

FINAL EVALUATION OF THE BOTSWANA EXPORTER DEVELOPMENT PROGRAMME (BEDP): 2013-2017

FINAL REPORT

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LIST OF ACRONYMS AND ABBREVIATIONS

AGOA	African Growth and Opportunities Act (with USA)
BB	Business Botswana
BBF	Blinking Business Facilitation
BEDIA	Botswana Export Development and Investment Authority
BEDP	Botswana Exporter Development Programme
BEMA	Botswana Exporters and Manufacturers Association
BDC	Botswana Development Corporation
BITC	Botswana Investment and Trade Centre
BNPC	Botswana National Productivity Centre
BOBS	Botswana Bureau of Standards
BQA	Botswana Qualifications Authority
BTCA	Botswana Textile and Clothing Association
BURS	Botswana Unified Revenue Services
CEDA	Citizen Entrepreneurial Development Agency
EDP	Export Development Programme
EPA	Economic Partnership Agreement
EQ	Evaluation Questions
ITC	International Trade Centre
LEA	Local Enterprise Authority
MITI	Ministry of Investment, Trade and Industry
NDP	National Development Plan
NSO	National Strategy Office
SES	Senior Expert Services
SQs	Sub Questions
SMMEs	Small, Micro and Medium Enterprises
NES	National Export Strategy
UB	University of Botswana
UNDP	United Nations Development Programme

EXECUTIVE SUMMARY

The purpose of this evaluation is to establish the extent to which the objectives of the Botswana Exporter Development Programme (BEDP) were achieved, and based on the findings, provide recommendations that will help to inform the design and implementation of the next phase of the programme. Botswana Investment and Trade Centre (BITC) provided leadership and coordinated the entire process of the evaluation, which was technically and financially supported by the United Nations Development Programme (UNDP) based on the request from the Senior Management of the BITC.

The BEDP started in 2013 following the end of its predecessor, the Export Development Programme. Although the evaluation period covers a five (5)-year period, that is from 2013-2017, the programme itself did not have a specified time frame for implementation.

The activities of the BEDP were drawn from the National Export Strategy (NES), which has three competitiveness dimensions described as (i) Border-out (issues happening outside Botswana); (ii) Border (issues pertaining to trade facilitation, infrastructure and business environment); and (iii) Border-in (issues concerning the capabilities and capacity of the exporters). The BEDP was designed to address the border-in issues. At the heart of border-in issues are skills and entrepreneurial development, which it was believed would be best supported through training of the selected business owners and their staff. The bulk of the BEDP activities therefore had to do with training.

Twelve deliverables resulting in five outcomes were envisaged. Of these, there has been satisfactory completion in one deliverable (creating export awareness); moderate achievements in eight of the deliverables (Introduction to exporting seminar; Planning for export course; Succeeding in exports programme; Successful use of exhibitions for exporters; Successful use of trade missions; Market development; Continuing export education; and Export awards); and no work has really been done on the other four¹ deliverables (product development; creation of special database; and development of export villages). The outcomes have turned out better perhaps because of other complementing work done by BITC. There is an emerging trend by the companies to change their attitudes and embrace exporting as part of their business. There are also new export destinations that were not previously importing much from Botswana. These include India, Israel, UAE, Singapore, Hong Kong, and China.

BEDP is managed by the Export Development Department at BITC. The department has four units (Export Development; Export Promotion; Trade Portal; and Global Expo). Some activities were delegated to other implementing partners with whom BITC signed service level agreements (SLA)

¹ Every activity entails elaborate preliminary preparatory work. These three are still expected to be done.

for specific BEDP components, against agreed targets and objectives². BITC considered it prudent to use existing services instead of duplicating what was already available.

The programme had recommended a framework for monitoring and evaluation, but none was developed. Only operational plans were developed to track implementation. This is likely to have compromised the level of scrutiny on the progress of the programme.

BEDP's alignment to the National Export Strategy was assessed in the context of scope, which covered the issues addressed and the focus sectors. The BEDP was designed to deal with one component of the National Export Strategy i.e. the exporter capacity constraints, which are referred to as border-in issues. The alignment was deemed acceptable.

Several factors affected the gains realized so far. The design of the implementation management and particularly lack of a monitoring and evaluation framework was a major factor. The choice of companies enrolled, and the scope of the interventions also affected delivery as some lacked the zeal and resources to enable them to participate as expected, while the interventions left out or did not cover sufficient details of some critical components³. The level of collaboration with other agencies, private and public was another factor. Except for the Local Entrepreneurship Authority (LEA) there was no effective collaboration with other key agencies such as Citizen Entrepreneurship Development Agency (CEDA), Companies and Intellectual Property Authority (CIPA), Botswana Export Credit Insurance (BECI) and Botswana Bureau of Standards (BOBS), all of which play important roles in export development. The result was that the enrolled companies did not benefit from what these institutions could have offered, even if it would have just been knowledge on the services available to exporters.

The evaluation recommends a carefully revised BEDP edition built on five considerations that comprehensively embody a credible design process; well defined objectives; detailed stakeholder analysis; resource mobilization and committed able leadership to support the implementation of the new programme and accord it the appropriate positioning at national level and oversee coordination action of support services.

Entrenching stakeholder participation is likely to cause buy-in and ownership; both factors are crucial in securing continuity and ensuring sustainable impact at the macro-level. The private sector can be a useful custodian of innovations, technology and new methods learnt. It can also play the role of providing regular training to its members to keep abreast of new innovations and technologies, as well as best practices for sustaining competitiveness. Collaboration established between trade support networks can also underpin credibility of the service delivery network and increase the quality of their contribution to SMME and export competitiveness development.

² Service Level Agreements were signed with Botswana National Productivity Centre (BNPC); Blinking Business Facilitation (BBF); and University of Botswana (UB).

³ The Export Awareness course did not cover issues dealing with intellectual property rights and their relevance in export development; details of how to make use of the country's trade support network (such as the services rendered by the Department of International Trade; Foreign Affairs; and trade attaches); and information on the preferential markets that exist for Botswana.

1. INTRODUCTION

The Botswana Exporter Development Programme (BEDP) comprises a set of long term interventions designed by the Botswana Investment and Trade Centre (BITC) as a tool to implement some activities in the National Export Strategy. The initiative was introduced to ultimately build an export culture in the country, and its main purpose was ‘to increase exports through targeted interventions undertaken by various agencies and service providers in a comprehensive and coordinated manner’.

At the core of the BEDP and the service offering it proposes the principle that companies need different types of services and interventions at various stages of their export development. The programme’s objectives included: Developing a pool of export-ready companies; Ensuring that exports grow, and new markets and new export products are developed; Providing leadership to the various stakeholders involved in exporting; Facilitating collaboration between all the stakeholders from both the private and public sectors; and Monitoring and ensuring continuous improvement.

The BEDP was implemented from 2013-2017. At the close of 2017, an evaluation of the programme was expected to be undertaken by the BITC to pave the way for the development of the revised programme. However, this was not done, and this led to continued implementation of some activities beyond 2017. Therefore, the evaluation of the BEDP covers activities implemented during the defined period and after that period, with the primary objective of drawing effective conclusions.

In view of the above, BITC with the support of UNDP has undertaken the final evaluation of the programme, with the primary objective of determining whether the intended objectives of the programme were achieved or not, and in the process, provide possible recommendations that could help with developing a revised BEDP and action plan for diversifying the Botswana economy with a view of expanding the current levels of exports and placing new ones in the international markets as well as diversifying the country’s export base. On this basis, this report presents the main findings of the evaluation of the BEDP based on the evaluation questions defined in the terms of reference for this assignment.

2. PROGRAMME DESCRIPTION

2.1. Background

The BEDP was a successor to the Export Development Programme (EDP), which the Botswana Export Development and Investment Authority (BEDIA) implemented between 2007 and 2013. BEDP was planned to be positioned as a national programme, which would avoid the mistakes that were experienced in the EDP, especially duplication of roles performed by other institutions.

The activities of the BEDP were drawn from the National Export Strategy (NES). The Strategy had three competitiveness dimensions that consider issues such as the following: (i) outside the country's border, which required attention to support exporters when they are in foreign markets; (ii) issues pertaining to trade facilitation, infrastructure and business environment; and (iii) issues concerning the capabilities and capacity of the exporters. The last category was described as border-in issues. In the BEDP, BITC elected to deal only with exporter capacity issues, while at the same time ensuring that complementary services were accessible for dealing with the other two dimensions. At the core of border-in issues are skills and entrepreneurial acumen. Therefore, BITC crafted the programme in such a manner as to give maximum weight to training.

2.2. Purpose and objectives of the programme

The aim of the BEDP was to increase exports by building a pool of export ready companies. The programme expected to cause a major change which would culminate in an export culture. There would be a substantial increase in the number of exporting companies which would increase exports by producing new and improved products; entering new markets; and selling more to existing markets.

The objectives of the programme were:

1. To establish an export culture in Botswana.
2. To develop new products for export.
3. To increase exports in existing markets.
4. To find new markets for Botswana exports.
5. To develop new exporters.

The programme planned several (twelve) deliverables which were expected to lead to the realisation of the objectives above. The twelve activities were:

1. Provide training to create export awareness.
2. To organise a seminar on introduction to exporting.
3. To organise and conduct a course on planning for exports.
4. To plan and implement a programme on succeeding in exports.
5. To organise a workshop for exporters on how to make successful use of exhibitions.
6. To organise a one-day workshop on how to make successful use of trade missions.
7. To provide special consulting services to assist companies in product development.

8. To provide training on market development and share market reports from foreign offices on how to access foreign markets.
9. To provide continuing export education to exporters.
10. To organise annual events to give awards recognizing exemplary, excelling and upcoming exporters.
11. To develop database on trade information, exporters, producers and service providers.
12. To promote export villages.

2.3. Institutional Arrangements

The programme is managed by the Export Development Department at BITC. The department has four units (export development; export promotion; trade portal; and global expo). The location makes service delivery to the beneficiary a routine task in the department's mandate.

2.4. Programme Design and Tools

Scope of the programme

The BEDP was derived from the National Export Strategy (NES). It was designed to address one of three broad constraints that were identified by the NES. The programme chose to focus on the set of constraints that addresses the capacity of exporters in Botswana. These were described as border-in issues.

Stakeholder Engagement

The BEDP aimed at collaboration between existing institutions so as to maximize on available resources, while avoiding duplication of roles. To this end there were comprehensive consultations with the various public and private sector bodies including Local Entrepreneurship Authority (LEA); Citizen Entrepreneurship Development Agency (CEDA); Botswana Export Credit Insurance (BECI); Botswana Bureau of Standards (BOBS); Botswana Development Corporation (BDC); University of Botswana (UB); Botswana Unified Revenue Services (BURS); Statistics Botswana (SB); Business Botswana (BB); and Botswana Exporters and Manufacturers' Association (BEMA). The consultations aimed to establish the specific needs and priorities of the institutions and the roles they would ideally play during the implementation.

Beneficiary Enrollment Process

The enrollment process involves BITC advertising for expression of interest. The advertisement lists the prioritised sectors, but discloses that non-listed sectors might also be considered. The sectors prioritised include manufacturing, textile and garments, meat and meat processing, jewellery making, furniture, arts and crafts, leather and leather products. Other criteria include employment level (applicant should be employing at least 10 people); be locally registered; have a turnover of over P500,000 per annum; provide a company profile with statutory documents; submit an application letter disclosing level of investment and jobs created; and provide financial statements for one year.

Applications were forwarded to the BITC tender committee where upon evaluation the successful companies were notified. A diagnostic tool was developed to help assess the companies applying to participate in the programme. The tool was expected to also help in determining the kind of interventions that each company required. The intention was to customise support according to a company's specific needs.

The programme was designed to use three main interventions including training; expert advice (coaching and mentoring); and participation in trade missions and exhibitions. Of these three, the training component had the bulk of activities.

The BEDP, recognising the different stages that participating companies would be operating at, planned to have customised interventions for each. Interventions would depend on the export maturity of a company with those not yet exporting being trained in beginner export courses, while well established companies would be assisted in product and market development. The bulk of the BEDP was delivered through training. The aim was to primarily deliver appropriately skilled exporters. This was to fill the need for personnel within the enterprises who are capable and have the right skills, knowledge and confidence to initiate and develop export functions.

	Stage	Intervention/training
1	Development enterprise	Export awareness
2	Explorer	Introduction to exporting
3	Export aware	Planning for exports
4	Export ready	Succeeding in exports
5	Start-up exporter	Market development & export promotion
6	Global exporter	Market & product development

Enrolled companies would be helped to participate in exhibitions and trade missions to give them exposure and provide them with opportunity to build networks and meet international buyers as well as potential investment partners.

The need for appropriate trade information was acknowledged. The programme proposed to build a comprehensive database covering a wide range of exporters' details and needs. In addition, to address geographical and economies of scale challenges, the BEDP hoped to develop clusters in the form of export villages, where like enterprises could share resources and collaborate for collective gain.

3. EVALUATION SCOPE AND OBJECTIVES

3.1. Purpose of the evaluation

The purpose of this evaluation is to verify the extent to which the programme activities have met the expected objectives and the extent to which changes in export development can be attributed to it. The evaluation sought to identify ways of improving the quality of a future programme; how similar interventions can be structured more effectively and make it more responsive to export and economic diversification needs. Essentially, the evaluation was to help validate the programme's progress, establish how resources were deployed and note lessons, which can form the basis for future planning.

3.2. Evaluation scope

The evaluation was required by the terms of reference to address the BEDP for the period 2013-2017. It, however, also covered activities implemented after that period. The programme aimed at covering only "border-in" issues in the NES. Reference to the other two issues (border and border-out) is made only to the extent that they would augment the effectiveness of the programme interventions. The key informants were drawn from lists of beneficiaries found in the data base provided by BITC and the agencies included in the implementing partners. The choice of beneficiaries was made in a manner that will ensure representation of all the sectors and geographical locations covered by the programme.

3.3. Focus of the evaluation

The following considerations were at the core of the evaluation:

Achievements: The extent to which BEDP managed to get the planned activities done and desired outputs obtained. The evaluation investigated how successfully the programme resulted in outcomes that could lead to its ultimate goals. In doing that the evaluation was oblivious to the fact the benefits of the programme could be difficult to assess within just the period of implementation. Some changes will happen long after the programme has ended. Success can therefore be measured as a level of project management effectiveness which is the level of efficiency achieved to reach the objectives. Siles (pm4dev) suggests that success be defined across three levels:

- Completion success- process of delivering the outputs. This will address the scope, schedule, budget and quality.
- Results success- how impactful the interventions have been. Some results may be evident soon after completion but others might need to be evaluated later e.g. increase in exports, increase in exporters, new markets, new products.
- Development success- how the programme has brought value to the beneficiaries e.g. rural development, poverty reduction, environmental protection, inclusive growth.

Challenges: The major issues and risks that were experienced in the course of implementing the programme and how these were resolved. The evaluation sought to establish if the challenges had been anticipated at the planning stage and how their resolution can provide lessons for future interventions.

Efficacy or effectiveness evaluated the extent to which the programme has resulted in more exporters and exports as well as influencing behavioural change towards an exporting culture.

Relevance: The evaluation process sought to establish if the BEDP objectives and planned interventions addressed the specific needs of the beneficiaries and other stakeholders. The question here was whether the programme did the right thing.

Efficiency: the evaluation sought answers as to whether the resources deployed were utilized in the best way possible to obtain maximum results.

Leadership and governance. The evaluation looked for evidence on the kind of structures that were created to govern the BEDP and if such were appropriate. The institutional arrangements established at BITC as well modalities to manage collaborations with other institutions involved in the implementation of the programme.

Sustainability. The evaluator investigated the likelihood of the achievements obtain enduring after the end of the programme and also the ability of the exporters to continue on their own and maintain the capacity built by the programme

4. METHODOLOGY

Introduction

The approach in carrying out this evaluation was anchored on desk review questionnaires; key informant interviews and observation during company visits. This section presents the approach used in the evaluation. It communicates the sources of data; data collection procedure; sample selected and the limitations encountered in carrying out the evaluation.

4.1. Data Sources

Both primary and secondary sources were used to collect data for the evaluation. Primary data was collected through questionnaires, interviews and observations while secondary data was obtained from documents provided by BITC and other literature review.

4.2. Data collection procedures and instruments

Key Informants Interviews

Interviews were held with BITC staff, service providers and beneficiary companies. The people selected were provided with questionnaires in advance, which formed the basis of the interviews. Separate questionnaires were prepared for the three categories of informants, i.e., BITC, service providers/implementing partners and beneficiary companies.

Questionnaires

Three sets of questionnaires were administered separately to BITC; Implementing partners (Blinking Business Facilitation; Botswana National Productivity Centre; and University of Botswana); and to the beneficiary companies. Sample questionnaires are attached as annex 1.

Observation

The evaluator conducted all the interviews at the beneficiary company premises. That was done on purpose to provide an opportunity to obtain first hand confirmation of how the companies were operating and witness any evidence of changes resulting from the programme interventions.

