enforcement Academy (ILEA) will continue to deliver world class law enforcement and criminal justice education and training developed and implemented through continuous scientific and thoughtful analyses.

Mission Goal 4 | Protect, assist, and provide essential services to resident Americans and American visitors to Botswana.

Description | This mission goal supports the Biden Administration's commitment to the American people, as well as the Consular Affairs Bureau's Functional Bureau Strategy (FBS) goals, to provide efficient and effective consular services to Americans overseas and to facilitate legitimate travel to the United States while protecting America's borders.

Objective 4.1 | The Mission has the capacity and is prepared to respond to the needs of U.S. citizens in routine and emergency situations.

- **Justification |** The protection of U.S. citizens abroad ranks among the United States government's highest priorities. as reflected in the interim National Security Strategy. This is also in line with Consular Affairs' FBS Goal 1 on American Citizen Services abroad. Consular Affairs also seeks to expand the 1980 Hague Convention on the Civil Aspects of International Child Abduction. Without accession, the Embassy's ability to ensure the rights of American citizen children and parents is limited.
- **Linkages |** The 2021 Interim NSS and the Consular Affairs Functional Bureau Strategy (FBS).
- **Risks |** An extended COVID-19 pandemic and the possibility of new limits on movement within and across borders could affect the Embassy's ability to provide the full suite of American Citizens Services (ACS) to American citizens in Botswana. Continued health-related travel restrictions could further complicate travel for Americans in Botswana. Unforeseen crises like the pandemic could strain the Embassy's existing response strategy. A lack of Botswana government capacity could limit action on acceding to the Hague Convention. Botswana's failure to accede to the Convention could result in an increased ACS burden as the number of dual national U.S.-American children grows. To mitigate the risk of complicated child custody cases, the Mission will continue to advocate strongly for Botswana to accede to the Hague Convention.

4. Management Objectives

Management Objective 1 | Post improves managerial efficiency and operational effectiveness by providing targeted training and improving business processes.

- **Justification** | While Mission Botswana has improved its communication, business processes, and overall effectiveness in recent years, much work remains to be done. International Cooperative Administrative Support Services (ICASS) survey results repeatedly cite the Management section's ineffective communication as an ongoing deficiency. One reason for the poor communication is that staff sometimes lack the requisite tools or knowledge to effectively relay the status of the tasks being performed. A comprehensive communications skills improvement training program for staff would overcome communications gaps and bolster locally employed (LE) staff managers' ability to lead their teams more effectively. LE staff have also self-identified knowledge gaps that negatively impact their non-work lives; for example, many lack adequate financial literacy and assume heavy personal debt burdens which they attempt to overcome by taking frequent, unsustainable salary advance loans. Targeted financial literacy and Management training would improve staff's financial wellbeing. Further to this, many Management offices use outdated systems, rely heavily on paper-based operations, and are poorly organized. We seek to migrate Management sections to a paperless-office model, except when prohibited by law or Department regulations. We will also mandate an intra-Management assessment of common processes to streamline and develop efficiencies and approaches among Management sections.
- **Linkages** | The Management section is the Mission's operational backbone. This objective links directly to all the objectives in the ICS, as these improvements better enable programmatic and functional sections to accomplish their goals. AF Bureau Strategy (draft) Joint Regional Strategy (JRS) Objective 2 - Increase mutually beneficial economic growth, trade, and investment. Interim National Security Strategic Guidance (March 2021) - Defend and nurture the underlying sources of American strength, including our people, our economy, our national defense, and our democracy at home.

