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INTERAGENCY COLLABORATION: A CONCEPT FIT FOR SECURITY DYNAMICS WHEN DRIVEN THROUGH GOVERNMENT POLICY

Interagency collaboration is crucial for managing complex security issues in Botswana, including regional disputes, political violence, and environmental degradation. This is enabled and driven through government policy acts. Furthermore, policy frameworks, and national strategies prove to be crucial in sustainable collaboration. Technology has enhanced military cooperation, and Botswana's Joint Military Commission supports international information sharing. This study proposes interagency collaboration as an alternative model that captures the dynamic processes at work among various security role actors. This paper is an original qualitative research that was set to answer the following central question; how well is interagency collaboration developed in Botswana, and what is its role in addressing emerging security issues? A key finding of the research was that Botswana has numerous inter-organisational forums and mechanisms in place to coordinate collaboration between government departments, private organisations, and, to a lesser extent, civil society organisations on both operational and policy matters. Interagency collaboration enhances policy creation, reduces conflict, and boosts efficiency. However, challenges like lack of familiarity, communication, and trust can hinder effective implementation. The study recommends fostering interagency

framework development and implementing an institutional paradigm for nationwide security efforts.

Keywords: *interagency collaboration, security dynamics, coordination, joint operations, Botswana.*

Statement of the problem in a general form. Interagency collaboration is crucial for managing complex security issues in Botswana, including regional disputes, political violence, poaching, health-related pandemics, and environmental degradation. Technology has enhanced military cooperation, and Botswana's Joint Military Commission supports international information sharing. The purpose of this article is to assess the extent and effectiveness of interagency collaboration within Botswana's security landscape, while highlighting its critical role in addressing the country's evolving and multifaceted security challenges.

The world is ever-changing. Consequently, security concerns adapt in response to environmental changes. Emerging security issues necessitate innovative solutions to address these developing dynamics. The existing structures are partially non-compliant with these changes. Historically, terrorism fell under the jurisdiction of law enforcement, however currently, as an example, the military is involved. An additional example is the involvement of other stakeholders in anti-poaching initiatives in Botswana to support the Department of Wildlife and National Parks (DWNP). The government of Botswana further engaged security agencies to guard against pandemics in the case of COVID-19 and natural disasters like floods. Other strategic and technical coordination structures such as the Presidential COVID-19 Task Force that were established in response to the pandemic (Ministry of Health and Wellness, 2021). Additionally, in response to floods since late 2024, the government formed a national disaster task force from different security agencies to coordinate emergency response efforts. This is a clear demonstration that there is political will to support interagency collaboration. Political leadership and statutory frameworks such as Presidential task forces and national disaster policies shape collaboration. During crises, *ad hoc* methods are implemented to handle problems, however, these methods are not

sufficient without codified government policies to institutionalise collaboration [3]. This necessitates a comprehensive governmental strategy that integrates various resources to foster cooperation and coordination, thereby attaining interagency collaboration for a secure environment. These are situations in which security services must adjust and assume supplementary duties outside their core responsibility. This transition frequently takes place amidst increased security apprehensions, crises, or significant events, requiring a cooperative strategy across security organisations.

Such a complex security environment necessitates similarly sophisticated and adaptable strategic policy responses. Interagency collaboration is critical in promoting ‘whole-of-government’ or ‘comprehensive’ approaches to crisis resolution [19] and developing effective policy solutions to numerous security problems and crises. The implications of ineffective reactions, particularly in the treatment of complex situations, are catastrophic. However, interagency collaboration remains a difficulty for Botswana and international partners. Intra-sector coordination is frequently challenging in areas such as defence, police, intelligence, and wildlife conservation. Botswana is also dealing with and will continue to face serious challenges from complex violent and nonviolent security crises such as regional conflicts, politically motivated public violence, armed groups, robbing criminal gangs, and environmental degradation. Interagency collaboration is essential for effectively addressing an increasing array of intricate security concerns that transcend geographic and organisational limits.

Military action is no longer the primary security policy response to crises, and it is becoming increasingly difficult for a single state, group of states, or international organisation to interfere in a crisis scenario. In today’s complicated world, security crises are common and complex events with numerous entangled and mutually reinforcing factors. The central question for this paper is: how well is interagency collaboration developed in Botswana, and what is its role in addressing emerging security issues? In addition, this question is addressed by further breaking it down into sub-questions to establish, the understanding of interagency collaboration in a security setting, its importance in dealing with security

dynamics and the challenges it faces. The paper gives a brief background of interagency collaboration to lay a foundation for the discussion, this is followed by a methodology to spell out the collection and analysis of data. Then findings and analysis of the study are enumerated followed by a conclusion.

