

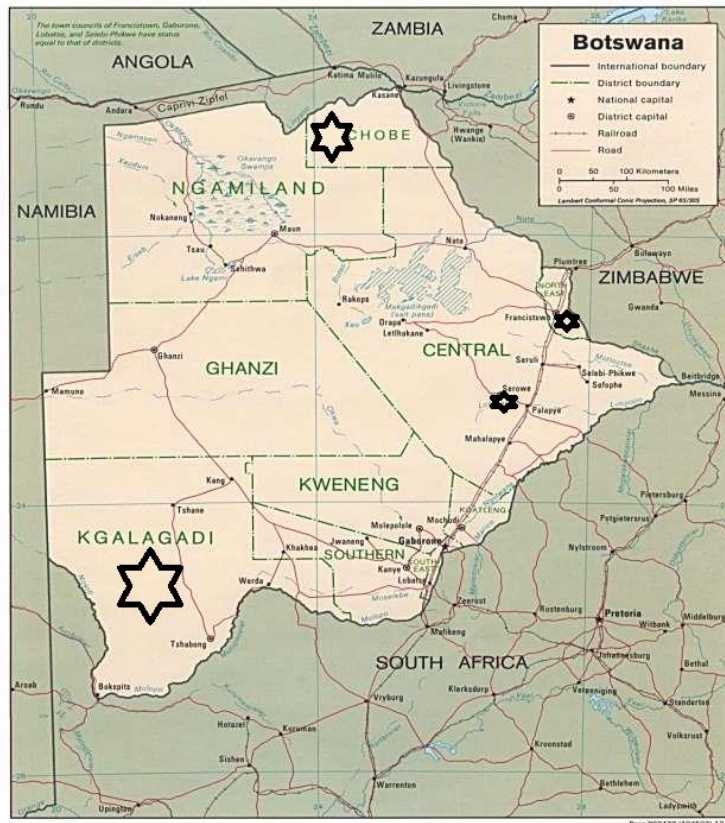


Republic of Botswana



Empowered lives.
Resilient nations.

LOCAL ECONOMIC DEVELOPMENT PROJECT EVALUATION



Final Report

John K. Ogwang
International Consultant

December, 2018

Acknowledgements

The Independent Consultant for the evaluation of Local Economic Development (LED) project in Botswana, Mr. John K. Ogwang thanks all stakeholders consulted and visited during this evaluation. Special gratitude goes to: The Government of Botswana, Ministry of Local Government and Rural Development (MLGRD), The United Nations Development Programme (UNDP) Botswana Office, Botswana Association of Local Authorities, staff and leadership of the District and Urban Authorities, and other public and private organisations and individuals at all levels that facilitated the exercise and made constructive inputs during the setup, conduct and validation of this evaluation. The consultant appreciates the time, input and valuable information received from all interviewed Officials, Communities, Stakeholders, and individuals during the evaluation.

Contents

Acknowledgements	i
Contents	ii
List of Tables	iii
List of Figures	iii
Abbreviations and Acronyms	iv
Executive Summary	v
SUMMARY OF KEY RECOMMENDATIONS BY CORE LED PILOT PROJECT RESULTS	xi
1. Introduction	1
1.1 <i>Local Economic Development (LED) in Botswana</i>	1
1.2 <i>Purpose of the LED Project evaluation</i>	2
1.3 <i>The socio-economic context in Botswana</i>	3
1.4 <i>The national planning process in Botswana</i>	4
1.5 <i>Economic development challenges the LED project is addressing</i>	5
2. Description of the LED in Botswana	6
2.1 <i>Understanding LED and Botswana LED Approach</i>	6
2.2 <i>The Botswana LED project: Its scope and intervention areas</i>	8
3. Evaluation Methods Used, Reporting and Limitations	9
3.1 <i>General approach and methods used</i>	9
3.2 <i>Compilation of findings and report production</i>	12
3.3 <i>Limitations in this LED evaluation</i>	12
4. Evaluation Findings on LED Project Implementation and Performance	14
4.1 <i>The LED pilot phase design and relevance</i>	14
4.2 <i>LED Policy Framework performance</i>	15
4.3 <i>Implementation of Capacity Development for LED</i>	18
4.4 <i>Implementation of LED Piloting in four of the sixteen districts in the country</i>	22
4.5 <i>LED Knowledge Products Implementation</i>	30
4.6 <i>Implementation of Financing LED Component</i>	33
4.7 <i>M&E System for LED Implementation</i>	35
4.8 <i>Implementation of the LED Stakeholder Co-ordination Component</i>	36
4.9 <i>Implementation of LED Programme Management Component</i>	37
4.10 <i>Summary of key component achievements and challenges in implementation</i>	39
5. Assessment of Sustainable Outcome and Impact Pathways	42
5.1 <i>Achievements during the UNDP extension phase of LED planning and implementation</i>	42
5.2 <i>Outcome to impact pathways and sustainability prospects</i>	42
5.3 <i>Analysis of best practice in similar African countries useful for LED in Botswana</i>	43

Evaluation of Botswana-LED Planning and Implementation Project

5.4	<i>Sustaining benefits and validity of assumptions,</i>	44
5.5	<i>Financial Management and Implementation Efficiency</i>	45
6.	Summary of Key Recommendations and Follow-on Deepening and Up-scaling	47
6.1	<i>Recommendations on Development Partners' technical advisory support to GoB</i>	47
6.2	<i>Recommendations for the follow-on Phase II of LED</i>	48
7.	Conclusion	54
8.	Annexes	55
8.1	<i>Annex 1(a): Selected analysed statistical tables</i>	55
8.1	<i>Annex 1(b): Assessment of Pilot District-Specific Implementation of LED Components</i>	60
8.2	<i>Proposed Re-design of Up-scaled Phase II of LED</i>	69
8.3	<i>Results Framework:</i>	71
8.4	<i>Theory of Change for LED Phase II</i>	79
8.5	<i>Annex 3: ToRs for the LED Project-End Evaluation</i>	80

List of Tables

Table 1-1:	Selected Basic Development Indicators for Botswana.....	4
Table 3-1:	Field data collection sample areas and sample size.....	10
Table 4-1:	Completion status of planned capacity building actions in the LED process.....	19
Table 4-2:	Adopted five-stage sequence of LED Planning Process	23
Table 4-3:	Summary of tools produced for each stage of the LED process.....	24
Table 4-4:	Summary of LED Performance in the four Pilot Districts	26
Table 4-5:	Summary matrix of key component achievements and challenges encountered.....	39
Table 5-1	LED Budget & Expenditure By Source and Key Expense Outcome Area (USD).....	45
Table 8-1:	Stakeholder perception of likely effects, impact & sustainability of LED products	55
Table 8-2:	Levels of efficiency and management operations in LED processes	56
Table 8-3:	Rate of progress in completing plans and achieving expected results.....	57
Table 8-4:	LED funds budgeted and spent on Key LED output areas segregated by source	58

List of Figures

Figure 4-1:	The two comparison categories of LED Validity, Appropriateness & Conformity.....	14
Figure 4-2:	Responses on LED validity, appropriateness & conformity to needs & priorities	15
Figure 4-3:	Usefulness of LED capacity development in preparing implementing teams	20
Figure 4-4:	The six and adopted five stage design in piloting LED	22
Figure 4-5:	Reported ranges of LED outcome level completion scores	25
Figure 4-6:	Assessed completion and application levels of four key LED planning deliverables.....	26
Figure 4-7:	Assessed levels of development and use.....	32
Figure 5-1:	LED Pilot areas agreement on progress towards impact e.g diversification.....	43
Figure 5-2	LED Budget & Expenditure By Source and Key Expense Outcome Area (USD)	45

Abbreviations and Acronyms

AIDS	Acquired Immune Deficiency Syndrome
BALA	Botswana Association of Local Authorities
BDS	Business development Services
CDD	Central Business District
CLGF	Commonwealth Local Government Forum
DDPs	District Development Plans
FGD	Focus Group Discussions
GDP	Gross Domestic Product
GNI	Gross National Income
GoB	Government of Botswana
HDI	Human Development Index
HIV	Human Immunodeficiency Virus
LDC	Least Developed Country
LEBEA	Local Economic Analysis & Business Enabling Environment Assessment
LED	Local Economic Development
LGs	Local Governments
LLCC	Local Level Consultative Committee
M&E	Monitoring and Evaluation
MBDA	Mandela Bay Development Agency
MFED	Ministry of Finance and Economic Development
MLGRD	Ministry of Local Government and Rural Development
NDP	National Development Plan
NGO	Non-Governmental Organisation
NPES	National Poverty Eradication Strategy
NSPR	National Strategy for Poverty Reduction
OECD- DAC	Organisation for Economic Cooperation and Development – Development Advisory Committee
PEI	Poverty Environment Initiative
PEMS	Public Expenditure Management System
PPPs	Public Private Partnerships
PSDS	Private Sector Development Strategy
RDC	Rural Development Council
SDGs	Sustainable Development Goals
SMME	Small, Medium and Micro Enterprises
SPEDU	Selebi Phikwe Economic Development Unit
SWG	Sector Working Group
ToC	Theory of Change
ToR	Terms of Reference
UDPs	Urban Development Plans
UMIC	Upper Middle - Income Country
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Population Activities

Executive Summary

Introduction to LED and the context in Botswana

Botswana registered good national economic growth and development and wealth creation from 1980 to 2012. Total Gross Domestic Product rose from US \$ 1.175 billion to US \$ 17.624 billion, while real per capita income (2005 constant prices) rose from US \$ 1,295 to US \$ 6,934, to reach Upper Middle Income status in that period. In 2016 Botswana was ranked 108th Worldwide and 3rd in Africa on human development with Human Development Index (HDI) of 0.689. Total population living below poverty also declined massively from 49% in 2010 to 19.3% in 2013/14 and further to 16.3 in 2015/16. In spite of this, poverty, inequality and unemployment still persist.

Government of Botswana with support of the United Nations Development Programme (UNDP) and the Commonwealth Local Government Forum (CLGF) identified the Local Economic Development (LED) as a key strategic initiative contributing to the achievement of the objectives of the National Strategy for Poverty Reduction [NSPR]. This sought in the medium - to long term, to create opportunities for sustainable livelihoods, strengthen organisational and delivery capacities, and enhance people's access to social investments. The process culminated into the LED Project with four outcomes of; (a) development of a policy and institutional frameworks to facilitate inclusive and pro-poor LED at national and local levels; (b) development of tools and systems to facilitate LED planning and implementation at national and local levels; (c) strengthening of both administrative and technical capacities of key individuals and institutions including the MLGRD, all the 16 districts in Botswana and the BALA to plan and implement LED; and (d) development of data management, monitoring and evaluation capacities to support evidence-based decision making in LED planning and implementation at national and local levels.

The LED Evaluation Process

Government of Botswana (GoB) commissioned an evaluation of the LED project to critically reflect on its LED planning and implementation experience. The objective of this LED evaluation is; *“to assess and determine level of realization of LED project results, its design, and make recommendations based on lessons learnt in the key project areas identified for scaling up”*. This project-end evaluation report has been prepared in accordance with the terms of reference, discussions and agreements with UNDP, LED management at MLGRD and the LED project evaluation reference group.

A fully consultative evaluation approach using both quantitative and qualitative data collection methods was applied. Main data collection methods and steps followed include; Focus Group Discussions, Survey and observations. Data was obtained from both the pilot and non-pilot sample districts from 351 out of a targeted 155 LED project stakeholders. The evaluation Key Informants were drawn from National level officials and stakeholders, district implementing council staff, business and local community representatives in all the four LED pilot districts of; Sowa Town, Chobe, Kgalagadi and Francistown, together with their adjacent non project districts of North West, Ghanzi and Selebi Phikwe. There was a high response rate of 227%. Analysed data was used to prepare evaluation reports which were subjected to rigorous review and validation by the LED reference Group and key stakeholders

Evaluation of Botswana-LED Planning and Implementation Project

at all levels of LED operations. The evaluation had some limitations – mostly affecting the process and its duration, but not the results: Contamination of the control “non-project districts” occurred during LED implementation, making comparison difficult. Questionnaires were administered to 176 but only 89 actually returned completed questionnaires.

The Design and Implementation Process of LED Pilot Phase

Local Economic Development (LED) in Botswana is an inclusive approach to development. It enables local stakeholders to identify their needs; understand their resource endowments; mobilise resources and take joint action to diversify and grow their economies; create decent jobs and incomes and improve their livelihoods in their localities in ways that are socially, economically and environmentally sustainable. The LED supports GoB in localizing the global Agenda 2030 for Sustainable Development, and contributing to the achievement of the SDGs; 1 on eradicating extreme poverty and ending hunger; goal 4 on increasing skills for employment; goal 5 on gender equality, and; goal 8 on decent work and economic growth, as well as 9 on increase the access of small-scale industrial and other enterprises in developing countries to financial services, including affordable credit, and their integration into value chains and markets.

The four LED outcome areas were disaggregated into eight (8) components of; 1) Development of the LED Policy Framework, 2) Capacity development for LED, 3) LED Piloting in 4 districts to draw lessons and inform LED policy development, planning and implementation 4) Development and documentation of LED knowledge products, 5) Development of a multi-pronged system to finance LED, 6) Development of a M&E System for LED, 7) Development of LED Stakeholder Co-ordination structure and system and 8) Development of LED Programme Management. Specific objectives of the five year (2013 – 2017) LED Project are to; *“promote and sustain economic growth and diversification; reduce unemployment, eradicate multi-dimensional poverty; reduce spatial and socio-economic inequality and exclusion, and mitigate environmental degradation and climate change in all localities through joint actions of central government, empowered local governments, local institutions, the private sector and communities”*.

All the eight components of LED were implemented in parallel. Developing LED facilitating policy and implementation framework, as well as building capacities of local authorities, and establishing systems and institutional structures that enable planning and implementing LED at both national and local levels covered all 16 local government districts in the country. One component out of the eight, namely; piloting all eight components of the LED project was undertaken in four (4) of the country’s sixteen (16) Local Authorities, namely; Chobe, Kgalagadi, Sowa Town and Francistown City. The pilot phase was to help in understanding LED planning and implementation, draw lessons and determine how best the pilot can be up-scaled to all local authorities in the country.

Performance of the LED project

On the design of LED, there was universal acceptance and need for the LED intended purpose; upto 83% of 45 respondents asked agreed that LED approach conforms to the National and Local priorities and long-term development plans, including the NDPs, DDPs,

Evaluation of Botswana-LED Planning and Implementation Project

UDPs, Vision 2016 and 2036, as well as some key indicators and targets in the MDGs and SDGs. Vision 2036 and NDP11 now incorporate LED principles.

Summary of performance of the LED project components as developed for implementation from 2013 to 2017 included the following:

a) LED Policy Framework

This component focused on developing the national LED Policy Framework, the Decentralisation Policy and their implementation action plans. The LED framework was to guide and co-ordinate a wide range of interventions across the country at national and local levels that are critical for LED planning and implementation as a vehicle to achieve sustainable human development. It put in place a national policy direction and institutional environment that enabled local area stakeholders led by the trained Local Authorities (LAs) to identify their needs; understand their resource endowments; and seek joint action to diversify and grow their economies.

The LED framework was rolled out to all 16 districts. In its application, a LED framework coordinated the interactions of central government, local councils, local institutions and development partners. Review of the LED project documents indicated that the development of the Framework and piloting LED in 4 districts ran concurrently, and the LED framework development was completed and approved in 2016. Therefore, there is no evidence that the pilot phase significantly informed development of LED framework, apart from the development of guidelines for integrating LED into local governments, which partially informed the content of the pillar on LED governance in the Framework. Some districts have started implementing LED Framework action plan.

The high priority political and technical support at all levels of Government operations, provision of Technical Assistance through placing a Technical Advisor in the MLGRD and task-oriented capacity building of all LED implementers were the greatest enabling factors driving LED process. Constraining factors included: Lack of in-post continuity of trained staff both at Central and Local Government implementing agencies arising from high rate of staff turnover; uneven understanding of LED across all the stakeholders, and inadequate participation of private sector and communities.

b) Capacity Development for LED

This component focused on enhancing the knowledge and skills of individuals, institutions and stakeholders involved in planning and implementing LED at national and local levels. This included the oversight capacity of councillors and the senior administrative leadership of councils in the pilot areas, MLGRD and BALA. National level capacity building involved the UNDP Technical Advisor (TA) providing on-the-job mentoring, working with and guiding focal staff at MLGRD and BALA. Capacity building at local authorities' level involved orientation seminars and actual skills imparting trainings at centralised locations. It made use of comprehensively developed tools, and covered areas of; understanding LED, undertaking the LEA process, development of LED strategies, development of value chain maps and development of bankable business plans. Study tours were also undertaken – to understudy and benchmark with best international LED experiences in Italy.

Evaluation of Botswana-LED Planning and Implementation Project

Frequent staff transfers however meant that skills gained were not well utilised. The local authorities' implementing staff and targeted communities alike however expressed usefulness of training by 90% of those interviewed. The need for more capacity building, which they would prefer decentralized and held at venues more proximate to their locations for increased stakeholder participation was stressed. Large scale and institutionalised development of LED skills will create a critical mass of capacitated personnel always available to undertake LED processes, irrespective of staff transfers as LED implementation is scaled up.

c) LED Piloting in four of the 16 districts in the country

Botswana LED planning and implementation was designed as a five (5) stage process rather than a more comprehensive six (6) stage or even the classic ten (10) stage strategic planning process. The five (5) adapted LED piloting stages combined strategy implementation and incorporation in DDPs as one stage. LED incorporation in DDPs should be a separate stage carried out after lessons from piloting have been used to revise the strategies.

Out of the five (5) steps adapted in LED planning and implementation, all the four districts were able – as at the time of this evaluation to fully implement the three stages of:

- a) Organising effort (*setting up structures and governance for implementation, stakeholder mapping, and integrating LED planning and implementation into structures and work process of districts with the following functional entities established and capacitated: LED Units, LED Focal Persons, LED Technical Task Teams, LED Stakeholder Forums, and , District LED Commissioners*);
- b) Local Economy Assessment, (*involving LED orientation workshops and listing main economic products identified and prioritised, with pro-poor business value chain and business plans development*);
- c) LED strategy development *with catalytic projects identified.*

Responses from implementers and beneficiaries alike showed overall LED planning process completion average in the four pilot districts of 59 % of what was planned, with outcome on: *capacities built and LED implementation structures established recording the highest completion average in all four pilot districts of 62 %*. Outcome on: *Completed and approved knowledge products was the least completed in all four pilot districts, standing at 54 % completion.*

The remaining two stages not completed include;

- d) Strategy implementation (*to be done by all the main actors. This to be centred around the main economic products of the district, starting with catalytic projects*), and;
- e) M&E and review of the LED strategy (*to be done every two years to check if the intended interventions and activities are still relevant to the local circumstances and the prevailing local economic trends*).

Field survey interviews and focus group discussions provided evidence that districts in which leadership has high ownership of the project, with lower rate of staff turn-over accomplished planned actions faster with better results. Continuous staff capacity building and empowerment undertaken by district staff trained by the central LED Team contributed to the successes achieved thus far.

Evaluation of Botswana-LED Planning and Implementation Project

LED process is quite involving and demanding. The need for continuity in focus requires stable staffing provided with continuous in-service refresher capacity building to drive the LED process on a continuous basis to a level it gets embedded in the daily and usual business of the districts and lower administrative structures. Decentralisation process needs to be strengthened. Creating a coordinated functionality among policies, the various role players across all stakeholder sectors within central government is a necessary strategic shift to optimise the effects and impact of LED. The recurring issue of staff turn-over needs to be addressed in a sustainable and holistic manner through sustained training of a critical mass of personnel.

d) LED Knowledge Products

The focus was to develop LED knowledge products that inform the content of LED skills development. Systems and tools formed part of the strategies for LED institutionalisation and implementation. The following tools were developed, mostly for use in building capacity of local LED implementers, and there was an overwhelming acceptance at over 90% in the pilot districts that systems and tools developed were useful, and aided local authorities in undertaking LED actions successfully:

- a) Guidelines on undertaking Local Economy Assessment [LEA] in Botswana and development of LEA reports in the districts, including manual on district population profiling including district population profile for Kgalagadi.
- b) Guidelines for integrating LED in Local Governments in Botswana;
- c) Guidelines for LED strategy formulation;
- d) Templates for value chain development;
- e) LED Framework and Implementation Plan for Botswana

Recommendations include; to further elaborate, simplify and where needed translate the tools and guidelines for broader local understanding. This to include reviewing the Revised Planning Handbook to deliberately make provisions for a platform for private sector participation beyond LLCC.

e) Financing LED

This component focused on developing a national system to mobilise, allocate, use and account for financial resources that are deployed in support of LED. However, work was only undertaken in one out of planned six items. This was on facilitating the development and operation of a national inter-governmental fiscal transfer system as part of decentralisation in support of LED.

f) M&E System for LED

Development of M&E system was initiated prior to the LED Framework. Districts were facilitated through a consultant to develop M&E plans, and advocacy and communication strategies. Some preliminary training was provided to districts on M&E. Full operationalization of M&E is needed in the up-scaling phase II so that disaggregated data is systematically generated in all districts, packaged and stored in some easily retrieval format for continuous management support and guidance in policy and decision making. Some districts (Chobe & Kgalagadi) initiated limited application of M&E in the implementation of their strategies. All other districts did not systematically implement M&E plans, advocacy and communication strategies developed.

Evaluation of Botswana-LED Planning and Implementation Project

LED Pilot Project in Botswana: stage reached in each pilot district and traffic lights assessment of district performance in each stage

Stage reached with traffic performance	Stage 1: Organising effort		Stage 2: Undertaking Local Economy Assessment	Stage 3: Formulating LED strategy & incorporation in DDPs		Stage 4: Strategy Implementation		Stage 5: Strategy Implementation & Review	
Sub-stage reached with traffic light performance	Setting up LED implementing structures	Integrating LED into structures and work process		Developing LED strategy	Incorporating LED in DDPs	Value Chain Mapping	Developing Bankable business plans	Implementing Bankable business plans	M&E of Strategies
Sowa Town									
Chobe District									
Kgalagadi District									
Francistown City									

KEY Adequate completion: *No issues* Partially done: *Issues to address* Not done: *Needs serious attention*

Summary of tools/ guidelines produced for each stage of the LED process followed

Stages of LED Adopted	Tools and Guidelines developed	Use in Up scaling (<i>Apply as they are; Modify; Not use at all</i>)
Stage 1: Organising the Effort (<i>Mapping of stakeholders setting up implementing structure, and LED planning and implementation integrated into structures and work process of districts.</i>)	1. ++ Guidelines of Integrating LED planning and implementation into Local Councils;	1. Modify
	2. ++ Standard Operating procedures for LED units, TTTs and LED Forums (ToRs)	2. Modify
Stage 2: Local Economy Assessment (<i>LED orientation workshops and listing main economic products identified and prioritised</i>)	3. ++ Guidelines on Undertaking Local Economy Assessment (LEA) in Botswana;	3. Apply with slight simplification
	4. ## Participatory PEMS tool for local councils	4. Develop
Stage 3: Strategy Development (<i>Together with main actors for implementing the strategy.</i>)	5. ++ Guidelines on Formulating LED Strategies	5. Modify
	6. ++ District profiling manuals;	6. Apply
	7. ## LED planning and implementation practice manual.	7. Develop
Stage 4: Strategy Implementation (<i>To be centred around the main economic products of the district – therefore includes value chain mapping and developing bankable business plans</i>)	8. ++ Templates for value chain development;	8. Modify
	9. ** Guidelines on Product Value Chain Mapping and Bankable Business Plans	9. Modify
	10. ## Community Action Planning Manual to facilitate civic participation in LED ;	10. Develop
	11. ## Manuals on plugging resource leaks in localities;	11. Do not use
Stage 5: Strategy Review (<i>Periodic for improvements based on lessons</i>)	12. ## LED promotion funding template;	12. Develop
	13. ## National Guidelines on LED Planning and Implementation, containing templates for capturing LED chapters in the district and urban development plans;	13. Develop
	14. ** M&E guidelines.	14. Modify

NB: ++ Guidelines Completed; ** Guideline development still on-going; ## Guidelines not developed.