4.3. Samples election

The selection was done judgmentally to ensure coverage of both rural and urban areas; include businesses owned by women and youth; cover different sizes of the business (small, medium and fairly large) and finally to cover companies at different stages of export development as per the criteria applied by BITC. A sample of twenty nine (29) key interview informants was selected drawn as follows:

- Six (6) BITC Staff. These included one executive (Acting Chief Operating Officer); four (4) staff members from the Export Development Department; and a former departmental staff who was instrumental in the formulation of the programme.
- Eight (8) service providers⁴

⁴ Botswana National Productivity Centre; University of Botswana; CEDA; BECI; NSO; Statistics Botswana; LEA; and Blinking Business Facilitation.

- **Fifteen (15) beneficiary companies.** A sample of 22 companies was selected from the provided database. The selection considered: sectors; gender and youth; geographical coverage; and size of business.

4.4. Limitations encountered in carrying out the evaluation

The evaluator encountered several challenges in the course of conducting the evaluation. The major limitations that affected the performance of the evaluation included the following:

- a) Insufficient information pertaining to the programme design. There was no baseline data against which to compare progress made after the interventions. This made it challenging to conclude convincingly on what had changed as a result of the programme interventions. Moreover, the data provided was not disaggregated enough to facilitate selection of a sample that clearly represented different business sizes, types of ownership, location, sector and stages of export development. Finally, there was no information on the financial results of the enrolled companies to enable completion of some of the planned evaluation activities such as analysing the changes in turnovers, level of exports, investments, changes in payroll costs and taxes paid.
- b) Some of the key informants selected failed to avail themselves for interviews. Considering that the sample was carefully selected to enable coverage of different interest groups and types of businesses as well as to present opportunities to test certain aspects of the evaluation, those in the sample that were not selected denied the evaluator opportunities to cover some important areas such as issues of intellectual property rights and the beef sector.
- c) The design of the programme made it difficult to perform important evaluation tasks. For example, the evaluator had planned to carry out variance analysis and calculate performance indices based on level of completion, schedule and budgets. The programme design did not incorporate cost estimates. It also did not have time frames. Without those variables the planned variance analysis could not be done. There was also no monitoring and evaluation framework developed to manage quality control over the programme. Finally, the programme design did not factor in assessments of assumptions and risks. The assignment had a specific evaluation question which required the evaluator to disclose the factors that influenced the achievements both negatively and positively. Such factors would have been best evaluated on the basis of the assumptions made and risk assessment done at the onset.
- d) Administration of the evaluation assignment. At the commencement of the evaluation the client (UNDP) instructed the evaluator to deal almost exclusively with the beneficiary i.e. BITC. The beneficiary nominated one officer to liaise with the evaluator. On the other hand the client presented a multiplicity of managers. There were three (3) officers managing the evaluator at certain times issuing conflicting instructions. Moreover the feedback from UNDO was at times erratic. Comments would be forwarded to the evaluator long after other stakeholders had given feedback. There were also inconsistencies in the quality of instructions which resulted in at times arduous revisions to the evaluation report.

4.5 Examples from other countries

The Botswana Investment & Trade Centre (BITC) made an additional request to the evaluator to seek other countries with similar programmes and report on how such countries were operating their interventions. These examples are included as Annex VI.

5. DATA ANALYSIS

5.1. Document Review

The programme had the ultimate goal of increasing exports from Botswana. To achieve that BEDP hoped to develop export-ready companies. Those companies would be assisted to become competitive and end up with more and improved products accessing new markets and selling more products to the existing destinations. The programme would also result in more enterprises getting into the exporting business. One of the attributes that the programme wished to cultivate was a change in culture towards attitudes, habits and behaviours that would embrace and entrench exporting.

The BEDP was planned to provide customized support to companies as determined through diagnostic, which was to happen as soon a company was enrolled. For enrolment, companies were expected to apply following an advertisement calling for expression of interest. In the application companies were to provide sufficient details to demonstrate that they met the threshold of scale (demonstrated by level of sales, number of employees and capital invested) and potential to export. Enrolled companies would be categorized according to their stages of development with those at the bottom receiving introductory training and support services to build them into credible exporters while the established ones would be supported to excel through product and market development. The programme envisaged a process where companies would move up the scale to eventually graduate into fully-fledged exporting status, becoming global exporters, at which point they would be issued with a recognition, described as an export passport. That evolution is depicted by the figure below:

Figure 1: Categorisation of Exporters



To deliver the programme BITC was to use training; experts (coaches and mentors); trade missions; as well as building an elaborate set of trade information data bases to be used by the exporters and supporting agencies. In addition to what BITC was to offer there were also plans to

sign service level agreements for implementation of some designated interventions. These were eventually signed with three entities: Blinking Business Facilitation (BBF); Botswana National Productivity Centre (BNPC); and University of Botswana (UB). BBF provided customized mentoring. They would engage with a company to interrogate their systems and operating environment with a view to building a turn-around strategy anchored on a robust export marketing plan. BNPC provided quality management systems training. The training was delivered at the company premises. It was a hands-on workplace improvement intervention where BNPC consultants would work with the company to identify what to change and then went on to implement those changes. UB was engaged to develop and deliver a course on export planning.

The BEDP did not elaborate on the scope of the activities to be carried out save for listing twelve deliverables. There was also neither information about the time frames and cost estimates for the activities nor presentation of a monitoring and evaluation framework.

Review of reports from the BITC management's submission to their board of directors show that the programme's activities commenced in late 2013 (last quarter). A summary of those submissions is shown in the table below.

The BEDP document lacked sufficient details and clarity on scope, targets and indicators, which made it difficult to precisely measure the level of achievement in the various deliverables and outcomes set out in the programme.

Table 1: BEDP activities as reported to BITC Board of Directors.

	Quarter 1 (April-June)	Quarter 2 (July-September)	Quarter3 (October-December)	Quarter 4 (January-March)
2013/2014			-TOR for market study in S. Sudan. -MOU with LEA under discussion. -CDE/PSDP Training on SME Diagnosis	Diagnostic Assessments of companies enrolled under BEDP
2014/2015	-Sector experts identified for Textile and Clothing, Steel/ Fabrication, Jewellery & ICT -diagnostic for 20 SMEs enrolled. Outreach in 5 major areas to interrogate exporter constrains and reasons for minimal use of BITC services. -Market surveys in Zambia & Zimbabwe.	- International Trade Development mission to Geneva	Discussions with UB under way. UB to run courses on exporting.	Consultations with Ministry of Agriculture and BMC about export permit for processed meat products.
2015/2016	-CDE avail expert to train BITC staff for BEDP. -consultations with BB, LEA, BDC, NSO and BEMA. -Exporter training curriculum (for UB). -Exporters 'guide. -Permit granted by MOA for processed meat of MSAB. -Market surveys in Zambia & Zimbabwe.	-16 SMMEs subjected to the diagnostics -School essay programme mooted. -Collaboration with DCEC on anti-corruption awareness curriculum. -Presidential awards considered.		
2016/2017			-39 SMEs trained on export awareness in Maun- LEA. -Exporters roundtable in collaboration with BURS -Market development for BVI and Botash.	
2017/2018	-8 companies are undergoing quality management and productivity improvement training. -Three (3) companies assisted by SES of Germany to improve factory productivity and marketing capabilities. - Meeting with Basic Education to explore incorporating the export education in the curriculum.	- Export Awareness Workshop in Gaborone collaboration with LEA -BURS (in collaboration with BEMA) facilitates an Exporter roundtable on customs procedures and processes. - AGOA National Response Strategy was launched. -Market survey in DRC	- Export awareness workshop in Maun in collaboration with LEA - BITC and UB agreed on signing Memorandum of Understanding. - BITC and BOBS concluded an operational plan for Memorandum of Understanding	-WRAP training for AGOA market. -UNDP support for BEDP review. -10 manufacturers trained by BOBs on standards. - USAID provides support for implementation of Worldwide Responsible Accredited Production (WRAP) certification to textile and apparel companies. - Breakfast seminar for product and quality improvement - AGOA awareness campaign countrywide.

Botswana's National Export Strategy (NES) provided the designers of the BEDP with the base material. The NES presented beef; textiles & garments; handicrafts; jewellery; leather, hides and skins as the sectors that the country should focus on. Later on, glass was added to the list. The BEDP settled on the same sectors while leaving the door open for other businesses that would demonstrate export potential.

Interrogating the factors that have hindered export development in the country the NES identified and classified constraints into three categories thus: a) those constraints that are found in the foreign markets, where companies get confronted by circumstances that make it difficult to do business. Such issues include restrictions in the foreign countries' business regulatory environment; quality and standard requirements; judicial systems; and remittance of foreign payments among others. These constraints are referred to in the NES as Border-Out Issues; b) constraints that relate to customs; documentation; clearing and forwarding; transit management; port facilities and related services. These are referred to as Border Issues; c) constraints that relate to the capacity of the exporters. Their capabilities and competencies. Their business acumen; knowledge and awareness of exporting; ability to deal with international buyers; production facilities among others. This category is referred to in the NES as Border-In Issues. The BEDP chose to focus only on the border-in issues. The extent of coverage was just as in the NES.

5.2. Findings from responses to questionnaires

Three sets of questionnaires were used. One set was used for BITC; a second one was used on the three organisations with which Service Level Agreements were signed (BBF, BNPC and UB); while the last set was applied to the beneficiary companies.

The questionnaire to BITC was to obtain feedback on the level of completion from BITC's perspective and the kind of institutional arrangements that were put in place for implementation.

According to responses provided by BITC in the questionnaire addressed to them, the organisation did not create any special structure to manage the BEDP instead placing the programme under the Export Development Department. There was no separate budget prepared for the BEDP activities. The programme was seen as any other day-to-day activity from BITC's point of view.

The diagnostic tool was reportedly used only on seven out of the fifteen companies that responded to the questions. It is difficult to tell how the others were supported if their needs had not been procedurally determined. It is also challenging to confirm the usefulness of the tool if it is not applied consistently. Only two companies (Lebang Setso Leather crafters and ABM) felt that the diagnostic tool accurately identified the problems and needs of their businesses. Unfortunately, a year later, there was no feedback from one of the companies (ABM University), on the issues they had agreed that the programme would help them resolve. Consequently, they had abandoned some of their export related plans including market development in Angola and South Sudan.

5.3. Findings from interviews

Opinions were divided among the BITC staff. Some felt that the programme did not receive much support from the executive management while others stated that in as long as the programme was seen as any other within BITC there was nothing wrong with the manner in which it was handled.

Nine out of the fifteen companies surveyed participated in at least one trade mission between 2013 and 2017. They all reported appreciation for the exposure and networking opportunities provided by the missions. However, a few complained that they did not find the preparations sufficient for them to exploit the opportunities presented by the missions. In particular, the companies complained about the lack of clear confirmations of meetings; lack of publicity in the countries visited prior to their attendance; and in some cases (ABM) inappropriate location of the stand at trade exhibition. In the case of location, the company was put together with other Botswana participants under one stand, whereas in that particular exhibition (in Harare) there was a separate place for those offering education services, which was where ABM belonged.

BITC identified some twenty (20) companies who were assigned to Blinking Business Facilitation (BBF) to comprehensively evaluate their businesses; carry out market research and develop frameworks for export development. The evaluator was not given any explanations as to what criteria was used to select the twenty companies. They seemed to be at different stages of development with some being relatively large (in terms of turnover, staff and capital invested) and also well established in exporting (ABM), while others looked small and had not exported before (Glam Collections).

Two companies (ABM and Fastrack) reported that the programme in a way slowed their market development efforts due to what they felt was slowness. ABM had targeted Angola and South Sudan even before they were enrolled in the programme. When they got enrolled and in anticipation of support they went ahead to translate marketing material into Portuguese for the rolling out of marketing in Angola. The high expectations were caused by the company's interaction with BBF experts. United Refineries on the other hand, decided to conduct market research through internet in order for them to proceed e.g. Zambia, Zimbabwe and DRC. They indicated that they have now secured a lucrative market in Zambia where they are also intending to set up a subsidiary.

BBF services could easily end up being of little use if the efforts put to develop the company export market plans are not implemented. Some companies (ABM and Fastrack) already consider some of the proposed actions not viable.

BITC explained that there was no structure established to manage the programme. The organisation managed the programme under an existing department and where the workload was deemed excessive, they outsourced work under service level agreements (SLA). This was done to provide specialised support in export training, quality management systems; and preparation of export marketing plans.

Three companies (Gabs Bedding; Fastrack; Nortex and Sebubi) claimed that some of the training was not relevant to them. This related more to textile-specific training, to which all enrolled companies were invited. It was, in their view a waste of time and resources used on logistics. Companies that were not diagnosed could not get specific interventions. Others were made to attend courses that were not relevant to their needs. The planned matching of intervention to the stage of a company's developed could not be implemented as planned. In majority of the cases (training, trade missions and mentoring) there was no reference to the stage a company was. The

evaluator was not provided with any proof that the stages were determined in the first place. They said that some other training was a repetition of what the companies had already covered on their own (ISO for Gabs Bedding). They would have preferred better customization to upgrade rather than just refresh their knowledge. There were other areas they expected to be covered including details of the preferential markets, which Botswana has negotiated and the rules of origin. These were not covered.

Gabs Bedding attended two trade missions in Mozambique and RSA. They were useful for networking. A link may have been found to act as agent for supplying to Mauritius. This company said that the management was not consulted about their needs. Interventions were simply proposed by BITC. There was deliberate effort to align the interventions with the beneficiary needs (Gabs Bedding). Other companies who also suggested refocusing of the trade missions to address their specific needs include Nortex.

Overall, majority (ten) of the companies interviewed and surveyed reported that the programme had not helped to change their circumstances in any material sense except increasing their knowledge and awareness of exporting. Four of the companies (Oodi Matebele; Oodi Investments; Power Engineering; and Sebube) indicated higher levels of satisfaction with the latter two citing the quality management systems as uniquely helpful. They reported that the programme had helped them change their approaches way beyond the immediate businesses that were targeted by the programme. Oodi Matebele and Oodi Investment referred to the programme as an eye opener, that had revealed to them new market opportunities and helped them to obtain support in dealing with regulatory issues (work permits and licenses) that had previously been difficult for them to resolve on their own. Francistown Knitters were impressed by the Supplier Development Programme which has linked them with chain stores, pointing out that such initiatives will ensure the sustainability of the BEDP.

One company was indifferent about the programme. It (Gabs Bedding⁵) saw it only helping to expand their network through trade missions. They found the training either irrelevant or reinforcing what the company already knew.

There was no established mechanism to provide feedback to beneficiaries and partner organisations. That caused delays in implementation of the plans that were developed by companies in conjunction with the experts. At the time of the evaluation beneficiaries listed for support by BBF had not received feedback or communication about way forward on the export marketing plans they had developed with the help of BBF consultants.

The selection criteria were not adhered to in some cases. BITC courted some companies instead of strictly selecting from the applications. ABM, Oodi Matebele, Tempenic Engineering, White Angels and Gabane Pottery are examples.

Government policies were reported to have created problems and posed serious threats to success of the programme in some cases. Some companies lamented that there is a lot of emphasis on manufacturing, ignoring the service industry e.g. education sector. BQA has also affected

⁵ Strangely the company recommended the programme to Oodi Investments.

progress, because they suspend accreditation when trainers intended to launch new modules specifically targeting foreign students. Some of the companies in the programme complained of government policies that pose barriers to success of SMMEs. Examples given were the lack of regulation on competition and fair trade practices where some big operators are allowed to dominate a supply chain contrary to established trade practices. A medium scale miller gave an example of a large retail group, which has established production facilities to produce and supply to its chain a sizeable bulk of what they used to buy from local producers. That, in the view of the complainant, weakens their domestic competitiveness, which consequently affects their ability to build international competitiveness.

Scope of courses (export awareness): Participants expressed ignorance of crucial export knowledge even after the training. For example, they were not aware of how to use export credit insurance to guard against failure by export clients to pay for services rendered/goods supplied. One company complained that limited application of Information Technology affected their chances in tendering. They specifically referred to a tender advertised by UNDP, which required applications to be presented online. The company suggested that BITC can do two things to address that issue: 1) lobby bodies such as UN to be more sensitive to small and medium producers who may not have online presence. The requirement defeats UN's own inclusive growth strategy; 2) help the businesses to either develop their IT capacities or be facilitated to access and use a shared platform say at the BITC resource centre.

Other findings and observations from the interviews were as listed below:

- *Scheduling of interventions*: Training should have been given before engagement with the experts so that the beneficiaries have ideas of what to expect from the consultants and thus carry out some background preparations to maximize on the experts' interventions.
- *Level of preparedness* for trade missions: Support should include advertising. BITC could offer publicity and advertising to the group as a whole even if it would mean the companies contributing something. That way the ads would give exposure to the country as a whole, get discounts and there would be a way of ensuring good quality of the ads. Companies have been left to do their own advertising when they go for missions. Also, organisers should ensure the promised one-on-one meetings are confirmed in advance. ABM was failed in Namibia. BITC struggled to make the appointments when the group was already in the country.
- *Poor communication*: Companies are not constantly informed of the progress with BEDP. Feedback after BBF not given. Invitations to meetings, missions and training are received late and not necessarily related to what the companies would have asked for. Companies were surprised to learn of this evaluation and wondered if the programme was coming to an end.
- *Failure to align interventions with the beneficiary needs*: (Gabs Bedding- Zimbabwe case; preferential markets; ROO; ABM-trade missions; advertising internationally).
- *Level of enthusiasm and interest to learn*. One company (Sebube) has made a point to have all the staff involved in quality management system. The company periodically consults with staff and agree on what to do to apply the lessons learnt. This has increased the

programme's relevance. Francistown Knitters has made it a point that they use the weekly production plans left behind by the Senior Expert Services. These plans are visible when one enters their premises.