Interagency collaboration emerged following the recognition of inadequacies in governmental attempts to provide a safe environment. O'Connor (2009) contends that prior to the September 11, 2001 (9/11) catastrophe, there existed certain evidence suggesting that the terrorist attacks may have been anticipated. This was based on the insufficient information exchange among several entities that were safeguarding against such contingencies. These encompassed all security agencies directly engaged in the counter-terrorism efforts. In addition, O'Connor [20] asserts that the 9/11 Commission Report advocated for 'Unity of Effort' because of the lack of collaboration and coordination across security agencies. Unity of effort entails re-organising the national security framework to synchronise interagency national achievements, ensuring their institutionalisation [28]. Consequently, interagency collaboration emerged as a concept including several stakeholders striving towards a shared objective, therefore, 9/11 initiated the introduction of policy reforms. However, this did not signify the start of interagency collaboration, as several groups, like the military, previously engaged in comparable practices.

Harm and Hunt [10; 11] assert that cooperation in military operations is not a new occurrence. This has attained significant progress due to the continuous enhancement of technology. The advent of airpower into military operations has clearly created a new dimension in the conduct of combat, distinct from land and sea engagements. Airpower represented an extra domain on the battlefield capable of accomplishing simultaneous and sequential objectives across many locations, in combination with land and sea domains. Achieving these effects necessitates extensive synchronisation in both planning and execution. Consequently, a new strategy for collaboration across all battle domains or joint operations was established to attain unity of effort. The emergence of new realms, such as space and internet, has led to the introduction of pertinent collaboration rules.

In addition to the current doctrine for inter-service collaboration inside the military, there is a growing interest in collaboration across agencies due to the presence of instruments of national power, of which the military is a component. Mastapeter asserts that “instruments of national power are all means available for employment in the pursuit of national objectives” [18]. The instruments of national power comprise diplomacy, information, military, and economics (DIME). The implementation of the DIME encompasses the methods and resources utilised to attain national objectives. To attain the required objectives, it is essential to maintain the harmonisation and equilibrium of all power instruments. This synchronisation fosters interagency collaboration. Historically, the military functioned independently, resulting in collaboration being confined solely to actions inside the military and across military branches. The integration of the military with civilian organisations and the necessity for military involvement in occasionally civilian-led initiatives, such as peace support operations, has highlighted the shift towards collaboration among government agencies at all levels, including the military.

Harm and Hunt [10; 11] note that certain organisations, such as the military, which have historically been known for their isolation from other organisations, are increasingly reliant on collaborating with other agencies to achieve national objectives. This is due to the interdependence of various agencies’ operations. In the past, cooperation was typically limited to military services, specifically the army, navy, and air force. In light of the current shift in security perception, it is imperative that all government agencies collaborate in accordance with the nature of the crisis the government is attempting to resolve. This is also motivated by the reasons for the necessity of interagency collaboration.

Results and Discussion. The national level is an extremely demanding environment that calls for collaboration, necessitating smooth operating procedures of a country’s central government. According to Jeffrey [13] collaboration eliminates the barriers between partners in order to optimise the utilisation of mutually beneficial assets and shared objectives. When stakeholders consistently neglect interdepartmental communication, the organisation is said to exhibit a ‘Silo Mentality’. Most initiatives include several stakeholders and need organisational

collaboration and coordination. However, a few formal structures, and a few cross-departmental conceptual and legal underpinnings for collaboration, at the strategic level, result in poor coordination for shared tasks when the need arises. To navigate through this, the following questions are to be answered: What is the comprehension and explanation of interagency collaboration in a security setting? What is the importance of interagency collaboration in dealing with security dynamics? What is the role of government policy in interagency collaboration? What are the challenges in interagency collaboration?

The knowledge acquired from addressing the aforementioned questions establishes a theoretical framework for interagency collaboration in security, utilising global examples that highlight security cooperation and offering insights into the application of interagency collaboration. It provides insights into the capacity challenges impacting interagency security cooperation, along with policy suggestions. Discrepancies in organisational structures, planning approaches, and funding sources might hinder interagency collaboration, resulting in a disjointed array of operations that may deplete scarce resources and reduce the overall effectiveness of state programmes. Gillispie [8] posits that the absence of consistency across security services may lead to conflicting agendas, with each agency prioritising its individual interests over collective goals, hence exacerbating resource pressure and hampering collaboration operations. Consequently, it becomes challenging to delineate security responsibilities and protocols for the collaboration of many entities engaged in security efforts. Moreover, collaboration must occur on an equitable and voluntary basis; each agency must contribute equally to a shared objective. Therefore, collaborative procedures are most likely to work when there is scope for negotiation, when stakeholders require one another to attain both individual and collective objectives, and when there is a readiness to engage.

A government cannot disregard internal security threats, like transnational crime, terrorism, or human rights violations. Therefore, mobilisation of all security agencies in collaboration to protect the citizens is inevitable. Human security is a major concern for the state. Trobbiani [32] argues that the state is frequently viewed within the human secu-

rity framework as only one of the participants, or perhaps as part of the issue itself. In contrast, it ought to be seen as the primary security provider; its stability and legitimacy provide the principal sources of protection for its population against different threats. Bellamy [1] in addition asserts that the state is pivotal in ensuring security, and that personal security and national security frequently enhance one another. A secure state is essential for individual protection; nonetheless, it is insufficient by itself. Individuals residing in safe states may nonetheless encounter substantial hazards that jeopardise their well-being. As a result, failure to address domestic security issues undermines regional and worldwide peace.