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- **Risks** | While achievable, there are nevertheless potential risks to successfully completing this Objective. Inertia and staff resistance to modifying processes that they perceive as “good enough” could make developing and implementing new innovations difficult. There are several means by which resistance can be mitigated, including individually recognizing high performing staff who make significant contributions to this objective. Recognition could take the form of cash awards, special recognition from the Front Office for staff members designing or embracing innovation initiatives, and additional incentives for individuals or teams as determined by Post management. Continued understaffing and Botswana’s notoriously unreliable internet connectivity could delay plans for digitization; for example, uploading large numbers of documents to cloud-based platforms will inevitably take longer than it would in countries with better connectivity. Most staff members typically welcome the opportunity to learn new skills, but the time commitment that training entails could be significant. Finally, Botswana’s poor health infrastructure could extend the COVID-19 crisis after it ends in other countries, impeding Post’s ability to meet its objectives. Although Post has limited means to mitigate issues of connectivity, deploying additional staff resources to this effort could enable Post to achieve digitization levels comparable to Posts without telecommunication problems. Working with managers to schedule and prioritize effectively will allow necessary training to occur, while Post medical staff can take necessary steps to minimize COVID risks within the Mission, regardless of COVID conditions locally.

Management Objective 2 | Management improves the physical working and living environments to sustain operations, to enhance the lives of Mission families and community, and to improve Mission morale.

- **Justification** | When surveyed, the Mission community cites poor working and living conditions among the biggest reasons for declining morale. Constructing a new 21-unit modern housing compound to replace many old residences that are in poor

condition would improve morale related to living conditions. Mission facilities are extremely outdated; many have undergone minimal, if any, renovations or improvements since the late 1980s. Gaborone is a rapidly urbanizing capital city with innovatively designed and modern public and private buildings, reflecting Botswana's status as an upper-middle-income country. The Mission's run-down buildings reflect poorly on the U.S. government. Overseas Building Operations (OBO) has said it will likely not prioritize building a New Embassy Compound (NEC) in Gaborone before 2027 given other global priorities; however, Post leadership will continue to advocate for this. The most viable remedy to our dilapidated facilities absent a NEC in the next five years would be a major modernization and renovation project as outlined in Sub-objective 2.2.

LE staff express a desire for the Mission to use its influence to advocate on their behalf in areas that would improve their quality of life. Sub-Objective 2.3 seeks to create an advocacy mechanism for the Mission which can be used, for example, to request local banks to offer attractive loan rates to Mission staff. Any advocacy of this nature would, of course, be constrained by local law and Department regulations. There are, nonetheless, areas where this could be beneficial and improve employee morale and overall welfare. Staff living and working in comfortable and modern facilities will undoubtedly generate higher morale, and LE staff who feel that the Mission is advocating on their behalf will be more motivated to accomplish U.S. priorities.

LE staff, particularly senior LE staff, often express frustration that they have little to no input in developing Management policies despite their invaluable expertise, many years of professional experience working for the U.S. government, and cultural knowhow. Sub-Objective 2.4 establishes a formal mechanism for senior level LE staff, with input from their teams, to be integral in the development of new Management policies. Finally, the proposed construction and renovation projects will demonstrate the Mission's commitment to sustainability, renewable energy, and mitigating the global climate crisis.

- **Linkages:** Interim National Security Strategic Guidance (March 2021) - Defend and nurture the underlying sources of American strength, including our people, our economy, our national defense, and our democracy at home; the President's Emergency Plan for Adaptation and Resilience (PREPARE); Secretary Blinken's Climate Change Policy Guidance (21 STATE 97546); and the USAID Climate Strategy 2022-2030 (draft).
- **Risks |** The greatest risks to Objective 2 are primarily budgetary and the continued COVID-19 pandemic. While planning for the new Embassy Housing Compound has been underway for some time, the contractor only broke ground in March 2022; continued delays due to COVID-19 or budget constraints put the timeline of Sub-objective 2.1 in jeopardy. Once construction begins, migrating to the new housing compound will be a monumental exercise, involving complicated finance, logistics, managing morale, change management, and other factors. Post will mitigate these risks to the extent possible by developing a comprehensive transition strategy that addresses community morale, terminating leases of homes to be replaced by the new compound, communicating effectively with transitioning families impacted by the move, and addressing financial constraints that may arise from various agencies that will potentially fund more than one lease at a time for a limited period. As multiple posts within the AF region have undergone a similar housing shift, Gaborone will work with those posts to determine best practices that can be applied to our Mission's transition.