- *Working in silo*: Some enrolled companies reported that they had hoped the programme would facilitate session with government departments and other service providers to discuss company needs and seek solutions jointly. That was considered necessary in seeking answers as to why some existing capacity building interventions have not worked as expected (CEDA, LEA, BECI, BOBS were cited as cases where government established institutions which appear not to be delivering as expected).

Of the tools being used in the programme, the QMS by BNPC appear to have the most impact. The companies participating all expressed great appreciation. They stated that they find the programme relevant and it has helped them to improve the way they do things, which is resulting in more business.

Botswana National Productivity Centre (BNPC) was assigned eight companies from the BEDP enrolled businesses. The eight were to receive support on improving their quality management systems or developing new systems where nine existed. The programme entailed BNPC working with the companies to identify gaps in the quality management systems and agreeing on what to improve. The company would then implement the changes under BNPC's supervision. In some cases (Sebube) BNPC attached an expert from Japan to coach the beneficiary. BNPC emphasized improvements during normal operations; also insisting that the beneficiary company had to actually perform the required tasks themselves. One company refused to carry out the tasks. According to them the consultants (BNPC) were paid to provide the services. That was deemed by BNPC to indicate lack of enthusiasm and the company was replaced. Such was how seriously BNPC took the intervention. Two companies of those interviewed were in the programme and they were full of praise for it. On regular basis BNPC held breakfast sessions, where the participating companies shared experiences and disclose the benefits gained and challenges encountered.

Blinking Business Facilitation (BBF) was assigned twenty companies. They were to work with those businesses to assist them carry out market research on export opportunities and consequently develop export marketing plans. Four of the surveyed companies were in the programme. These were Sebube; ABM; Fastrack; and Oodi Investments. Some companies (ABM, Sebube) found the support useful. Others (Fastrack) were not satisfied by the consultant's intervention. They felt that BBF did not have knowledge of their business (steel roofing). In addition, they were unable to use the information provided for market research. It comprised of tables from the International Trade Centre (ITC) Trade Maps with nothing relevant to Fastrack's line of business. One other company in the BBF programme complained that they were not informed about the consultants and therefore had not prepared for them.

With regard to University of Botswana (UB) they were to develop a module on export planning and then start offering it at the university initially to selected companies proposed by BITC and thereafter make it open to other people. BITC developed the curriculum for the module in collaboration with UB. The university was responsible for the substantive content. The

preparations for the course were completed in April 2018 and the first training was done in May 2018.

The programme did not embrace a holistic, systematic approach, which would consider their entire context in which the enrolled companies are operating especially the external environment.

In line with BEDP's explicit intention to use available organisations and avoid duplication, the programme should factor in mechanisms to foster collaborations within the trade support network in the country, where in addition to specific roles assigned to those organisations there will also be regular sessions with the enrolled companies to interrogate the effectiveness of services provided.

In designing the BEDP, BITC indicated that the programme would be positioned as a national undertaking. This essentially suggested that it would go beyond the ordinary BITC's organisational work and permeate across other entities. It was therefore a huge oversight and a major limitation to consider the BEDP as an ordinary BITC activity under a department.

The planned tools and methodology were not applied in some instances. The lack of consistency could compromise quality of the programme.

During site visits distinctive changes in filing and work organisation were observed in two companies (Power Engineering and Sebuli) that were participating in the quality management systems intervention under BNPC. The companies had neat operating areas. Their filing system was remarkably well organized and sorted with indexed files. They both had images (photographs) of how their workplaces looked prior to the BNPC support. The images showed tremendous improvement in the ways things were kept including stocks, files, furniture and surrounding areas. Discussing with the staff also revealed higher levels of self-esteem and confidence than in the companies not on the BNPC programme.

6. FINDINGS AND CONCLUSIONS

Achievements on the programme objectives, outputs and/or outcomes/results.

Of the twelve (12) planned activities the BEDP implementation managed to complete one in full (creating export awareness course); partially completed eight (8) deliverable (successful use of exhibitions for exporters; successful use of trade missions for exporters; planning for exports course; market development; continuing export education; introduction to exporting seminar; succeeding in exports programme; and Export Awards). There was no progress in 3 activities: Product development; creation of Database; and promotion of clusters in the form of Export villages. It is not categorically possible at this stage to attribute the achievements entirely to BEDP. Chances are that other initiatives at BITC and elsewhere in the country contributed in obtaining the realized gains.

In spite of the numerous deliverables not completed there were concerted efforts to do more as shown by the reports to the BITC Board summarized below.

Table 2: Assessments of achievements on deliverables as reported by BITC

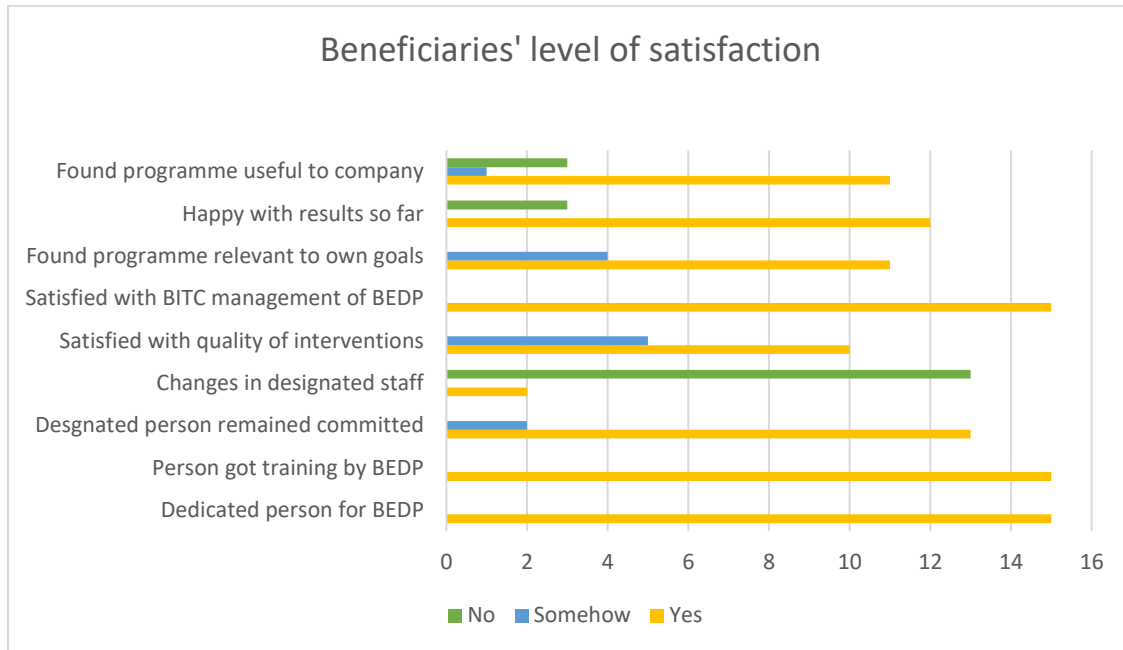
Ref.	Deliverable	Level of completion	Explanation	Comments
1	Export Awareness Workshop	Completed for all available companies	All scheduled workshops were conducted across the country in collaboration with LEA	The programme attracted a smaller pool of applications (200) as compared to the 800 that were expected to express interest. All those enrolled at commencement were taken through the workshop. Collaboration with LEA enabled rolling out the workshop throughout the country.
2	Introduction to exporting seminar	Partially done	Done, 20 companies were trained	Programme had anticipated 80 companies to go through this seminar. The quality of applicants made it difficult to identify that high number.
3	Planning for exports course	Partially done	Done; course developed, and MOU signed with UB to deliver the course on our behalf	It took over two (2) years for UB and BITC to jointly develop the curriculum for Export Planning course. After the curriculum was developed it took another year for the two organizations to develop and sign a memorandum of understanding. These time spans delayed the commencement of Export Planning course.
4	Succeeding in exports programme	Partially done	Done through a pilot programme	Progress on this intervention has been delayed, because of the slow feedback, and follow-up on the work done by Blinking Business Facilitation. The consultant (BBF) made a report to BITC, but no action has been taken to get the plans agreed with the enrolled companies implemented.
5	Successful use of exhibitions for exporters	Partially done	Exporters participated in different exhibitions that BITC planned. These took place in RSA, Zambia, Zimbabwe, Namibia, Zambia and Mozambique.	BITC has endeavored to include companies benefitting from the BEDP in all missions. The challenge was in the level of preparedness by the participating companies as well as their cooperation to act on lessons learnt when they returned from the missions. In some cases, companies reportedly found BITC's preparations inadequate (missions to Zimbabwe and Namibia).
6	Successful use of trade missions for exporters	Partially done	Trade missions were handled in similar manner to exhibitions. There were exhibitions in South Africa and Zimbabwe. with beneficiary companies there were no differences in the preparations for	The implementers should be clear on what was expected to be achieved from exhibitions differently from trade missions and make the distinctions understandable to the beneficiaries. There should be mandatory requirement for all participants to file post-mission report indicating what was achieved and challenges and suggestions for improvement.

			missions and exhibitions. They took them as one and the same thing.	
7	Product development	Not done	No deliberate effort was made to address the issue of product development.	BITC reported lack of industry-specific experts for the companies that required this support. These companies included Kalahari Floor Tiles, Kalahari Plastics, and General Packaging.
8	Market development	Partially done	Conducted market studies for Zambia, Namibia, DRC & RSA	Delayed by lack of action on the mentor's (BBF) report. Same as on deliverable #4.
9	Continuing export education	Partially done	Done through workshops	The programme document implied some kind of specialised export education different from routine export-related training. That was not provided. Instead BEDP companies were occasionally invited to normal workshops that the organization usually organises.
10	Export Awards	Partially done	BITC contributed to an event organized by a local audit firm, Grant Thornton. The firm has its own programme of annually hosting awards for excelling businesses. BITC sponsored some of the awards.	BEDP planned a high profile event to be patronised by H.E. The President to honor excelling exporters. The Grant Thornton event was more of a fallback position. It was not in line with the original intention.
11	Database	Not done	No action as yet. Priority was accorded to trade portal.	Programme proposed compilation of up-to-date database of exporters (based on BURS database); learners (integrated to Botswana Qualification Authority); manufacturers; and service providers. The database would track and update performance and status of the entities.
12	Export Village	Not done	None	Formation of clustered business groups to foster collaborations and ease of access to vital support services as well as obtain economies of scale for cooperation.

6.1. Effectiveness of the interventions

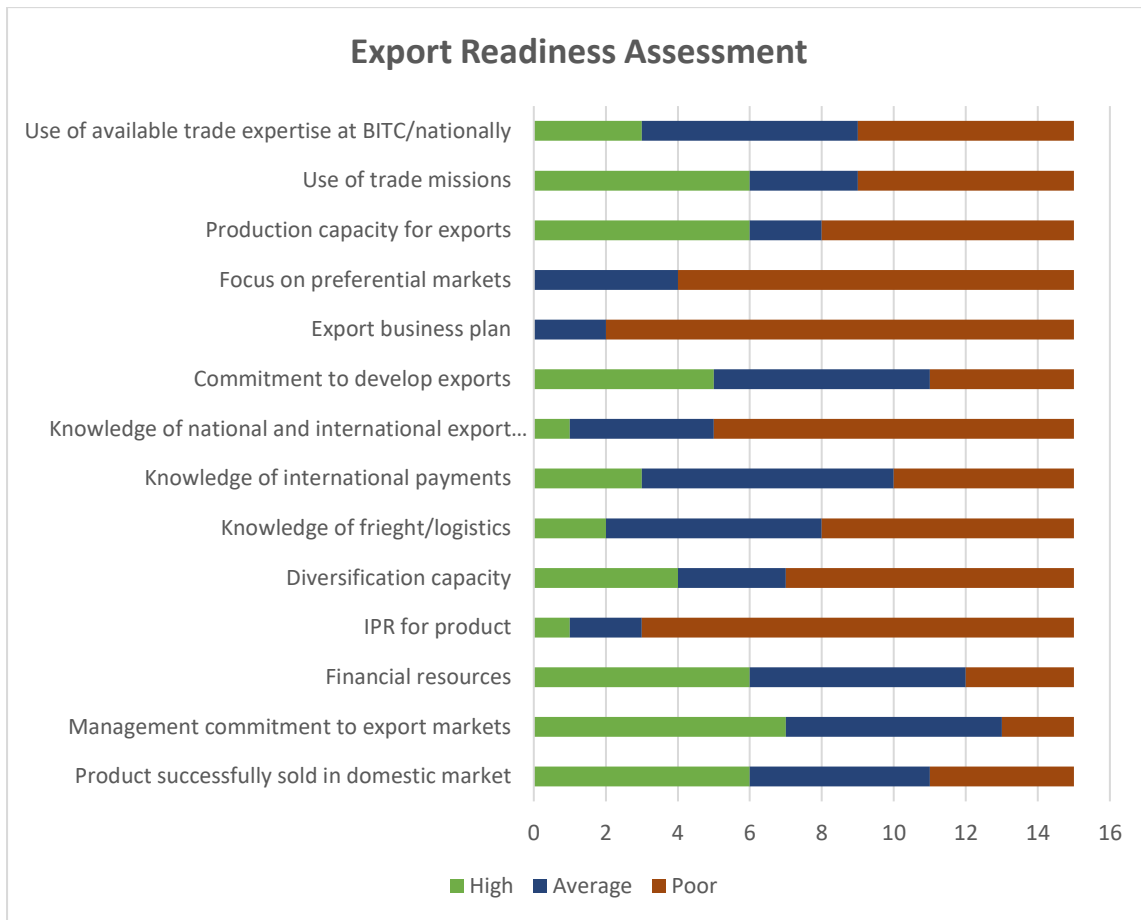
This was assessed in three (3) areas: level of satisfaction reported by the enrolled companies; export readiness of the same companies; and export performance in terms of products and markets.

Figure 2: Beneficiaries' level of satisfaction



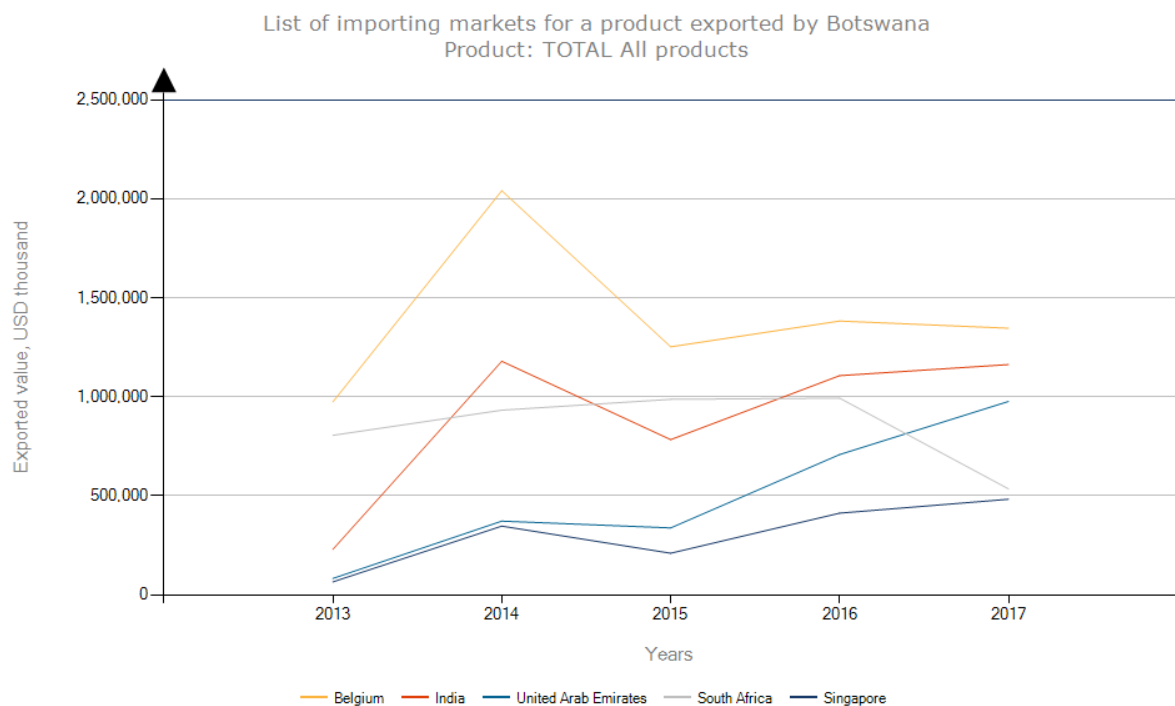
The above figure affirms that the beneficiaries recognised the dedicated person for the BEDP, which is a sign of consistency and follow-ups. There is a strong confidence in BITC management in implementing the BEDP. When prompted on the quality of interventions, 50% of them noted that more needs to be done, as some of the trainings were not relevant to their needs.