The government of Botswana in recognition of the importance of collaboration has gone further to form cross border relations in the form of the Joint Military Commission (JMC). The JMC, established in the 1990s, is the foundation of international collaboration. Its collaboration aims to share intelligence and undertake cooperative operations. Ndabui [25] argues that entering international partnerships may require states to cede some control over domestic policies, this therefore may lead to resistance in countries concerned with losing autonomy to bigger countries. In addition to barriers to international partnership, the issue of a trust deficit is highlighted, as the decline in trust in international mechanisms and institutions has made countries more inward-looking. Furthermore, there is an issue of varying levels of commitment from partners. Partners may have varied goals, deadlines and levels of commitment to an envisaged project (FasterCapital, 2024). Given the conditions, it is argued that interagency collaboration is still necessary, and the importance of interagency collaboration in security at the lowest levels of operation cannot be overstated. To fully appreciate the utility of interagency collaboration, the definition of the concept is necessary.

Quoting Thomson and Perry (2006) Callens and Verhoest (2022) assert that interagency collaboration is a process wherein independent entities engage in formal and informal negotiations, collectively establishing rules and frameworks that regulate their relationships and decision-making regarding the issues that unite them; it entails shared norms and reciprocal interactions that are advantageous to all parties involved.

According to the Konrad Adenauer Foundation (KAS) (2020) ‘Inter-agency collaboration refers to the art and act of promoting active working relationship among multiple security agencies with a view to improving process outcomes at a reduced cost’ (KAS, 2020, p. 5). Interagency collaboration seeks to save expenses by optimising available resources. This prevents redundant efforts by coordinating resources from several entities to attain a shared objective. From an intelligence viewpoint, McIntyre, Palmer, and Franks [20] defined interagency collaboration as the interaction among all stakeholders within the intelligence community. The interaction relies on the use of knowledge and resources to fulfil intelligence community objectives. Furthermore, ‘the key points are that collaboration results from co-creation, provides a higher value-added output than [sic] would have occurred if individuals or organizations had acted alone, and serves as a means of achieving an organization’s mission [20]. They go on to quote the following authors;

Using Russell Linder formulation, McIntyre (et al, *ibid*) further argue that:

“collaboration is about co-labor, about joining effort and ownership ... collaboration occurs when people from different organizations (or units within one organization) produce something together through joint efforts, resources, and decisions making, and share ownership of the final product or service. Collaboration means working together. Effective collaboration means working together efficiently and effectively.”

Collaboration initiatives are intricate, necessitating a thorough comprehension of each participating organisation. Numerous researchers regard interagency collaboration as a remedy for addressing complex societal issues [12]. This may be a truth or only an assumption; still, it underscores a crucial notion for governments in executing crisis management. Moreover, while each organisation aims to achieve specific objectives, a unified strategy is essential to align all efforts towards a shared purpose. Interagency collaboration may be a novel notion for certain organisations while being well-established for others. Interagency collaboration entails cooperation or coordination across many government bodies or within different components of a single body. Collaboration therefore, can be assumed to be any cooperative endeavour aimed

at generating greater public benefit than what could be achieved by the organisations acting independently (fig. 1). Below shows a conceptual model of relationships between key components of interagency collaboration (information sharing, coordination, and integration) resulting in desired National Security Outcomes. The whole process is guided by government policy.

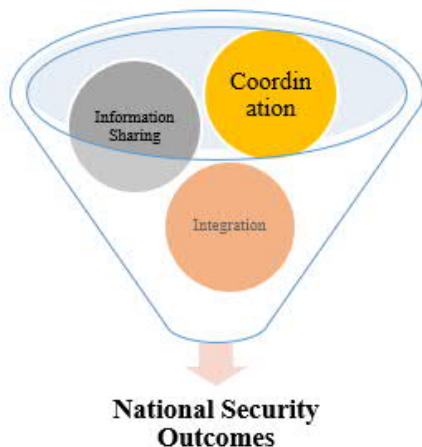


Fig. 1. Collaboration diagram for National Security.

Source: formed by the authors

The presence of several actors with relatively different goals in the same country demonstrates the complexity of the environment, ranging from state versus non-state entities to international state actors. Operating in the same environment implies that some individuals or groups miss out on the sharing of lessons and practices during or after-action evaluations since mission partners have nothing to learn from one another. One may conclude that if interagency collaboration between partners with similar mindsets is difficult, then relationships between those with different mandates will be even more difficult, especially in the early stages of engagements when the partners are immersed in the complexity and reality of the environment. However, such coordination is necessary since multidimensional security efforts rely on it, due to its importance in tackling complicated security challenges.

Reflecting on the history of interagency collaboration reveals a clear necessity for cooperation among agencies. Kaiser articulates the following rationale for interagency collaboration: enhancing efficacy in policy development and execution, fostering awareness of diverse viewpoints and orientations among agencies, alleviating inter-agency conflict, and augmenting agency productivity [14].