Evaluation of Botswana-LED Planning and Implementation Project

SUMMARY OF KEY RECOMMENDATIONS BY CORE LED PILOT PROJECT RESULTS

Key Project Outcomes and Outputs	Applicable Components	Summary of Key Recommendations	Document Page ref.
Outcome 1.1 Policy and institutional frameworks facilitating inclusive service delivery and local economic development at national and local levels developed	1	<ul style="list-style-type: none"> Develop and implement communication strategy as provided in the Framework Conduct midterm review of the Framework based on lessons emanating from pilot phase and up-scaling To operationalise the legal provisions in LG Act 2012 that embed and institutionalise LED formally at both Central and Local Government 	18, 29
Output 1.1.1 Improved national policy/strategy frameworks for decentralised service delivery and the institutionalisation and implementation of LED developed	1	<ul style="list-style-type: none"> Policy and strategic convergence to enable optimizing effects and impact of LED. E.g. Accessing land for identified business projects. Full implementation of decentralisation policy with institutional provisions. Deepening implementation in the present pilot areas for a longer period of time by implementing identified economic and tangible projects 	18, 29
Outcome 2.1: Tools and systems facilitating the delivery of inclusive, responsive and sustainable services and implementation of LED at national and local levels developed	2 - 6	<ul style="list-style-type: none"> Elaborate, modify and simplify and where needed translate developed tools and guidelines for broader local understanding Complete tools not fully developed 	29, 33, 34
Output 2.1.1 Local economy assessment [LEA] reports and LED strategies developed in Francistown, Sowa, Chobe and Kgalagadi Districts	3 & 4	<ul style="list-style-type: none"> Elaborate, modify and simplify and where needed translate developed LEA guidelines for broader local understanding Sequencing (with longer duration) of the development of value chain maps and bankable business plans, and approach to LED. 	29, 30, 33
Output 2.1.2 Tools for mainstreaming and implementing LED at the national and local levels developed	2, 3 & 6	<ul style="list-style-type: none"> Complete tools not fully developed, and Elaborate, modify and simplify and where needed translate developed Systematic full mainstreaming of LED into existing structures & functions, with LED promotion mandate and functional defined adequately and articulated in the relevant local government legislation 	29, 30, 33, 34
Output 2.1.3 Systems to improve service delivery, and institutionalise and implement LED at national and local levels developed	2, 4, 5 & 6	<ul style="list-style-type: none"> Coordinated functionality among the various role players across all stakeholder sectors within central government; Implementation of the identified catalytic projects diversify funding sources The private sector to drive market business operator in terms of economic innovations, financing, actual production and marketing,; Implement MLGRD Sector Statistics Strategy 	30, 35, 36, 52

Evaluation of Botswana-LED Planning and Implementation Project

Key Project Outcomes and Outputs	Applicable Components	Summary of Key Recommendations	Document Page ref.
		<ul style="list-style-type: none"> Empower local community governance structures to monitor development programmes 	
Outcome 3.1: Capacities of administrative and technical institutions and systems [MLGRD, targeted Districts, and BALA] delivering inclusive services and pro-poor local economic development	2 - 8	<ul style="list-style-type: none"> Expanded and enhanced capacity building to more stakeholders, including SMMEs – to decentralize training activities, with reduced length of slack periods in between trainings Extended preparatory and learning period and more funding for capacity building Institutionalise LED training in institutions of higher learning and training by developing curriculum for sustained training on LED Develop and implement manual on civic participation as provided in the LED Framework Capacitate RECC & RDC to support LED implementation Identify and capacitate champions for LED preferably from private sector 	21, 37
Output 3.1.1 <i>Councillors and staff in target Districts have the oversight, administrative and technical</i>	6, 7 & 8	<ul style="list-style-type: none"> Roles of existing staff to be expanded to fully cover M&E implementation Capacitate RECC & RDC to support LED implementation Identify and capacitate champions for LED preferably from private sector 	21, 37
Output 3.1.2 <i>Environment for formal and informal enterprise development and growth in the four pilot sites enhanced</i>	4, 5 & 7	<ul style="list-style-type: none"> Coordinated functionality among the various role players across all stakeholder sectors within central government; Implementation of the identified catalytic projects Development of a guide on sources of development financing, which LAs can source. The private sector to drive market business operator in terms of economic innovations, financing, actual production and marketing,; Develop additional options for non-duplicative but sustainable mechanism to fund LED adequately especially the 8 selected catalytic projects 	30, 34,
Output 3.1.3 <i>Institutional arrangements and partnerships for the coordination of LED implementation at the local level developed</i>	7 & 8	<ul style="list-style-type: none"> Develop and implement manual on civic participation as provided in the LED Framework Capacitate RECC & RDC to support LED implementation Identify and capacitate champions for LED preferably from private sector 	21, 37
Outcome 4.1: Efficient and cost effective management	8	<ul style="list-style-type: none"> Ensure staff stability in part by creating a critical mass of well trained 	34, 37, 39

Evaluation of Botswana-LED Planning and Implementation Project

Key Project Outcomes and Outputs	Applicable Components	Summary of Key Recommendations	Document Page ref.
of the project facilitating achievement of project outputs and outcomes in service delivery and sustainable local economic development in pilot local authorities		personnel <ul style="list-style-type: none"> • Develop additional options for non-duplicative but sustainable mechanism to fund LED adequately especially the 8 selected catalytic projects 	
Output 4.1.1 <i>Project managed effectively</i>	8	<ul style="list-style-type: none"> • Institutionalising and full mainstreaming of LED operations into the established service delivery functions at both national and central level. • Implement MLGRD Sector Statistics Strategy • Having operational M&E, information and communication systems • Roles of existing staff to be expanded to fully cover M&E implementation • Empower local community governance structures to monitor development programmes 	21, 36, 39
Additional specifically for scaling up in phase II		<ul style="list-style-type: none"> • Phase II of LED planning in the new districts is strongly recommended • Up-scaling to meticulously follow the six stage process. • Each of the 6 stages needs to be given ample time duration to “sink in” • Two new components of (1) partnerships and stakeholder involvement and (2) resource mobilisation and financing advisory to be incorporated and emphasized. • Adopt a phase/stage approach of 8 : 4 districts, each over a 5-yr period, with an overlap in year three. • Stages must be implemented using a step by step approach. Beginning slowly and then incrementally up-scaled, and, in the process, ensuring to build in sustainability measures for human and institutional capacity development programmes is useful. 	48, 49, 50, 51, 53

g) LED Stakeholder Co-ordination

This component was to develop institutional arrangements and partnerships for coordination of LED implementation. LED stakeholder mapping and engagement was undertaken at the local and national levels during stage 1 of the LED process, ie organising the effort. At the local level, LED Technical Task Teams and Forums were established. Districts adopted the already existing structures such as Local Level Consultative Committee and District Development Committee as the LED Forum.

There was low districts' engagement of all stakeholders. In addition, operationalisation of partnerships did not promote communities' empowerment & civic participation as intended. The consequence was low participation of communities, private sector and civil society in all LED processes. LED provides for active participation of other cadres beyond planners. Rigorous involvement of all stakeholders including the private sector at all phases is critical.

h) LED Programme Management and Financing

National and local institutions and systems ensured, resource flow, timeliness of implementation, and coordination. There were however long time lags in between LED stages – as a result of inadequate and high turnover of staff. The management process was constrained by lack of a well-functioning M&E system for the oversight function.

In financial management, a total of US D 2.284 million was budgeted and US D 1.805 million was spent for the 3+1 years (2015 – 2018) phase 1 of LED. The UNDP contributed 1.995 and 1.6961 was spent. The CLGF contributed 0.289 million, out of which 0.108 was spent. Comparison across outcomes and outputs in terms of those with highest and lowest progress in completing plans and achieving expected results showed almost an even match overall, at 50.02% for the areas of highest achievements, and 49.98 for areas observed as having made slow progress.

Progress towards impact and likelihood of sustainability

Stakeholder informants were asked how they perceive the likely effects, impact, and sustainability of implementation and products of the LED project. An accumulated majority of 76.76% are convinced that if the identified projects are implemented, LED will lead to communities and their targeted areas to diversify their economic activities, create jobs, reduce poverty and improve people's livelihoods, along-side creating a favourable environment for a more dynamic economy and attracting further investments.

Key recommendations

At national level, harmonising the rather contradictory and divergent economic development policies such as access to land for economic development against demand for land for agricultural catalytic projects, as well as better coordination and provision of support to MLGRD from other sector ministries in the holistic LED process are some of the critical enabling factors and assumptions on which LED design was based. There is need to build synergies among agencies responsible for economic empowerment programmes to enhance impact of programmes.

¹ The UNDP contribution includes USD 0.745 Million disbursed through MOLG and BALA, and USD 1.241 Million paid out directly by UNDP for consultancies, Technical Assistance, Travel costs and other direct payments supporting all four LED outcomes, thus difficult to apportion to specific outcomes / components of LED.

Continuous capacity building and involving private sector and communities need strengthening. LED needs to go beyond only government and development partners' funding and explore funding opportunities with the private sector. Development Partners appear ready to help local authorities to develop effective and convincing bankable business plans that will garner the interest of the private sector, through capacity development in the development of bankable business plans based on robust economic analysis.

Recommendations on the follow-on phase II of LED

It will be important to adopt a phased approach to the implementation of the LED framework. The stages must be clearly defined with key interventions. The stages must be implemented using a step by step approach, beginning slowly and then incrementally up-scaled, and in the process, building in sustainability measures for human and institutional capacity development programmes. The several recommendations garnered from stakeholders point to the need to have slightly extended periods for orientation and continuous capacity building for the district implementing personnel, together with a more deliberate strategy to bring on board right from design through to implementation, all categories of the private sector.

Planning LED implementation in the new districts should be in two overlapping phases: The first phase to cover eight (8) new districts over a five-year period. The last four (4) new districts to be brought on board in year three. The third year will be a period of rigorous mid-term review of both the new eight districts and the deepening phase in the first four pilot districts to generate additional lessons and experience for country-wide deepening implementation. The entire LED planning process should at very minimum cover the six stages, each given ample time duration to “sink in”.

Moving LED to implementation in the current four (4) pilot districts to start with a refresher review of all the products so far prepared in the pilot districts (LEAs, strategies, value chain maps and business concepts), prior to completing the prioritised business concepts into bankable business proposals for implementation. These review interventions will be supported by the two new components of: (1) Partnerships and stakeholder involvement and (2) Resource mobilisation and financing advisory to be incorporated. Sustainable secure availability of a critical mass of skilled human resources determines the long-term impact of the LED interventions. Phase two will work with appropriate tertiary academic institutions to set up a curriculum that institutionalises LED education and training as one of the professional courses in the country. These can be offered at two levels initially (Academic and Professional Diploma Level, and a Professional In-service Certificate level).

Conclusion

LED has been incorporated with local and community development, and these poverty alleviation strategies should focus more on economic goals that are more broad-based and for longer term sustainable development and less on social goals and survival strategies over the short term. Greater inclusion of previously excluded groups is paramount. The strong recommendation is have LED concurrently deepened in the current pilot districts, and rolled out throughout the country in a phased an systematic manner that allows sufficient duration in all its steps and stages to bring all players on board.

1. Introduction

1.1 Local Economic Development (LED) in Botswana

1. Government of Botswana (GoB) identified Local Economic Development (LED) as a key strategic initiative to contribute to the achievement of the objectives of the National Strategy for Poverty Reduction [NSPR]. Through NSPR, GoB sought to create opportunities for sustainable livelihoods, strengthen organisational and delivery capacities, and enhance people's access to social investments. The Government recognises empowered local governments as engines of growth to achieve these aspirations, including those espoused in National Development Plan (NDP) and Vision 2036. The LED is thus, an economic development approach for anchoring and driving national and local efforts to achieve inclusive and sustainable national economic growth and localises the global Agenda 2030 for Sustainable Development in the context of a decentralized governance framework. It requires building partnerships of national government, local governments, local institutions and local actors including civil society organisations, the private sector, development partners and communities.

2. The Ministry of Local Government and Rural Development (MLGRD) and Botswana Association of Local Authorities (BALA) with the support of United Nations Development Programme (UNDP) and the Commonwealth Local Government Forum (CLGF) resolved to support the development of national policy frameworks on decentralisation and local economic development. The resolution culminated into the LED Project whose four (4) key outcomes included; (a) the development of a policy and institutional frameworks to facilitate inclusive and pro-poor LED at national and local levels; (b) the development of tools and systems to facilitate LED planning and implementation at national and local levels; (c) the strengthening of both administrative and technical capacities of key individuals and institutions including the MLGRD, all the 16 districts in Botswana and the BALA to plan and implement LED; and (d) the development of data management, monitoring and evaluation capacities to support evidence-based decision making in LED planning and implementation at national and local levels.

3. Government of Botswana (GoB) commissioned an evaluation of the LED project to critically reflect on its LED planning and implementation experience. This report presents main findings out of an intensive consultative assessment process. The next sub-section presents the purpose of the evaluation as stipulated in the Terms of Reference (ToR). The introduction chapter further presents the development context of Botswana and the rationale for introducing LED. It relates LED to the overall national planning framework in pursuit of sustainable and equitable socio-economic development. The LED approach and LED project in Botswana are described in chapter two. The methodology used for data collection and analysis is discussed in chapter three. Chapter four presents the LED implementation processes in Botswana, analysis of the main evaluation findings in project effectiveness and its management. Indications towards sustainable impact, Management efficiency and benchmarking with other African countries are discussed in Chapter five. Recommendations

and options for scaling up are discussed in chapter six, with conclusion in chapter seven. Annexes and some statistical tables are attached as chapter eight.

1.2 Purpose of the LED Project evaluation

4. The LED evaluation is within the context of GoB renewed commitment to consistently track policy, programme and project performance, relevance, effectiveness, efficiency, impact and sustainability. Thus, it is purposed to critically reflect on LED planning and implementation experience. The Terms of Reference of the evaluation of LED Project are summarised below:

- Determine the extent to which each of the project components were achieved during the proposed life span of the project and what was achieved during the extension period;
- Determine to what extent the LED pilot project contributed to the development of the LED Framework and Action Plan, and the extent to which it is assisting in the implementation of the LED Framework and Action plan;
- Determine the efficiency and extent to which project resources and inputs were converted into planned results;
- Determine the effectiveness of the management and monitoring systems put in place to support the implementation of the project. In addition, examine the effectiveness of the monitoring and evaluation system established to support implementation of the project;
- Assess the effectiveness of the proper documentation of the LED process
- Examine to what extent LED is contributing to implementation of SDGs in Botswana and suggest any potential for greater contribution;
- Document key lessons learnt in each of the eight Project Components that could be useful for the up-scaling process;
- Prepare a summary matrix of key achievements and challenges encountered in the implementation of the various LED Project components.
- Determine the relevance and effectiveness of the LED Project components;
- Determine the extent to which the LED project was consistent with the development needs and priorities of the GoB;
- Indicate how the benefits and lessons learned from the project can be sustained and used for up-scaling to new districts;
- Assess the validity of the assumptions, principles and the theory of change that underpinned and informed the LED project and suggest any changes in determining the scope, design and management of the expansion and up-scaling phase of LED planning and implementation in Botswana;
- Determine the alignment of LED project purpose, initiatives and outcomes with national development priorities on promoting sustainable and inclusive economic growth and diversification; and their contribution to the eradication of poverty especially among the youth, women and the rural populations. The longevity of the LED project should also be determined;
- Define the relevance, effectiveness, sustainability and impact of LED as a key driver of national economic diversification and inclusive growth and the localisation and realisation of the objectives of Agenda 2030 for Sustainable Development in Botswana

Evaluation of Botswana-LED Planning and Implementation Project

- Provide effective recommendations that could support the up-scaling of the LED intervention.
- Recommend improvements to the assumptions and principles that underpin the provision of technical advisory support to the GoB by development partners.
- Set out a detailed scope and design of the next phase of LED up-scaling process in Botswana with a clear action plan and budget;
- Outline in detail how the up-scaling should be implemented at national and sub-national levels, with particular focus on institutional arrangement and staffing needs;
- Recommend how best to carry out the management and monitoring of the up-scaling;
- Outline a broad financial budget required for up-scaling;
- Recommend the role that the private sector can play in the up-scaling.

1.3 The socio-economic context in Botswana

5. The Republic of Botswana in the south of Africa straddles the Tropic of Capricorn, with a surface area of 582,000 square kilometres. The country contains a vast range of semi-arid like geographical features, with low, not so reliable and unevenly distributed seasonal rainfall from November to March. Spatial rainfall range is from 250 mm per annum in the South of the country, to slightly over 650 mm in extreme North and South East. Amount and distribution of rainfall also varies from year to year. Variations in temperature range from 1 degree to 35 degrees Celsius through the year. Climate, soil and vegetation variations create geographical differences in plant and animal life. Vegetation plays an important role in livestock farming and wildlife industries, thus contributing to the national economy and people's wellbeing.

6. The country's population stood at 2,024,904 during the 2011 Population and Housing Census. In 2011, the population aged below 15 was 32.6%, while those 65 years and older constituted 5.1% of the population. Almost one-third (30.3%) of the population was aged between 10-24 years. This relatively young population if adequately tapped into presents an opportunity to accelerate socio-economic development.

7. In 2012, Botswana had a Gross Domestic Product (GDP) of US\$ 17.624 billion and a Gross National Income (GNI) per capita of US\$ 14,792 (US\$ 6,934 real per capita income, in 2005 constant prices), thus graduating from Least Developed Country (LDC) to Upper Middle Income Country (UMIC). This having risen from a GDP of US\$ 1.175 billion and GNI per capita of US\$ 1,295 in 1980². Botswana was ranked 108th Worldwide and 3rd in Africa in 2016 in human development, with Human Development Index (HDI) of 0.689³. Life expectancy was 68.0 years in 2011, having risen from 55.6 years in 2001. The increase was a result of great improvement in water and sanitation, health, education and other social and infrastructural services, and successful strategies to fight the HIV/AIDS. Adult literacy rate increased from 81% in 1981 to 88.7% in 2014. Botswana also ranks as 3rd in Africa on

²Local Economic Development Framework and Implementation Plan for Botswana

³UNDP National Human Development Report for Botswana, 2016

governance and 31st out of 175 countries globally on transparency in 2016⁴. The achievements are built on the foundation of sustained peace, political stability, upon which the country's good accountable governance made effective use of the mineral wealth as a medium to channel revenues from the mining sector towards the development of the non-mining economy, and to provide development infrastructure and access to basic social services (education, health, water and sanitation). Other selected economic indicators are provided in a trend summary in Table 1.1 above.

Table 1-1: Selected Basic Development Indicators for Botswana⁵

Key Country Development Indicator	2013/14	2015/16
1. Human Development Index [HDI] in 2015	0.689	0698
2. Human Development Index Rank [out of 187]	108	108
3. Gross Domestic Product [GDP] in billion USD	15.81	15.65
4. GDP per capita in USD	7,123.4	6,760
5. Inequality-adjusted HDI	0.542	0.433
6. Total Population [million]	2.3	2.3
7. % of total population below international poverty datum	19.3	16.3
8. Extreme Poverty Level [% of total population] below 1.90 \$	6.4	5.8
9. Global Competitiveness Ranking	74/148	63/137
10. Life expectancy at birth [females/males]	66.5/61.8	67/62
11. Urban Population [% of total]	57.4	57
12. Gender Inequality Index [GII]	0.435	0435
13. Unemployment rate (18 years and above)	19.7	17.6

8. The 16 administrative districts in Botswana are administered by multi-functional Local Authorities (District Councils, City and Town Councils) carrying out responsibilities from various sectors to achieve efficient service delivery through delegated “decentralisation”. Gaborone City in South East of the country is the national and administrative capital.

1.4 The national planning process in Botswana

9. Botswana's medium term development planning is anchored around the long-term visions 2016 (now completed), 2036 (on-going), and the medium term National Development Plans (NDPs). The first phase of LED was to contribute to the 10th NDP (2012 – 2017). The NDP objectives are achieved country-wide through District Development Plans (DDPs) and Urban Development Plans (UDPs). LED contributes to the achievement as an integral part of the development objectives in the DDPs and UDPs. These in turn support country level achievement of the National Development Plans (NDPs), now at NDP 11 being implemented over the 2017-2023 period. The NDPs incorporate the achievement of the relevant indicator targets of the 2030 International Social Development Goals (SDGs). However, challenges still persist in; (1) growth inequity; (2) unemployment; (3) policy and institutional mismatches and

⁴ UNDP Country Programme Document for Botswana (2017 – 2021).

⁵ Compiled from several sources including Led Implementation Framework and Plan for Botswana & Multi-topic Household Survey Economic Activity Stats Brief Botswana, August, 2017

their fragmented implementation; (4) lack of empowerment; (5) poverty; (6) vulnerability of the economy to external and internal shocks.

1.5 Economic development challenges the LED project is addressing

10. The country's good national economic growth, development and wealth creation have not significantly reduced poverty and inequality, or translated into increased and sustainable decent employment to meet the rising needs. The rate of job creation in the economy has been sluggish, resulting in a persistently high unemployment rate of 17.6% (2016) having fallen from 19.7% in 2014. The youth alongside women constitute a segment of the population most affected by lack of access to quality formal employment. Unemployment in 2015/16 for those aged 18 -35 years was estimated at 25.1%, with male unemployment estimated at 23.4% compared to 26.8% for females. Proportion of the population living in urban areas grew from 45.7% in 1991 to 54.2% in 2001 and 64.1% in 2011⁶. Total population living below poverty declined massively from to 49% in 2010 to 19.3% in 2013/14 and further to 16.3 in 2015/16. Poverty and vulnerability are significantly higher across several rural districts, and especially among women and youth compared to well-developed urban areas. A social protection system that comprises social empowerment and labour market assistance programmes have been implemented, but there seems to be a sluggish rate of decline in poverty, inequality and exclusion. These are compounded by a high HIV / AIDS burden, a narrow economic base and declining output and revenue from diamonds.