Figure 3: Export Readiness Assessment



Six out of the fifteen (15) companies interviewed have adequate resources (trained staff, equipment, production machinery, space and related facilities) which can support production for export. Only one of the 15 companies indicated knowledge of intellectual property rights (IPR) and the importance of such rights (trademarks; copyrights; and patents) in international marketing. None of the fifteen companies interviewed has a definite plan (blueprint) for export development. Some of the companies have been referred by BITC to Blinking Business Facilitation (BBF) for mentoring and others to the University of Botswana (UB) for Export Planning training. Many of them do not have enough information about the preferential markets, especially in the region. Most of them lack knowledge of international trade compliance requirements, logistics and specific standards needed. Companies minimally using/knowledgeable of available support services.

Figure 4: List of Importing Markets for a Product Exported by Botswana

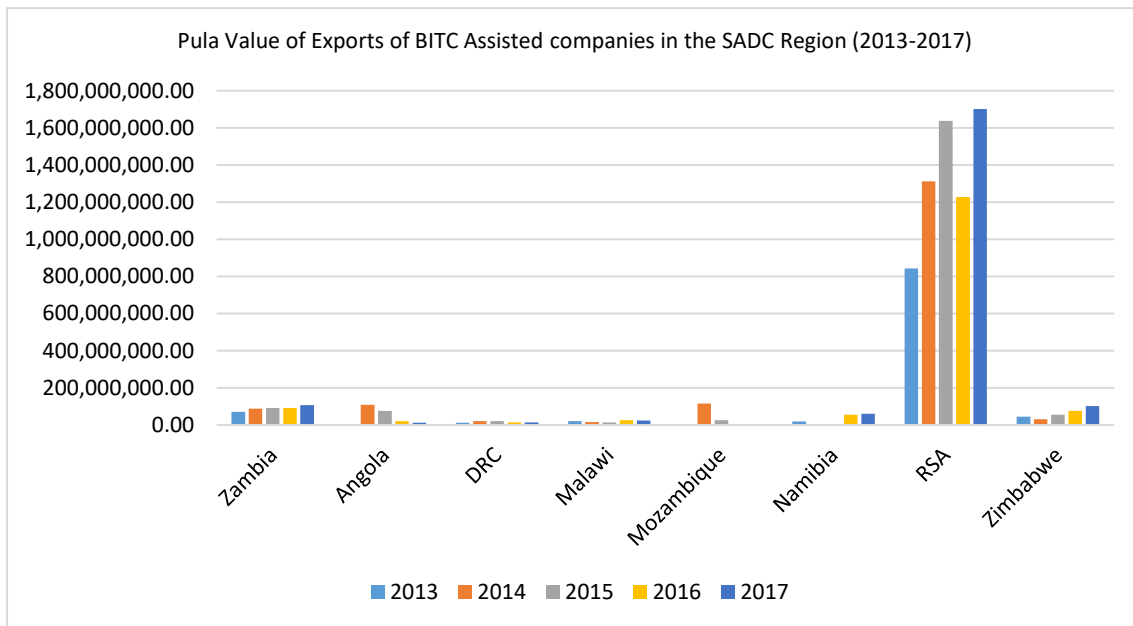


Source: adapted from ITC⁶ Trade Maps.

An ITC analysis of exported Botswana products shows that three (3) previously non-major markets are indicating a growing trend in their imports from Botswana. These are India, UAE, and Singapore. This is an indication of good potential for market development. The programme can capitalize on such opportunities.

⁶ ITC and other non-Statistics Botswana data were only used to the extent that Statistics Botswana figures were not available.

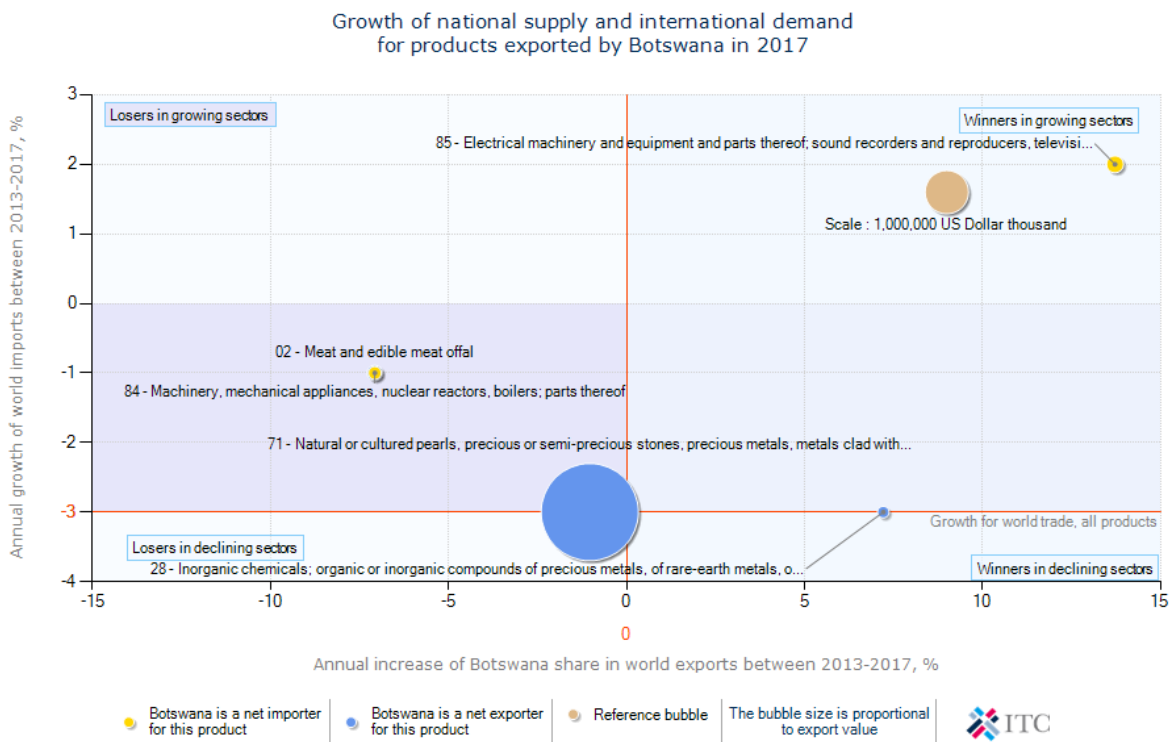
Figure 5: Exports of BITC Assisted Companies in the SADC Region



Source: BITC

The SADC market is still the preferred market for Botswana manufactured goods. There was a significant continued growth of exports to the Namibian and Zimbabwean markets where market review surveys were recently conducted, and also the Mozambique market.

Figure 6: Increase in export products



Traditional exports continue with their dominance. There is significant growth in electrical components (for motor vehicles). Previously well performing products, beef and textiles have recorded dramatic decline during the period under review. Beef is not only one of the key National Export Strategy focus sectors, but it is also included in the core sectors proposed by the National Strategy Office (NSO) as those that can propel Botswana’s export growth. There is one enrolled company (Braai Place) from this sector. The company was included in the sector but was not available for interview. A decline in export performance of a key sector demands attention. There was no readily available explanation as to why the sector is declining.

With respect to markets globally, South Africa remains the predominant destination for the BITC assisted clients (73%), UK (7%), Zambia and Zimbabwe (4%), and Namibia and EU at (2%). Other notable markets for BITC-assisted companies were Angola, Tanzania, Mozambique, DRC, Mauritius, Malawi, Senegal, USA and Hong Kong, as seen in the table below;

Table 3: Market Share of Exports in SADC Region

Market	Value of Exports (BWP)	% Share	Products
Zambia	107,217,836.05	4.60	Salt & salt products, meat products, PVC boreholes & tanks, clay bricks, automobile batteries, swamp cruiser boats
Zimbabwe	102,383,133.66	4.39	Laundry bar soaps, textiles (towels & T-Shirts), salt & salt products, meat Products, PVC borehole, automobile batteries, swamp Cruiser boats
Angola	11,543,782.48	0.50	meat products
DRC	14,600,769.74	0.63	Salt & salt products, meat products
Malawi	30,776,501.94	1.32	Salt & salt products, automobile batteries
Mozambique	1,634,762.23	0.07	meat & meat products
South Africa	1,701,503,428.26	73.03	textiles (towels & T-shirts), re-rolled steel, steel forgings, iron castings, semi-precious stones, salt & salt products, meat products, PVC boreholes & tanks, clay bricks, automobile batteries, swamp cruiser boats
Namibia	60,201,420.52	2.58	laundry bar soap, electrical cables, textiles (towels & T-shirts), salt & salt products, clay bricks, automobile batteries, swamp cruiser boats
Tanzania	2,464.39	0.00	contemporary furniture
USA	190,687.89	0.01	arts & crafts, contemporary furniture
Mauritius	214,453.95	0.01	laundry bar soap
Senegal	307,317.97	0.01	contemporary furniture
Hong Kong	28,923,051.75	1.24	tobacco extracts
UK	167,224,484.52	7.18	beef & beef products, contemporary furniture
Norway	42,846,492.33	1.84	beef & beef products
EU	60,347,052.68	2.59	beef & beef products, contemporary furniture

Were the institutional structures that was set up adequate or effective to facilitate the implementation and achievement of the objectives, outputs, and/or outcomes/results of the programme. What role did other institutions play in the implementation of the BEDP? How effective was the level of coordination within the institutional structure?

There were no institutional structures specifically created to handle the implementation of the programme. Lack of such arrangements compromised the achievement of the results. The programme did not have a definite manager to deal exclusively with managing its objectives; handling communication with stakeholders on the programme; and to deal with the overall quality management issues of the programme.

The BEDP has been implemented by BITC under the Department of Export Development and Promotion. The department has four units (Export Development; Export Promotion; Trade Portal; and Global Expo), which all play major roles in facilitating delivery of the planned BEDP tasks. The Export Development Unit handles the day to day interactions with the enrolled companies and links them to other facilitating entities within and outside the BITC. The Export Promotion Unit ensures that trade missions are properly planned and achieve their desired results. The unit arranges for detailed briefing of those attending missions; ascertains their preparedness and makes sure that the established procedures are adhered to for a successful mission. The Trade Portal Unit does not specifically deal with BEDP, but the information obtained and stored therein is expected to benefit the BEDP companies as well.⁷ Under the Global Expo Unit, BEDP companies get exposure to international operators and opportunities to expand their networks by meeting potential clients and investment partners. Like the Trade Portal Unit, the Global Expo Unit does not have any tailored products to suit BEDP companies in a customized sense although efforts are always made to alert them (BEDP companies) of the potential benefits of attending the expo including workshops and speeches delivered during the event. Box 1 below shows the BITC organizational chart. The level at which BEDP was managed appear to be at middle level management.

Monitoring of BEDP was done like any other BITC programme. The organisation holds regular executive committee meetings, during which ongoing activities are reported on by the executive directors in charge. BEDP activities were covered by the Executive Director, Export Development and Promotion. Further reports were made at the Board of Directors' meetings, on quarterly basis, i.e., every three months. There was a slot for update on the progress of the BEDP to the Board. Other administrative aspects of the programme such as budgeting, staffing and risk management were done as per routine BITC operational procedures.

Much as the arrangements above would appear to have covered the management of the programme, they were inadequate. A programme of this magnitude would require a structured governance framework, which would ensure that it is sufficiently implemented, monitored and corrective action taken promptly to improve performance whenever appropriate.

BITC signed service level agreements (SLA) with Blinking Business Facilitation (BBF), Botswana National Productivity Centre (BNPC) and the University of Botswana (UB) for delivery of key activities under the programme. These partners/service providers have dedicated personnel to deal exclusively with BEDP issues within their organisations and to coordinate interventions.

⁷ Information obtained from interview with BITC staff suggested that the establishment of the portal led to the lack of focus in creating the database that was planned for the BEDP.

While there have been no serious hitches, BITC did not put in place measures to track progress between themselves and the implementing partners. That omission made it difficult to share experience and provide prompt feedback for improvement of the programme. One of the partners, BNPC has made a practice of organising routine seminars to share experience among the participating companies and reflect on improvements. No similar arrangements exist for the companies being facilitated by Blinking Business Facilitation (BBF), which is a service provider for development of export marketing plans. Instead, those interviewed among the 20 companies supported by BBF lamented lack of feedback from BITC. The consultants submitted findings promptly to BITC, but there was no action by the latter in responding both to BBF and the enrolled SMEs, causing undue anxiety among the beneficiaries. Lack of action by BITC failed the programme in as far as export market planning was concerned and consequently market development. The aim of the BBF intervention was to interrogate a company's situation and identify which areas needed to be enhanced so as to enable the companies to succeed in accessing the markets they found attractive for their products. Having confirmed their target markets and identified the appropriate capacity areas it was left to BITC to provide the recommended support to develop those companies' capabilities to actually sell their products in those markets. That did not happen because BITC did not act on the reports by BBF and beneficiary companies. Consequently the expected market development was not achieved as envisaged.

The Local Enterprise Authority (LEA) and Botswana Bureau of Standards (BOBS) were also involved at various stages to deliver training. In a few cases, experts such as Senior Expert Services-Germany (SES) were engaged and attached to specific companies for specialized support.

Also, regarding management of relations with partners there was no deliberate arrangement to document/minute critical issues noted during the interactions between BITC and partners and/or between the partners and beneficiaries. Issues are not logged in a structured format to permit regulated resolution and lessons to be learnt. Moreover, there was no platform for the various implementing partners to share experiences, institutionalise learning and entrench goal congruence. Without feedback the beneficiaries did not know how to proceed and some (ABM and Fastrack) ended up suspending planned export activities. One implementing partner was not sure how to carry on with companies that were assigned later in the programme because the recommendations that they had made much earlier had not yet been responded to by BITC⁸. MITI reported little interactions with BITC on the BEDP.

Extensive work was done to sensitise key stakeholders during the design stage but implementation did not incorporate arrangements for their continued participation. Private sector bodies reported being left out completely despite their members being enrolled. Other entities including Botswana Export Credit Insurance (BECI), Statistics Botswana (SB), National Strategy Office (NSO), Companies and Intellectual Property Authority (CIPA) and Citizen Entrepreneurial Development Agency (CEDA) have roles to play, but have not been formally engaged except during the design stage.

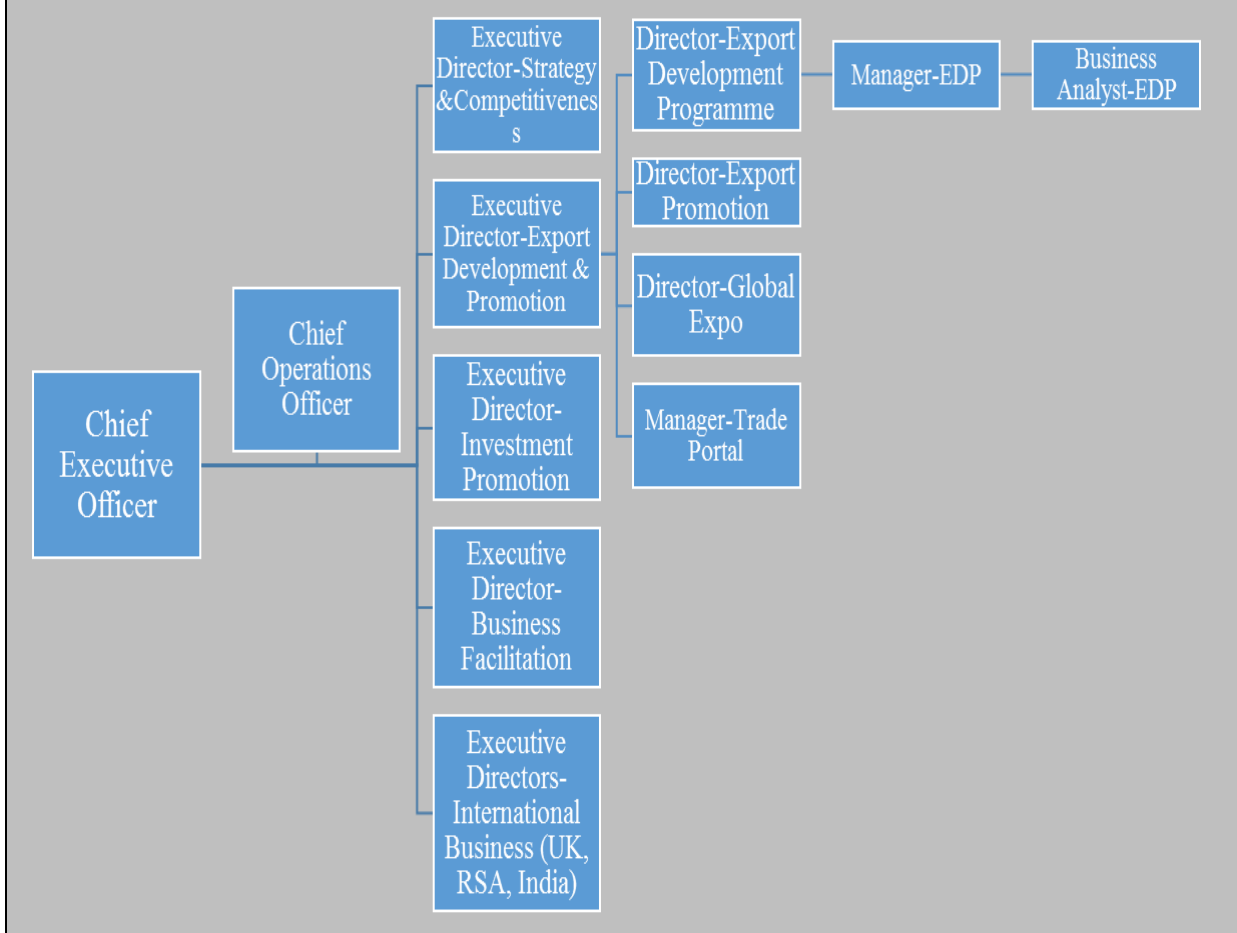
The contributions of other institutions were compromised by poor management of collaboration and stakeholder relationships. Their roles could have yielded better results if BITC had facilitated regular interactions to monitor performance, obtain progress reports and give feedback.