Similarly with Sub-Objective 2.2, the greatest risks are principally a lack of funding and a lack of qualified labor to complete the projects properly and on schedule. To mitigate this, Post will seek adequate funding to engage appropriate numbers of technical and managerial contractors to complete these projects in line with standards set by OBO.

When considering Sub-Objective 2.3, Department regulations and local laws may prevent the Embassy from intervening on behalf of LE staff, potentially leading to perceptions of broken promises, which could impact morale. If LE staff feel that they are not being heard or respected in policy development, it will have a significant effect on morale, and the Mission runs the risk of losing expert staff to more lucrative and roles with greater responsibility in the private sector, other diplomatic missions, or

abroad. Prior to engaging in specific advocacy measures on behalf of LE staff, Post will complete a local legal review, as well as seek guidance from GTM and the Office of the Legal Advisor to ensure that any proposed initiatives are allowable, thus mitigating the risk of breaking purported commitments.

Management Objective 3 | Post spearheads a network of Embassy and Consulate regional management collaboration programs among southern African posts in the Southern Africa Development Community (SADC) region.

- **Justification |** Countries throughout the Southern African Development Community (SADC) region are connected by kinship, culture, history, and tradition. Mission Botswana seeks to become a regional hub for innovation in Management, through programs, coordinated with regional Missions, designed to gather, analyze, and share new approaches. Sub-Objective 3.1 seeks to leverage the commonality in many SADC countries and Missions by developing a series of regional conferences in the various areas of the Management portfolio. The conferences would not replace or duplicate established events such as the Financial Management Officers (FMO) or General Service Officers (GSO) workshops led by the Bureau or Department, but are instead opportunities for Missions to exchange ideas and learn from each other when faced with similar challenges specific to the Southern Africa region. Drawing on similar programs in large Missions such as China, India, and Mexico, Mission Botswana seeks to develop a network of Exchange Visitors – LE Staff and possibly U.S. Direct Hires (USDH) – who would undergo TDY swaps with colleagues at other posts for two to three weeks, as needed. A GSO Shipping Coordinator in Gaborone could undoubtedly learn skills from colleagues in Mozambique, and vice versa. The program intends to send staff on exchanges from which they would then return and share the skills and knowledge they have developed with their colleagues. Sub-Objective 3.3 would position Mission Botswana as a center for Management excellence. Knowledge exchanges not only serve as tremendous professional development opportunities, but they also enrich posts by

bringing tried and tested best practices to post operations. If successful, this model could easily be expanded to other non-Management staff, further linking this to all the other ICS objectives in this cycle.

- **Linkages:** Interim National Security Strategic Guidance (March 2021) - Defend and nurture the underlying sources of American strength, including our people, our economy, our national defense, and our democracy at home.
- **Risks |** The COVID-19 pandemic presents a major risk to the ability of the Mission to conduct exchanges or conferences in any meaningful way. While the host government is optimistic that the situation will improve overall in 2022, this is by no means guaranteed; poor internet connectivity precludes implementing the sub-objectives virtually if the health crisis does not improve. Other risks could include not garnering sufficient interest among other Missions in the SADC region or overstretched resources. While the COVID situation continues to improve across the region, the Mission must be prepared to accomplish this objective regardless of COVID-19 conditions. The Department has offered formal approaches to reducing COVID-19 concerns through the COVID Mitigation Process (CMP), which will be used throughout the implementation of these activities. As noted above, activities will be conducted in-person whenever possible, eliminating most connectivity challenges. Further to this, improvements in the connectivity infrastructure are reportedly taking place on a national level in Botswana, meaning that these challenges could diminish over time. To mitigate issues of staff interest or availability, Post will encourage partner missions to identify 'exchange champions' who will spearhead these initiatives at their respective posts and encourage implementing these exchanges.