11. Policies, institutions and frameworks for eradicating poverty have been developed and implemented by line ministries, departments, state enterprises and parastatals with limited participation of local institutions and local actors. The policies therefore pay inadequate attention to local development realities and opportunities. Botswana also faces serious environmental threats to livelihoods, including loss of biodiversity, natural resource degradation and climate change. The country also continues to face service delivery challenges⁷.

Main SDGs to which NDPs and their constituent NDPs, UDPs and LED component contribute to are:

Sustainable Development Goals 1.1 and 10.1

- By 2030, eradicate extreme poverty for all people everywhere, currently measured as people living on less than \$1.25 a day;
- By 2030, progressively achieve and sustain income growth of the bottom 40% of the population at a rate higher than the national average.

Sustainable Development Goal 4.4

- By 2030, increase [by [x] per cent] the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship.

Sustainable Development Goal 8.2

- Achieve higher levels of economic productivity through diversification, technological upgrading and innovation, including through a focus on high-value added and labour-intensive sectors.

Sustainable Development Goals 8.3 and 9.3

- Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services
- Increase the access of small-scale industrial and other enterprises, in developing countries, to financial services, including affordable credit, and their integration into value chains and markets.

⁶ Botswana Draft National Development Plan 11, Sept., 2016

⁷ Local Economic Development Framework and Implementation Plan for Botswana

2. Description of the LED in Botswana

2.1 Understanding LED and Botswana LED Approach

12. Local Economic Development (LED) is universally understood as a participatory process in which local people from all sectors work together to stimulate local commercial activity, resulting in a resilient and sustainable economy. It is a way to help create decent jobs and improve the quality of life for everyone, including the poor and marginalised. The purpose of Local Economic Development (LED) is to build up the economic capacity of a local area for improving its economic future and the quality of life for all. Successful Local Economic Development focuses on enhancing competitiveness, increasing sustainable growth and ensuring that growth is inclusive with the following focus⁸:

- a) **Local** in LED means:
 - Optimizing local resources and local capacities to build local potential;
 - That the driving forces are economic stakeholders in the communities, districts, municipalities and cities;
 - Shared benefits are reaped by the community in working together, and;
 - All these while focused on locality with links to the regional, national and international levels.

- a) **Economic** in LED refers to:
 - Seizing opportunities and effectively utilizing labour, capital and other resources to achieve local priorities;
 - Supporting entrepreneurial initiatives (formal or informal, micro, small or large);
 - Facilitating market access and creating a climate conducive to investment and business activity, and;
 - How these systems might be improved to serve the collective interests of local communities.

- a) LED is about Sustainable **Development** if it:
 - Is market-driven, gender-sensitive, environmentally sound and economically viable;
 - Contributes to poverty reduction;
 - Follows participatory, inclusive processes that enable collaboration among local governance authorities, private sector, NGOs and local communities in decision-making and management, and;
 - Promotes cooperation and partnerships as well as responsibility and accountability in behaviour and relationships.

13. The LED approach was developed to guide the exploitation of opportunities to diversify sources of income, sustain inclusive national economic growth and diversification, create decent jobs, thus contributing to eradication of poverty and securing sustainable livelihoods. The key strategy of LED is to mobilise stakeholders, and bring to work together;

⁸ Creating a strategic plan for Local Economic Development: A Guide.

Evaluation of Botswana-LED Planning and Implementation Project

the national government, local authorities, the community, civil society, the business sector and development partners. This process would empower local institutions, communities and the private sector as local actors to drive economic, social and environmental development to cause significant expansion of the reach and impact to local and national development on previously excluded citizens and disadvantaged groups.

14. Overall goal of LED in Botswana is: *Improvement in the quality of life for all citizens by facilitating investor friendly environments in localities, and nurturing a diverse and growing national economy. Specific objectives in addressing the development challenges faced by the country are; “to promote and sustain economic growth and diversification; reduce unemployment, eradicate multi-dimensional poverty; reduce spatial and socio-economic inequality and exclusion, and mitigate environmental degradation and climate change in all localities through joint actions of central government, empowered local governments, local institutions, the private sector and communities”.*

15. The LED would support GoB in localizing the global Agenda 2030 for Sustainable Development, and contributing to the achievement of the SDGs; 1, 4, 8, and 9 as described. The LED in making a more direct contribution to goal one on eradicating extreme poverty would contribute to the realisation of the following indicator targets for SDG 1 in Botswana.

- a) By 2030, eradicate extreme poverty for all people everywhere, measured as people living on less than \$1.90 a day
- b) By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions
- c) By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance
- d) By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters
- e) Ensure significant mobilization of resources from a variety of sources, including through enhanced development cooperation, in order to provide adequate and predictable means for developing countries, in particular least developed countries, to implement programmes and policies to end poverty in all its dimensions
- f) Create sound policy frameworks at the national, regional and international levels, based on pro-poor and gender-sensitive development strategies, to support accelerated investment in poverty eradication actions

16. LED is an inclusive approach to development. It is driven by and empowers actors at the local level to promote sustainable economic growth; support enterprise development and growth, employment creation, poverty reduction; and enhances the quality of lives of citizens through sustainable utilization of local resource endowments⁹. The LED also aims at creating a conducive local investment climate and promoting Small, Medium and Micro Enterprises (SMMEs) and major industries. It facilitates accessing markets, attraction of private

⁹ Local Economic Development Framework and Implementation Plan for Botswana

investment and the provision of infrastructure as drivers of economic development. The success of LED therefore depends on public, business, communities and NGO partnerships, with Government (Central and Local) acting as a facilitator.

2.2 The Botswana LED project: Its scope and intervention areas

17. Design of the LED project in Botswana prioritised four key outcomes with a country-wide coverage. The outcomes are a foundation for full-scale operationalization of LED, and include the following:

- a) Development of a policy and institutional framework to facilitate and coordinate inclusive and pro-poor LED at national and local levels;
- b) Development of tools and systems to facilitate LED planning and implementation at national and local levels;
- c) Strengthening of both administrative and technical capacities of key individuals and institutions including the MLGRD, Botswana Association of Local Authorities (BALA), and all the 16 districts in Botswana to plan and implement LED, and;
- d) Development of data management, monitoring and evaluation capacities to support evidence-based decision making in LED planning and implementation at national and local levels.

18. The LED planning and implementation for achievement of these four main outcome areas was disaggregated into the following eight (8) components: 1) Development of the LED Policy Framework; 2) Capacity development for LED; 3) LED Piloting to draw lessons and inform LED policy development, planning and implementation in selected districts of Botswana; 4) Development and documentation of LED knowledge products; 5) Development of a multi-pronged system to finance LED; 6) Development of a M&E System for LED; 7) Development of LED Stakeholder Co-ordination structure and system, and; 8) Development of LED Programme Management. Immediate target group / intermediate beneficiaries included administrative and technical staff in the pilot districts, MLGRD, the Botswana Association of Local Authorities (BALA), and Academia at national level as LED implementers. These were expected to deliver benefits to the ultimate LED beneficiaries and primary target groups that included; local communities, business communities at all levels, community based organisations and civil society. The pilot component of the LED project was implemented in four local authorities, which included the two rural Districts of; Chobe and Kgalagadi, and the two urban districts of Sowa Town and Francistown. The design of each of these components, what they were expected to achieve, the processes that were undertaken and achievements realised under each of the components are presented in chapter four.

3. Evaluation Methods Used, Reporting and Limitations

3.1 General approach and methods used

19. This LED project evaluation determined the level of realization of key LED project results; assessed aspects of project design and implementation lessons that support recommendations made. A fully consultative evaluation approach using both quantitative and qualitative data collection methods was applied. Data was obtained from both the pilot and non-pilot sample districts.

FOCUS GROUP DISCUSSIONS

20. Triangulation of qualitative information was undertaken through Focus Group Discussions (FGDs). This local community and private sector representatives as project targeted primary (ultimate beneficiary) category. The FGDs permitted in-depth analysis and assessment of accuracy of outputs and results recorded in progress reports, and the quality of implementation. Stakeholders were enabled to reflect on what has been achieved, what has worked well and what has not. Lessons learned and good practices arising from the LED project were discerned, leading to recommendations for up-scaling, policy making, planning and further resourcing.

SURVEY

21. Structured interviews were conducted, and both on-line and face to face questionnaires were administered by the International Consultant, aided by the LED Principal Development Officer from MLGRD, with support by the District LED Focal Point / District Economic Planner and District Development Officers in the districts. Questionnaires were also administered to national level stakeholders and development partners. These included Central Government implementing Agencies, Development Partners Academia and Civil Society Organisations. The survey collected data from primary sources along the standard OECD criteria of relevance, effectiveness and cost-effectiveness, sustainability and any likelihood of achieving intended impact.

SAMPLING AND SAMPLE SIZE

22. All the four (4) pilot districts and their neighbouring districts as control areas, as well as all the coordinating and facilitating national level agencies and organs constituted the sampling frame for the evaluation study. The sample districts included the four pilot districts of; Chobe, Kgalagadi, Francistown and Sowa Town, and their respective adjacent non-pilot districts of Northwest, Ghanzi, and Selibe Phikwe). Key informants interviewed and who provided data and information at each of the local authorities were drawn from the following categories:

- a) LED Commissioners (Council Secretaries);
- b) District Commissioners;

Evaluation of Botswana-LED Planning and Implementation Project

- c) District Administrative Officers;
- d) Mayors;
- e) Town Clerks;
- f) LED Focal Persons – District Economic Planners
- g) Members of the Technical Task Team (TTT) – *in most districts comprising; Physical Planners, Community Development Officers, Commercial Officers, District Development Officers,*
- h) Members of Stakeholder Forums – *in most districts comprising, Private Sector Representatives, Key Local Entrepreneurs, Tribal Chiefs; Other District Councillors; Sector Officers in District (Agriculture, Forestry, Tourism, etc), and representatives of Community Based Organisations.*

23. The sample frame at the national coordination and facilitation level included: Units and departments within national agencies (both Government and Non-Government), as well as International Financing and Supporting Partners. National level data and information for this evaluation was obtained through consultations with the following; UNDP; CLGF; MLGRD (Department of Local Governance and Development Planning, Department of Community Development, Deputy Permanent Secretary); BALA; University of Botswana; Kalahari Conservation Society; Field Office of Business Botswana. The sampling applied for each category of targeted groups for data collection is indicated in Table 3.1 below, showing planned and actual key informants interviewed.

Table 3-1: Field data collection sample areas and sample size

STUDY AREAS:	Total Treatment / Pilot Group		Total Control Group		Total Overall Sample	
<i>FINAL LOCAL BENEFICIARY COMMUNITIES / GROUP CATEGORY FROM EACH DISTRICT BUSINESS ENTERPRISES FROM EACH DISTRICT</i>	Chobe, Kgalagadi, Francistown and Sowa Town		Adjacent non project districts of North West & Ghanzi and Selibe Phikwe		Pilot + Non-Pilot	
	Target	Actual	Target	Actual	Target	Actual
PRIMARY TARGET GROUPS (from each district): <i>1. Communities and business representatives</i>	60	97	45	43	105	140
INTERMEDIARIES TARGET GROUPS <i>1. Local District / Municipality Implementing Staff + Local Authority Leaderships</i>	24	96	18	80	42	176
<i>from national level MLGRD, BALA, UNDP, CLGF</i>	8	35	0	0	8	35
TOTALS	92	228	63	123	155	351

24. As indicated in Table 2.1; data collection had targeted 15 key informants from each of the four pilot districts and three control districts. The targeted primary (ultimate beneficiary)

Evaluation of Botswana-LED Planning and Implementation Project

category for Focus Group Discussions as local community and private sector representatives came to a total of 105 (60 from pilot districts and 45 from control districts). Actual key informants met and who provided data and information in this category of ultimate beneficiaries was 140. The targeted implementers (intermediate target groups) from local authorities were six (6) from each district [*3 from technical staff and 3 from combined political and administrative officials*]. This brings total targeted to 42 (24 from the four pilot districts, and 18 from the three control districts). Total implementers actually interviewed, using designed questionnaires were 176. Not all the consulted 176 however answered the questionnaires on account that most of the staff were new in the district and its LED process.

25. A total of eight (8) key informants were targeted at national level and 11 were reached and interviewed. In addition, 24 national level stakeholders were met as a LED Reference Group / Steering Committee during presentation of preliminary field findings, and they contributed comments and input. This brought the national level stakeholders consulted to 35. Total actual sample size from which primary data was collected came to 351, against the total planned 155 key informants. This represents an overwhelming response rate of 227%. This high response rate could be as a result of good mobilisation and advance information made by MLGRD and BALA. It is also an indication of the enthusiasm, interest and hope that stakeholders have in LED project.

DOCUMENT REVIEW

26. Document review provided pre-recorded progress which was verified through interviews and FGDs. Documents reviewed included project design and conceptual documents, national LED Framework and LED guidelines developed, Local Economy Assessment Reports, LED Strategies, Product Value Chain Maps, Business Concepts, and District Development Plans, for each of the four LED pilot districts. The documents also included LED project quarterly progress reports and minutes of key national level meetings of the LED Project Steering Committee among others. Literature review also involved study of LED implementation lessons from records and evaluations undertaken in other African countries, with focus on Uganda and South Africa.

DATA ANALYSIS

27. The evaluation attempted to compare similar local economic planning operations in the LED pilot districts with the present non-LED districts, seeking comparative differences that can be attributed to the existence of LED (in the case of pilot project areas), and non-existence of LED (in the case of comparator non-pilot areas). Analysis covered project design and relevance, effectiveness in the project processes, their cost-effectiveness, stakeholder inclusion and, sustainable continuity in the LED planning process. It also presents pointers towards intended impact of actual on-the-ground implementation of catalytic economic projects during the LED planning process in the targeted pilot local authorities and communities.

3.2 *Compilation of findings and report production*

28. The collected quantitative and qualitative data and information was entered into the computer using epi-data, and exported to STATA statistical software and Excel software for analysis. The analysed data was used to prepare preliminary findings and draft reports to UNDP and GoB, prior to validation by a select stakeholder before preparing and submitting final report. Throughout the entire evaluation exercise, ethical considerations were taken care of and these included;

- a) Seeking permission from relevant authorities;
- b) Consent for voluntary participation obtained from the respondents at all times during interviews and data collection.
- c) Interviews were held in designated legally and socially approved settings and conducted in accordance with the local community values and norms.
- d) Where photo cameras were used, participants were informed verbally and their consent was sought.
- e) Consultant took neutral postures at all times, and made thorough explanations about purpose of the evaluation and sole use of data obtained purely for project performance improvement.
- f) Specific participants' identifiers are not included in reporting of findings to ensure anonymity and guarantee confidentiality.

3.3 *Limitations in this LED evaluation*

29. Evaluation design included three “non-pilot project districts” in the field data survey area to serve as a control. This was to confirm if changes manifested in the LED project area can be attributed to LED project and not any other earlier or on-going interventions. It was found that the National LED Framework, which guides local authorities (as well as central agencies) on the LED processes, had been provided to all districts, and partial implementation including some capacity building for service delivery started. Contamination of the control “non-pilot project districts” therefore occurred and this is reflected in the closeness of basic indicator findings like understanding and importance of the LED to the areas surveyed. The evaluation then focused more in analysing actual results from pilot districts, with only minor reference comparison to non-pilot districts. Attributing before and after treatment effect – especially on the district local level planning capacities and performance was obtained from recall by key informants. Project documents themselves do not indicate baseline status of the key indicators. These mostly indicate sources of information for baseline data.

30. Interview sample is shown in table 2.1 with persons interviewed as units of measure and analysis. There was a high turn up and response rate of 227% of the targeted respondents. Questionnaires were administered to 176 but only 89 actually returned completed questionnaires. Reason given was that many of the districts staff were new in the districts and did not know how LED performed in these districts. Some found the questionnaires difficult to respond to because the questionnaires were seeking information from those that had “hands on”. Experience in the LED process, and majority of the respondents did not have this

Evaluation of Botswana-LED Planning and Implementation Project

experience. The consultant was however able to obtain additional data and information responses from those who did not complete the questionnaires through discussions. Only four questionnaires were returned on-line.

31. The ToRs requirement for designing a detailed phase II project with costings required a lot more information than was available at the time of this evaluation. It also requires Government to first adopt the recommendations contained in this evaluation report. In discussions with UNDP and MLGRD – LED Team, it was agreed to restrict the ToR requirements for detailed preparation of the up-scaling phase II to only the development of an indicative Results Framework based on the UNDP template. There was however no immediate language or translation problem because most of the respondents communicated well in English. Translations were provided by the PDO from MLGRD and district officers in a few instances where these were needed during FGDs.



Technical Task Team and District Leadership during LED Evaluation Consultations in Kgalagadi District Headquarters, June, 2018

Part of the LED targeted community during FGD in Francistown City Council in June, 2018



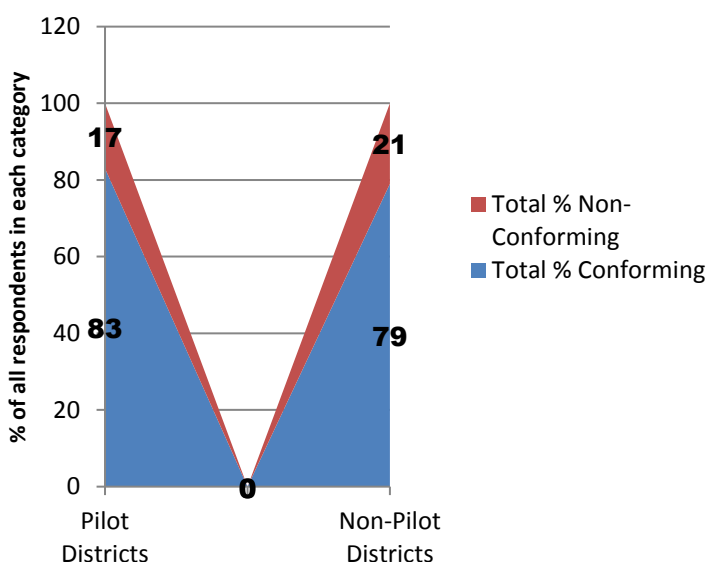
4. Evaluation Findings on LED Project Implementation and Performance

4.1 The LED pilot phase design and relevance

32. A two track LED implementation approach was pursued. Track one covering all 16 local governments (rural and urban districts) in the country, involved developing LED facilitating policy and implementation framework, as well as building capacities of local authorities, and establishing systems and institutional structures that enable planning and implementing LED at both national and local levels. Track two specifically focused at piloting the LED project in four (4) of the country’s sixteen (16) Local Authorities. The four pilot local authorities included the two rural Districts of; Chobe and Kgalagadi, and the two urban districts of Sowa Town and Francistown. The pilot phase was meant to help in understanding LED planning and implementation, draw lessons and determine how best the pilot can be up-scaled and rolled out to all local authorities in the country.

LED PROJECT RELEVANCE TO NATIONAL AND LOCAL PRIORITIES.

33. As depicted in figures 4.1 and 4.2 below, which show stakeholder responses to inquiries about relevance of LED design to their needs and national priorities, there was unanimity in all respondents at national and local levels (including control districts) that the design of LED approach conforms to the National and Local long-term development plans, including the NDPs, DDPs, and UDPs, Vision 2016 and 2036, as well as some key indicators and targets in the international MDGs and SDGs. Vision 2036 and NDP11 now incorporate LED principles.



A sum of all those who reported LED goals to be somewhat conforming, conforming and highly conforming was 83% of the 45 who responded in the four pilot districts, and 79% of the 35 who responded in the control (non-pilot) districts.

This indicates largely universal acceptance and need for the LED intended purpose even before demonstration of benefits.

The LED if adequately implemented to its logical conclusion will address the local development needs of the areas it operates in

Figure 4-1: The two comparison categories of LED Validity, Appropriateness & Conformity

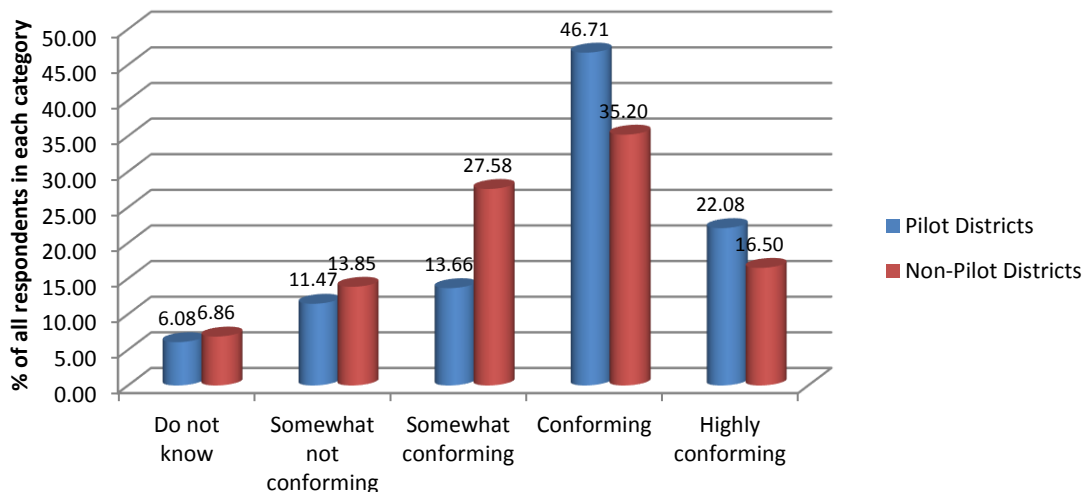


Figure 4-2: Responses on LED validity, appropriateness & conformity to needs & priorities

34. Comparison of responses from pilot districts and non-pilot district to a combination of LED goal validity, appropriateness & conformity to needs & priorities is depicted in figure 4.2 above. Some scepticism still exists among non-pilot district stakeholders whether the goals of LED conform to and address their development needs and priorities. The numbers of stakeholders who are already convinced that LED addresses their needs and priorities were greater in pilot districts at a combined total of 69% from those indicating that LED highly conforms and jus conforms.

35. The eight interrelated LED components were designed for annual implementation from 2013 to 2017 under the theme **“Enhancing Service Delivery and Promoting LED in Botswana”** through collaborative work with other UNDP portfolios on environment and poverty eradication; other UN agencies with mandates in population dynamics; the collaborative work under the joint program of the GoB, the Botswana Association of Local Authorities, and the Commonwealth Local Government Forum (CLGF). The subsequent sub-sections outline findings on the way the eight LED components were designed and implemented:

4.2 LED Policy Framework performance

- to provide technical leadership and direction in the development of the national LED Framework and Action Plan;

DESIGN OF LED FRAMEWORK

36. This component focused on developing the national LED Framework, the Decentralisation Policy and their implementation action plans. The LED framework was to guide and co-ordinate a wide range of interventions across the country at national and local levels that are critical for LED planning and implementation as a vehicle to achieve sustainable human development. The LED framework articulates the vision, mission and goals of LED as a tool to realise Vision 2036 on Shared Prosperity for All. Its goals include the achievement of the global Agenda 2030 for Sustainable Development as encompassed in national and local development plans. As a LED coordinating tool, operations of the LED

framework were structured under the following five key pillars: 1) LED Governance; 2) Operationalising LED; 3) Capacity Development for LED; 4) Financing LED, and; 5) The LED Implementation Framework.