⁸ The recommendations were contained in reports on each company that BBF worked with under the programme. They were not seen by the evaluator.

Box 1: Organizational Structure-BITC core services

The BEDP falls under the BITC core services and implemented alongside other departments such as Strategy and Competitiveness, Investment Promotion, Business Facilitation, and international Business. It is implemented under the portfolio of the Executive Director who oversees four departments namely, Export Development, Export Promotion, Global Expo and Trade Portal. The BEDP implementing staff comprise of the Director, Manager, Business Analyst and 2 interns (temporary basis). Since its inception, the BEDP was implemented by one manager, who was promoted to the Research Department beginning of 2018, resulting in the promotion of the existing Business Analyst, who is now the new manager. On interviewing the beneficiaries, some of them lamented lack of site visits and inadequate updates from the BEDP team; this could be an indication that the team is understaffed. The discussions depicted that there is need for regular interaction with businesses in order to understand their operational challenges, with the view to champion advocacy measures to improve their trading landscape. In July 2018, an application was advertised by BITC to recruit a second manager for the BEDP. The below figure summaries the BITC core services organogram.

Figure 7: BITC Organogram



c. Look at issues relating to the impact of the programme on economic development – its impact on economic growth, employment and wealth creation, poverty-reduction, rural development, export readiness and export diversification.

According to the Human Development Indices and Indicators (2018 statistical updates), Botswana index for 2017 was 0.717 and the country was ranked at 101 globally. There has been a steady improvement since 2013 when the index was 0.693. The improvement has been attributed to the Government's role towards economic empowerment of women, thus resulting in the decrease in gender inequality index. From the sample interviewed, 42% were women led companies that also created employment. For example, Matebeleng Milling creates a market for the devil's claw from 35 villages, supporting over 2000 households and empowering 3000 people, the majority being women.

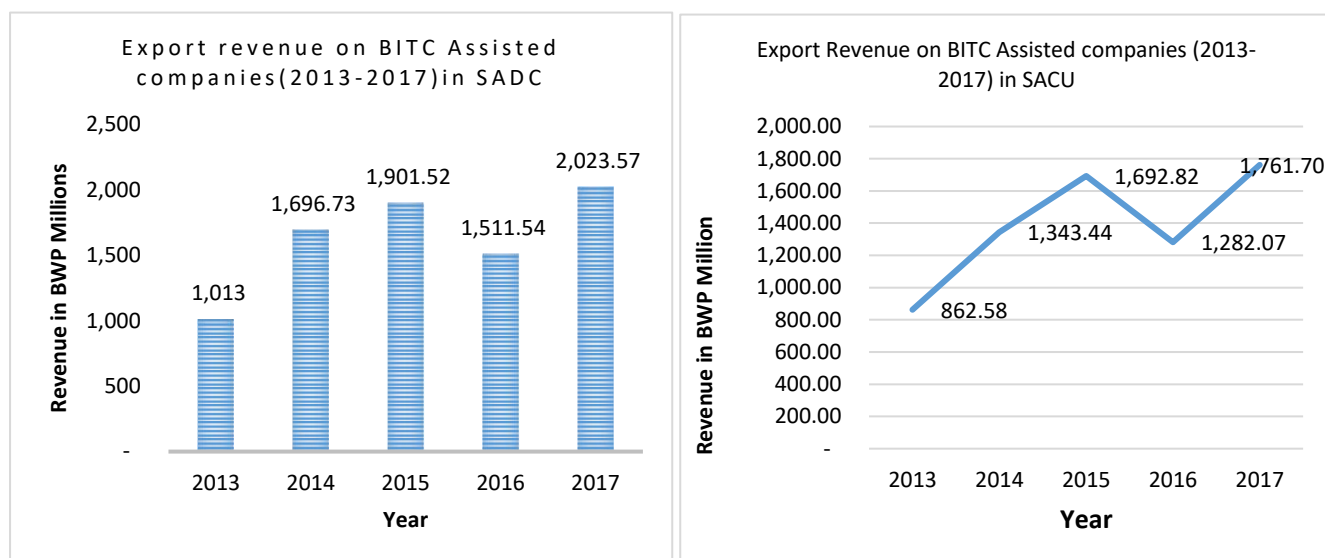
In his article entitled "Opportunities for Botswana's manufacturing sector" published in the Weekend Post newspaper, 17 September 2018, the Director for Research and former BEDP manager, indicated that "Since 2010, textiles/apparel have been Botswana's main AGOA beneficiary sector, constituting between 90-100% of total AGOA exports. During its peak, Botswana had over 10 textiles/apparel firms exporting under AGOA. In 2017 Botswana total exports to USA were P775.6 million, of which AGOA exports accounted for P9.9 million." He added that currently Botswana does not have a single company that is benefitting from the AGOA preference, some companies have shifted focus towards South Africa while some have relocated with others having closed down.

From the BEDP sampled companies, the textile sector contributed to the majority of the employment and have maintained their employees over a longer period, such as Francistown Knitters and Nortex who employ 85 and 500 employees, respectively. However, other companies noted that they have retrenched employees due to changes in the business environment. These include Gabs Bedding (bed and furniture manufacture) and Tempenic Investments (steel fabrication). The BEDP team did not avail information on the clients' employment figures over the five (5) years, and it was confirmed that information relating to the below activities is confidential to the beneficiaries;

- Export Markets for the interviewed beneficiaries (2013-2017)
- Export sales for the interviewed beneficiaries (2013-2017)
- Number of employees (2013-2017)

BITC has over the past five (5) years facilitated the sale of locally manufactured goods and services into the region, specifically into the Southern African Development Community (SADC) as well as Southern African Customs Union (SACU).

Figure 8: Export Revenue on BITC Assisted Companies in SADC and SACU



The BITC annual report submission 2017-18 shows that the highest performing export markets were South Africa (73%), UK (7%), Zambia and Zimbabwe accounted for (4%), Namibia and EU at (2%). Other notable markets for BITC-assisted companies were Angola, Tanzania, Mozambique, DRC, Mauritius, Malawi, Senegal, USA and Hong Kong. The below table indicates the list of market destinations in the SADC region of Botswana products over the past five years (2013-2017).

Table 4: Market Destinations for BITC Assisted Companies' s Products in SADC

Products	Markets
Salts and salt products	Zambia, Zimbabwe, DRC, Malawi, South Africa & Namibia
Meat products, offal	Zimbabwe, Angola, Mozambique, South Africa, Namibia
PVC, borehole and sewer pipes	South Africa
Swamp cruiser boats	South Africa, Mozambique, Namibia, Zambia
Textiles (Towels & T-Shirts)	South Africa, Namibia & Zimbabwe
Automobile Batteries	Zimbabwe, Zambia, Namibia, Malawi, South Africa
Electrical cables	Namibia
Re-rolled Steel (fencing droppers, standards, flat bars & round bars	South Africa
Iron castings	South Africa
Semi-precious stones	South Africa
Perfumes, deodorants, skin and hair care products	Zimbabwe
Clay bricks	South Africa, Namibia, Zambia, Zimbabwe
Pasta and maize products	Zimbabwe
Tents, canvas ponchos	Zimbabwe, South Africa

When interviewed, several BEDP companies at start-up exporter level who noted that they have started initiating export plans targeting Zimbabwe, Namibia and Zambia. The initial steps into market access were said to be done by the companies themselves, hence BEDP's handholding is needed in further market penetration efforts.

d. *What factors contributed to the effectiveness and ineffectiveness of the programme? Identify limitations and gaps to implementation of the BEDP to help inform future programme development implementation, monitoring, reporting and evaluation.*

There were several factors that affected the effectiveness and ineffectiveness of the programme. Those factors are discussed below.

The following are the factors that contributed to the effective implementation of the BEDP:

1. BITC resources have been available to drive the programme. The BEDP is an integral part of BITC activities and is continuing under the stewardship of the BITC management and firmly anchored under the Department of Export Development and Promotion.
2. Lessons learnt from EDP helped BEDP to avoid earlier mistakes. The BEDP strove to avoid duplicating efforts of other agencies, but to fill in gaps and build synergies with others.
3. The National Export Strategy (NES) provided a suitable base to build the BEDP. It was possible for BITC to focus on the sectors and constraints already identified in NES without resorting to carrying out lengthy studies.
4. LEA's national network of clients which provided a ready pool of enterprises to work with. LEA also provided the bulk of curriculum used in training on export awareness.

Below are the factors that limited effectiveness of the programme

1. Failure to disclose assumptions made & to do a risk assessment. The programme did not factor in a risk assessment or even disclose the assumptions made in the design. From interviews with management the major assumptions are reported to have been: 1) That there would be a sufficient pool of applying companies meeting the set criteria; 2) that those enrolled would participate satisfactorily; and 3) that MITI would play a pivotal role in providing leadership and oversight. No risk assessment was performed.
2. Changes in the course of implementation. The programme was affected by some changes that happened within BITC. The departure of Executive Director for the implementing department at the beginning led to a void for some time. There was no one to lead the programme and specially to make presentations at the BITC's executive committee.
3. The proposed sequence of interventions was not adhered to. Activities undertaken for the enrolled companies did not necessarily specifically address their stage of development. For example, established exporters such as Kalahari Floor Tiles were taken through the export awareness course, but not assisted with product and market development. In some cases, (e.g. Oodi Investments, Oodi Matebele and Tempenic

Engineering), the diagnostic tool was not used making it difficult to tell on what basis they were enrolled and how interventions to them would be decided.

4. Changes in the environment. The Government approved Ease of Doing Business reforms with far reaching implications for exporters, including relaxation of licensing requirements and issuance of work and residence permits. Much as the law has not been enacted⁹ some visible and beneficial changes have taken place especially the creation of a One Stop Shop at BITC, which has drastically improved service delivery to investors. The BEDP companies are facilitated under the Business Facilitation Department and some have already received support from these changes.
5. Reduced scale of business operations by some of the enrolled companies. The BNPC intervention is designed for practical performance at the workplace during operations. Some beneficiaries (names not disclosed) experienced serious business downturns, such that the operations would be halted for long periods and therefore the intervention too would be suspended.
6. Non-tariff barriers (NTBs) imposed by key target markets also affected the success of companies to penetrate foreign markets. Conditions introduced by Zimbabwe on imports of wooden bases caused the exports by one enrolled company (Gabs Bedding) to a drop of sales by over P6 Million and a loss of 115 jobs. The refusal by Namibia to allow another company (Oodi Investments) to export eggs there when a secure order had been obtained is another case of NTBs. Stringent foreign exchange regulations by South Africa can also be seen from an NTB angle. Kalahari Floor Tiles (a BEDP company) has experienced great difficulties in repatriating payments from RSA where over 90% of their products are sold.
7. Lack of quality management mechanism. The handling of collaboration among the key interest groups also became compromised and was made worse by lack of reflective sessions to note progress and take corrective measures while providing feedback to stakeholders. The programme recognized need for flexibility and made it possible to enroll companies that had not gone through the set procedures. The sequencing of interventions was also relaxed. These changes had effect on the selection criteria and quality of companies enrolled. A high number of the enrolled companies (13) dropped out for various reasons including cessation of operations; substantial reduction in business operations; and lack of enthusiasm. For the sake of efficiency, such could be avoided with a thorough selection criteria guided by quality control mechanisms.
8. The quality of the interventions (training and trade missions) was not regularly assessed. Some of the companies interviewed stated that they did not find the training acceptably appropriate for their needs; others indicated that they found the training too general and not specifically relevant to their requirements. All of those interviewed said they were not consulted when the programme was designed. They felt that if that had been done, the quality of interventions would have been different. Only one company

⁹ Cabinet approved the proposed changes to Ease of Doing Business; the Attorney General's Office is yet to finalize preparation of the appropriate legal instruments.

was happy with the level of preparedness prior to trade missions. Others felt that companies should be assisted to prepare well before embarking on missions.

9. Lack of a monitoring and evaluation framework.

e. BEDP Implementation Model and Monitoring and Evaluation (M&E) Framework

The programme had recommended a framework for monitoring and evaluation, but none was developed. This is likely to have compromised the level of scrutiny on the progress of the programme.

Without a clear M&E framework, there was no formal approach of managing changes effectively. No mid-term evaluation was done to assess how the programme had taken off and the status of assumptions and risks. Important baseline and indicators for key parameters such as export readiness and export culture were not established

There was no formative evaluation. This is the first review of the programme. The scope, schedule and budgets were not fully defined and that made progress monitoring difficult as there was no way of knowing if there are any variances between amounts spent and budgeted or between time taken and that scheduled.

This arrangement to monitor the programme under BITC was properly done. There are quarterly reports to the Board of Directors and they all reflect updates on the programme.

f. Was the programme appropriately aligned to the National Export Strategy?

The alignment is tested along four broad dimensions: objectives; sectors; issues and implementation management.

Table 5: Alignment of the BEDP to NES

DIMENSION	NES	BEDP
OBJECTIVES	<ul style="list-style-type: none"> ➤ Maximize contribution of exports to employment creation, rural development and poverty reduction. ➤ Increase value addition and productivity in priority sectors. ➤ Improve business environment and costs of doing business ➤ Increase range of export products ➤ Enhance exporter capacity and competencies. ➤ Provide seamless support services 	<ul style="list-style-type: none"> -Develop pool of export ready companies. -Ensure increase in exports -Develop new products and new markets. -Provide leadership and ensure good collaboration. -Monitor to ensure continuous improvement. (BEDP p. 8)
SECTORS	Arts & Crafts; Garments & Textiles; Leather, hides & skins; Jewellery; Meat products; Glass products; and Mining beneficiation.	All the NES sectors and any other, which has export potential and readiness.
ISSUES	Border-in Capacity Development; Skills and Entrepreneurship; Capacity Diversification	BEDP focuses on Border-in Issues to address exporter constraints.
	Border Cost of Doing Business; Infrastructure; and Trade Facilitation	BEDP implementation team liaises with the Business Facilitation Department at BITC to ensure these issues are addressed.
	Border-Out Market Access; In-Market Support; National Promotion	BEDP is managed by the Export Development Department at BITC, which also includes export promotion thus providing clear avenue for these issues

		to be covered. Brand Botswana is integrated to the implementation.
	Development Environmental sustainability; Poverty alleviation & Employment; and Regional Development	BEDP has a categorical goal of leveraging on export development to improve lives of Batswana.
IMPLEMENTATION	NES proposed an independent implementation unit in the form of a National Export Strategy Implementation Council.	BEDP was managed under BITC as one of the organisation's routine programmes.

BEDP's alignment to the National Export Strategy was assessed in the context of scope, which covered the issues addressed and the focus sectors. The BEDP was designed to deal with one component of the National Export Strategy i.e. the exporter capacity constraints which are referred to as border-in issues. The alignment was deemed acceptable.

7. RECOMMENDATIONS

The recommendations suggested hereunder were obtained from the findings, analysis and conclusions as well as desire to improve the successor programme. These proposals are grounded on five (5) attributes: Design; Goals & Objectives; Stakeholder analysis; Resources; and Leadership.

Design

- A good design that follows conventional project design process is likely to accrue greater benefits and chances of success (meeting high number of the objectives and ultimate goal). The process should use a method that explores in-depth the problems being addressed; the appropriate management structures; frequency and type of evaluation; clear objectives; and definite time frames for the activities and termination. The client is at liberty to adopt the process best suited to its circumstances.
- The scope of the interventions should be comprehensive enough to cover all pertinent issues. Training on export awareness (if it is continued, or its equivalent) should include all the issues in the export readiness with emphasis on those where beneficiaries displayed much ignorance, e.g., Intellectual Property Rights; market access compliance requirements; knowledge of preferential markets; national and international export controls; and where to find export related services in the country.
- Trade missions should be revisited with a view to ensuring that companies that attend have made satisfactory preparations to maximize on the mission, be it in gaining exposure or establishing trade contacts. The programme should find a way of determining the value obtained in the missions both by BITC and the participating companies.
- While seeking to improve the delivery of the interventions in the current BEDP, the future programme should consider other approaches and especially the need to promote joint ventures with companies that are already well established. The choice of enterprises to match with local SMEs should be those that will fast track skills development; embody technology transfer; add to available investment capital; and most importantly come in with already secured markets.
- Include Research and Development together with innovation in the efforts to stimulate competitive edges. Existing research bodies (e.g., BIDPA and UB) can be requested to also carry out studies on how to accelerate and sustain export competitiveness.
- The design process will ensure that proper quality assurance systems are put in place to manage the scope, schedule and budget and report appropriately.
- The geographical spread of BEDP should be widened to rural areas/villages in order to alleviate poverty and create employment. It is evidenced with the example of Matebeleng Milling¹⁰ that rural export projects can create employment.