Collaborating with many agencies consolidates a range of experiences, skills, and competencies to address a specific issue. This also guarantees a plethora of resources allocated towards attaining a shared objective. This ultimately leads to enhanced efficacy in policy design and execution. Each agency becomes cognisant of the overarching purpose while collaborating with others, since they possess a distinct aim within the broader context that they must fulfil [14]. This serves as an incentive for each agency involved, since they perceive themselves as integral to the collective and would ensure that their responsibilities are met more effectively than when functioning alone. Interagency collaboration enhances policies that address deficiencies in government operations. The response to the COVID-19 pandemic employed a whole-of-government approach, with several departments involved in the development and execution of policies for current and future pandemics. The collaboration among many agencies far exceeds the efforts of a single agency, specifically the Ministry of Health and Wellness in Botswana.

The former United Nations Secretary-General Dag Hammarskjöld argued that 'Peacekeeping is not a duty for the military, however, only soldiers can accomplish it.' This implies that a soldier cannot be an effective peacekeeper without acquiring pertinent information and abilities, which can only be attained through specialised training in peacekeeping. It also demonstrates that although peacekeeping is not the primary task of the military, they nonetheless possess the necessary skills for it. Therefore, through interagency collaboration, a soldier gains many perspectives on various circumstances, just as anyone from any of the agencies involved in an interagency collaboration endeavour. Consequently, collaboration between agencies promotes the exchange of information. In peace support operations training, integrated mission planning teams (IMPTs) comprise civilian, military, and police elements.

Integrated planning enables each component to understand the views of others in problem-solving. This thus allows each agency to expand its knowledge base and perspective in certain issue domains.

Conflict is intrinsically embedded in human interactions. Therefore, it is essential to mitigate conflict and enhance coordination. This is accomplished by restructuring government agencies and programmes via interagency collaboration [15]. Kamensky citing Farber and O'Connell (2017), further acknowledged that interagency disagreement can be advantageous, since it yields certain advantages. Such tensions can engender a system of institutional checks and balances. Conflicts among agencies may arise from insufficient information exchange, a situation that is inherently alleviated with interagency collaboration [15]. Moreover, interagency collaboration mitigates disputes arising from the duplication and overlap of roles [15]. Interagency collaboration necessitates cooperation across agencies, hence mitigating several tensions via close participation in joint efforts.

Resource scarcity often results in diminished productivity. Interagency collaboration promotes productivity when agencies cooperate. Effective communication is essential for prompt responses to circumstances; interagency collaboration facilitates communication, hence enhancing agency efficiency. An informed agency responds appropriately and makes judicious decisions for action. Interagency collaboration yields enhanced service effectiveness and collective problem-solving. This may immediately enhance productivity.

Interagency collaboration involves cooperative efforts with others, particularly in a systematic endeavour. It promotes collaboration among agencies. Harm and Hunt (2009) broaden this collaboration to include the unconditional backing of a competitor and any other organisation that is not directly affiliated with one's own agency. Interagency collaboration aids in circumstances where the organisational framework of a certain agency is inadequate for its activities (Kiernan & Hunt, 2009). They further posit that, in many instances, the criminal element possesses superior weaponry compared to that provided to uniformed police officers and is unbound by rules of engagement or concern for collateral damage, thereby conferring a tactical advantage to the adversary (Kiernan & Hunt

2009). For instance, the military conducts anti-poaching operations in Botswana due to the inadequate capability of the appropriate agency, the wildlife department.

Another instance is the involvement of the Nigerian army in combating the Boko Haram insurgency due to the law enforcement agency's inability to manage the issue stemming from insufficient capability. Similarly, in both anti-poaching efforts and counterinsurgency operations, the opponent is unrestrained by any rules of engagement. Kiernan and Hunt (2009) assert that interagency collaboration aids the military in training and developing operational strategies regarding law enforcement challenges. This is facilitated by a notion referred to as 'Whole of Government'. Furthermore, agencies are likely to be inclined to value collaborative achievements since they facilitate the resolution of complex situations. Interagency collaboration is not always applicable; rather, it is more effectively employed in certain contexts.

McIntyre, Palmer, and Franks identify information exchange, coordination, integration, and networks as essential components of interagency collaboration. Concentrating on these critical domains, interagency collaboration may markedly enhance the efficacy of governmental responses to intricate challenges, eventually resulting in improved results for public safety and national security [20].

The exchange of information enhances coordination and collaboration across agencies. Information facilitates well planned tasks in sync with the adage, "*information is power.*" Possession of information confers a strategic advantage in every scenario. Consequently, information sharing must be a principle of interagency collaboration to facilitate the exchange of varied organisational cultures. Zain, Zahari and Zainol affirm that consequently, knowledge exchange is an essential condition for cooperation to occur and for fostering coordinated and successful decision-making processes. Enhanced coordination and decision-making will yield improved responses for beneficiaries due to the provision of timely and high-quality information. However, data is regarded as one of the most essential assets for safeguarding an agency's domain, authority, and standing. Subsequently, interagency data exchange presents significant challenges [30].