LED FRAMEWORK DEVELOPMENT AND IMPLEMENTATION PROCESSES

37. A technical advisor placed in the Ministry of Local Government and Rural Development, supported Government at central and local levels with capacity building interventions, and facilitated development and implementation of the LED framework. The lessons and experiences generated from piloting of LED in 4 districts were meant to inform development of the Framework. However, the review of the LED project documents indicated that the development of the Framework ran concurrently with piloting LED in 4 districts, and the LED framework development was completed and approved in 2016. There is no evidence that the pilot phase significantly informed development of LED framework. By the time the framework was developed, the Ministry of Local Government and Rural Development and BALA in consultation with different stakeholders who included the 4 pilot districts, different line Ministries and their departments with technical support of both UNDP and CLGF had completed development of the guidelines for integrating LED in local governments in Botswana. These guidelines provided guidance to local governments to integrate LED and mainstream the LED function into structures and work process, and to plan and manage LED as a process. The LED Framework development experience only partially informed the content of the pillar on LED governance in the Framework. The framework draws significantly from international experience, and national and local planning process.

38. Key stages taken to develop the LED framework included: (1) Development of LED concept note; (2) Development of LED discussion paper; (3) Development of LED framework and action plan, and; (4) Rolling out the LED framework action plan for implementation. All stages involved iterative consultative sessions to ensure shared understanding. This meant that the process, especially the approval process took slightly longer to complete. The LED framework put in place a national policy direction and institutional environment that enabled local area stakeholders led by the trained Local Authorities (LAs) to identify their needs; understand their resource endowments; and seek joint action to diversify and grow their economies.

COMPLETION PROGRESS AND ACHIEVEMENTS

39. The LED framework was rolled out to all 16 districts country-wide. It provided for and succeeded in coordinating the interactions of central government, local councils, local institutions and development partners. Building partnerships with civil society organisations, the private sector and communities to ensure that national development priorities are localised and acted upon is however only in start-up stages. The LED framework also attempted but did not achieve much in harnessing the wide range of policies, institutions and programmes that impact on local economic growth. At national level, implementation progress has been satisfactory at framework development and roll-out. Some districts have

started implementing LED Framework action plan. Lessons from piloting LED framework, especially what worked well and what did not work well now ought to feed into revision and update of the framework prior to up-scaling.

ENABLING AND CONSTRAINING FACTORS

40. The high priority put by Government of Botswana on local economic development means that LED processes especially policy level development of the framework was of strategic importance and therefore received political and technical support at all levels of Government operations. This is by far the greatest enabling factor driving LED process. The MLGRD Strategic Plan 2018 – 2023 includes LED as strategic objective three, and as strategic priority five. Financial and technical support from development partners spearheaded by UNDP and CLGF enabled implementation. The receptive and well trained staff of MLGRD, BALA and the local authorities enabled successful preparation and application of the LED Framework. Provision of Technical Assistance through placing a Technical Advisor in the MLGRD enabled Government at central and local levels to implement the LED framework. Task-oriented capacity building of all LED implementers, particularly immediately preceding a specific activity was instrumental in ensuring success.

41. Constraining factors included: Lack of in-post continuity of trained staff both at Central and Local Government implementing agencies arising from high rate of staff turnover as a result of frequent transfers at district levels (and even MLGRD level). This resulted in absence of a coordinated focus on the locality LED objectives. There was inadequate and rather uneven understanding of the entire LED process including the framework across all the stakeholders' categories. Many implementers also found the whole LED process lengthy, bureaucratic, with complex tools and framework and with long time lags in between the planning and implementation steps. Private sector and community participation in the district level LED planning activities was also reported as inadequate. It seems local authorities were unable to put deliberate emphasis on bringing in the private sector to participate at different levels of operations.

KEY LESSONS

42. A detailed guiding and prescriptive LED framework is a pre-requisite for any LED start-up. This Framework needs sufficient period for communication and roll-out, even prior to its implementation. Success of LED largely depends on public, business and NGO partnerships, with Government acting mainly as a facilitator. This partnership needs to be complete and continuous all along the LED processes. Once ownership and implementation momentum has been created, continuous capacity building and sustaining interest through early implementation of show-case / catalytic tangible economic projects that arise from LED process are essential. Successful LED process and indeed more complete effectiveness of the LED framework would require that all provisions in its work plan are implemented without a break, and this requires putting in place sustainable financing mechanism. Systematic documentation of all learnings and experiences (intended and unintended) is necessary at this pilot stage. Failure of the pilot phase to even belatedly inform completion of the LED

framework is in part due to inadequate systematic documentation of key lessons, and lack of functional monitoring and evaluation and documentation of key assumptions and risks.

RECOMMENDATIONS GOING FORWARD

43. The LED processes and mechanisms, right from framework development are multi-sectoral and very engaging by their very nature and coverage. Therefore to master and own up to all the processes, there is need for extended preparatory and learning period for all implementers and stakeholders at each step and enable effective cascading and contextualization. Seeking workable ways to bring everyone on board prior to the roll-out as also shown by successes in countries like South Africa is a pre-requisite. This requires developing and implementing a communication strategy. Deepening implementation in the present pilot areas for a longer period of time by implementing identified economic and tangible projects is recommended. Sharing all available information about LED, discovering strengths and complementary roles of all key actors well in advance before introduction of LED to a locality generates a fertile ground for stakeholder ownership and take off of LED once brought into a locality. To operationalise the legal provisions in LG Act 2012 that embed and institutionalise LED formally at both Central and Local Government.

4.3 Implementation of Capacity Development for LED

- *to facilitate capacity development for LED planning and implementation at national and local levels;*

DESIGN OF CAPACITY DEVELOPMENT COMPONENT

44. This component focused on enhancing the knowledge and skills of individuals, institutions and stakeholders involved in planning and implementing LED at national and local levels. The intended objectives were to:

- a) Identify capacity gaps in institutionalising and coordinating LED planning and implementation at national and local levels;
- b) Design, conduct and facilitate orientation and training programmes on the relevant tools at national and local levels in support of LED planning and implementation;
- c) Develop LED knowledge products that inform the content of LED skills development, and;
- d) Mainstream LED capacity development into national institutions responsible for skills development.

45. Realisation of capacity building objectives was to enable relevant personnel within the pilot districts, local authorities, MLGRD and BAIA, to undertake the necessary LED processes and implement development activities. In addition, the oversight capacity of councillors and the senior administrative leadership of councils in the pilot areas, MLGRD and BALA were to be strengthened through an integrated capacity development that includes effective service delivery and monitoring.

CAPACITY DEVELOPMENT IMPLEMENTATION PROCESSES

46. The LED capacity development was undertaken at both national and local levels. Its start-up dates as far back as 2012 under UNDP funding but without technical expertise on LED. National level capacity building involved the Technical Advisor (TA) provided by UNDP providing on-the-job mentoring, working with and guiding focal staff at MLGRD, BALA and the districts. Study tours were also undertaken – together with selected district leaders to understudy and benchmark with best international LED experiences for example at global LED forums. Notable among the forums was the one held in Italy in which all the 4 pilot districts participated.

47. A capacity assessment was undertaken in the 4 pilot districts and a report produced in August 2013. A subsequent capacity building programme was developed and implemented in the 4 pilot districts. It targeted both elected and administrative leadership as well as the officers in the districts. Capacity development at local authorities' level was undertaken mainly through orientation, seminars and actual skills imparting trainings both in site and in centralised locations. The duration of the trainings varied according to objectives. Training sessions on understanding LED, undertaking the LEA process and development of LED strategies were held on site. More technical trainings such as development of value chain maps and development of bankable business plans were conducted for technical task teams including LED commissioners and district leadership at central locations with the facilitation of consultants.

48. The national LED implementing team, which included MLGRD, BALA and the LED Technical Adviser, trained an average of ten (10) technical task team members from each of the districts. The trained teams then went back to train the rest of the teams in their districts. From responses during field interviews, all districts did participate in these awareness and capacity building trainings. The four pilot districts received additional task-specific capacity building prior to undertaking each of the LED planning and implementation stage. This involved developing and taking the implementing staff through the guidelines for LED mainstreaming and integration into LGs, and for undertaking LED as a whole, including strategy development.

COMPLETION PROGRESS AND ACHIEVEMENTS

49. Status to which the intended capacity building interventions were completed is summarised in Table 4.1 below.

Table 4-1: Completion status of planned capacity building actions in the LED process (less knowledge products)

Planned Capacity Building Actions	Capacity Building Actions Completed
a) Identify the capacity gaps in institutionalising and coordinating LED planning and	<ul style="list-style-type: none"> • LED unit established at MLGRD, and one of the earlier 3 staff mentored and trained coordinates and facilitates LED country-wide. • LED implementation units formed within existing structures in 15 districts (except Selebi Phikwe). LED Units, LED Focal Persons, LED TTTs, LED Stakeholder Forums and LED Commissioners are in place to specifically manage the LED process.

Planned Capacity Building Actions	Capacity Building Actions Completed
implementation at national and local levels;	<ul style="list-style-type: none"> • Led units are institutionally located in the office of the Council Secretary; the Economic Planners in councils are the LED Focal Persons who drive LED as an additional responsibility to their functions.
b) Design, conduct and facilitate orientation and training programmes on the relevant tools at national and local levels in support of LED planning and implementation;	<ul style="list-style-type: none"> • Awareness creation sessions were conducted on LED purpose, scope and roles of respective units; • Three MLGRD officers were trained, coached and mentored by the LED Policy Adviser, and they collectively continued to train Local Authorities; • TTTs in all 16 districts received training as a group and as separate local councils. These then trained their respective councillors, LED Stakeholder Forums and other technical staff on LED planning and implementation. • The LED Units, LED TTTs, LED Commissioners and LED Stakeholder Forums in all the 4 pilots were trained and facilitated to undertake local economic analysis, to formulate LED strategies, to develop value chain maps, business concepts and bankable business plans, and to develop advocacy & communication plans for their district strategies in their respective local councils; • Training in M&E, knowledge and lessons documentation was also undertaken but incomplete.
c) Mainstream LED capacity development into national institutions responsible for skills development.	<ul style="list-style-type: none"> • LED Unit established in the Department of Local Governance and Development Planning in MLGRD; • RDC assigned function of National LED Forum in LED Framework and Action Plan; • Training curriculum for LED skills development was not developed for integration into the curricula at University of Botswana.

The local authorities implementing staff and targeted communities alike expressed usefulness of training (@ 90% of those interviewed), and the need for more capacity building, which they would prefer decentralized and held at venues more proximate to their locations for increased stakeholder participation.

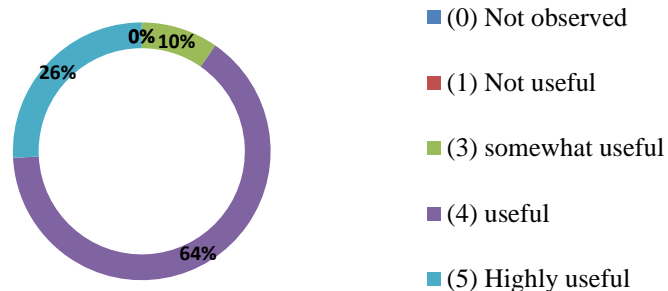


Figure 4-3: Usefulness of LED capacity development in preparing implementing teams

ENABLING AND CONSTRAINING FACTORS

50. Use of comprehensively developed tools and approaches to guide all stages in the LED processes was a great enabling factor. Well understood project framework and functional structure was a great enabling factor in capacity building. There was speedier implementation and greater reach in districts where the planning office as focal point received collective local support from the rest of Local Authorities staff, and there was continuity of project focal persons in offices, and continuous staff capacity building and empowerment undertaken by qualified personnel. This is because capacity building component in the LED process brought on board cadres of staff other than traditional planners through Technical Task Teams (TTTs).

51. There appeared to be persistent inadequacy of technical skills – partly as a result of low staffing levels coupled with high staff turnover and transfer of focal persons – even at

national level. During the pilot phase, the trained staffs were transferred to other ministries and / or on their own found jobs in other organizations, and this was a major constraint. This meant that not full use was made of the intermittent capacity building interventions. Insufficient capacity building of community and private sector stakeholders was a definite constraining factor. Delays in successive follow-up meetings, limited training time and unfavourable geographically centralized trainings that do not allow for wider local level participation in the trainings reduced the efficiency of training.

KEY LESSONS

52. Introducing new work processes and intervention brings in other usually wider unintended benefits. All district teams agreed that they learned new and revived dormant skills such as research and data analysis. The immediate experience is that a successful LED process is a collective process and engages diverse stakeholders and economic players. This must be accompanied by building of capacities. The LED process requires more time for the teams responsible for implementation to comprehend the process and the tools, and relate them to their day to day work.

RECOMMENDATIONS GOING FORWARD

53. Enhanced capacity building is needed to integrate policies, strategies and programmes for addressing multi-dimensional poverty and strengthening coordinated implementation [eg, LED, Cluster Development, Economic Zones, and Poverty Eradication]. At the Local Government and community levels, capacity building should be decentralised and conducted in regional or even district centres proximate to a wide range of stakeholders to increase their representation during capacity building sessions. Slack period intervals between capacity building sessions and the next scheduled tasks need to be shortened / eliminated to ensure application of skills and knowledge. Government to continue focus on building requisite capacities of all key stakeholders; capacity building of Small, Medium and Micro Enterprises (SMME); capacitate districts on Public Private Partnerships; benchmark on best practices and effectively monitor implementation. Building capacity of institutions responsible for empowerment and coordination of the private sector at all levels is useful for creating sustainability measures for human and institutional capacity development programmes as a continuous activity. Up-scaling needs to incorporate continuous capacity building, both task-specific and general empowerment oriented, and implementation need not be centralised but taken closer to the targeted groups by holding capacity building sessions at regional centres that group a number of districts together. As Government undertakes the planned roll out of LED to the whole country, the major challenge of retaining many of the trained staff to implement the LED in their designated stations needs to be mitigated. Large scale and institutionalised development of LED skills can create a critical mass of capacitated personnel, who will always be available at any one time to undertake LED processes, irrespective of staff transfers. Expediting work with appropriate institution of higher learning to develop and implement suitable curriculum for sustained training of LED students is urgent. More funding also needs to be provided specifically for capacity building.

4.4 Implementation of LED Piloting in four of the sixteen districts in the country

- to pilot LED planning and implementation in Chobe, Kgalagadi, Sowa Town and Francistown, draw lessons and inform LED policy development, planning and implementation;

DESIGN OF LED PILOTING COMPONENT

54. The LED pilot track implemented in the four selected districts sought to test the application of the key LED process, draw lessons and inform LED policy development, planning and implementation. Botswana LED planning and implementation was designed as a six (6) stage process out of a total of 10 ideal stages for this medium term strategic type of planning. At the district implementation level, the six (6) stages were further combined into five (5) stage process. These are comparatively shown in figure 4.4 below.

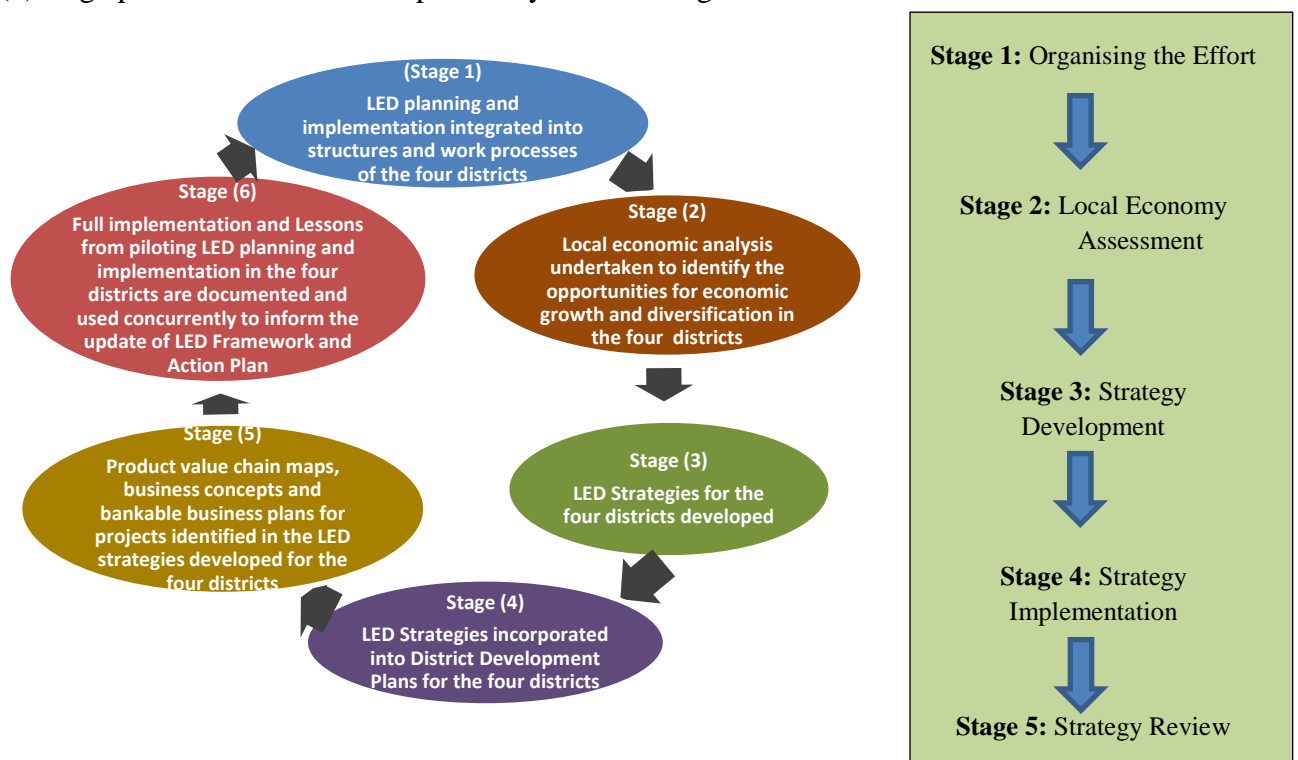


Figure 4-4: The six and adopted five stage design in piloting LED

IMPLEMENTATION PROCESSES FOR LED PILOTING

55. The four pilot districts of Chobe, Kgalagadi, Sowa Town and Francistown specifically applied draft guidelines in the step-wise processes including; undertaking Local Area Assessment; identifying economic projects and, capacity development interventions that were implemented for both technocrats and politicians. The five (5) adopted LED piloting stages combined a strategy development and incorporation in DDPs / UDPs as one stage. LED incorporation in DDPs needed to be a separate stage, which would have better and enduring application when carried out after lessons from piloting have been used to revise the strategies. The processes in each of the five adopted stages are presented in Table 4.2 below.

Table 4-2: Adopted five-stage sequence of LED Planning Process

Stages of LED	Involving
Stage 1: Organising the Effort	Mapping of stakeholders, LED orientation workshops and setting up implementing structures.
Stage 2: Local Economy Assessment	Undertaking a scan of the local economy with stakeholders including undertaking environment enabling surveys, validating the assessment reports with stakeholders district structures.
Stage 3: Strategy Making	Developing interventions to address the priority challenges, appropriate policy responses, potential programmatic and project interventions to promote economic growth and diversification in the district as contained in the LED strategies produced.
Stage 4: Strategy Implementation	Implementation of a strategy.
Stage 5: Strategy Review	Strategy review to be done every two years to see if the intended intervention activities are still relevant to the local circumstances. The strategy is subject to change depending on the findings of the review and the prevailing local economic trends.

COMPLETION PROGRESS AND ACHIEVEMENTS

56. Out of the five (5) steps adapted in LED planning and implementation as described in chapter three, and also indicated in table 4.2 below, districts were able – as at the time of this evaluation to fully implement the three stages of:

- a) Organising effort (*setting up structures and governance for implementation, stakeholder mapping, and integrating LED planning and implementation into structures and work process of districts with the following functional entities established and capacitated: LED Units, LED Focal Persons, LED Technical Task Teams, LED Stakeholder Forums, and , District LED Commissioners*);
- b) Local Economy Assessment, (*involving LED orientation workshops and listing main economic products identified and prioritised, with pro-poor business value chain and business plans development*);
- c) LED strategy development *with catalytic projects identified.*

57. The remaining two stages not completed include;

- d) Strategy implementation (*to be done by all the main actors. This to be centred around the main economic products of the district, starting with catalytic projects*), and;
- e) M&E and review of the LED strategy (*to be done every two years to check if the intended interventions and activities are still relevant to the local circumstances and the prevailing local economic trends*).

58. Table 4.3 below shows a list of key tools prepared and applied during each stage of the LED planning and implementation process. It indicates tools that were fully developed++, those that were planned for but were either not completed** or not developed at all###. It also recommends which tools need to be revised and modified prior to application in phase II, and those that can be applied as they.

Evaluation of Botswana-LED Planning and Implementation Project

Table 4-3: Summary of tools produced for each stage of the LED process

Stages of LED Adopted	Tools and Guidelines developed	Use in Up scaling <i>(Apply as they are; Modify; or Not use at</i>
Stage 1: Organising the Effort <i>(Mapping of stakeholders setting up implementing structure, and LED planning and implementation integrated into structures and work process of districts).</i>	15. ++ Guidelines of Integrating LED planning and implementation into Local Councils;	15. Modify
	16. ++ Standard Operating procedures for LED units, TTTs and LED Forums (ToRs).	16. Modify
Stage 2: Local Economy Assessment <i>(LED orientation workshops and listing main economic products identified and prioritised)</i>	17. ++ Guidelines on Undertaking Local Economy Assessment (LEA) in Botswana;	17. Apply with slight simplification
	18. ## Participatory PEMS tool for local councils	18. Develop
Stage 3: Strategy Development <i>(Together with main actors for implementing the strategy.)</i>	19. ++ Guidelines on Formulating LED Strategies	19. Modify
	20. ++ District profiling manuals;	20. Apply
	21. ## LED planning and implementation practice manual.	21. Develop
Stage 4: Strategy Implementation <i>(To be centred around the main economic products of the district – therefore includes value chain mapping and developing bankable business plans)</i>	22. ++ Templates for value chain development;	22. Modify
	23. ** Guidelines on Product Value Chain Mapping and Bankable Business Plans	23. Modify
	24. ## Systems and procedures to facilitate civic participation in LED (community Action Planning manual);	24. Develop
	25. ## Manuals on plugging resource leaks in localities;	25. Do not use
	26. ## LED promotion funding template;	26. Develop
Stage 5: Strategy Review <i>(Periodic for improvements based on lessons)</i>	27. ## National Guidelines on LED Planning and Implementation, containing templates for capturing LED chapters in the district and urban development plans;	27. Develop
	28. ** M&E guidelines.	28. Modify

NB: ++ Guidelines Completed; ** Guideline development still on-going; ## Guidelines not developed.