¹⁰ The business is involved in harvesting of Devil's claw (Harpagophytum), a plant reported to have medicinal value, and which is currently exported to France and Germany. The company has seven permanent employees in its head office. Harvesting takes 3 months during which over 1500 people were involved in 2017 in 23 villages and 2000 people are expected to be involved in 2018 across 35 villages.

Goals & Objectives

- The objectives should be determined in consultation with key stakeholders. They should be aligned to Botswana's development goals. In addition to NES, the revised programme should also ensure congruence with the NDP11; VISION 2036 and the Sustainable Development Goals (SDGs).
- In setting the goals, clear indicators and targets should be set with definite baselines. The process of building relevant and sufficient data base to inform BEDP decisions and give beneficiaries useful statistics must be completed. Competent bodies such as Statistics Botswana and BURS should be lobbied to provide disaggregated statistics timeously. The follow up programme should identify the key statistics and specify the desired format so that SB can prepare such accordingly.
- To the extent that current goals are retained, efforts should be made to plan for their achievement in phases. The programme may be designed to cover a 15-18-year period (correspond with Vision 2036), with 4-5 years mid-term targets. These can be structured in such a way that benefits accrued in each phase will provide foundation for the next phase. Export culture change should be the ultimate goal.

Stakeholder Analysis

- Any party that is currently or potentially likely to be affected by the programme should be considered and engaged in one way or the other. Individuals, groups and organizations might be affected because the goals of the programme target their interest. They could also be affected because they have some kind of influence either in terms of control, funding, persuasion or political clout among others. The need for a detailed stakeholder analysis can be justified by the following benefits (World Wide Fund (WWF) Standards)¹¹:

A stakeholder analysis can help a programme identify:

- The interests of all stakeholders who may affect or be affected by the programme.
- Potential conflicts or risks that could jeopardise the initiative.
- Opportunities and relationships that can be built on during implementation.
- Groups that should be encouraged to participate in different stages of the programme.
- Appropriate strategies and approaches for stakeholder engagement; and
- Ways to reduce negative impacts on vulnerable and disadvantaged groups.

The full participation of stakeholders in both programme design and implementation is key as it:

- Gives people some say over how programmes may affect their lives.
- Is essential for sustainability.
- Generates a sense of ownership if initiated early in the development process.

¹¹ Cross-Cutting Tool: Stakeholder Analysis; October 2005. Resources for Implementing the WWF Standards.

- Provides opportunities for earning for both the programme team and stakeholders themselves; and
 - Builds capacity and enhances responsibility.
-
- In the design process, roles and responsibilities including communication channels and lines of authority should be clearly defined to indicate how the different stakeholders will be engaged according to their status, interest and influence. A logical flow of activities should be observed to avoid undue flexibility that has compromised credible assessment of how companies were progressing from one stage to the next. The interventions provided for each should strictly conform to their diagnosed stage of export readiness.
 - Stakeholder analysis should be extended to selection of companies to make sure that enrolled companies are deserving and have potential to become exporters. Those already enrolled should be subjected to a set criterion for regular vetting to determine if they still meet the objectives of the programme. Where necessary, the companies should be counselled to disengage in the programme and appropriate services, e.g., LEA be approached to accommodate them.
 - Communication is important in stakeholder relations management. The programme should have a clear communication policy, which will ensure regular updates and briefings as well as provide feedback promptly to the beneficiaries and other stakeholders.
 - Stakeholders should make disclosure commitments (especially the enrolled companies) to provide full information on the progress made on pre-determined parameters that can objectively inform evaluation of progress made and choice of successful interventions. To guarantee confidentiality of information provided a non-disclosure clause can be included in the enrolment contract.
 - A Monitoring and Evaluation (M&E) plan that will clearly elaborate the scope, schedule, budget and quality issues. It should also provide details of the targets and indicators. The baselines must also be disclosed (Please refer to the proposed action plan for more information on this recommendation).

Resources

- In addition to the resources availed in the ongoing BEDP, a revised programme will need to address activities that were not completed due to lack of resources such as competent personnel with industry-specific expertise to help in product development and support for database development is also important. Human capital is critical and adequate skilled personnel should be roped into the programme to bring together the diverse skills needed, including industry specific expertise. Customized interventions might require specialists to be called in from time to time. Such should be done cautiously to ensure appropriate dividends accrue. Moreover, the programme should aim at gradually assembling a pool of competent export advisors.
- There are capacity needs that far exceed the resources available under BITC and the programme. Building a quality infrastructure and acquiring necessary product-specific standards are among the improvements that can pose a major challenge. The programme should therefore incorporate efforts to seek financial and technical

assistance from development partners for the purpose of driving export competitiveness. This assistance can be sought under Aid for Trade i.e. grants and concessionary loans provided under Official Development Assistance (ODA) aimed at building trade-related capacity in developing countries.

Leadership

- Economic diversification with greater contribution of non-mineral sectors has been echoed repeatedly in Botswana over a long period of time. The place of leadership in putting the country on an irreversible path to this diversification has never been more necessary.
- Leadership will galvanise people to embrace new ways of doing things; develop new habits; adopt quality-oriented attitudes and abandon a culture of entitlement and dependence of government patronage.
- Leadership will provide the boldness to discontinue competitiveness-defeating protectionism and related distortions. It will require authoritative leadership to compel organizations to work together devoid of personal tastes and preferences to enable meaningful collaboration between institutions supporting the programme and to have all other export development issues dealt with especially those relating to non-tariff barriers that have impeded exports to some neighbouring countries.
- The leader will steer the programme towards the national vision to an export-driven prosperity. The programme will need to count on leadership to maintain commitment; improve productivity and foster good relations among all stakeholders.
- The revised BEDP should be implemented as a stand-alone action with a definitive project manager. Such a manager could still be from within BITC staff, but the accountability for the programme should be distinct.

Proposed Action Plan

Reflecting will help BITC to learn and adjust accordingly as far as the programme is concerned. It will enable them to confirm if they have a shared understanding of the programme goals and how to be in sync with BITC business model. It will further help them to internalize lessons learnt, recognize opportunities and avoid repeating errors.

It would be advisable for BITC to have several formal reflection sessions including; one for the team that was involved in managing the programme; another for the executive; and finally one with the stakeholders.

The evaluator assumes that BITC will opt to continue with the programme, hence the following action plan is proposed. It is a plan that entails a series of processes, starting with the reflection discussed above and culminating with a launching of a revised version of the BEDP. Those processes should follow the following steps: *Reflect-Analysis-Plan-Initiate Implementation*. These are explained in detail below.

Reflection. This process will require a thorough internalisation of the evaluation findings. The organisation should note the lessons learnt and acknowledge where things did not go well either out of lack of capacity and information or due to mistakes that were made at the design and implementation levels of the programme. Upon reflecting the management will have to make commitment on how they wish to frame the programme in future. At the heart of the reflection will be determination to learn so that future interventions can build on gains made in the programme, while avoiding repeating past mistakes. The logical framework should be in designing the revised programme.

There could be need to make changes in the organisation's management if that will guarantee better management of the programme. In this step the organisation will determine if the programme objectives still hold, including ensuring that those objectives are clear and well understood by all stakeholders. It might be found necessary to re-confirm the programme priorities in the context of changes that have taken place between the time the programme was started to date. Some of the changes include a new national development plan; a new vision for the country; new leadership in the Ministry of Investment, Trade and Industry (with a new approach); and a new President. Even changes within BITC could influence a re-orientation of the programme.

Analysis: Following the reflection there will be need for new analysis to cover:

Problem analysis: This will be necessary to ascertain if the original problem has changed and if such changes require a different strategy.

Stakeholder analysis: Determine the interests and influence of different stakeholders. These will include development partners, the government, private sector associations, other trade supporting institutions that will collaborate with BITC, beneficiary companies among others. The roles of responsibilities of each group will be confirmed.

Analysis of the conditions likely to affect the programme: This will entail making and justifying conditions that are likely to influence the programme activities. The basis of the assumptions should be disclosed. In addition to the assumptions there should be an analysis of risks that are likely to threaten the programme. That analysis should estimate the likely impact of such risks and probability of the risks occurring, with the explanation of how the risks will be mitigated.

Planning: This step will be the most elaborate. It will start with the management defining the most appropriate way of managing the programme. The step will entail development of major programme plans including plans for the scope, timeframes, budget and quality management. Identify the team that will manage the programme. Develop their job descriptions, performance goals, and define their roles and responsibilities. Define mode of collaborations with other stakeholders. Obtain confirmations of collaborating bodies regarding acceptance of their roles in the programme and dedicating liaison officers.

Scope: Confirm the scope of the programme starting with a decision whether it will continue with focus of border-in issues only or if it will load other NES issues. In particular this step should include a comprehensive breakdown of all the actions that are envisaged in the work to be done. Anything that will take time and cost money should be included and documented in a Work Breakdown Structure (WBS).

Schedule: In addition the step should also provide details of the time frames. The activities detailed in the WBS should be assigned times. The plan should also disclose the sequence that should be followed in carrying out the activities, and any relationships between the activities.

Budget: Cost estimates for the planned activities are also necessary and will be presented in a budget planning the expenditure anticipated throughout the programme's life span. The budget should be prepared in a manner that clearly distinguishes the cost centers. The basis or assumptions made in arriving at the estimates should be disclosed.

Quality management: The programme should determine the standards that will be targeted. Indicators will be developed and baselines established. The quality management plan will explain how the programme will be monitored including performance on activities, schedule and budget as well the performance of the team.

Monitoring and evaluation (M&E) plan. This plan will measure the performance of the programme in achieving the desired results and therefore help the programme to stay on course. The purpose of the M&E plan will be to promptly identify when and where there might be a need to modify the programme or to improve the interventions. The plan will define how information will be collected, organised, analysed and how decisions will be made.

Integration: The above plans will be integrated into both the BITC operational plans and if necessary the Ministry's plans. The integration will serve the purpose of entrenching goal congruence and constantly positioning the programme in the context of the organisation's agenda.

Initiating Implementation. Initiating the programme should be done in systematic manner. The process should start with approval of all the programme plans. The scope of work and work break down structure; schedule of activities; budgets; and quality management should be assessed at appropriate levels and approved accordingly. Issues that require parties outside BITC should be procedurally handled. For instance, there might be need to discuss and confirm the programme with the Ministry of Investment, Trade and Industry and obtain their buy-in. BITC might also consider sharing the revised programme with the National Strategy Office (NSO) and confirm any roles that they can play in the M&E.

After approval of the plans the next activity is to confirm contractual documents. These include draft service level agreements; contracts of programme staff being recruited (if any); agreements with beneficiary companies and performance agreements.

BITC should also confirm the support structures for the programme. These will include funding, collaborations and any patronage for specific events (e.g. the proposed presidential awards). The organisation will also confirm the kind and extent of support that will be accorded to the programme from within BITC (e.g. office space, transport, telephone and internet facilities, shared services such as Human Resources; Information Technology; Accounting and Finance; Audit & Risk services). The physical location will also be addressed. The actual office for the programme should be considered carefully to ensure that it is adequate for the work and accessible by stakeholders.

Recommendation on how to ensure sustainability of the programme achievements.

The capabilities and competencies developed in the Botswana Exporter Development Programme must endure for there to be a lasting practice of export competitiveness. The gains must be robust and irreversible. The resources acquired should enable the exporters to survive, grow and thrive. Specific measures are needed to entrench the new ways of doing things. Below are suggestions on how this can be made possible.

Cultural change: The goal of the BEDP is to beget an export culture.

The El Salvador export promotion agency defines export culture as “a way to foster a national consciousness in favour of foreign trade, nurture export-oriented entrepreneurs, and build awareness of quality and competitiveness among SMEs with export potential. It entails promoting foreign trade training in secondary schools and tertiary institutions.”

This kind of training goes beyond teaching export as a business. It introduces a new way of doing things, which aims at developing the ability to move values, lifestyle, habits, knowledge and business practice to achieve a favourable attitude and behaviour toward competitiveness. It teaches that exporting is a key growth factor and agent of inclusive development for the country (www.proesa.gob.sv).

The initiatives to provide training in export awareness should be mainstreamed in the school curriculum at early stages, say secondary schools. BITC had mooted plans for essay competitions in schools. This should be pursued and made a regular practice. Private sector associations should, like LEA, be used as vehicles of delivering the training to their members with constant regularity. Corporate trainers should be encouraged to develop export awareness and other relevant export-related course and accredit them through Botswana Quality Authority so that the businesses can train their workers and claim back the costs under the training levy.

Institutionalize learning and collaborations.

The programme should promote organizational learning on export competitiveness. New methods that are learnt should not reside only in the BEDP focal persons. The programme should inculcate ways of retaining and transferring the knowledge and experience obtained to a broader cross section of the organisation. Such knowledge would then become part of the organisation’s own culture and inform its values and practices. Even when staff leave their locations or the organisation, the knowledge will remain. Participating entities should ensure

goal congruence with activities aiming at export competitiveness in addition to furthering the renewed national goal of export-led development. MITI should facilitate institutional coordination through the “apex “model. Existing non-corporate entities such as working groups and committees should also be included.

Deviate from ordinary training: Instil kaizen into the national conscience.

The interventions by BNPC are described as workplace improvements. The old statement by Benjamin Franklin applies: “Tell me and I forget. Teach me and I remember. Involve me and I learn”. Mindset targeting interventions should be made as practical as possible. The BNPC quality management systems (incorporating kaizen) ought to be widely expanded and aim at creating a critical mass at national level.

Assess needs and secure resources promptly.

By anticipating what is required to build the desired levels of competitiveness delays can be avoided. Planned improvements can happen as scheduled. A case in point involves changes proposed following intervention by Blinking Business Facilitation. One year later the companies had not received the support recommended. That creates corporate despondency. On the other side BNPC interventions brought changes in real time. Wherever possible, development assistance can be sought in advance to support targeted interventions.

Improve and maintain closer relations with private sector associations.

Just as with public institutions, good collaboration with private sector associations is desirable. They have strong influence on their members. They can help to sway the behaviour of their members. They can factor in export awareness related courses to their regular training workshops. They can mobilize their members quickly and across the country.

Leadership.

This is necessary to rally followers behind a new course to change traditional methods and adopt new habits that will orientate enterprises towards quality and competitiveness. Champions should be identified in the sectors and in the programme management to inspire and retain motivation for change. The planned President’s Export Awards would be an ideal platform to secure patronage from the highest office.

Use of Policy Labs

These will be held to constantly review and upgrade ways of improving export performance by the BEDP companies specifically, but also in the entire country. A definition used by the Policy Institute at King’s College, London, terms Policy Labs as “*an interactive and innovative day-long intensive workshop that encourages rapid, creative thinking to develop novel ideas that are grounded in available data and evidence. It brings together a diverse group of professionals, whose different backgrounds and experiences enables each to bring a distinct perspective to the problem in question*”

8. LESSONS LEARNT

It takes time to build an export culture in the country.: Awareness is important in that journey. Training plays a major role in creating the awareness. The more comprehensive such training is the more potential exporters will understand the intricacies of exporting to determine their readiness with appropriate help to fill any gaps in their situations. It is necessary to consider the time factor and set milestones towards changing the culture to a stage where it embraces exporting as integral to business. The gains made in creating export awareness are an example of such milestones. Phasing the programme can enable a better way of evolving the practices towards a meaningful cultural shift. Evaluations would then be tracking progress on specific traits leading to change in habits and behaviour over a long time, say 15 years.

Careful selection of participants can inspire a robust support: The goal of the programme is revolutionary and can be derailed by lack of enthusiasm among the participants. The criteria for selection and customization of interventions are critical in ensuring that only high quality and committed companies are selected. These can be show cased to motivate others and help build a critical mass of transformed companies. A situation where companies lose momentum and either drop along the way or fail to change their ways can affect the morale of the programme. Once companies are enrolled the interventions provided should adhere to the set sequence and the stage of development determined at the diagnostic stage.

Collaboration within the trade supporting institutions is a critical success factor: Exporters (current and potential) require support in different dimensions and that is provided by different agencies. A situation where they work in a coordinated format delivers a holistic package and thus accelerates their progress in building export competitiveness. Firm and credible arrangements are needed to entrench collaboration and ensure it works effectively for the benefit of the companies.