Coordination in interagency collaboration involves the unification of several government entities to facilitate successful cooperation in achieving a shared objective. The diverse backgrounds of many groups assembled for a certain task can lead to compromises during operational coordination, which may impact the final outcome. Coordination denotes the organised alignment of actions across agencies to guarantee that efforts are complimentary instead than redundant. This entails defining roles, duties, and communication pathways.

Integration requires the real unification of many entities to facilitate ongoing collaboration aimed at attaining a goal. Integration refers to the amalgamation of distinct agencies into a more extensive organisation, representing an administrative concept concerning the interactions inside and between institutions. Therefore, integration entails establishing a cohesive strategy in which agencies not only exchange information but also collaborate effortlessly. This may encompass joint financing projects or the co-location of personnel from several agencies to enhance collaboration.

Networks provide seamless collaboration between agencies and other groups. To promote interagency collaboration, networks often allow particular agencies to use their contacts to persuade other agencies to tackle issue areas. Morningstar asserts that collaboration often progresses via stages, with networking serving as the initial phase when preliminary contact and information exchange occur [23].

These are the critical domains essential for the sustenance of interagency collaboration, while their absence may jeopardise agency cooperation. Despite comprehensive coverage of these domains, several hurdles may obstruct the achievement of interagency collaboration, hence the need to consider challenges is necessary.

Government policy plays an important role in interagency collaboration. It provides direction in issues like prescribing the legal and regulatory framework within which collaboration thrives, guides in the allocation of resources and provides a platform for communication and sharing of information. The legal framework that governs interagency collaboration comprises both legislative laws and regulatory standards. These legal tools enable people in different organisations to work together,

brings clarity in responsibilities, and reduce confusion that may lead to conflict (Edicts Editorial Staff). These tools include, but not limited to the National Anti-poaching Strategy, Disaster Management Policy, and COVID-19 Task Force mandate. Policy ensures the equitable distribution of resources and budgets to all components engaged in collaboration (FasterCapital, 2025). Resource efficiency ensures reduction in duplicated efforts, therefore reducing waste. Policy provides institutional structures and mechanisms that allow collaborating agencies to share information to solve issues. That is, government policy aligns mandates, roles, and resources, and provides for coordination.

According to Hocevar barriers to collaboration consequently underpin those factors identified as key areas of interagency collaboration. Firstly, a lack of acquaintance with other organisations and the absence of communication and information sharing signifies the deficiency in key areas such as integration and information sharing respectively [9]. Bienenstock considering all other key areas of interagency collaboration selects information sharing as the utmost important form of collaboration [2].

Secondly, an insufficiency in these areas points to distrust which is another barrier to interagency collaboration. For example, Young believes that inadequate training on interagency collaboration techniques may render personnel unprepared for successful teamwork. Young further affirms that the absence of a cohesive objective, collaborative endeavours may become fragmented and unproductive [33].

Thirdly, lack of mutual respect within agencies impedes the attainment of interagency collaboration as each party becomes selfish, considering results that only directly affect a particular agency. Distrust and lack of mutual respect undermine coordination and networking which are key areas of collaboration between agencies. Therefore, any factor that undermines the key areas consequently frustrate efforts to attain interagency collaboration.

Hocevar adds other barriers like competition for resources and territoriality and turf protection. These barriers revolve around lack of mutual trust. Gillispie hints that diverse agencies function under varying rules and standards, hindering the alignment of activities and

objectives [8]. Each agency possesses distinct priorities, perhaps resulting in disputes about resources and objectives, so complicating collaboration. Resources in almost all the time are limited. Each agency will prefer to hold on to what they have for their usage. Gillispie also affirms that restricted resources such as finances and staff might hinder collaborative endeavours, leading to competition instead of collaboration across agencies. On the other barrier of turf protection such policies as security classification are used to protect any invasion by any other agency and therefore frustrating interagency collaboration. Fears over the dissemination of sensitive information might impede transparent communication and collaboration. For example, a military organisation is by nature a secretive organisation that prefers to keep what they have within. This makes it difficult for easy integration and therefore making it difficult to work collaboratively with other agencies [8].

To assist in the collecting of pertinent data on interagency collaboration, widely used worldwide academic publishing databases such as Google Scholar and ResearchGate were employed, as well as open-access documents. The study was intended to be led only by interagency collaboration models or notions that did not share the authority's perspective on the issue. According to Budert-Waltz and Moffitt research methodology is an approach that allows the researcher to map out a systematic process to better comprehend a phenomenon. This may be achieved through quantitative and qualitative research methodology, or mixed methods. The current study used qualitative approach and a content analysis of literature. Content analysis is a research tool that identifies patterns in recorded speech [22].

This decision enabled the researchers to collect important data on interagency collaboration among various authorities and establish the best techniques for better implementing and integrating such authorities by analysing data from published papers, including scholarly and official documentation.