59. Implementation performance was assessed in both periodic progress reports and obtaining views from interviewed stakeholders. Key informants were asked to estimate percentage completion of the planned actions to realise the expected targets / outcomes in the 5 years of the LED process. Respondents were guided to assess this by non-weighted counting of completed actions and deliverables under each output and outcome as percentage of total planned.

Overall LED planning process completion average in the four pilot districts is 59 %, with outcome three on: capacities built and LED implementation structures established recording the highest completion average in all four pilot districts of 62 %. Outcome two on: Completed and approved knowledge products were the least completed in all four pilot districts, standing at 54 % completion.

Evaluation of Botswana-LED Planning and Implementation Project

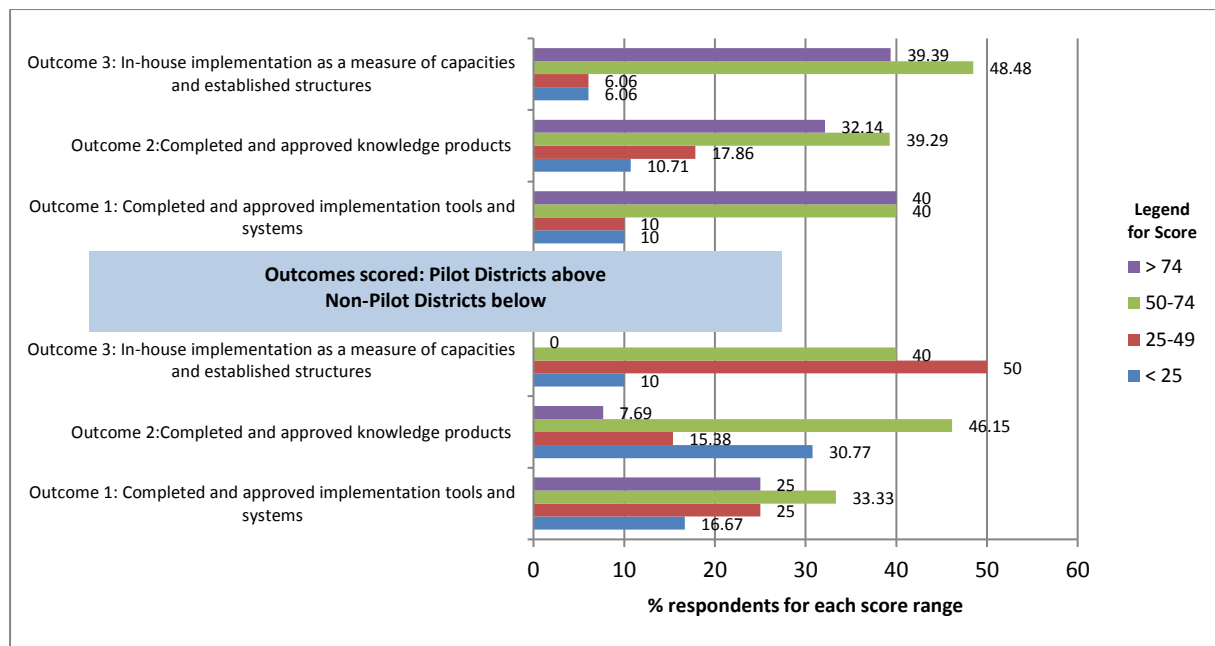


Figure 4-5: Reported ranges of LED outcome level completion scores

60. Figure 4.5 above presents the LED project target groups’ own measure on the extent to which they have achieved the planned three main outcome indicators. These are:

- a) Level of development and approval of LED implementation *systems (guidelines and tools for skilling implementers to enable them implement LED)*;
- b) Level of completion and approval of knowledge products such as (*LEAs, Strategies, Business concepts, as well as M&E systems to monitor implementation*), and;
- c) The extent to which LED planning and implementation work was carried out in-house, and extent to which structures were set up and operational, as a measure of capacity built.

61. Key informants were asked to give a score out of 100 on the level of completion of each outcome area. Because of the large variations of scores received, the data was analysed in categories of 25 points as indicated in the legend in the fig. 4.2, and each represented by a different colour. The % out of the total respondents whose score was within one given range were put in one category and indicated at the tip of each bar as the % out of total respondents that gave this score range. The four pilot districts on average had more respondents scoring percentage completion of the main three outcomes above 74% compared to the non-pilot districts. The non-pilot districts also made some progress in implementing each of the three outcomes because LED Framework (as well as general capacity development) were undertaken in all the districts. The four pilot districts were however given extra financial and technical support together with activity specific training to undertake LEAs and develop LED strategies.

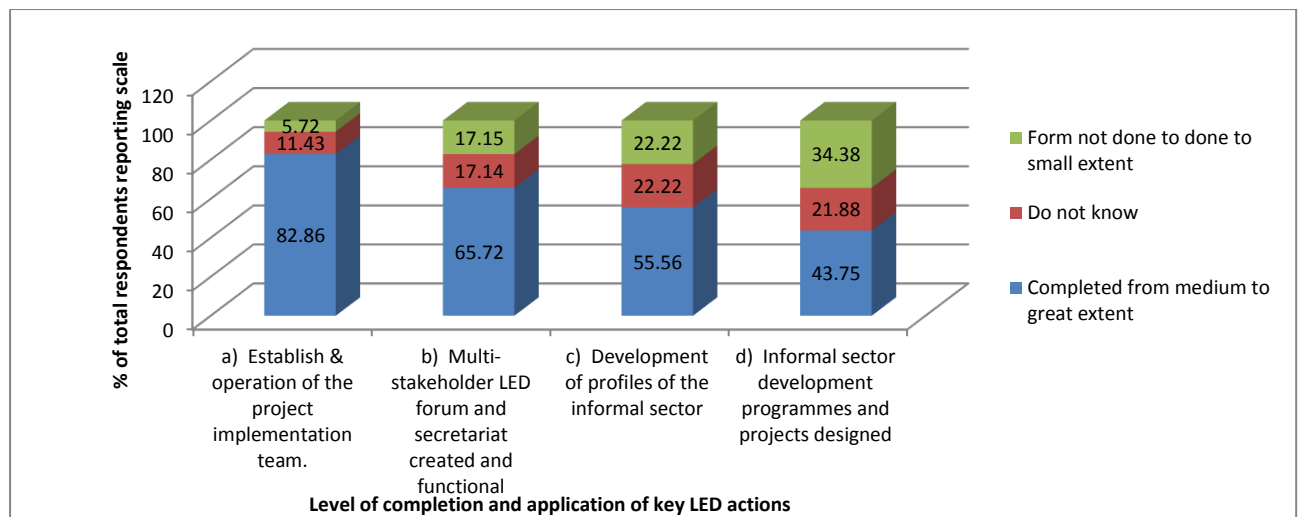


Figure 4-6: Assessed completion and application levels of four key LED planning deliverables

62. To further triangulate this evidence in fig. 4.5 above, stakeholders were asked to what extent the following four critical results and action clusters were completed and applied during the LED planning and Implementation process:

- a) Establishment, orientation and operation of the project implementation team.
- b) Creation and functioning of multi-stakeholder LED forum and secretariat.
- c) Development of profiles of the informal sector [size, trends, activities, challenges, and opportunities] in the pilot Districts.
- d) Designing informal sector development programmes and projects in each of the pilot Districts

63. From the perspective of Development Partners (UNDP and CLGF), enabling systems were made available to support the five key stages of LED framework implementation. In general, the LED activities they supported have heightened awareness on the developmental role of local government in Botswana, and in line with the objectives of national development.

64. Table 4.4 below shows a summary performance of the four LED pilot districts in piloting all the eight components as designed in the LED pilot framework. Performance levels and quality in each of the four districts individually is contained in Annex 8.1(1b)

Table 4-4: Summary of LED Performance in the four Pilot Districts

Component	Key Achievements	Issues/ Challenges / Constraints	Main Recommendations
1) LED Policy Framework	<ul style="list-style-type: none"> District implementation well underway. All four districts applied Framework as a guide in planning LED along the five adopted stages (<i>stakeholder mapping &</i> 	<ul style="list-style-type: none"> Some Framework provisions of: LED Fund, Formal Training and Research; Empowering communities (Civic participation); M&E system at local level yet to be 	<ul style="list-style-type: none"> Phase two (both roll-out & deepening) to implement LED Funding strategies, Civic participation, Training and Research &

Evaluation of Botswana-LED Planning and Implementation Project

Component	Key Achievements	Issues/ Challenges / Constraints	Main Recommendations
	<i>setting up structures, LEA, developing LED strategy, implementing the strategy, Reviewing the strategy.)</i>	implemented; <ul style="list-style-type: none"> LED PMC yet to be established 	operationalize M&E & Communication strategies
2) Capacity Development for LED	<ul style="list-style-type: none"> Structural capacity gaps identified and plugged; Awareness, orientation, skills training done; 60% of planned Skills development; knowledge products & tools developed & used 	<ul style="list-style-type: none"> Wider coverage and localized training needed; Completing remaining 40% of knowledge products 	<ul style="list-style-type: none"> Institutionalizing capacity development through curriculum, & research Increased and sustained training to achieve critical mass of skilled personnel
3) LED Piloting in 4 Districts	<ul style="list-style-type: none"> Three out of five pilot phases completed (organizing efforts, LEA, strategy development) Little variation in coverage across the four pilot districts 	<ul style="list-style-type: none"> Implementation of district strategy with catalytic projects awaits funding Remaining two pilot stages yet to be implemented 	<ul style="list-style-type: none"> Establishing sustainable resourcing mechanism Phase two to implement the agreed six stages, each given sufficient time, effort and coverage.
4) LED Knowledge Products	<ul style="list-style-type: none"> Guidelines developed at national level & applied at district on; LED integration, SOPs, LEA, Strategy formulation, Value Chain development, 	<ul style="list-style-type: none"> Guidelines still under development: Product Value Chain mapping & Bankable Business plans; Guidelines not developed: PEMS tools, Resource leaks plugging, LED funding promotion, capturing LED in Local development plans, M&E 	<ul style="list-style-type: none"> Completing development of guidelines; Further training on use of guidelines; Revising and simplifying guidelines.
5) Financing LED	<ul style="list-style-type: none"> Resources allocated through MLGRD by Central Government Grant Transfers with pre-determined programmes 	<ul style="list-style-type: none"> Multi-pronged funding sources including LED Fund not operationalized. Funds provided to districts inadequate for implementing LED Framework Plan 	<ul style="list-style-type: none"> Emphasizing multi-pronged & complementary resource mobilization, including setting up an agreed version f LED Fund
6) M&E System for LED	<ul style="list-style-type: none"> Both LED Framework and District LED strategies provide for development and operationalization of M&E systems. One-off training on M&E provided to districts 	<ul style="list-style-type: none"> Provisions for M&E not operationalized Training not followed up with guidelines, templates and formats for operationalization 	<ul style="list-style-type: none"> On-going national M&E system development to be adapted for local level implementation
7) LED Stakeholder Coordination	<ul style="list-style-type: none"> Administrative structures, personnel, tools and stakeholder platforms set up; Provisions are defined for engagement of all stakeholders but differentially 	<ul style="list-style-type: none"> Partnerships yet to be operationalised to promote communities empowerment & civic participation; Low participation of communities & private sector. 	<ul style="list-style-type: none"> Operationalising mechanisms for effective stakeholders participation & ensure their commitment & fulfillment of their

Component	Key Achievements	Issues/ Challenges / Constraints	Main Recommendations
	implemented across pilot districts		obligations; <ul style="list-style-type: none"> • Broadening stakeholder partnerships
8) LED Programme Management	<ul style="list-style-type: none"> • National and Local institutional and systems implementation mechanisms established; • Resource flow, timeliness of implementation, and coordination ensured 	<ul style="list-style-type: none"> • Long time lags in between LED stages – as a result of inadequate and high turnover of staff. • Inadequacy of trained staff threatens continuity 	<ul style="list-style-type: none"> • Oversight function needed propping up with a well-functioning M&E system; • Training more staff

ENABLING AND CONSTRAINING FACTORS

65. Field survey provided clear evidence from responses during interview and focus group discussions that districts with high ownership of the project by leadership and somewhat lower rate of staff turn-over accomplished planned actions faster with better results. Continuous staff capacity building and empowerment undertaken by district staff trained by the central LED Team contributed to the successes in LED pilot planning stages achieved thus far. The implementers asserted the need for greater stakeholder involvement and inclusiveness in all the LED process with all stakeholders (including business sector, CSOs, communities) right from design phase through to implementation, which would lead to better success. This together with regular dissemination of project information – constantly shared with all stakeholders would have created greater ownership and better understanding of the whole still abstract LED process. This is also supported by experiences from other countries, which can be seen from the case study of the South African Mandela Bay Development Agency (MBDA): A successful example of *pursuing a more inclusive, innovative and integrated approach to urban renewal*. The MBDA revolved around an open minded idea-generating development forum. This made politicians, officials, business owners, workers and community members, including young people, feel part of the local economic development agenda through public participation processes.

66. Main constraints to full completion of the five adopted stages for LED implementation in the four districts was lack of continuity and therefore inability to complete in time the LED planning, building on the impetus provided from the training and guidance from the national Team from MLGRD, BALA and the Technical Advisor. This discontinuity arose from frequent transfer of trained Economic Planners whose key role was to coordinate the Technical Task Teams. More funding was also required for actual implementation of the LED Framework Plan and its subsequent review, including catalytic projects.

KEY LESSONS

67. By its very nature, LED needs to have the private sector as a core “driver” through for instance initiating, generating and implementing business ventures, bringing in the much

needed financial, entrepreneurial, marketing and even technological skills, etc. Districts needed timely special support from the centre to complete critical activities to which the preceding activities depended so that they can move to the next activities. A case in point is the LEAs for which some districts needed external support to complete. These activities took long to complete and this affected the rest of the dependent activities such as stakeholder profiling, developing business concepts and district strategies. It is also critical to always monitor assumptions that (a) stakeholders are automatically (without external incentives) interested in rallying behind a common LED strategy which they do not quite understand fully, and / or did not have input in developing, and; (b) that the private sector has the capacity and will make investments towards enhancement of the local economy, especially where free market is not assured.

68. LED process is quite involving and demanding. The need for continuity in focus requires stable staffing with continuous in-service refresher capacity building to drive the LED process on a continuous basis to a level it gets embedded in the daily and usual business of the districts and lower administrative structures. Removing perception of LED process as a stand-alone approach to development planning requires continued mobilization and engagement. It is this perception that creates a call from LAs for them to be allowed to set up a dedicated LED office, have a dedicated LED officer etc, all of which go against the ideals of mainstreaming. To reach a point where LED is considered as normal routine roles and functions of the LA is what would demonstrate full mainstreaming. Reaching this stage takes a considerable period of repeated planning and implementation of the LED provisions as part of the normal DDP / UDP processes. It might therefore be asking too much to require the LAs to mainstream LED at this point in their DDPs. This will require going through at least two DDP / UDP planning cycles.

RECOMMENDATIONS GOING FORWARD

69. The Local Government Act developed in 2012 merged the local government laws in Botswana in order to ensure synergy, uniformity and coherence in the development and management of the local government sector, while also giving councils power to exercise good governance and take responsibility for the development in their localities. This process needs to be strengthened at central Government level as well. Creating a coordinated functionality among the various role players across all stakeholder sectors within central government is a necessary strategic shift to optimise the effects and impact of LED. This will ensure that LED planning, coordination and implementation is well aligned, and that necessary support to LAs is better coordinated and optimised. At the moment, MLGRD and BALA are performing a huge task which would be better and more efficiently performed when delegated and spread out between all concerned sector ministries. These sector ministries would require an authoritative coordinating entity – perhaps one that also approves their work plans and budgeted resources and monitors their implementation and expenditures. Elaborate, modify and simplify and where needed translate developed tools and guidelines for broader local understanding, and complete tools not fully developed.

70. For implementation of the identified catalytic projects, LED needs to go beyond only government and development partners' funding and explore funding opportunities with the private sector and any other potential sources such as independent grants, equity, loans, donations. Development Partners appear ready to help local authorities to develop effective and convincing bankable business plans that will garner the interest of the private sector, for instance through building capacity in the development of these bankable business plans based on robust economic analyses. Increased responsiveness of LAs to these opportunities through for instances assigning personnel to make continuous follow up need to be in-built into the LED up-scaling phase.

71. LED is led by government through policies and sustaining a conducive fully serviced environment. This is as opposed to Government actually undertaking economic activities. It is well known World over that Government is not very efficient in conducting market businesses, but excellent in providing the right environment for this to thrive. The private sector should therefore be the driving market business operator in terms of economic innovations, financing, actual production and marketing, etc. There is need to implement catalytic projects in a phased manner once a scan of the local economy and updates of business plans have been undertaken, to sustain momentum and enthusiasm.

72. The recurring issue of project staffing needs to be addressed in a sustainable and holistic manner. Making quick fixes of appointing dedicated LED officers, setting up a separate LED office might be a short lived emergency necessary to drive the process at this start-up pilot phase, and in causing LED to become a "household" name. However the long-term strategy should be having ALL LED related functions mainstreamed into the established LA roles and functions, particularly the DDP / UDP planning and monitoring functions, and also as routine plan implementation roles and functions of the sector staff in the LAs. This means that LED functions should be part of the mandates with performance incentives such as having the individual staff and whole Local Authority performance contracts, appraisals and any reward system incorporating LED. For the LAs, this could also become conditions for increasing transfer grants. This also means that any orientation of new staff should include LED operations as well. The integration of LED in the existing national & local administrative structures and plans for effective coordination needs to be a continuous process in all planning cycles. This should not be a rushed one-off item in the LED planning and implementation process. It means having LED as a legally binding constituent part of the DDPs and UDPs.

4.5 LED Knowledge Products Implementation

To support the development and documentation of flagship knowledge products including policies, strategies and guidelines for LED planning and implementation;

DESIGN OF LED KNOWLEDGE PRODUCTS COMPONENT

73. The focus was to develop LED knowledge products that inform the content of LED skills development. Systems and tools formed part of the LED strategies that guide implementation as follows:

- a) *Local economy assessment [LEA] reports and LED strategies developed in Francistown, Sowa Town, Chobe and Kgalagadi Districts.* These documents also detail the lessons and experiences of each of these processes in each of the 4 districts.
- b) *Development of tools for mainstreaming and implementing LED at the national and local levels,* such as manuals, guidelines, templates, matrices, checklists and others to guide local authorities in each of the stages involved in LED planning, implementation and management.
- c) *Systems to improve service delivery institutionalise and implement LED at national and local levels developed.* This was designed to deliver robust monitoring, evaluation and reporting systems, knowledge management systems and advocacy and communication strategies at the national and local levels. The robust systems would be the basis for the MLGRD, BALA and the pilot local authorities to effectively monitor and evaluate LED project performance; systematically document knowledge and learn throughout the project cycle, and; ensure that at all times, stakeholders understand project objectives and requirements, and their specific roles. The knowledge emerging from the pilots was to be disseminated at the national, local and regional levels. The 4 pilot districts were facilitated to develop monitoring plans, advocacy and communication plans.

LED KNOWLEDGE PRODUCTS IMPLEMENTATION PROCESSES

74. Effort was directed to providing local authorities capacity and support to complete the adopted five (5) steps of LED planning. Accordingly, out of the design three outputs above (a, b and c) under knowledge products component, the implementation was completed on outputs a) and b), while the third output c) below was started but not adequately completed:

COMPLETION PROGRESS AND ACHIEVEMENTS

75. The following tools were therefore developed, mostly for use in building capacity of local LED implementers:

- a) *Guidelines on undertaking Local Economy Assessment [LEA] in Botswana and development of LEA reports in the districts.* The initial plan was to develop a comprehensive profiling manual for Botswana integrating environment and population dynamics. This was to be developed with Poverty Environment Initiative [PEI] and Population Development Coordination in the Ministry of Finance and Economic Development funded by different development partners and coordinated by UNDP. A draft Local Economic and Business Environment Assessment [LEBEA] manual was developed through coordination of UNDP. However, the PEI was phased out during LED project. As a result, the following two separate tools were developed; guidelines on undertaking local economy assessment in Botswana and manual on district population profiling including district population profile for Kgalagadi.
- b) *Guidelines for integrating LED in Local Governments in Botswana;*
- c) *Guidelines for LED strategy formulation;*
- d) *Templates for value chain development;*
- e) *LED framework and Implementation Plan for Botswana*

76. Development of an M&E system for LED in Botswana is still an on-going process. Districts were facilitated through a Consultant to develop M&E plans, advocacy and communication strategies. Data was not systematically generated, packaged and stored in some easily retrieval format for continuous management support and guidance in policy and decision making in the pilot districts, with the exception of Chobe and Kgalagadi, where this has been started. This is an area requiring full support and attention during the deepening and scaling up phase. It is commendable that the programme supported by CLGF has considered embedding development of M&E plans in the district strategies as proven successful in the LED Pilot.

77. Specific assessment was made during field interviews and FGDs on whether manuals and guidelines for LED planning and implementation were developed and applied, and if these systems and tools were useful, and aided local authorities in undertaking LED actions successfully. As shown in fig 4-7, there was an overwhelming acceptance in both cases at over 90% in the pilot districts.

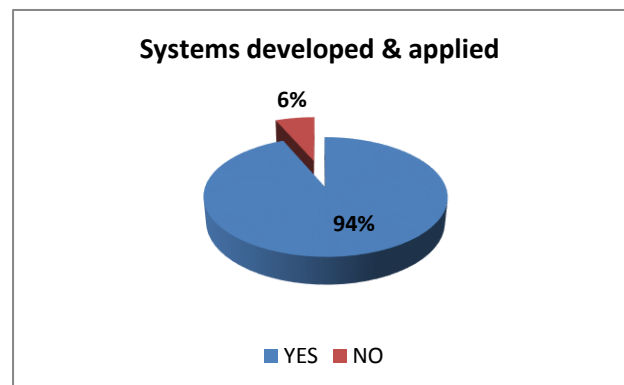


Figure 4-7: Assessed levels of development and use of LED planning systems in pilot districts

ENABLING AND CONSTRAINING FACTORS

78. Existence of national LED framework that guided knowledge management processes, including development and application of the guidelines for LED planning and implementation is a foundational enabling factor. The support training, particularly prior to each stage of LED process stage greatly helped.

79. There were some application constraints during the pilot LED processes: Field interviews and observations indicated that information was not adequately disseminated to the public. Communication plan and M&E strategy were not operationalised. This greatly hampered systematic documentation of pilot phase lessons and experiences. The activity reporting which was undertaken (as seen in the quarterly and half yearly reports) did not have proper templates for capturing lessons. An M&E system would have provided for this. Some of the respondent users still found these guidelines to be cumbersome and complicated, perhaps a consequence of inadequate exposure to, and not being systematically taken through and enabled to have prior practice with the guidelines. Therefore some processes have not been mastered by all concerned implementers to enable suitable and effective cascading and contextualization of the entire LED process to stakeholders.