Communication is necessary to rapidly disseminate crucial information and also provide feedback to stakeholders: It is a vital tool of maintaining stakeholder engagement and managing relations among all the players in the programme. Enrolled companies can lose hope if feedback is delayed; collaborating implementing agencies can get disillusioned if they are not informed promptly about key developments in the programme; prospective applicants and other potential partners need to be made aware of the gains obtained as well as challenges to enable them to assess their interest. Beneficiary companies need to provide full disclosure of performance matters that can inform monitoring of their progress and guide choice of assistance to be provided.

A definite **implementation plan with an elaborate monitoring and evaluation framework** must be put in place. Elaborating scope, budget and schedule reveal the necessary details to inform evaluations. Establishing baseline on all parameters makes measuring changes easy. Assessing risks and disclosing assumptions help to keep track of conditions that require close attention. Setting time-lines for evaluations and reflections can enhance quality control and accountability as management remain alerted on the next review.

A holistic view of related programmes is important. BEDP, NES and EDD have a lot in common. The progress of one affects the success of others. The ministry would increase gains by maintaining an-inclusive picture of such interventions. Cluster evaluations would provide added benefits by making it easier to share lessons and maintain a common purpose.

The importance of supporting inclusive growth in business towards exporting in an emerging economy is critical. Economies cannot grow and development can never be successful without the full participation of all population groups. In order for the economic empowerment and entrepreneurship development of women, youth and those with disabilities to participate as equals in any economy, basic fundamentals need to be addressed by BEDP. These include access to resources and assets, export awareness education, infrastructure, control over land and property, equal partnerships, appropriate business development and financial inclusion policies and implementation.

9. ANNEXES

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LIST OF INTERVIEWEES

COMPANY NAME(S)	CONTACT PERSON	CONTACT DETAILS
Lebang Setso	Mrs Lebang Kolagano	73597776
Glam Collections	Ms Tecla Evans	3184915/71203355
Matebele Milling	Mr Gerrit Struyf Mr Gopolang Struyf	72618387
Sebube	Ms. Julia Sonfula Mrs. Motlhagodi Molomo Mr. Modiegi Seane Ms. Mamosia Seeta	3951208
Wild Foods	Ms Thandie Lebotse-Zulu	74861832
Oodi Investments	Mrs. Fiona Manger	3181904/71319889
Tempenic Engineering	Mr. Given Thomas	2402425/71860137
United Refineries	Mr. M. Tibe	2414276/75719225
Nortex	Mr. Dave Eyre	2414773
Francistown Knitters	Mr. Peter Mathambo	2404861/ 71244244
Gabs Bedding	Ms. Diana Thomas Ms. Kaelo Badupi	3906476
Leco	Mr. Virender Marya	2610665
Fast track	Mr Sambulo Sibanda	3915852/ 267 76231152
Kalahari Floor Tiles	Mr Simba Lebang	3914375
Xaloo Technologies	Mr. Gase Phalalo	4922424/71674982
Power Engineering	Mr. Naik	3912611
ABM	Ms. Boikanyo Molefi Lesedi Demana	3956887
UB	-Edward Marandu -Tendy Matenge	71626365
CEDA	Mr. Thato Vincent Jenson Mr. Thabo Thamane Mr. Oteng Mogorosi	3170895
BNPC	Ms Matlho Kgosi Mr Bonang Keagakwa Mr Poloko Thobega Ms Gaone Tsiang Ms Kobotsampa Mdluli	-71304455 -72 731 357 -72415332 -3626300 -3626300
NSO	Mr. Mbakiso Morapedi	3631758
LEA	Ms. Shatho Orapeleng Mr. Gordon Mbongwe Ms. Phomolo Akoonyatse	3644000
BEMA	Ms. Sankoloba Ms. Gaamangwe Mokgethi	3911883
STATISTICS BOTSWANA	Onnetse Gaosekelwe Mr. Larona Kaisara Lekoko Simako Mothati Madande Otsile Chelenyane Phemelo Ntwayapelo	3671300
BECI	Mr. Cowell Habana	3188015
Business Botswana	Mr. Norman Moleele	3953459
MITI	Ms. Ellen Galetshele	3601252

	Lesedi P. Kgotlele Ms. Puni G. Campbell Ms. Regina Bontsi	
BBF	Ms Modesta Nyirenda Mr Kgakgamatso Moloji	-71598171 - 72102778
BEMA	Ms. Thato Sankoloba Ms. Gaamangwe Mokgethi	-3911883
BITC	<ul style="list-style-type: none"> • Mr. Reginald Selelo • Mr. Obert Yuyi • Mr. Kakanyang Mojakgesa • Mr. Calvin Ketshabetswe • Mr. Moabi Phia • Mr. Temo Donald Ntapu • Ms. Trunklinah Gabonthone • BITC EXCO 	-3633300

Annex 2/1: BITC QUESTIONNAIRE

RESPONDENT DETAILS:

Name: _____ **Department** _____ **email** _____

Position: _____

Duration in this position: _____

Role in the BEDP.....

1. Please rate the level of achievement for each of the BEDP deliverables using the indicators below:

Implementation Indicators			
Score	Implementation indicator	Score	Implementation indicator
0	Not achieved	2	Partially achieved
1	Poorly achieved	3	Fully achieved

Ref.	Deliverable	Score	Comments
1	Export Awareness Workshop		
2	Introduction to exporting seminar		
3	Planning for exports course		
4	Succeeding in exports programme		
5	Successful use of exhibitions for exporters		
6	Successful use of trade missions for exporters		
7	Product development		
8	Market development		
9	Continuing export education		
10	Export Awards		
11	Database		
12	Export Village		

Training Program

1. What type of training courses were provided
- i) one-off types
 - ii) program o be at repeated at another time and location in the future?

If answer was ii) above move to question 2

2. Were any of these training programmes conducted again?

(if yes) please indicate where they were conducted

- 2b. How many participants were present?

- a) How would you rate the attendance - good, very good, fair poor, very poor and why

- b) How were the training participants informed of the programmes
- c) How was the initial response? Were there any follow ups to the responses
- d) What assumptions had BITC made prior to launching the implementation of BEDP?
- e) Did the conditions turn out materially differently and how did that affect the results achieved?
- f) Were any changes or amendments made to the deliverables or other aspects of the BEDP? Y/N . If YES, what were those changes, What motivated the changes

Economic development

1. On a scale of 1 (poorly) to 5 (Very much) how would you rate the contribution of the BEDP to Botswana economic development in the following areas

Issue	Narrative	Score	Comments
1	Significant increase in total exports		
2	Significant increase of exports in the region		
3	New export destinations		
4	New export products		
5	Increased awareness of exporting		
6	Development of rural areas		
7	More women and youth in the export sector		
	Improvement to standard of living		

Achievements & Challenges

1. What outstanding achievements did you experience in the course of implementing the BEDP?
2. What outstanding challenges did you experience in the course of implementing the BEDP?
3. Would you say that these experiences can be tapped into future programs? If yes how. If No please explain why not

Monitoring & Evaluation

1. Did BITC have in place a Monitoring and Evaluation framework to manage the BEDP? If yes please provide a copy of the M&E framework
If no please explain how this program was monitored
2. Was baseline data obtained prior to start of implementation? Y/N. *Probe further*
3. Were costs for the BEDP done and a budgeted drawn? Y/N. *Probe further*
4. Is an expenditure schedule available showing the various stages of performance and expenditure on budget? Please avail copy.

NES

BEDP was dedicated to addressing the NES issues described as Border-in are detailed in Chapter 6 of NES.

1. How adequate were BEDP interventions in addressing the following specific border-in constraints?

Factor	Not adequate	Somehow adequate	Very adequate	Comments
1.Export competency				
2.Trade Information				
3.Trade/Export finance				
Quality assurance				
Transport logistics				

2. Where there any steps taken by BITC to ensure that the other competitiveness issues identified in the NES (Border and Border-out) would be addressed to make NES' effectiveness achievable? Yes/No

If yes what were these steps taken

If No please explain

Stakeholder engagement

1. BITC observed that an earlier programme, Export Development Programme (EDP) failed to achieve its objectives because it was perceived as a BEDIA (predecessor to BITC) project rather than a national initiative: how did BEDP avoid a similar perception?
2. BITC works within a framework of various stakeholders, what role did the other institutions play in the implementation of the BEDP? Were they involved? To what extent, and why (for both positive and negative response)
3. Please indicate as accurately as possible in your observation the interest and influence of each institution prior to commencement of the implementation. (probe for all stakeholders listed)
4. Was there a formal commitment established by and between the various institutions? If no why? If yes how? Please give detailed description
5. Did BITC have a centralized department with liaison persons dedicated to drive the programme within each institution? If yes please provide the framework for this, if No please explain how the coordination between the institutions was carried out.
6. Did BITC have scheduled meetings, to receive and review progress reports? Probe further details on meetings held, regularity of meetings, reports received,
7. Was there an authoritative leader who is in a position to influence the institutions? What position was this person? (probe for both affirmative and negative response)
8. How were the meetings conducted, was there proper documented minutes, was attendance logged? Designated officers did they attend the meetings regularly, were these meetings taken seriously? *Probe further*

9. Did the meetings held detail and log issues experienced, how were these resolved? Was this documented, was there a mechanism set up to address any disputes arising?
10. How was information shared? Was there a mechanism to enhance for example a synchronized system or an online platform to share information.

Risk assessment and quality assurance

1. Was a risk assessment done before commencing implementation? Probe further
2. Was it constantly reviewed against progress? How did the assessed risks impact on the programme deliverables?).
3. Were there any changes in the implementation of the program? Please explain in the context of changes within BITC and its implementing partners, within the business environment, individual firms/beneficiaries, in the region e.g. political developments in Zimbabwe and RSA, internationally e.g. signing of EPA, new US President, Brexit etc
4. Did BITC put in place a Quality Assurance plan? Y/N. What were the main elements of the plan. If No how did BITC ensure that the program was executed according to the plan

Recommendations

What recommendation would you give to the further improve the implementation of the program?

APPENDIX 2/2: QUESTIONNAIRE-INSTITUTIONS

Organisation :	
Role in the BEDP:	
Respondent details Name: Position at Organization: Contact details:	

1. How did you get involved with the Botswana Exporter Development Programme (BEDP)?

.....

2. How do the activities of your organization link with the programme objectives?

.....

3. At what point of the BEDP design, implementation and evaluation did your organisation get involved with BEDP?

.....

4. What was your organisation's role in the programme?

5. Were resources specifically made available for implementing organisation's activities in the BEDP? Y/N. Was the amount sufficient ? Y/N

Please explain.....

.....

6. What were your key areas of interest in the programme?

.....

7. What influence did your organisation have on the programme?

.....

8. How do you rate your contribution to the implementation arrangements?

None	Little	High

9. Was a formal agreement entered into with BITC to enforce cooperation in the implementation of the BEDP? Y/N. If NO what guided the relationship with the lead implementing agency?

10. Did your organisation nominate a dedicated liaison person to be the focal point on BEDP matters? Y/N.

11. Were there scheduled formal meetings on BEDP to which your organisation was invited?

12. How were these meetings structured and organized

13. How were BEDP progress review meetings planned?

Poorly	Fairly well	Very well

14. Please rate the following aspects of the implementation:

	Agree	Disagree	Unsure
There was a capable leader with sufficient influence.			
There was proper document and mechanism for resolving issues			
There was consistency and punctuality in attendance of review meetings by the designated officers			
There was a credible mechanism to link up the implementing agencies.			
Programme was relevant to our mandate and priorities.			
BEDP added much value to our programmes.			
Our organisation would gladly partner again with BITC on a similar programme.			

15. How well did you find the programme to have addressed Botswana's export diversification challenges? Please rate.

Very much	Not much	Unsure
Please explain your choice		

APPENDIX 2/3: BENEFICIARIES QUESTIONNAIRE

COMPANY DETAILS	
COMPANY NAME	:
PHONE	:
CELLULAR #	:
DESIGNATION WITH BUSINESS	:
LOCATION	:
NUMBER OF EMPLOYEES:	% OWNERSHIP MIX MALES..... FEMALES.....
MALES..... FEMALES.....	INVESTMENT LEVEL OF COMPANY (BWP).....
% YOUTH.....	YEARS IN EXPORTING

FUNDING INSTITUTION	SELF FUNDED	-1	CEDA	-2
	GOVERNMENT SCHEME	-3	OTHER e.g. Bank Loan	-4
COMPANY AFFILIATIONS				

BUSINESS SECTOR (Please tick the relevant sector and enter your products)		
SECTOR	PRODUCTS	TICK
Arts and Crafts		1
Garments and Textiles		2
Jewellery		3
Diamonds and other mineral beneficiation		4
Glass and glass products		5
Leather and Leather Products		6
Meat and Meat Products		7
Other		8

Good Day, the Botswana Investment and Trade Centre is conducting a survey to evaluate the Botswana Exporter Development Programme. You have been selected amongst the beneficiaries to take part in the evaluation. Your input will help us make improvements for developing a revised BEDP and future programmes for diversifying the Botswana economy.

SECTION 1: POOL OF EXPORT READY COMPANIES

Q.1) Please respond to the questions below regarding the BEDP assessment tool

- | | Yes | No | Please explain |
|---|---|----|----------------|
| a | Was the assessment tool used to diagnose your company relevant to your needs? | | |
| b | Did the assessment tool ascertain your export readiness and provided useful recommendations for your company? | | |
| c | Did the assessment tool identify technical training interventions required by your company? | | If yes which? |

Q2.	BEDP sought to develop a pool of export ready companies. To what extent has the programme made progress in contributing to the achievement of this objective?	1. Significant progress	-1
		2. Some progress	-2
		3. No progress at all	-3
		4. No answer	-4
Q2.1.	Please describe your company's experience and the progress made		

Q3.	How relevant did you find the BEDP interventions to develop export competency in Botswana and contribute to export diversification?	1. Extremely relevant	-1
		2. Moderately relevant	-2
		3. Not at all relevant	-3
		4. No answer	-4
Q3.1.	Please explain your answer		

Q4.	Are the programme's strategic approaches and programme activities appropriate for achieving export readiness of companies and increasing export competitiveness	1. Highly appropriate	-1
		2. Unclear whether appropriate or not	-2
		3. Completely inappropriate	-3
		4. No answer	-4
Q4.1.	Please explain your answer, focusing on activities in which you have been involved.		

SECTION 2: EXPORT DEVELOPMENT TRAINING

Q. 4) considering the core interventions made by the BEDP, please note which once your company benefited from and to what extent, have they contributed to increase your export readiness and competitiveness:

	1.Significant	2.Moderate	3.No contribution
Export Awareness Workshop			
Introduction to exporting seminar			
Planning for exports course			
Succeeding in exports programme			
Successful use of exhibitions for exporters			
Successful use of trade missions for exporters			
Product development			
Market development			
Continuing export education			
Export Awards			
Database			
Export Village			

Q5.	In your opinion were the resources (financial, human resource skill, time) put to economic use in the delivery of the programme output?	1. Yes	-1
		2. No	-2
		3. Not sure	-3
		4. No answer	-4
Q5.1.	Please explain		

Q. 6) How would you make better use of the BEDP resources for improved outcomes?

--

Q7.	Do you know of another institution or group who may be doing similar work to BEDP with better results?	1. Yes	-1
		2. No	-2
		3. Not sure	-3
		4. No answer	-4
Q7.1.	Please provide reasons for your selection		

Q8.	Have the programme's overall implementation structure, management, staff and coordination been done operated in an effective, transparent and accountable manner in such a way that the programme's objectives have been achieved?	1. Yes	-1
		2. No	-2
		3. Not sure	-3
		4. No answer	-4
Q8.1.	Please provide reasons for your selection		

Q. 9) Provide historical context around the export orientation in your company.

Q10.	Since enrolling into the BEDP, has the situation changed following your participation in the programme?	1. Yes	-1
		2. No	-2
		3. Not sure	-3
		4. No answer	-4
Q10.1.	Please provide reasons for your selection		

Q11.	Has the programme aspects helped to enhance co-ordination and harmonisation of export development services in the Botswana?	1. Yes	-1
		2. No	-2
		3. Not sure	-3
		4. No answer	-4
Q11.1.	Please provide reasons for your selection		

Q16.	Has the programme been successful in helping to make policy makers more responsive to the needs of SMME exporters?	1. Yes	-1
		2. No	-2
		3. Not sure	-3
		4. No answer	-4
Q16.1.	Please provide reasons for your selection		

Q. 11) How far were you consulted on the programme objectives (including its implementation) from the outset, and did you agree with them and do you continue to remain in agreement?

Q17. What do you see as the potential effects of any policy changes; how far the relevant national, sectoral and budgetary policies and priorities likely to affect the programme positively or adversely; and the level of support from governmental, public, business and related organizations?

--

Q18. To what extent has the programme become embedded in local institutional structures and how do you see the likelihood of BITC and other institutions being capable of continuing the flow of benefits after the programme ends ?

--

Q19.	How well do you consider your company capable of carrying on successfully with export business if the programme support ceases?	1. Yes	-1
		2. No	-2
		3. Not sure	-3
		4. No answer	-4
Q19.1.	Please provide reasons for your selection		

Q20. To what degree has your company adapted to the programme support acquired and how much can you sustain that without further assistance?