This study's research approach was partly based on case studies with the goal of using qualitative research to better understand interagency collaboration in security dynamics. There was a concerted effort to focus on coordinated efforts to combat rhino poaching, the challenges

encountered during responses to elephant poaching incidents and the coordinated response to COVID-19 pandemic in Botswana. Hecker and Kalpokas believe that a case study is a research approach that entails a thorough examination of a single case or a group of instances in their real-world setting. The purpose of this study was to describe existing interagency collaboration in Botswana's security dynamics. As a result, the case study approach was chosen since its tools are especially effective for obtaining perspective on the operation of the system and identifying elements in the decision-making process. McCombes (2023) avows that case studies are useful for explaining, contrasting, analysing, and comprehending various elements of a study subject.

Pandey and Pandey affirm that it is necessary to gather and document data in a format that is appropriate for the planned analysis. The empirical study's data collection phase included a thorough consultation of electronic sources and related books to elicit their perspectives on a variety of aspects related to the current state of security dynamics in a world that is frequently referred to as a 'complex and tightly coupled' society. The first case study looks at how security agencies work together to combat rhino poaching while the second case study consider problems that security agencies face when reacting to elephant poaching incidents [27].

In analysing data for this study, the researchers used textual or content analysis coupled with thematic analysis. Zhang and Wildemuth [34] confirm definitions of content analysis stated by Mayring (2000) and Patton (2002). Mayring (2000) defines content analysis as "... an approach of empirical, methodological controlled analysis of texts within their context of communication, following content analytic rules and step by step models, without rash quantification" (Mayring, 2000, p.2). Patton (2002) believes that content analysis as "... any qualitative data reduction and sense-making effort that takes a volume of qualitative material and attempts to identify core consistencies and meanings" (Patton, 2002). Furthermore, thematic analysis includes evaluating and interpreting qualitative data to determine themes [29]. The unifying theme of this study is interagency collaboration with regards to security,

To show Botswana's achievements and limitations in responding to interagency collaboration during poaching crises, two prominent

Botswana case studies that emphasise the valuable features of interagency collaboration in anti-poaching activities are presented. These are followed by a case study on Botswana's collaborative response to the COVID-19 crises. The first case study looks at how the Botswana Defence Force, the Department of Wildlife and National Parks, the Botswana Police Service, and the Directorate of Intelligence and Security work together effectively to combat rhino poaching. The second case study looks at the problems that the Department of Wildlife and National Parks and the Botswana Police Service face while reacting to elephant poaching incidents. The third case study presents how the Botswana government constituted a task force to respond to COVID-19 pandemic. This section goes on to present the analysis of this study.

According to Dube, effective rhino poaching prevention in Botswana requires collaborative efforts from several groups. These initiatives have resulted in a considerable decrease in rhino poaching. The Botswana Defence Force, the Department of Wildlife and National Parks, and local people collaborate closely to save rhinos. This collaboration entails strategically deploying a large number of military personnel to rhino habitats such as; government ranches, privately owned facilities, and community rhino sanctuaries, providing armed forces support to anti-poaching initiatives, and involving the police and intelligence agencies in counter-poaching operations. The government's conscious decision to relocate rhinos from high-risk locations to more secure areas, as well as to improve security at rhino-holding facilities, demonstrates a comprehensive conservation approach. This is a coordinated endeavour with decisions from several security authorities. Furthermore, activities like removing rhino horns in their natural habitat and implementing increased security measures at privately held sanctuaries play an important role in the overall strategy for protecting these fragile creatures. Unfortunately, these measures have pushed the risk to neighbouring nations such as Namibia, where rhino poaching has increased after Botswana's heightened cooperative initiatives. The increase in rhino poaching in Namibia corresponded with a decrease in rhino poaching in Botswana. From 2018 to 2020, rhino poaching in South Africa decreased whereas it increased in Botswana [4;24]. This might be seen as a transfer

of poaching syndicates from high-pressure to low-pressure locations based on the strength of anti-poaching actions in a given area.

The 5-year implementation plan in the National Anti-poaching Strategy Draft of 2013 called for the creation of a database for forensics, animal genetics, poaching syndicates, and their worldwide linkages. The lack thereof prolongs the prosecution of suspects, making the partnership between the DWNP and the BPS unworkable. Magadza and Mukwazvure (2014) claim that DNA mapping technology was utilised in Singapore in mid-2002 to pinpoint the exact place where the animal was slaughtered. Cheteni (2014) further states that the same technique has been used in the Republic of South Africa (RSA) and has shown to be effective. Furthermore, other African countries, notably Botswana, have submitted samples for inclusion in the database.

Apparently, this technology can link a rhino horn or elephant tusk to a cadaver. Because many countries rely on RSA for this technology, there are long wait times, while poaching continues. For example, in Botswana, a suspect is apprehended with elephant tusks, and an investigation is required to determine whether the elephant was poached and link the tusks to a poached elephant carcass. The samples are forwarded to RSA for forensic testing, while the suspect is held in custody for a set period of time, which is then exceeded by the waiting period for the results, due to the stipulated detention periods. Typically, when suspects are released on bail, they immediately return to poaching, so the cycle continues. This reinforces the necessity of using technology in anti-poaching efforts. It is also critical for this effort to detect poaching syndicates and their international linkages.