80. Some of the guidelines were not complete at the time of conducting LED implementation such as; Guidelines on Product Value Chain Mapping and Bankable Business Plans, while others were not developed at all. These included: LED planning and implementation practice manual; Systems and procedures to facilitate civic participation in LED (Community Action Planning manual); Manuals on plugging resource leaks in localities; LED promotion funding

template; National Guidelines on LED Planning and Implementation, containing templates for capturing LED chapters in the district and urban development plans, and; M&E guidelines.

KEY LESSONS

81. There were mixed reactions to the guidelines. Some implementers found the guidelines useful in a sense that they helped them undertake LED planning. The interpretation here is that if there were no guidelines, they would not have been able to undertake any LED implementation at all. On listing constraints however, some of the respondent users still found these guidelines to be cumbersome and complicated.

RECOMMENDATIONS GOING FORWARD

82. Further elaborate, simplify and where needed even translate the tools and guidelines for broader local understanding. This to include reviewing the Revised Planning Handbook to deliberately make provisions for a platform for private sector participation beyond LLCC. The LED process requires the teams responsible for implementation to take more time comprehending, practising and getting a common understanding of the process and the tools applied.

4.6 Implementation of Financing LED Component

Focused on facilitating the development of a multi-pronged system to finance LED planning and implementation.

DESIGN OF COMPONENT ON FINANCING LED

83. The LED framework and implementation plan for Botswana provides for development of a national system to mobilise, allocate, use and account for financial resources that are deployed in support of LED.

IMPLEMENTATION OF LED FINANCING

84. The evaluation found that the Concept Note on the LED Fund was developed. However, the development of the LED fund will be considered under fiscal decentralisation. Therefore, the process to develop the Decentralisation Policy to anchor LED implementation in Botswana is urgent.

COMPLETION PROGRESS AND ACHIEVEMENTS

85. One (1) out of the initial six (6) planned deliverables under this component was implemented – based on the already existing central government transfer grants. This in part implemented the deliverable on; *Facilitating the development and operation of a national inter-governmental fiscal transfer system as part of decentralisation in support of LED.*

ENABLING AND CONSTRAINING FACTORS

86. Timely central government fiscal transfers with financial support from Development Partners (UNDP and CLGF) were the single enabling factors under LED financing. Transparent and effective utilisation of funds received enabled the accomplishments recorded to-date. However moving to implementation of identified and analysed bankable projects requires a lot more investment funds. More substantial funding is required to implement at least a minimum of eight (8) business projects as identified. Some of the LAs might be able to work out some cost sharing arrangements.

KEY LESSONS

87. The central government grant transfer system to LAs functions properly and quite transparently with good checks and balances. However, heavy reliance on this single source of financing particularly when moving to deepening and full implementation in phase II of LED will not adequately resource LED interventions. The core interest of the communities and private sector is implementation of the tangible (show-case) catalytic projects. This core interest of the communities and private sector constitutes one main incentive for their active participation. The delay in setting up the LED fund arising from changed Government approach further delayed the implementation of catalytic projects.

RECOMMENDATIONS GOING FORWARD

88. There is need in the second phase of LED to develop additional options for non-duplicative but sustainable mechanism to fund LED adequately. As earlier indicated, it is critical that LED phase II goes beyond only government and development partners' funding and explore funding opportunities with the private sector and any other potential sources such as independent grants, equity, loans, and donations. Review and selective operationalisation of the remaining five (5) multi-pronged mechanisms as suggested in the LED framework for LED financing is recommended. The five options that were not implemented in phase I and which need consideration include the following:

- a) Ensure that resources allocated to line ministries that have LED mandates are aligned and harmonised to support the integrated planning and implementation of LED interventions;
- b) Facilitate the establishment and operation of a national LED Fund to enhance the capacities of local councils, communities, private enterprises and individual entrepreneurs engaged in LED;
- c) Enhance the capacities of local councils to generate own revenues to support LED e.g., through property valuations, management systems, effective revenue collection and rating;
- d) Unlock financial resources from the domestic private sector to support LED by developing Local Financing Initiatives, and;
- e) Enhance the capacity of local councils and communities to plan, budget, manage and account for resources allocated to them in support of LED by developing Public Expenditure Management tools and capacitating local councils to use the tools.

4.7 M&E System for LED Implementation

- to support the strengthening of data collection and collation as the basis for informed decision making in LED planning and implementation management;

DESIGN OF COMPONENT ON M&E SYSTEM

Development of M&E system was initiated prior to the LED Framework. Both LED Framework and District LED strategies provided for development and operationalization of their in-built M&E systems.

IMPLEMENTATION OF LED M&E SYSTEM

89. Districts were facilitated through a Consultant to develop M&E plans, and advocacy and communication strategies, and some preliminary training was provided to districts on M&E. Full operationalization of M&E is needed in the scaling up phase II so that disaggregated data is systematically generated in all districts, packaged and stored in some easily retrieval format for continuous management support and guidance in policy and decision making.

COMPLETION PROGRESS AND ACHIEVEMENTS

90. Limited staff training on M&E, communication and advocacy was undertaken. This was not backed up by provision of operational M&E templates. There was however some disaggregated data in the districts of Chobe and Kgalagadi. Periodic reporting was undertaken by the districts without adequate templates for disaggregated data. Some districts (Chobe & Kgalagadi) initiated limited application of M&E in the implementation of their strategies. The rest of the districts did not systematically implement M&E plans, advocacy and communication strategies developed.

ENABLING AND CONSTRAINING FACTORS

91. The existing trained personnel are an opportunity that will require refresher hands-on training and mentoring. M&E was not embedded at the time of training districts on strategy development. The non-operational M&E system means that collection of disaggregated data, systematic recording of lessons and experiences will continue to be elusive, and management some decisions will be made blindly owing to lack of evidence backed by real data and information.

KEY LESSONS

92. A well understood and functional M&E system is critical and needs to be operational right at the onset of pilot programme such as LED. The design and operation of an M&E system that serves adequately at the formative stages of LED planning (well before tangible economic projects and benefit streams begin to emerge) is not a straight jacket like developing an M&E system and tools for clearly delineated, visible, quantifiable and tangible

outputs, impacts and outcomes. These would be like a school project or tree planting where you can count the outputs in terms of numbers of class rooms completed, desks provided or trees that have survived their first year on site, and later easily assess their impact on the communities. These come at the tail-end of LED, when actual investment projects start to operate in the communities, which can be upto 20 years from LED inception. M&E tools that can measure the intangible outcomes and impact arising from all the paper and software project outputs related to policies and technical advisory services are those that assess policy uptake by national stakeholders and the contributory attitudinal, procedural and behavioural changes.

RECOMMENDATIONS GOING FORWARD

93. It is essential to build capacity for Results Based M&E and implement MLGRD Sector Statistics Strategy. This will in a cascading manner support and strengthen LED coordination and monitoring at both national and local levels, with intensified M&E. As phase two gets started, M&E system should be part of development of strategies. Roles of existing staff to be expanded to fully cover M&E implementation, and their skills strengthened. Capacities of local communities to be developed to monitor development programmes. It is also recommended to implement MLGRD Sector Statistics Strategy, and empower local community governance structures to monitor development programmes.

4.8 Implementation of the LED Stakeholder Co-ordination Component

- *to ensure effective co-ordination of the LED project among national and local stakeholders and development partners.*

DESIGN OF LED STAKEHOLDER COORDINATION COMPONENT

94. This component was to develop institutional arrangements and partnerships for the coordination of LED implementation at the local level. The districts adopted the already existing structures such as Local Level Consultative Committee as the LED Forum while others preferred the District Development Committee. The guidelines on integrating LED in the local governments in Botswana are not prescriptive on this area and allows the local governments to adapt them to their peculiar circumstances.

IMPLEMENTATION AND COMPLETION PROGRESS OF STAKEHOLDER COORDINATION COMPONENT

95. Districts were provided with templates for, and facilitated stakeholder mapping and management. However, the evaluation found out that overall community participation and engagement including the private sector was minimal. In addition, partnerships were not operationalised to promote communities empowerment & civic participation.

ENABLING AND CONSTRAINING FACTORS

96. Experiences with other Government programmes were utilized. The preliminary training provided was an opportunity but this appeared to be mostly academic. Reports from the districts indicated that most forums did not actively include participation of the communities including SMMEs. High staff turnover at district as well as national PSC level caused some inconsistencies in participation and over delegation of members in the case of the PSC.

KEY LESSONS

97. Deploying and retaining qualified staffing in positions where they are needed most is usually a hard personnel management issue. In the same way bringing on board all relevant stakeholders is not a one-off simple task. This is a long-term evolving process that should be engrained in the fabric of the project, and deliberate effort and resources are necessary to enable effective and well-coordinated participation of all stakeholders. The stakes that the stakeholders have in the project need to be clear and appealing to each one of the stakeholders individually.

RECOMMENDATIONS GOING FORWARD

98. For LED to become an intrinsic part of normal establishment of the national level agencies and local authorities, sustainable ways of ensuring staff stability in LED relevant positions, particularly coordination of daily functions is critical. One way would be to have a critical mass of well trained personnel spread across all geographical and sector areas so that the need to move same personnel around becomes reduced. The long-term process of addressing this brings to urgency the inactivated pilot phase intervention of developing and operationalizing LED curriculum in University and other tertiary institutions. It is also important that Rural Extension Coordination Committee [RECC] of the RDC is capacitated to support LED implementation, especially in coordinating with other key stakeholders. Equally important is the need to identify and capacitate champions for LED preferably from private sector. LED provides for active participation of other cadres beyond planners. Capacity building for project implementation would thus be vital. Develop and implement manual on civic participation as provided in the LED Framework

4.9 Implementation of LED Programme Management Component

- to provide technical leadership, guidance and effective management of the LED project including the management of development partners and consultancies commissioned to facilitate LED planning and implementation.

DESIGN OF LED PROGRAMME MANAGEMENT

99. Main focus of this cross-cutting service component entailed the development of appropriate institutional arrangements to manage the project effectively in order to optimise its planned outcomes.

IMPLEMENTATION OF LED PROGRAMME MANAGEMENT

100. National and local institutions, including PIT and systems ensured, resource flow, timeliness of implementation, and coordination. There were long time lags in between LED stages as a result of inadequate and high turnover of staff. The management process was constrained by lack of a well-functioning M&E system for the oversight function.

COMPLETION PROGRESS AND ACHIEVEMENTS

101. The Project Steering Committee comprising MLGRD, BALA, UNDP, CLGF and the 4 pilot districts was established and oriented. It was operational and able to provide overall guidance. . For instance, the PSC recommended that templates should be used for undertaking LEA process instead of implementing the LEBEA manual which was going to take some time and also provided timelines within which the LEA process should be completed. The Project Implementation Team comprising DLGDP, CLGF, UNDP and focal persons from the 4 districts was established and operational. It also faced challenges of staff turnover.

102. Information was sought on how effectively and efficiently the LED process was managed and implemented at both national and local authorities' levels. This includes the institutional and systems set-up, resource flow, timeliness of implementation, and through to coordination, synergies and factors contributing to high and low achievements of results. Total of 56.07% of respondents asked agreed that the LED process was efficiently managed. Details of these statistics are contained in the annex on selected statistical analyses.

ENABLING AND CONSTRAINING FACTORS

103. The provisions as spelt out in the LED project document provided guidance to both the National and Local Authorities implementing teams in management structures, what systems and processes to put in place and operationalize for both stakeholder coordination and programme management. This with mentoring and guidance from the national implementing team made up of MLGRD, BALA and Technical Adviser from UNDP in addition to facilitating financing played a crucial role in ensuring sound project management at all levels.

104. The constraints that prevented more effective management mostly revolve around inadequacy of the M&E operations and information and communication, both critical support functions for sound development management. Having completed draft products from LED processes approved in good time so that the process can move to the next steps was a delaying factor on heavily dependent critical activities. The LED framework itself took time to be approved before it could be rolled out to the districts for implementation of its plan.

KEY LESSONS

105. It was also clear during the evaluation that while LED implementation structures were formed and are functional in all the local authorities, their effectiveness and efficiency, as well as full understanding of the LED processes and expectations was quite variable and more work was needed to enable these structures reach all the targeted communities. The issue of where to embed and institutionalise LED also needs to be formalised at both Central and Local Government levels. Having operational M&E, information and communication systems with appropriate manpower to run them is a critical support function for sound development management.

RECOMMENDATIONS GOING FORWARD

106. Institutionalising and full mainstreaming of LED operations into the established service delivery functions at both national and central level is critical. The existing legal provision should be effectively implemented, and this includes operationalising the legal provisions in LG Act 2012 that embed and institutionalise LED formally at both Central and Local Government. Full operation of the M&E, information and communication systems with appropriate manpower to run them need to be expedited.

4.10 Summary of key component achievements and challenges in implementation

Table 4-5: Summary matrix of key component achievements and challenges encountered

Component	Key Achievements	Challenges Encountered
1) LED Policy Framework	<ul style="list-style-type: none"> • Framework put in place a national policy direction and institutional environment that enabled LED processes; • Framework successfully rolled-out for implementation in all 16 districts; • All four districts applied Framework as a guide in planning LED along the five adopted stages (<i>stakeholder mapping & setting up structures, LEA, developing LED strategy, implementing the strategy, reviewing the strategy.</i>) 	<ul style="list-style-type: none"> • No evidence that the pilot phase informed completion of LED framework. Reverse is true; • Inadequate and rather uneven understanding of LED across all the stakeholders' categories of the entire LED process including the framework; • Some Framework provisions of: LED Fund, Formal Training and Research; Empowering Communities (Civic participation) M&E system at local level yet to be implemented; • LED PMC yet to be established; • Framework is yet to support building partnerships with civil society organisations, the private sector and communities. It is also yet to support the harnessing of wide range of policies, institutions and programmes that disparately impact on local economic growth.

Evaluation of Botswana-LED Planning and Implementation Project

Component	Key Achievements	Challenges Encountered
2) Capacity Development for LED	<ul style="list-style-type: none"> • Structural capacity gaps identified and plugged; • Awareness, orientation, skills training done: 60% Skills development; knowledge products & tools developed & used; • Enabled personnel from pilot districts, MLGRD and BAIA to undertake the necessary LED processes and implement activities. 	<ul style="list-style-type: none"> • It was not possible with the phased capacity development approach adopted to complete all the required training sequence in all the pilot districts within 3 years. • Inadequacy of technical skills persists – partly as a result of low staffing levels coupled with high staff turnover and transfer of focal persons – even at national level. Community and private sector involvement lacking. • Limited training time, and unfavorable geographically centralized trainings that do not allow for wider local level participation in the trainings; • Development of knowledge products not completed
3) LED Piloting in 4 Districts	<ul style="list-style-type: none"> • Three out of five adopted pilot steps / stages completed in all four districts (organizing efforts, LEA, strategy development) 	<ul style="list-style-type: none"> • The two stages of; Strategy implementation and M&E and review of the LED strategy not undertaken; • Six stage approach would offer sufficient comprehension and internalisation of the importance of each stage to the implementing local authorities; • Implementation of district strategy with catalytic projects awaits funding; • Lack of continuity and therefore inability to complete the LED planning in time; • Local authorities have capacity and resource limitations, which eroded their effectiveness.
4) LED Knowledge Products	<ul style="list-style-type: none"> • Guidelines developed and applied at district level on; LED integration, SOPs, LEA, Strategy formulation, Value Chain development. 	<ul style="list-style-type: none"> • Guidelines still under development: Product Value Chain mapping & Bankable Business plans; • Guidelines not developed: PEMS tools, Resource leaks plugging, LED funding promotion, capturing LED in Local development plans, M&E; • Advocacy and communications strategies developed, but not operationalized; • Guidelines found to be cumbersome and complicated; a consequence of inadequate exposure to the guidelines.
5) Financing LED	<ul style="list-style-type: none"> • Resources allocated through MLGRD by Central Government Grant transfers with pre-determined programmes • Total of US D 887,000 from UNDP and CLGF was disbursed through the Government grants system via MLGRD and BALA. Approx. 55.7% of this total (US D 493,207.81) was disbursed directly 	<ul style="list-style-type: none"> • Multi-pronged funding sources not operationalized. This is pending adequate studies and inventory taking of existing projects providing services that are in harmony with LED; • Districts funds inadequate for full implementation

Evaluation of Botswana-LED Planning and Implementation Project

Component	Key Achievements	Challenges Encountered
	to district local authorities.	
6) M&E System for LED	<ul style="list-style-type: none"> • Both LED Framework and District LED strategies provide for development and operationalization of M&E systems; • National M& E system is being developed by National Strategy Office [NSO] but not completed; • Limited staff training on M&E, communication and advocacy was undertaken. 	<ul style="list-style-type: none"> • Provisions for M&E not operationalized; • Disaggregated data, lessons and experiences were not systematically generated, packaged and stored in some easily retrieval format for continuous management support and guidance in policy and decision making.
7) LED Stakeholder Coordination	<ul style="list-style-type: none"> • Administrative structures, personnel, tools and stakeholder platforms set up; • Provisions are defined for engagement of all stakeholders but inadequately implemented by districts; • 56.07% respondents agreed that the LED process (<i>institutional and systems set-up, resource flow, timeliness of implementation, coordination, synergies</i>) were efficiently managed 	<ul style="list-style-type: none"> • Partnerships yet to be operationalised to promote communities empowerment & civic participation. Therefore the mechanisms through which stakeholders articulate their development challenges and needs, claim and exercise their rights, meet their obligations, and engage and mediate their differences not well operationalised; • Low participation of communities & private sector.
8) LED Programme Management	<ul style="list-style-type: none"> • National and Local institutions and systems established and these ensured, resource flow, timeliness of implementation, and coordination. 	<ul style="list-style-type: none"> • Long time lags between LED stages due to inadequate and high turnover of staff; • Oversight constrained by lack of a well-functioning M&E support.

5. Assessment of Sustainable Outcome and Impact Pathways

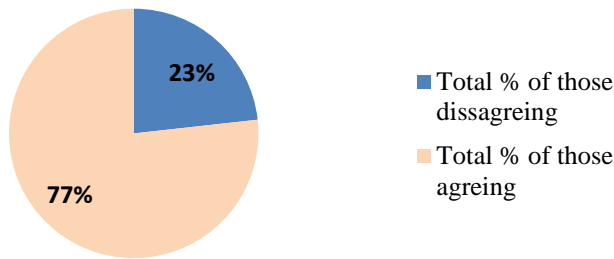
5.1 Achievements during the UNDP extension phase of LED planning and implementation

107. Initial UNDP support to LED was for a 2-year duration from 2014 – 2016. This was extended by one year upto 2017. This extension period enabled completing the LEAs and development of the LED strategies in all the four pilot districts as part of the provisions in the LED framework, which had only been approved in 2016. The late approval of LED framework was sufficient justification for this one-year extension. Districts were also able to prioritise two catalytic projects each, and to develop their projects' value chains during this extension period. The extension also provided for drawing lessons from the LED piloting experience to inform the expansion phase, and further enhancement of capacity, with focus on M&E and communication training. This LED evaluation itself was undertaken during the extension phase of UNDP support.

5.2 Outcome to impact pathways and sustainability prospects

108. Real essence in evaluation is to understand from intended beneficiaries of any development intervention if what is recorded as having been achieved is a fact with real back-up evidence on the ground, and how this is influencing / affecting the state of the beneficiaries. Merely compiling reported achievements as contained in the various records and performance progress reports is not an objective evaluation. This constitutes a synthesis of reports. Based on best practice evaluation criteria therefore, the implementing target groups in the districts that were interviewed were asked to compare progress in achieving expected outcomes and outputs in terms of those in which progress was highest and lowest. The results showed almost an even match overall, at 50.02% for the areas of highest achievements, and 49.98 for areas observed as having made slow progress. There were however variations between outcomes and outputs as indicated in the annexed table 8.3. Overall progress was marginally highest under outcome 3 on; *Policy and institutional frameworks facilitating inclusive service delivery and LED process at national and local levels developed*, followed by outcome 2 on; *Tools and systems facilitating the delivery of inclusive, responsive and sustainable services and implementation of LED at national and local levels developed*.

109. When asked about prospects of realising intended impact, an accumulated majority of 76.76% (adding from somewhat agreeing up to strongly agreeing on the Likert scale) are convinced that if the identified projects are implemented, LED will lead targeted areas and communities to diversify their economic activities, create jobs, reduce poverty and improve people's livelihoods, along-side creating a favourable environment for a more dynamic economy and attracting further investments. The on-going development of draft bankable business plans and catalytic projects in the pilots is evidence of this pathway. The stakeholder informants were also asked about their level of satisfaction and sustainability of implementation and products of the LED project. Other issues asked included; progress towards adoption and institutionalisation of the LED approach by local and national government development planning system in its medium to long-term planning; if the pertinent challenges / limitations existing in the planning framework have been / are being addressed; contribution to wider national and global development aspirations and other catalytic effects; engagement of all stakeholders, and through to; any inroads being made towards effects in levels of employment and local revenue generation. Details are summarised in the annex 8.1:1(a), and a summary depicted in the pie chart in figure 5.1 below.



There is overwhelming agreement by 77 % of total respondents that if and when tangible economic projects are successfully implemented, there is likelihood of increased and diversified economic activity with job creation in both pilot and non-pilot districts

Figure 5-1: LED Pilot areas agreement on progress towards impact e.g diversification

5.3 Analysis of best practice in similar African countries useful for LED in Botswana

110. A synoptic comparison is made here between implementation lessons in Botswana, with practice in Uganda and South Africa. These countries are identified for benchmarking because of their long experience in implementing LED under differing conditions, from which Botswana could learn.

Excerpts from the Ugandan Experience

111. As in other African countries, LED approach implemented in Uganda was not sufficiently tailored to the Ugandan context. Implementation focused disproportionately on the institutional aspects of bringing stakeholders from the public, private and civil society sectors to work together, and on the design of LED strategies that can be jointly implemented – while the economic aspects of what Local Governments (LGs) should and should not do to enhance economic growth and job creation received less attention. LED pilot programs implemented in Uganda also made two main assumptions that did not turn out to be realistic: 1) that stakeholders are interested to rally behind a common LED strategy and contribute their own resources to implementing it, and 2) that the private sector has the necessary capacity and resources to make investments towards the enhancement of the local economy. These are some of the issues that LED Botswana could address as the roll-out is planned.