--

Q21.	In your opinion were the relevant, cross-cutting issues such as gender equity, environmental impact and good governance appropriately factored in the programme?	1. Yes	-1
		2. No	-2
		3. Not sure	-3
		4. No answer	-4
Q21.1.	Please provide reasons for your selection		

Q22.	Has the BEDP sufficiently taken account of the national/ regional socio-economic and political landscape in the efforts to increase exports in the region?	1. Yes	-1
		2. No	-2
		3. Not sure	-3
		4. No answer	-4
Q22.1.	Please provide reasons for your selection		

Q23.	Has the programme taken into account the formal, informal and regulatory institutions; and the key actors involved in the export development and economic diversification programmes in the country?	1. Yes	-1
		2. No	-2
		3. Not sure	-3
		4. No answer	-4
Q23.2.	Please provide reasons for your selection		

Q24.	Did the BEDP adequately focus on addressing limiting and enabling factors in the country's previous export diversification programmes?	1. Yes	-1
		2. No	-2
		3. Not sure	-3
		4. No answer	-4
Q24.2.	Please provide reasons for your selection		

Q25.	Has BEDP demonstrated sufficient appreciation of the national, regional and global institutions and agendas which drive export competitiveness?	1. Yes	-1
		2. No	-2
		3. Not sure	-3
		4. No answer	-4
Q25.2.	Please provide reasons for your selection		

Q.26a) What role has the political leadership in the country played either as a driver or inhibitor of the BEDP?

--

Q.26b) How did the location of BEDP implementation at BITC affect the successes and challenges of the programme?

--

Q.28) Please explain how the BEDP activities, with evidence, have led to an increase in export development, SMME competitiveness and more inclusion for the poor (and vulnerable) in Botswana..

Activity:	
Details:	

Activity:	
Details:	
Activity:	
Details:	

Q29.	Has the BEDP directed efforts at particularly vulnerable groups, such as women, rural populations and youth?	1. Yes	-1
		2. No	-2
		3. Not sure	-3
		4. No answer	-4
Q29.1.	Please provide reasons for your selection		

Q30.	Has the programme coordinated its work programmes with other institutions involved in similar interventions in the country?	1. Yes	-1
		2. No	-2
		3. Not sure	-3
		4. No answer	-4
Q30.1.	Please provide reasons for your selection		

Q. 31) Please provide practical instances and examples of how you think BEDP could incorporate greater learning, participation and innovation into its work programme. Please relate these to your own experiences.

Q. 32) Please list up to four areas of activity where you believe that BEDP has provided high quality interventions.

- 1)
- 2)
- 3)
- 4)

Q33. Please list up to three services that BEDP should have provided but **did not**.

- 1)
- 2)
- 3)

Q34: Changes in performance of business

Please indicate the changes to your company as a result of the BEDP.

Field	Description	% change	Comments
1	Jobs		
2	Purchases from local suppliers		
3	Purchases- imported		
4	Growth in sales		
5	Increase in payroll bill		
6	Growth in PBIT		

ASSESSMENT FOR NEW EXPORTERS

1. Does your company have a product or service that has successfully sold in the domestic market?
2. Is your company's management committed to developing export markets and willing and able to dedicate staff, time and resources to the process?
3. Does your company have or is it preparing an export business plan with defined goals and strategies?
4. Does your company have sufficient production capacity that can be committed to the export market? Will financing be required for any expansion?
5. Does your company have the financial resources to actively support an increase of product sales in targeted overseas markets?
6. Do you have Intellectual Property Protection for your product?
7. Does your company have capabilities to modify ingredients and product packaging to meet foreign import regulations, cultural preferences, and survive competition?
8. Does your company have appropriate knowledge in shipping its product overseas, such as identifying and selecting international freight forwarders and freight costs to ensure customs clearance overseas?
9. Does your company have knowledge and experience of export payment methods, such as developing and negotiating letters of credit?
10. Does your company have knowledge and understanding of national and international export controls and compliance?

ASSESSMENT FOR EXPANDING EXPORTERS

1. Is your company's management committed to developing export markets and willing and able to dedicate staff, time and resources to the process?
2. Does your company have or is it preparing an export business plan with defined goals and strategies?
3. Has your firm considered pursuing preferential market (trade agreement) countries as part of an export strategy to focus on regions with greater market access for Botswana products?
4. Does your company have sufficient production capacity that can be committed to the export market? Will financing be required for any expansion?
5. Does your company have the financial resources to actively support product sales in targeted foreign markets?
6. Do you have Intellectual Property Protection for your product?
7. Does your company have capabilities to modify ingredients and product packaging to meet foreign import regulations, cultural preferences, and survive competition?
8. Does your company have appropriate knowledge in shipping its product overseas, such as identifying and selecting international freight forwarders and freight costs to ensure customs clearance overseas?
9. Does your company have knowledge and experience of export payment methods such as evaluating international credit worthiness and negotiating letters of credit?
10. Does your company have knowledge and understanding of export controls and trade compliance?
11. Has your company considered participating in a trade show or trade mission as a first step to exploring the international demand for your product?
12. Has your company contacted BITC, DIT or an international trade specialist at the to discuss export prospects, requirements and available resources?

ASSESSMENT FOR EXPERIENCED EXPORTERS

1. Is your company familiar with the available support services in Botswana to help resolve and assist with trade issues?
2. Is your company familiar with Botswana Government market/trade information resources that can help you target high-growth markets and navigate challenging entry requirements?
3. Does your company have knowledge and understanding of export controls and trade compliance?
4. Is your company knowledgeable about how to check backgrounds and qualify potential foreign markets and partners?
5. Has your firm considered pursuing free trade agreement countries as part of an export strategy to target regions with greater market access for Botswana products?
6. Does your company have capabilities to modify ingredients and product packaging to meet foreign import regulations, cultural preferences, and survive competition?
7. Do you have Intellectual Property Protection for your product?
8. Has your company considered participating in a trade show or trade mission as a first step to exploring the international demand for your product?
9. Is your firm looking to obtain marketing/media exposure abroad?
10. Has your company contacted Botswana missions abroad for specific market intelligence and support?

Annex 3: BEDP Interventions Status- support rendered to individual BEDP companies.

	Company name	<i>Year enrolled</i>	<i>Training interventions -- LEA ,Dr Gouws and BBF</i>	<i>Exporting</i>	<i>Ready to export</i>	<i>BNPC enrolled</i>	<i>UB enrolled</i>	<i>BBF enrolled</i>	<i>BOBS Training</i>	<i>Dropped</i>	<i>SES Intervention</i>	<i>Other Interventions</i>
1	2UT Investments	2013								Referred to LEA		
2	3i Group	2014										
3	ABM	2015	Export awareness training	YES				Export marketing plan	BOS ISO 9001: 2015 Awareness workshop			Trade exhibition - Namibia and Zimbabwe
4	AC Power Designer	2015	Export awareness training									
5	Apache Roof Tiles	2014										
6	Arona Natural Foods	2014	<ol style="list-style-type: none"> 1. Export awareness training workshop 2. Introduction to exporting seminar 3. Planning for export seminar 		YES		UB export short course	Export marketing plan	BOS ISO 9001: 2015 Awareness workshop			Trade exhibition - SAITEX
7	Asphalt Botswana	2014										
8	Beyond The Sky Crafts	2013										

9	Blue House Cleaning Services	2013										
10	Botalana Ventures	2015										
11	Botash	2016		YES								Market scoping mission to DRC
12	Botswana Horticultural Market	2014										
13	Botswana Vaccine Institute	2016		YES					Training on transition to BOS ISO 9001;2015 Implementati on of BOS ISO 17025 Awareness training on Good Manufacturin g Practice			
14	Braai Place	2014	Export awareness training					Export marketing plan				
15	Brastorne	2018						Export marketing plan				
16	Can Manufacturers	2014	Export awareness training	YES								
17	Chevron Waste Management Services	2013								Referred to LEA		

18	Chobe Gem	2013	Export awareness training									
19	Dinesh Textiles	2017			YES							
20	Ditec Mobile	2015	Export awareness training	YES			UB export short course	Export marketing plan			SES expert attached to transfer skill	Trade exhibition - FACIM
21	Emporium Line	2016						Export marketing plan				
22	Fire Risk Control & Security Systems Botswana	2013								Referred to LEA		
23	Foods Botswana	2014	Export awareness training				UB export short course					
24	Gabane Pottery	2013								Referred to LEA		
25	Gabs Bedding	2014	<ol style="list-style-type: none"> 1. Export awareness training workshop 2. Introduction to exporting seminar 3. Planning for export seminar 	YES			UB export short course	Export marketing plan	BOS ISO 9001: 2015 Awareness workshop			Trade exhibition - SAITEX
26	General packaging industries	2015						Export marketing plan				
27	Glam Collections	2014	Export awareness training				UB export short course	Export marketing plan	BOS ISO 9001: 2015 Awareness workshop		SES expert attached to transfer skill	Trade exhibition - SOURCE AFRICA
28	IKEA	2013										

29	Instant Tea Botswana	2013										
30	Issues Fashion Studio	2013										
31	Jesia Investments	2013										
32	JLO Industries	2015										
33	Kalahari floor tiles	2016	Export awareness training	YES			UB export short course	Export marketing plan				Trade exhibition - Namibia
34	Kebo Holdings	2015										
35	Kgalagadi Plastic Industries	2015										
36	Kgalema Investments	2013								Referred to LEA		
37	Krocovango Crocodile Farm	2017										
38	Kwena Concrete Products	2014	Export awareness training									
39	Kwena Rocla	2014										
40	Lebang Setso	2013	Export awareness training				UB export short course	Export marketing plan	BOS ISO 9001: 2015 Awareness workshop		SES expert attached to transfer skill	
41	Leco Botswana	2014	Export awareness training					Export marketing plan				
42	Lekwakwa Investments	2013								Referred to LEA		

43	Limarco Enterprises	2013										
44	Lithoflex	2015	<ol style="list-style-type: none"> 1. Export awareness training workshop 2. Introduction to exporting seminar 3. Planning for export seminar 			Productivity improvement and QMS	UB export short course	Export marketing plan				
45	Lobatse Clay Works	2014	<ol style="list-style-type: none"> 1. Export awareness training workshop 2. Introduction to exporting seminar 3. Planning for export seminar 	YES				Export marketing plan				Trade exhibition - Namibia
46	Mane Blocks	2016	<ol style="list-style-type: none"> 1. Export awareness training workshop 2. Introduction to exporting seminar 3. Planning for export seminar 					Export marketing plan				
47	Mendel Welding	2015										
48	Nata Timber Industries	2015									SES expert attached to transfer skill	
49	Noble Supplies	2015										
50	O3 Beverages	2014		YES								Trade exhibition - SAITEX

51	Oodi Investments	2017						Export marketing plan				
52	Oodi Matebeleng	2016						Export marketing plan				
53	Organic Fertiliser Manufacturers	2018		YES				Export marketing plan				Trade exhibition - Zimbabwe
54	Power Engineering	2015	<ol style="list-style-type: none"> 1. Export awareness training workshop 2. Introduction to exporting seminar 3. Planning for export seminar 		YES	Productivity improvement and QMS		Export marketing plan				Trade exhibition - Namibia and Zambia
55	Premier Clothing	2014		YES								
56	Reliability Maintenance Services T/A fastrak	2015	<ol style="list-style-type: none"> 1. Export awareness training workshop 2. Introduction to exporting seminar 3. Planning for export seminar 					Export marketing plan				
57	Reliance Foundries	2015										Trade exhibition - Zambia
58	Rosewell Chauffers	2014										Trade exhibition - SAITEX
59	Sebube	2015				Productivity improvement and QMS		Export marketing plan				

60	Segoith Investments	2013										
61	Senn Foods	2017	Export awareness training				UB export short course	Export marketing plan				Trade exhibition - Zambia and Zimbabwe
62	Seven Star Steel Pipes	2015		YES								
63	Silver Horizon	2017										Trade exhibition - Zambia
64	Snugtop Canopies	2013		YES								
65	Solar One	2016										
66	Solar Power	2014	<ol style="list-style-type: none"> 1. Export awareness training workshop 2. Introduction to exporting seminar 3. Planning for export seminar 			Productivity improvement and QMS	UB export short course	Export marketing plan				
67	Sunita Cables	2014	<ol style="list-style-type: none"> 1. Export awareness training workshop 2. Introduction to exporting seminar 3. Planning for export seminar 	YES				Export marketing plan				
68	Super Index	2016	Export awareness training					Export marketing plan				
69	Team Engineers	2015										
70	Techno Feeds	2015	Export awareness training			Productivity improvement and QMS	UB export short course	Export marketing plan				

3. ANNEX IV: List of supporting documents reviewed

12. Community Engagement and Behaviour Change Evaluation Toolbox: A Short Guide to Monitoring & Evaluation. www.evaluationtoolbox.net.au
13. Effective Project Management; Third Edition: PM4DEV, 2014.
14. National Export Strategy 2010-2016 (NES).
15. Botswana Exporter Development Programme (BEDP)
16. UNCTAD seasonal documents; 26 and 27 October 2017.
17. Terms of Reference
18. Zarinapoush, Fataneh: Project Evaluation Guide for Non Profit Organizations, 2006.
19. Njoroge, Isaac: Implementing a National Export Strategy, 2010.
20. Links (<http://www.statsbots.org.bw/>; <https://www.statista.com/>; [http://hdr.undp.org](http://hdr.undp.org;); www.weforum.org; <https://www.pm4dev.com/pm4dev-blog/entry/definition-of-project-success.html>)

Rachel Hesketh: The Policy Institute at King's; Towards a culture of exporting: How to help UK exporters do more and do better; Working Paper April 2018

ANNEX V: EXAMPLES¹² FROM ELSEWHERE: BENCHMARKING

Ireland

Programme is managed by Enterprise Ireland. They engage companies with 10 or more employees. The companies are required to complete an online export preparedness assessment which interrogates their situation along six (6) core areas:

- Business Planning;
- People and Management;
- Sales and Marketing;
- Innovation;
- Operations; and
- Finance.

There are 2 fundamental lessons in this approach; the criteria is much lower than that applied by BEDP. With focus on employment (and there is an intervention on people management), the programme makes it possible for many small enterprises to apply. Issues of turnover and investments are relaxed. Secondly the programme does not look at export planning as an afterthought or a separate exercise. Instead, business planning is supposed to embody exporting. Foreign market orientation is embedded to companies' thinking processes. Such a view of the market in its global entirety helps to train a company's export.

National Exporter Development Programme (NEDP): Republic of South Africa.

The BEDP was developed in the image of NEDP. In all aspects of vision, purpose and scope, the BEDP mirrors the South African edition. There are two fundamental differences though, in terms of implementation. The NEDP is managed directly under the Department of Trade and Industry (RSA's equivalent of MITI). Secondly the programme reports to a parliamentary committee on regular basis. This way, progress is regularly monitored and there is greater accountability which informs the Government's resourcing decisions. It is very likely that by aspiring to become a national programme with MITI playing a large role that was what BEDP had wanted its implementation to be like. The revised version can seek to achieve that level of leadership and monitoring.

Towards a culture of exporting: How to help UK exporters do more and do better Working Paper April 2018: Rachel Hesketh- The Policy Institute at King's.

The programme uses policy labs for continuous improvement. In one lab event, scoping research was done around 4 questions: what do the UK's exports look like? Who are the UK's exporters? What are the benefits of exporting, and what are the factors influencing firms' export behaviour? The findings of this research were condensed into a briefing pack that was shared in advance with participants to provide a starting point to the discussion.

The lab itself started with an assessment of the current situation and the strength of the available evidence. It then moved on to addressing what might be feasible in terms of improving export

¹² These examples were obtained from internet searches. There was no pre-determined criteria other than looking for examples of documented exporter development efforts.

performance, including whether an approach of encouraging existing exporters to export more, or encouraging new firms to enter export markets, would realise larger benefits. The discussion also touched on whether export promotion efforts should focus on firms of particular sizes, particular sectors or on particular export markets, or if it should be more broad-based. The day culminated with an opportunity for participants to discuss what a coherent and effective export strategy might look like in practice, and what its components would be.

Following the lab, several recommendations were made which have been slightly modified below for ease of application to the Botswana situation¹³.

- The value of exports is more important than the volume of exports. The Government needs to work with large firms that already export to enable and incentivise them to diversify their export activities, which is likely to also benefit smaller firms via their supply chains.
- The Government needs not only to protect but to strengthen trade relations with traditional (well established) markets.
- The huge economic potential of ‘exportable’ businesses needs to be leveraged. Government, business and business support organisations need to work together to achieve this.
- Government needs to work with medium-sized firms to leverage their export potential.
- Greater demand will be driven by a refreshed, reinvigorated campaign to promote exports that emphasise quality, innovation and creativity in products and services.
- Developing the fundamentals of the economy is likely to provide a significant boost to exporting over the longer term.
- Targeted, non-formal trade agreements can be used alongside more formal negotiations to unlock barriers faced by specific sectors.

¹³ The task was aimed at addressing ways of developing an exporting culture in UK following Brexit vote