However, due to Botswana's anti-poaching and border operations with some of its neighbours, this has proven to be a monumental effort. For example, Zambia has distinct priorities when it comes to preventing poaching. However, there is potential to improve collaboration, notably in terms of providing information on poaching syndicates and border patrol. This makes it harder to achieve the anti-poaching strategic goal. According to Eikmeier, in order to establish a centre of gravity (CoG) in operations, systems thinking must be applied to identify players in an operational context. Then relationships must be formed, followed by function, which is the purpose of relationships between actors [6].

Finally, there are conflicts in the connection, which define the relationships. This greatly facilitates the concentration of force at a critical spot. If this end is not met, it becomes difficult to decide where to focus anti-poaching efforts. Botswana's authorities recognise the importance of shared responsibility and interagency collaboration in combating poaching. These case studies have underlined the importance of effective communication, shared resources, and cooperative efforts in improving interagency collaboration. The case studies also discussed the success and challenges of interagency collaboration.

Botswana's coordinated COVID-19 response demonstrates a strong example of how inter-organisational mechanisms worked effectively and efficiently to consolidate all efforts from government departments, private sector actors and civil society organisations [31]. These efforts were aligned to achieve a national goal to save lives. The President appointed a Presidential COVID-19 Task Force Team led by medical experts and comprising of senior government officials, senior security chiefs and technical advisors. The function of this Task Team was to provide a centralised strategic and operational command, including policy formulation and resource mobilisation [16]. The task force liaised across ministries, worked with the private sector and engaged development partners and non-governmental organisations (NGOs) for technical and logistical support.

Inter-ministerial coordination involved ministries of health, defence and security, finance, and trade. Daily situation reports and coordination meetings allowed rapid, whole-of-government decision-making. Enforcement of activities such as curfews, resource mobilisation, school reopening protocols and dissemination of health protocols were carried out jointly by departments under these ministries. The response to COVID-19 also engaged the private sector, civil society and NGOs. Such institutions as the United Nations Development Programme, community engagement, Botswana Red Cross Society were engaged and this meant a lot of coordination had to be conducted to see the efforts through. This response cascaded down to district levels, where there are district and village development committees that form the grassroots structures where the civil societies participate in local governance. Despite the

successes alluded above, there were also challenges that came up during the COVID-19 response. For example; barriers such as communication gap especially in rural areas, poor infrastructure, and lack of resources impair effective risk management.

These case studies demonstrate that Botswana has an array of forums and mechanisms that may be pulled in times of security crises. While some coordination challenges exist in communication and transparency, these forums and coordination mechanisms allow for a reasonably coherent response. These collaborations on anti-poaching and COVID-19 response were carried out through the following policy instruments; National Anti-poaching Strategy (2013) and the Presidential directives for COVID-19, respectively.

From the above case studies, one of the key findings is that there are numerous inter-organisational forums and mechanisms in Botswana that are intended to coordinate collaboration between government departments, private organisations, and, to a lesser extent, civil society organisations on both operational and policy issues. Despite the growing trend of multiplicity, forums, often new *ad hoc* and vertical mechanisms, are established to deal with specific, short-term policy issues. On the other hand, this presents an absence of structures to deal with long-term policy issues. Structures such as strategies that spell out the approaches to curb some security challenges. A case in point is the lack of a comprehensive security strategy from which tools like the anti-poaching strategy may be derived. We argue that this results in an organisation with a pervasive culture of horizontal subordination and exclusion of other entities, fuelling conflicting attempts at policy incoherence because government structures to represent diversity are not fully considered. Therefore, policy gaps are a detrimental barrier to collaboration, and policy coherence forms the most important component of interagency collaboration.

There was also evidence showing that policymakers and practitioners in the security establishment see interagency collaboration and coordination as particularly sensitive and difficult issues. These are so due to the challenges as previously discussed above by Young [33], Hovevar [9], Bienenstock [2], Cooper et al. and Gillispie [8], such as, entrenched

bureaucratic structures, competing interests, communication barriers and the absence of a unifying vision towards common objectives - which essentially amount to sub-optimisation. The attractiveness stems from the need to capitalise on the various but important strategic initiatives like the Joint Military Commission (JMC) linked with cross-border security and national defence, among other things. Despite significant benefits derived from such initiatives as the JMC, successful participation in or membership in multinational partnerships has been shown to be hampered by a number of perceived and actual hurdles or barriers such as competing priorities among neighbouring states. Examples discussed above highlight sovereignty concerns [25], lack of trust among states (Diana), and varying levels of commitment from different countries (FasterCapital). As a result, there is an urgent need to educate, practise, and institutionalise improved, stable techniques to building successful governance models that allow for a really robust improvement in interactions among participating states.