112. The LED evaluations carried out in Uganda recommended the following among other measures: (i) approval of the new structure for LGs, (proposed to Parliament), as a more effective structure towards re-positioning LGs for facilitating economic growth, (ii) increasing LGs unconditional funds transfer to cover the cost of the reforms and investments they need to make in the areas of economic infrastructure, improving the regulatory environment for business and enterprise support, (iii) Increased funding from development partners for LED investments as well as technical capacity building for LGs; (iv) instituting performance based LED budgetary allocations, contingent on good performance against a set of objective criteria, (v) cascading of training to LGs which clearly focuses on their expected role in locality promotion, attracting investment and improving the enabling environment for business. There is also a need for a change in attitude of the middle management officials’ to the private sector, from solely a source of resources for the LG in form of tax revenue to actors that need to be supported to generate economic growth and jobs in the locality. LGs were noted to be disproportionately focusing on tax collection and funding for local infrastructure. A change in approach and the institution of meaningful forums at the local level would give a signal to the private sector that the LG is serious

about improving the environment for business in the locality. Cultural characteristics of the region should be constituent for the design of future initiatives.

Excerpts from the Experience of South Africa

113. South Africa is a rare example where finding the right balance between pro-growth and pro-poor focus, and also between national controls and local economy in formulating and implementing a national policy framework for LED has been successful in the case of local economic development-urban renewal initiative: A case of the Mandela Bay Development Agency (MBDA) is a good example. This LED initiative took into account the needs of the customer (or local community), a respect for difference, a conscious drive to ensure participation of, and benefit for all affected parties, persistent focus on a clear goal, a desire to learn and innovate, and a pragmatic action-orientation in the revival of the Port Elizabeth Central Business District. Some of the success factors in the South African Mandela Bay Development Agency that could be considered in the case of Botswana include the following:

- Pursuing a more inclusive, innovative and integrated approach to urban renewal. This revolved around an open minded idea-generating development forum. This made politicians, officials, business owners, workers and community members, including young people, feel part of the local economic development agenda through public participation processes;
- An all-in, ‘from-concept-to completion’ approach: The integrative, multi-stakeholder approach followed by the MBDA meant that new ideas, perspectives and fields of knowledge continued to arise as new actors appeared (and joined the forum), and existing actors changed their points of view as a result of engagement in the group. Innovative proposals and actual development on the ground were based on ideas generated in the group. This further helped in eliciting interaction between actors;
- Learning by doing, with an emphasis on doing! The MBDA acted from the principle that there is no pre-existing ‘answer’ to investigations and planning before the need has been identified in the MBDA’s seven-step iterative planning process. ‘Market need’ was gradually established by trial and error. This kind of planning made it possible to consider wide-ranging and fluid societal demands and wishes. The participants all become reflective eyes and ears in the chain, from concept development phase to finance, construction and the identification of new consumers, new markets and new societal needs. This approach definitely requires longer time than the 3 years LED pilot had.

5.4 Sustaining benefits and validity of assumptions,

114. In the LED design, one key assumption was that there would be supportive policies across the economy. This assumption was certainly monitored kind of intuitively by both the implementers and the ultimate project beneficiary communities as evidenced in their FGD responses. More frequent interactions between central government and local authorities as expected did materialise. However the assumptions that did not turn out to be realistic include the following: 1) that stakeholders who are interested to rally behind a common LED strategy will contribute their own resources to implementing it, and; 2) that the private sector has the necessary capacity and resources to make investments towards the enhancement of the local economy, and will automatically come forward to join LED. These are some of the issues that LED Botswana could address as the roll-out is planned. The current generation of DDPs/UDPs have integrated the LED strategies. Full mainstreaming will take consistent implementation and plan roll-on over at least three cycles.

5.5 Financial Management and Implementation Efficiency

115. In financing and financial management, a total of US D 2.284 million was budgeted and US D 1.805 million was spent for the 3+1 years (2015 – 2018) phase 1 of LED. The UNDP contributed 1.995 and 1.69610 was spent. The CLGF contributed 0.289 million, out of which 0.108 was spent. Approximately US D 1,042,773.41 from both UNDP and CLGF was for disbursement through the Government grants system via MLGRD and BALA, though only USD 562,967.31 was actually spent. Approximately 55.7% of total (USD 562,967.31) spent through the Government disbursement went directly to district local authorities. These funds were utilised in the districts for building capacities of district teams and leaders, and for undertaking the LED stages of LEAs, Strategy formulation, developing business plans. The balance of approximately 44.3% was mainly spent as travel expenses by facilitating staff from MLGRD and BALA. Part of the travel funds were also used for LED study tour to Italy. Figure 5.2, and Table 5.1 below present a summary of funds budgeted and spent on Key LED outcome areas segregated by source. Details by output are indicated in the annexed Table 8.4.

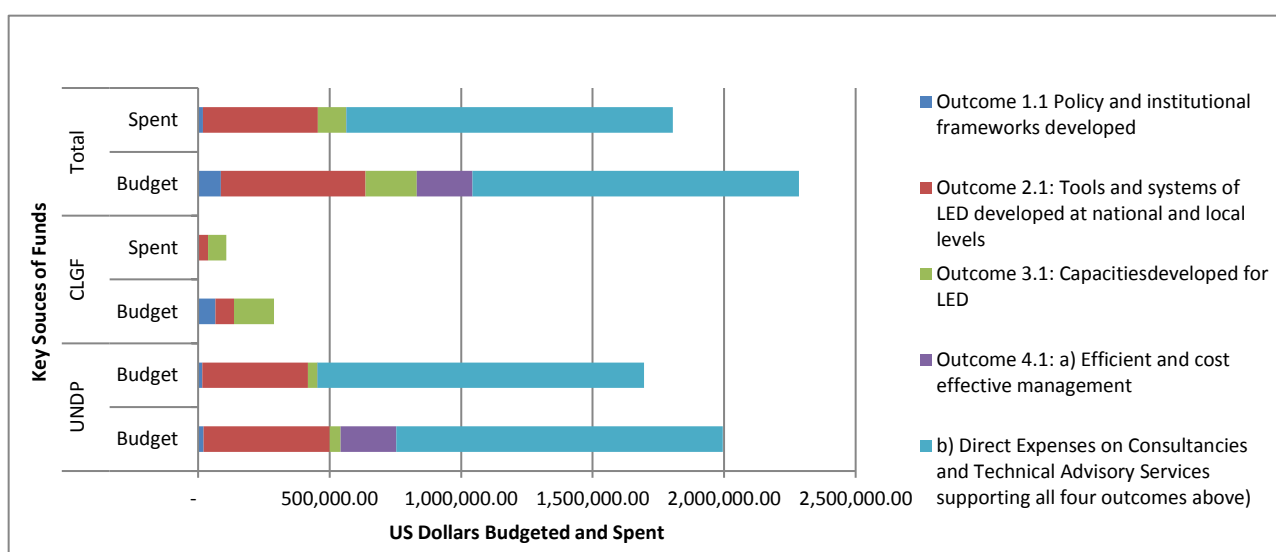


Figure 5-2 LED Budget & Expenditure By Source and Key Expense Outcome Area (USD)

Table 5-1 LED Budget & Expenditure By Source and Key Expense Outcome Area (USD)

Key Component Result Areas	UNDP		CLGF		Total	
	Budget	Budget	Budget	Spent	Budget	Spent
<i>Outcome 1.1 Policy and institutional frameworks developed</i>	20,500.00	15,966.95	65,500.00	1,537.00	86,000.00	18,256.86
<i>Outcome 2.1: Tools and systems of LED developed at national and local levels</i>	479,501.41	401,232.41	71,500.00	36,084.42	551,001.41	437,316.83
<i>Outcome 3.1: Capacities developed for LED</i>	41,772.00	36,664.25	152,000.00	70,167.49	193,772.00	106,831.74
<i>Outcome 4.1: a) Efficient and cost effective management</i>	212,000.00	657.40	-	-	212,000.00	657.40
<i>b) Direct Expenses on Consultancies and Technical Advisory Services supporting all four outcomes above)</i>	1,241,450.96	1,241,450.96	-	-	1,241,450.96	1,241,450.96
TOTAL	1,995,224.37	1,695,971.97	289,000.00	107,788.90	2,284,224.37	1,804,513.78

¹⁰ The UNDP contribution includes USD 0.745 Million disbursed through MOLG and BALA, and USD 1.241 Million paid out directly by UNDP for consultancies, Technical Assistance, Travel costs and other direct payments supporting all four LED outcomes, thus difficult to apportion to specific outcomes / components of LED.

116. Government of Botswana's contribution to the LED project was to a large extent through in-kind [salaries, provision of transport & maintenance of fleet, utilities, payment of hotel stays and meals for workshop participants] and some activities were integrated into the day to day operations eg. utilities, printing of documents for training & workshop materials, catering for PSC meetings through normal government votes allocations [Workshops and seminars vote], payments of some imprest, sitting allowances of Councillors who participated in the LED workshops etc. However, in subsequent years, MLGRD budgeted for the LED Project as well. This is notable under Consultancies, [Investigation and Research] Vote allocation 0804-00503-0751. In 2014/15 Financial year, P57,204 (100%) was fully expended on LED project; P566,183.90 out of P1,000,000.00 was expended on rolling out LED to other districts [mainstreaming LED into work processes and systems of 6 additional roll out districts and undertaking LEA] during Financial Year 2016/17. During Financial Year 2017/18, P146, 936.00 out of P300, 000.00 was expended in undertaking LEA and mainstreaming LED to remaining districts. GoB also paid for the printing of 800 copies of the LED framework at a total cost of P7, 529.14.

117. Disbursement records indicated timely fiscal transfers from Central government to the implementing local authorities, with good and transparent financial controls. These ensured effective and efficient utilization of funds received and this enabled accomplishments recorded to-date. In relation to deliverables so far generated, this was prudent usage of funds. Within the short three year implementation period. The fact that over 55% of total expenditure went direct to beneficiary district indicates good value for money. As indicated in the annexed table 8.2, a total of 56.06% of respondents agreed to varying levels that the project was efficiently managed in terms of financial resource flow, timelines of decisions, etc.

118. The assessment of human resources utilization and sustainability indicates cost effective and institutionally sustainable approaches were taken to manage and implement LED. Use of existing structures for implementation against special project implementation units was adopted and applied. This approach of roles re-assignment rather than creating special project implementation units shows effective use of existing human resources and this ensures sustainability. Use of TAs is costly and should be for limited skills imparting period then phased off.

6. Summary of Key Recommendations and Follow-on Deepening and Up-scaling

6.1 Recommendations on Development Partners' technical advisory support to GoB

119. Specific recommendations have been brought out as part of key findings under each of the eight components in chapter four. This chapter summarises recommended approach for kick-starting phase II of LED process for deepening LED implementation in the pilot four (4) districts, and up-scaling to cover the entire country. It also suggests areas in which Development Partners' technical support could be more effective.

120. A major assumption in LED policy, planning and subsequent implementation is that there will be a level of coherence in policy directions and synergies in their implementation across the various sectors. This is particularly critical in sectors and cross-cutting themes such as: fiscal policies, land use policies, eco-system considerations, social-economic strategies that can encourage local entrepreneurship, as well as institutional / governance considerations. This assumption is based on the past LED experiences elsewhere that the coherence in these policies is necessary for effective and complementary implementation of LED. Realities usually are that there will be some divergent policy prescriptions. Even where these may be converging, their implementation does not always progress in unison. The diversity can be there for good reasons as each sector seeks to optimally first fulfil its mandate and follow its development path. The key recommendation is first to keep monitoring the risks of these design assumptions made at start of LED not holding true over the entire LED processes. Based on the risk monitoring, give and take middle ground will be sought, that gives win-win situation for all sectors concerned.

121. Policy development and subsequent approval must follow some laid down procedures. These usually involve key Government policy units of the different sectors working together through an authoritative forum, and consultations with Development Partners active in the specific sectors. These units also undertake policy analysis. A system of whole-of Government coherent policy making is required. A forum made up of Policy Units from key relevant sectors could through straight forward content analysis assess the various policies and their policy development process to ensure convergence. Joint policy making can be undertaken by this forum, with stewardship of the National Strategy Office or other relevant Planning Commission. This process usually culminates in some form of Grand Policy. In the case of Botswana, the developmental Vision 2036, which is a successor of Vision 2016 is some form of Strategic Grand Policy. The transformational Vision 2036, developed through a robust participatory process, and which seeks to achieve prosperity for all is a good nucleus for policy coherence. What follows is to critically examine all policies and ensure that they all together with their implementation strategies ascribe to the Vision 2036.

122. Development Partners are best placed to provide specialised technical assistance from international resources accessible to them. They also enable engagement with specific sectors they contribute to. Development Partners forums also enable exchange of priorities in the different sectors in line with the Development Partners' Country Strategies. Through these forums, complementarities and synergies are identified and strengthened, any contradictions minimised, and joint advisory support provided to Government. Development Partners appear ready to help local authorities to develop effective and convincing bankable business plans that will garner the interest of the private sector for instance through capacity building in the development of these bankable

business plans based on robust economic analysis. Other complementary rolls for which Development Partners are best placed to support Botswana include technical and financial support to manage the trade-offs between income generation and environmental sustainability, further deepening and sustaining transparency, accountability and overall democracy, as well as strengthening systems, tools, and personnel for data collection, analysis, storage and retrieval to facilitate policy formulation, analysis, implementation monitoring and evaluation, and development of knowledge management and dissemination systems. All these to be accompanied with building skills and capacities among actors for sustainability.

6.2 Recommendations for the follow-on Phase II of LED

BRIEF SITUATION ANALYSIS

123. There appears to be uneven understanding of LED among Government officials, including staff, as well as insufficient implementation capacity in terms of consistency in numbers of retained personnel and skills. Government of Botswana operates several country-wide social welfare programmes in support of the marginalised, unemployed and vulnerable. There are also other livelihood sustenance programmes, including at-work sustenance such as IPELEGENG. There will usually be low progress and uptake of work-related socio-economic initiatives and efforts from communities where there is heavy reliance on social welfare programmes. In an effort to cause rapid and equitable socio-economic development country-wide, GoB started several parallel economic revitalisation and development programmes with objectives related to LED. These include programmes like SPEDU. Overall accumulated achievements in these programmes are affected by compartmentalisation of interventions with unclear linkages to other on-going programmes, duplication and also causing insufficiency in implementation capacities at various implementation levels. Where some projects get started, few are completed and therefore none becomes sustainable; few if any permanent jobs are created. There are also some concerns over lack of adequate business and market planning and training, which inhibit success. In addition, projects seldom seem to involve the private sector. Business Development Services (BDS) support such as financial literacy training, business plan development, establishment of cooperatives, collective bargaining, quality upgrading advice are not reaching the intended beneficiaries. Inadequate capacity and mandate for LGs to work on several of these issues curtails rapid progress by the home grown private sector.

124. The joined-up, supportive, inter-sectoral approach planning system and funding regime at Local Authorities levels needs enhancement. This should also incorporate identification of localities drivers of competitiveness, which cut across all economic sectors. While these are well established at national level, their efficacy at LA levels needs further work. In general, there appears to be inadequate market responsiveness in strategy formulation, programme development and project design. This is coupled with low marketing of programmes and projects and the establishment of markets for products. All these contribute to failure to create and sustain viable economic development anchors and clusters demanded by communities themselves, ultimately resulting to low interest, commitment and investments among communities in the LED process. Conceptualisation and mainstreaming LED in the work of LAs are still low.

125. Causing increased and diversified economic activity that is dynamic and creates quality and sustainable jobs needs foundational support through supportive and enabling national policies across the economy, and continuous capacity building. Involving communities and private sector

was part of the planned interventions in LED project, but this was not adequately implemented. Interactions between central government and local authorities were however more frequent through all the trainings, mentoring, joint work sessions and meetings as reflected in the various minutes. Better coordination and provision of support to MLGRD from other sector ministries in the holistic LED process is a critical enabling factor that was insufficient.

STRATEGY FOR IMPLEMENTING DEEPENING AND UP-SCALING AT NATIONAL LEVEL, AND COORDINATION WITH OTHER PROGRAMMES

126. Right at onset, all LED stakeholders need to have and fully comprehend a common understanding of, definition and purpose of LED (poverty relief versus encouraging economic growth), and what LED entails on a day to day basis for implementing district staff vi-a-vis their mainstream work mandates. This needs to be created through massive orientation-type educative communication and information. Total “from concept to completion”, model based on collaboration is a preferred strategy for inclusiveness and sustained interest. This overcomes opposing interests and different points of view in producing results on the ground.

127. Implementation of a clearly defined decentralisation model, guided by a well-researched decentralisation policy, and supported by legal provisions through an Act of Parliament provides a framework for mainstreaming LED process. This policy would give relevant mandates, which transfer powers and resources to the local authorities to lead, design, implement, report and evaluate their own development interventions, as well as create own sources of local revenue generation. The legally backed decentralisation policy requires institutional provisions for implementation. Capacity building of Technical Staff and Politicians alike should not only focus on the processes for implementing LED, but provide real professional economic and innovation skills to enable them operate with a business mind-set and act in an entrepreneurial manner, thus working towards enabling environment for local economic investments. In this way, LAs are enabled to play a decisive role as leaders of their own development.

128. At National level, harmonising the somewhat contradictory and divergent policies that affect and would otherwise support LED framework and new economic projects such as access to land for economic development is crucial. Better coordination and provision of support to MLGRD from other sector ministries in the holistic LED process at LG level is a critical enabling factor and assumptions on which LED design was based. At the moment, MLGRD with support from BALA is performing a huge task which would be better and more efficiently performed when delegated and spread out between all concerned sector ministries. There is need to build synergies and convergence in operation among the many agencies responsible for economic empowerment programmes to enhance impact of programmes, right from inception and design stages in development planning. These sector ministries would require an authoritative coordinating entity – perhaps one that also approves their budgeted resources and monitors their implementation and expenditures. The follow-on LED scaling up should have a provision for engaging with all national and local authority policy development functions to employ corrective measures to fix any existing divergences in policies and their implementation. Having cross-sectoral policy platform is one option.

129. Another strategic initiative would be the development of a guide on sources of development financing the LAs can access. At implementation of the identified projects, LED needs to go

beyond only government and development partners' funding and explore funding opportunities with the private sector and any other potential sources such as independent grants, equity, loans, donations.

STRATEGY FOR IMPLEMENTATION DEEPENING IN THE CURRENT PILOT DISTRICTS

130. Deepening of LED in the current four (4) pilot districts – moving to implementation should start with a refresher review of all the products so far prepared in the pilot districts (LEAs, strategies, value chain maps and business concepts), prior to moving to complete the prioritised business concepts into bankable business proposals for implementation. These review interventions will also be supported by creation of two new components: (1) Partnerships and stakeholder involvement, and; (2) Resource mobilisation. The partnerships and stakeholder involvement is designed to plug two main limitations in the piloting phase one of LED. These are: (a) at national level, LED phase II to involve all other relevant agencies to ensure convergence of economic policies influencing LED, such as land policies, fiscal policies, decentralisation, as well as bringing in the academia for continuous education and sustained skills development. (b) to create more effective ways and incentives of ensuring obligated and sustained participation of private sector, CSOs, communities and other relevant stakeholders along all the stages in the LED process.

131. Introducing the intervention on resource mobilisation is an attempt to diversify financing for the LED catalytic projects, and create long-term measures to stimulate and leverage funds from diversified sources (formal and informal). Essentially this component would focus on the private sector, enabling it take lead in actual creation of new economic ventures or expanding existing projects, including catalytic projects. Empowering civic society and providing effective platform for their participation, and empowering and optimally utilizing community development practitioners at both national and local authorities levels to effectively mobilize and empower communities would greatly enhance uptake and efficacy of LED at the local levels. Adequate project financing, with a move to have budgeting and disbursement of these project funds ultimately mainstreaming into council funds – as the process of mainstreaming LED into the LA work processes develops would be the compromise financing modality – pending restructuring of the fiscal transfer system as recommended in lieu of creation of LED fund.

132. The development and integrative, multi-stakeholder approach forum with open, 'idea-generating nature' is needed. This makes politicians, officials, business owners, workers and community members, including young people work together and feel part of the local economic development agenda through public participation learning by doing processes, with an emphasis on doing. The 'forum and ideas factory model' may take longer to reach a decision and to break soil on site, the cost of a longer planning timeframe is much less than that of the projects failing or not even commenced with. The Development Forum provides the platform for the initiation of such dialogical processes and the conceptualisation and realisation of shared, desired outcomes in the development of a specific area or project to actualise total model of "from concept to completion", to produce results on the ground.

133. The LED implementation structures were formed and are functional in all the local authorities, their effectiveness and efficiency, as well as full understanding of the LED processes and expectations was quite variable and more work was needed to enable these structures reach all

the targeted communities. The issue of where to embed and institutionalise LED also needs to be formalised at both Central and Local Government levels. To reach a point where LED is considered as normal routine roles and functions of the LA is what would demonstrate full mainstreaming. This should not be a rushed on-off item in the LED planning and implementation process. It means having LED as a legally binding constituent part of the DDPs and UDPs. Reaching this stage takes a considerable period of repeated planning and implementation of the LED provisions as part of the normal DDP / UDP processes. This will require going through at least two DDP / UDP planning cycles. Mainstreaming and making use of the existing local structures for implementation, with clearly defined job descriptions that include LED, and for which the individual staff and the entire organizations performance can be appraised on has to intensify during implementation deepening in phase II. All these will require availability of, and access to sufficient local resources and funds. Increased responsiveness of LAs to various and non-traditional funding opportunities through for instances assigning personnel to make continuous fund raising scanning, and follow up need to be in-built into the LED up-scaling phase.

134. The need to implement catalytic projects once a scan of the local economy has been undertaken is urgent and crucial to sustain momentum and enthusiasm. The recurring issue of project staffing needs to be addressed in a holistic manner. Making quick fixes of appointing dedicated LED officers, setting up a separate LED office might be necessary to drive the process at this start-up pilot phase, and in causing LED to become a “household” name. However the long-term strategy should be having ALL LED related functions mainstreamed into the established LA roles and functions, particularly the DDP / UDP planning and monitoring functions, and also as routine plan implementation roles and functions of the sector staff in the LAs. This means that LED functions should be part of the mandates with performance incentives such as having the individual staff and whole Local Authority appraisals, performance evaluations and any reward system incorporating LED. For the LAs, this could also become conditions for more transfer grants. This also means that any orientation of new staff should as well include LED operations.

STRATEGY FOR UP-SCALING TO OTHER DISTRICTS IN THE COUNTRY

135. The phase two of LED should proceed and the planning in the new districts should also be in two overlapping phases: The first phase would cover eight (8) new districts over a five-year period. The last four (4) new districts to be brought on board after year three. This third year will be a period of rigorous mid-term review of both the new eight (8) districts and the deepening in the first four pilot districts to generate additional lessons and experience for the last four districts, and for deepening implementation across the country. The entire LED planning process should at least cover the six stages, each given ample time duration to “sink in”. The several recommendations point to the need to have slightly extended orientation and continuous capacity building for the district implementing personnel, together with a more deliberate strategy to bring on board right from design through to implementation, all categories of the private sector alongside the recipient communities.