Botswana has many departments tasked with dealing with security concerns. These include such entities like; Botswana Defence Force (BDF), the Botswana Police Service (BPS), Directorate of Intelligence and Security (DIS), and the Department of Prisons and Rehabilitation. However, these organisations are operating in isolation due to inadequate collaborative measures. Although there are some structures in place to improve mutual relationships and collaboration between these organisations, they remain insufficient. We contend that these agencies are unaware of what is happening in other agencies in terms of mutual understanding of differing roles. Our position resonates with Gillispie who posited that different agencies operate under varying regulations and standards, hindering operational collaboration. These agencies operate in silos, unaware of events beyond their purview. These agencies use their own resources to impart skills to their employees. Therefore, joint training is a necessity for all agencies engaged in security assurance. It allows different organisations to work together to learn and accomplish a common goal [8].

Lastly, for a variety of reasons, the need to identify methods to improve coordination across these institutions is increasingly regarded

as not only a security necessity, but also a key national priority. A policy or programme that provides government security or civil order through a single agency or tier of law enforcement is an ill-advised and dangerous endeavour in light of the conventional and modern conceptions of unforeseen vulnerabilities revealed in each particular undertaking. “Interagency collaboration” is a notion that has recently gained popularity and recognition in the field of security. Simply put, interagency collaboration involves multiple security agencies working together to achieve a certain security goal. Therefore, this calls for the compilation and ratification of a national security strategy from which all subordinate strategies may derive a strategic guidance. This may also necessitate the constitution of a single security overseer agency to coordinate all security activities. For example; the constitution of a task-force like the one that led the COVID-19 response. Furthermore, agencies should be incentivised in the sharing of information through joint training to build common capabilities among agencies, shared budgets, and the introduction of reforms in legal matters.

Conclusion. The study assessed the interagency collaboration mechanisms available in Botswana. This was a qualitative study that used a case study approach. The data was analysed thematically. The study’s results are organised around three subthemes: the importance of interagency collaboration, key areas of interagency collaboration, challenges in interagency collaboration, and case studies as examples. The study found that in Botswana, political system does not impede the smooth operation of the security apparatus. The government should encourage interagency collaboration in framework development. It is clear that internal security agencies have various missions for different members, resulting in a strained relationship as demonstrated by Gillispie [8]. Interagency collaboration should never be considered a zero-sum game. Planning together is usually the best starting step, however, the aim of collaborative security planning will become increasingly difficult to realise., therefore, the study advocates for a well developed National Security Strategy that formally mandates interagency collaboration. Only by collaborating can security agencies fully optimise their particular strengths in pursuit of greater security results. The problem then becomes

one of organising the agency interaction based on the capabilities indicated for desired results and structures that allow for situational modifications in the face of changing realities. The study acknowledges that Botswana officials interact and operate inside locally established security networks, with mixed outcomes. Given the indisputable importance of many stakeholders in Botswana 's security dynamics, this study suggests a potential transition to an institutional model in which security policy is implemented throughout the country. For example, the formation of an umbrella organisation to manage and coordinate national security activities, especially those involving sensitive infrastructure. The study also discusses the potential that may be found by identifying and collating a broad collection of security networks.

МІЖВІДОМЧА СПІВПРАЦЯ ЯК ОСНОВА ДИНАМІКИ БЕЗПЕКИ, ЗУМОВЛЕНА ДЕРЖАВНОЮ ПОЛІТИКОЮ

Міжвідомча співпраця має вирішальне значення для вирішення складних проблем безпеки в Ботсвані, включаючи регіональні суперечки, політичне насильство та погіршення стану навколишнього середовища. Це забезпечується та керується актами урядової політики. Крім того, політичні рамки та національні стратегії виявляються вирішальними для сталої співпраці. Технології посилили військову співпрацю, а Спільна військова комісія Ботсвани підтримує міжнародний обмін інформацією. Це дослідження пропонує міжвідомчу співпрацю як альтернативну модель, яка враховує динамічні процеси, що відбуваються між різними суб'єктами безпеки. Ця стаття є оригінальним якісним дослідженням, яке мало на меті відповісти на таке центральне питання: наскільки добре розвинена міжвідомча співпраця в Ботсвані та яка її роль у вирішенні нових проблем безпеки? Ключовим висновком дослідження було те, що в Ботсвані існують численні міжорганізаційні форуми та механізми для координації співпраці між урядовими відомствами, приватними організаціями та, меншою мірою, організаціями громадянського суспільства як з операційних, так і з політичних питань.

Міжвідомча співпраця покращує створення політики, зменшує конфлікти та підвищує ефективність. Однак, такі проблеми, як брак обізнаності, комунікації та довіри, можуть перешкоджати ефективному впровадженню. Дослідження рекомендує сприяти розробці міжвідомчої структури та впровадженню інституційної парадигми для загальнонаціональних зусиль у сфері безпеки.

Ключові слова: міжвідомча співпраця, динаміка безпеки, координація, спільні операції, Ботсвана.

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