136. In development process, it is well recognised that it takes time to change local conditions, build capacity, organise participatory processes, and empower stakeholders, especially the marginalised and poor. At the same time “social capital” of local empowerment, partnerships and networks are a fundamental part of LED strategies. This suggests that LED is not about “quick fixes” or generating “wish-lists”. Creating and implementing a LED strategy is therefore an

integrated, process- oriented and non-prescriptive endeavour. It fundamentally embraces local values (poverty reduction, basic human needs, local jobs, integration of social and environmental values), utilises economic drivers (value-added resource use, local skills training, retention of income, regional cooperation) and considers development (the role of structural change, quality of development). Strategies to be employed are those that coordinate targeted actions that develop from within the local area (maximising local resources, plugging economic leakages) and from outside (attracting business and technology compatible with local values and needs).

137. Along the planning and implementing journey, it is important to look for and start with small, easy actions with visible results to help maintain momentum. For most places, economic development requires a more fundamental approach, deep understanding of what the local area is good at and what it has to offer; where its weaknesses are, what outside threats and opportunities exist; and what the local area wants and needs. Success in LED depends on the local government encouraging a business environment where markets can operate efficiently, but appropriately, within the local context. Systematic documentation of all learning and experiences (intended and unintended), and continually sharing information across all stakeholders will be emphasised. Having a fully functional M&E, knowledge and information management systems at both LA and national levels, with proper templates for capturing lessons is a core strategy to activate this process.

138. There is a need to strengthen and consistently apply community development instruments to address economic and social needs and challenges. These are being practised variably but are presently tilted more in favour of welfare provision than actual developmental entrepreneurship among communities. The Technical Advisory Service provided by the UNDP Advisor, and guidance from MLGRD which were instrumental in getting LED off the ground in the pilot districts need to be emphasised during scaling up. Funds permitting, attachment of several technical advisers (each with a counterpart from Central MoLGRD) to be in-charge of a group of districts on regional basis, and to work closely on daily basis with the District LED Technical Task Teams would create more impact over shorter duration and mitigate negative effects of rapid staff turnover. Mechanisms for creating high ownership of the project through greater stakeholder involvement and inclusiveness in the LED process with all stakeholders represented on board right from design phase through to implementation. These with minimizing effects of high staff turn-over are pre-requisites for achieving better results.

139. Use of simple and comprehensively developed tools and approaches that are user friendly and clearly understood in the same manner by all implementers to guide all stages in the LED processes. This arises from repeated complaints from some of the implementers that some guidelines were complicated and cumbersome to use. It is already noted that districts where top leadership found time to get more actively and directly involved in LED had positive effect in expediting the processes. Therefore political will, conducive environment and support for the LED at all levels need to be developed and sustained. Availability of project information – constantly shared with all stakeholders is imperative. The LED process also requires the teams responsible for implementation to take more time comprehending and getting a common understanding of the process and the tools applied.

140. Although the LED strategy will be implemented over the next 6-year period of DDP 8 and UDP4 in the LAs, the strategy should be reviewed annually to allow for adjustments in response to

changing local conditions. A more comprehensive performance review should take place after 3 years. This review should consider resource requirements versus resource availability in suggesting changes and corrective measures where needed for the delivery of the strategy. It should include established and agreed monitoring and evaluation plan for the LED. Up-scaling to avoid transferring LED approach blue-print directly from its success elsewhere without contextual tailoring.

ROLES TO BE PLAYED BY THE PRIVATE SECTOR AND ACADEMIC INSTITUTIONS IN UP-SCALING PHASE.

141. LED needs to be led by government through policies and sustaining a conducive fully serviced environment. This is as opposed to Government actually undertaking economic activities. It is well known World over that Government is not very efficient in conducting market businesses, but excellent in providing the right environment for this to thrive. Success of LED largely depends on public, business and NGO partnerships, with Government acting mainly as a facilitator, but there appeared to be no deliberate emphasis on bringing the private sector on board. The LED project planning and implementation process could have provided a deliberate programme and time for building coherence of efforts between the national and all local actors, including the private sector. By its very nature, LED needs to have the private sector as a core “driver” through for instance generating and implementing business ventures, bringing in the much needed financial, entrepreneurial, marketing and technological skills, etc.

142. The private sector should be the driving market business operator in terms of economic innovations, financing, actual production and marketing, providing employment, etc. As such, a national political LED champion, preferably from the private sector is needed for LED, this will signal the importance attached by the state to LED and the private sector role. Further elaboration, simplification and if needed, translation of the tools and guidelines for broader understanding and compiling into a Revised LED Planning and Implementation Handbook to deliberately make provisions for a platform for private sector participation. Alongside private sector involvement is the need to empower civic society and provide effective platform for their participation, and empower and optimally utilize community development practitioners at both national and local authorities levels to effectively mobilise and empower communities.

143. The LED is adopted as a sustainable medium to long-term local development empowerment approach and model. Skilled human resources with appropriate implementation capacities are a critical input resource in a country’s socio-economic development interventions. Sustainable and secure supply and acquiring a critical mass of the skilled human resources determine the long-term impact of the LED interventions. Phase two will work with appropriate tertiary academic institutions to set up a wide ranging curriculum that institutionalises LED education and training as one of the professional courses in the country. These can be offered at two levels initially (Academic and Professional Diploma Level, and a Professional In-service Certificate level).

7. Conclusion

144. Local Economic Development as a grass-roots economic development approach is a concept that has been practised in both developing and developed world for some decades now. It has not however been fully adopted as a mainstream development approach in many African countries including Botswana. Piloting in Botswana, that started in 2013 has created awareness. Some planning successes are starting to emerge. These successes are largely as a result of interventions such as provision of technical support in the form of a Technical LED Advisor; guidance from MLGRD; districts with high ownership of the project by leadership and somewhat lower rate of staff turn-over achieving much better results. Capacity building for project implementation was vital. Botswana like the rest of Africa is experiencing distinct challenges in implementing LED, such as insufficient holistic involvement of all stakeholders. The apparent low involvement of the private sector in LED implementation was a serious anomaly; lack of human resources, and limited financial, institutional and technical capacity. Furthermore, the development environment is not very enabling given somewhat counter supporting Government policies and priorities and this has also proved to be a stumbling block in facilitating LED.

145. In the LED design, one key assumption was that there would be supportive policies across the economy. Continuous capacity building and involving communities were part of the interventions. So were more frequent interactions between central government and local authorities. The current generation of DDPs/UDPs have integrated the LED strategies. Where the strategies have not yet been developed, districts are expected to integrate them through the annual plans once they reach that readiness level for integration.

146. As is espoused in the Botswana LED, there is need to develop a positive linkage between growth and poverty alleviation to be successful in LED design and mainstreamed implementation, and become economically well developed, diversified, globally linked and have an urbanised economy. Botswana needs to review, simplify and allot longer time duration to the understanding and application of the pilot LED framework, tools, guidelines, strategies, structures and general capacity building, and have LED rolled out throughout the country.

147. It is recommended that a scaling out and deepening implementation of LED phase II be rolled out in a phased and systematic manner, and to be implemented over a longer duration. This should be based on the pilot phase I experiences, lessons, and recommendations as brought out in this report. At National level, harmonising the somewhat contradictory and divergent policies that affect and would otherwise support new economic projects including those under LED such as access to land for economic development is crucial. Better coordination and provision of support to MLGRD from other sector ministries in the holistic LED process is a critical enabling factor and assumptions on which LED design was based on. There is need to build synergies and convergence in operation among the many agencies responsible for economic empowerment programmes to enhance impact of programmes are a pre-requisite. The follow-on LED scaling up should have a provision for engaging with all national and local authority policy development functions to monitor that these assumptions continue to hold, and where divergences exist, mechanisms for corrective measures are employed.

8. Annexes

8.1 Annex 1(a): Selected analysed statistical tables

Table 8-1: Stakeholder perception of likely effects, impact & sustainability of LED products

Sub – questions	% Respondents assessment in each scale					
	Do not know	Strongly disagree	Disagree	Somewhat Agree	Agree	Strongly Agree
a) The Local and National Government Development Planning System has now adopted the LED Approach in its medium to long-term planning	21.88	3.13	9.38	31.25	21.88	12.5
b) The LED project development process addressed the key pertinent challenges/limitations existing in the planning framework.	12.12	0	12.12	27.27	33.33	15.15
c) The LED project development process had catalytic effects on local planning.	14.29	0	5.71	17.14	42.86	20
d) To a great extent, the LED objectives and products contributed to the achievement of Botswana’s NSPR needs and national priorities.	27.27	3.03	3.03	30.3	30.3	6.06
e) To a great extent, the LED outcomes address the underlying development needs of Botswana’s Visions 2016 and 2036, and some of the MDG and SDG Targets.	17.65	0	5.88	26.47	29.41	20.59
f) The LED project planning and implementation process provided an arena for building coherence of efforts between the national and local actors, including the private sector, in planning and implementation.	8.82	2.94	17.65	23.53	26.47	20.59
g) The LED project engaged all relevant stakeholders in diagnosing and analysing the local economic development issues, designing local development strategies and mobilizing resources towards their actual implementation.	13.89	0	22.22	27.78	19.44	16.67
h) The LED project has succeeded or likely to succeed in increasing capacities in development planning.	11.43	0	8.57	25.71	34.29	20
i) To some point, LED project has caused / is likely to cause changes and effects in levels of employment in the areas it has operated.	5.71	0	5.71	20	45.71	22.86
j) To some point, LED project has caused / is likely to cause changes and effects in levels of local revenue generation in the areas it has operated.	6.06	0	6.06	24.24	42.42	21.21
k) The processes e.g instruments and systems established through the LED project are likely to support the continuation of systematic economic development planning and implementation.	6.25	0	6.25	18.75	46.88	21.88
l) The framework models, approaches, and other interventions started by LED project have been / are likely to be institutionalised and will continue to be applied.	15.63	0	6.25	21.88	43.75	12.5
Overall averages	13.42	0.76	9.07	24.53	34.73	17.50

Table 8-2: Levels of efficiency and management operations in LED processes

LED project efficiency and management issues	% Respondents assessment in each scale					
	Do not know	Strongly disagree	Disagree	Somewhat agree	Agree	Strongly agree
a) The project institutional set-up and systems worked effectively to enable the LED process.	9.68	3.23	19.35	35.48	29.03	3.23
b) Various stakeholders were involved in the LED process.	8.33	0	5.56	27.78	38.89	19.44
c) The flow of resources (mobilisation and access) was adequate and appropriate for the whole LED planning and implementation process.	8.82	2.94	20.59	23.53	35.29	8.82
d) All budgeted funds for LED implementation in your area were made available	12.9	3.23	19.35	16.13	35.48	12.9
e) The funds made available were sufficient for implementing all the actions planned for in your area	12.9	6.45	29.03	19.35	25.81	6.45
f) Multi-pronged National LED Fund meant to facilitate the development of a multi-pronged system to finance LED planning and implementation was; (i) developed; (ii) approved and; (iii) is functional (<i>indicate amounts of funds secured and well spent through the LED fund in justification column</i>)	46.15	7.69	11.54	15.38	15.38	3.85
g) The LED project team was able to successfully complete the LED planning and implementation processes on time and within budget in MLGRD and Targeted Districts.	16.67	10	26.67	20	20	6.67
h) The LED implementation entities and mechanisms were effective in coordinating and managing the one LED project implementation, avoiding duplication.	23.33	0	13.33	40	13.33	10
i) There were synergies among implementing agencies created to optimise results and avoid duplication (joint activities designed, implemented and monitored in a coordinated manner), eg partnerships with Civil Society, Private Sector, Local Governments, Academia, International Organizations.	15.63	9.38	31.25	18.75	21.88	3.13
j) Joint activities were selected, designed, implemented and monitored for more efficient management, and if so, how were they designed?	19.23	11.54	19.23	30.77	15.38	3.85
k) Design, implementation and monitoring of joint activities was cost effective in terms of investment of implementation time relative to results <i>i.e. were the level of results of joint implementation and monitoring worth the time and resources spent on them?</i>	25.93	11.11	22.22	18.52	18.52	3.7
OVERALL AVERAGES	18.14	5.96	19.83	24.15	24.45	7.46

Table 8-3: Rate of progress in completing plans and achieving expected results

Key Project Outcomes and Outputs	% reporting Highest Progress	% reporting Lowest Progress
Outcome 1.1 Policy and institutional frameworks facilitating inclusive service delivery and local economic development at national and local levels developed	33.33	66.67
Output 1.1.1 Improved national policy/strategy frameworks for decentralised service delivery and the institutionalisation and implementation of LED developed	41.38	58.62
Outcome 2.1: Tools and systems facilitating the delivery of inclusive, responsive and sustainable services and implementation of LED at national and local levels developed	66.67	33.33
Output 2.1.1 Local economy assessment [LEA] reports and LED strategies developed in Francistown, Sowa, Chobe and Kgalagadi Districts	86.67	13.33
Output 2.1.2 Tools for mainstreaming and implementing LED at the national and local levels developed	62.07	37.93
Output 2.1.3 Systems to improve service delivery, and institutionalise and implement LED at national and local levels developed	40.74	59.26
Outcome 3.1: Capacities of administrative and technical institutions and systems [MLGRD, targeted Districts, and BALA] delivering inclusive services and pro-poor local economic development	68	32
Output 3.1.1 Councillors and staff in target Districts have the oversight, administrative and technical	50	50
Output 3.1.2 Environment for formal and informal enterprise development and growth in the four pilot sites enhanced	27.59	72.41
Output 3.1.3 Institutional arrangements and partnerships for the coordination of LED implementation at the local level developed	55.17	44.83
Outcome 4.1: Efficient and cost effective management of the project facilitating achievement of project outputs and outcomes in service delivery and sustainable local economic development in pilot local authorities	41.67	58.33
Output 4.1.1 Project managed effectively	26.92	73.08

Table 8-4: LED funds budgeted and spent on Key LED output areas segregated by source

Key Project Outcomes and Outputs	Budgets (US D)				Expenditure (US D)				Unspent Balances (US D)			
	UNDP	CLGF	GoB	Total	UNDP	CLGF	GoB	Total	UNDP	CLGF	GoB	Total
Outcome 1.1: Policy and institutional frameworks facilitating inclusive service delivery and local economic development at national and local levels developed												
Output 1.1.1 Improved national policy/strategy frameworks for decentralised service delivery and the institutionalisation and implementation of LED developed	20,500.00	65,500.00	-	86,000.00	15,966.95	1,537.00	752.91	18,256.86	4,533.06	63,963.00	- 752.91	67,743.14
Outcome 2.1: Tools and systems facilitating the delivery of inclusive, responsive and sustainable services and implementation of LED at national and local levels developed												
Output 2.1.1 Local economy assessment [LEA] reports and LED strategies developed in Francistown, Sowa, Chobe and Kgalagadi Districts	314,001.41	40,000.00	-	354,001.41	314,001.41	13,432.35	-	327,433.76	- 0.00	26,567.65	-	26,567.65
Output 2.1.2 Tools for mainstreaming and implementing LED at the national and local levels developed	165,500.00	2,500.00	-	168,000.00	87,231.00	2,193.50	-	89,424.50	78,269.00	306.50	-	78,575.50
Output 2.1.3 Systems to improve service delivery, and institutionalise and implement LED at national and local levels developed	-	29,000.00	-	29,000.00	-	20,458.57	-	20,458.57	-	8,541.43	-	8,541.43
Outcome 3.1: Capacities of administrative and technical institutions and systems [MLGRD, targeted Districts, and BALA] delivering inclusive services and pro-poor local economic development												
Output 3.1.1 Councillors and staff in target Districts have the oversight, administrative and technical	31,772.00	52,000.00	-	83,772.00	31,772.00	43,111.15	-	74,883.15	-	8,888.85	-	8,888.85

Key Project Outcomes and Outputs	Budgets (US D)				Expenditure (US D)				Unspent Balances (US D)			
	UNDP	CLGF	GoB	Total	UNDP	CLGF	GoB	Total	UNDP	CLGF	GoB	Total
Output 3.1.2 <i>Environment for formal and informal enterprise development and growth in the four pilot sites enhanced</i>	10,000.00	70,000.00	-	80,000.00	4,892.25	17,921.58	-	22,813.83	5,107.75	52,078.42	-	57,186.17
Output 3.1.3 <i>Institutional arrangements and partnerships for the coordination of LED implementation at the local level developed</i>	-	30,000.00	-	30,000.00	-	9,134.76	-	9,134.76	-	20,865.24	-	20,865.24
Outcome 4.1: Efficient and cost effective management of the project facilitating achievement of project outputs and outcomes in service delivery and sustainable local economic development in pilot local authorities												
Output 4.1.1 <i>(a) Project managed effectively</i>	212,000.00	-	-	212,000.00	657.40	-	-	657.40	211,342.60	-	-	211,342.60
<i>(b) Direct Expenses on Consultancies and Technical Advisory Services</i>	1,241,450.96			1,241,450.96	1,241,450.96			1,241,450.96	-	-	-	-
TOTALS	1,995,224.37	289,000.00	-	2,284,224.37	1,695,971.97	107,788.90	752.91	1,804,513.78	299,252.40	181,211.10	752.91	479,710.59

8.1 Annex 1(b): Assessment of Pilot District-Specific Implementation of LED Components

a) LED planning and implementation integrated into structures and work processes of the pilot districts;

Local Authority	Implementation & Key Results Achieved	Major Issues and Lessons	Key Recommendations
<u>SOWA TOWN</u>	Structures established as part of mainstreaming LED include; 1) LED facilitator, 2) Technical Task Team, 3) Local Level Consultative Committee (LLCC) original mandate expanded to include LED. This in some districts served the function of LED Forum, 4) LED Facilitator. 5) LED technical Task Team consists of physical planning, Commercial, Public Relations Office, Council engineer.	LED not formally integrated in local structures and operations because; <ul style="list-style-type: none"> • ToRs not established, tasks not legalised and appraised, LED Project Management Committee (LED PMCs) yet to be established • At the time of evaluation there was no dedicated LED focal point person due to high (70%) staff turnover, therefore inadequate coordination and district support; • No autonomous decision making in council. • District has high expectations from LED to alleviate its decaying and under populated status 	More stable LED implementing unit and resources needed. <p>Mobile nature of community needs special approach to reach and adequately involve them in LED processes. Some incentives that can enable communities stay longer and establish long-term commitments for themselves in the area could serve this purpose.</p>
<u>CHOBE DISTRICT</u>	All five LED implementation structures set up include; 1) LED facilitator, 2) Technical Task Team, 3) LED Forum, 4) LED technical Task Team with an entrepreneur identified as part of the implementing team, 5) LED Facilitator. Structures are functional, trained and empowered with business skills and value chain analysis skills. <p>Integration into district working structures still on-going – now estimated at less than 50 %, because of unclear “home & ownership” within the district set up;</p>	Non-council district staff not very much involved in LED implementation because of lack of full comprehension. <p>Communities and private sector were not adequately involved.</p> <p>There was also inadequate alignment of LED to felt needs, and inadequate capacity building because cascading information to other staff by the trained staff very limited.</p>	District wants LED-specific implementing unit set up as additional to current district structures. <p>Continuous capacitation of and re-planning by new staff and continuous review and refreshing of TTT as a result of frequent staff transfers.</p> <p>LED Commissioner to be appointed not voted for more commitment.</p>
<u>KGALGADI DISTRICT</u> (Tsabong sub-district)	The five main LED implementing structures (TTT with Focal Officer, LED forum, DEDEC as District SC, and LED Commissioner) were set up by a four person team that received first-hand LED training organised by Ministry. <p>Integration into district working structures still on-going. There is now no dedicated LED officer (other than the economic planner) to follow up on daily basis and cascading information to other staff by the trained staff very limited.</p>	District Economic Planner alone cannot reach all villages 300 kms apart in the district, and is overwhelmed, and sometimes with language barrier; <p>While systems provided from MLGRD needed and had flexibility for customizing to the district context, this was not done.</p> <p>Communities only partially involved in LED process, and are unlikely to own the process</p>	Dedicated LED officers to be appointed and MLGRD to allow slots to recruit staff to make up for the high turnover. <p>Districts to be guided to customize LED framework and tools</p> <p>Enhanced mobilization of communities and private sector participation using the approach of Private Sector Development Strategy led by Business Botswana.</p> <p>Ministry of Finance through population officer to be brought</p>

Local Authority	Implementation & Key Results Achieved	Major Issues and Lessons	Key Recommendations
			on board. Sector ministries with expertise in prioritized projects to take part in implementation, including Ministry of Agriculture for the livestock project.
<u>FRANCISTO WN</u>	<p>LED implementing structures established and strengthened include; LED Forum with Mayor who is Vice Chair of BALA, is a passionate LED Champion, Technical Task Team, District Economic Development Committee, and the appointment of the LED Focal person.</p> <p>Members of the LED-TTT are the LED Officer/Economic Planner (facilitator/focal person), Physical Planner, Commercial Affairs Officer, Environmental Health Officer and the District Officer (Development).</p> <p>Awareness, sensitisation and trainings of all stakeholders on the LED agenda carried out.</p> <p>LED already integral part of City planning process,</p>	<p>Mainstreaming LED before full implementation of identified projects in the current pilot districts is problematic – with difficulty in eliciting full ownership and support.</p> <p>LED does not have a standing committee of council responsible for presenting to council and obtaining resolutions.</p> <p>Integration into district working structures still on-going, but advanced at perhaps more than 50%. This is evidenced by the structures that now have well defined ToRs, and they report to specific committees that also have well defined LED ToRs.</p>	<p>Performance of Local Authorities is pegged to specific indicators. Need to incorporate LED as one of the core indicators and funds provided for its implementation.</p> <p>Look into possibility of expanding the Self Help Housing Committee (SHH) and its technical staff to take on responsibility for LED.</p> <p>Focal persons need to be relieved from some of the current routine council support duties to fully carry out LED issues when necessary.</p> <p>Establish a functional LED unit and appoint LED officer.</p> <p>Roll-out of LED should not be rapid.</p> <p>Need for LED dedicated structure from National level to LGs.</p> <p>Need for NDP 11 to be fully LED compliant.</p>

b) Local economic analysis undertaken to identify the opportunities for economic growth and diversification in pilot districts;

Local Authority	Implementation & Key Results Achieved	Major Issues and Lessons	Key Recommendations
<u>SOWA TOWN</u>	<p>An assessment of its demographic, economic, social and environmental data involved SWOT analysis, Business Enabling Environment Survey (BEES), Value chain identification and analysis, from which development challenges and opportunities for development were profiled.</p> <p>Resource endowments identified include abundance of natural resources like salt pans, wildlife, Mophane and Morula trees.</p>	<p>LEA developed up to an estimated 90% because not yet approved / signed off by MLGRD;</p> <p>Inadequate key stakeholder participation (estimated at 25%) is still a challenge.</p> <p>Value chain mapping tools used were difficult to understand and needed more time for explanation.</p> <p>The Technical Task Team (TTT) too had a challenge in understanding them.</p>	<p>TTT members need to be capacitated on the tools used for LED processes well on time so that they can understand the tools very well, and to be excused from other office work</p>

Local Authority	Implementation & Key Results Achieved	Major Issues and Lessons	Key Recommendations
<u>CHOBE DISTRICT</u>	The LEA was conducted using different assessment tools such as SWOT analysis, Resource Analysis, Pitso and the Business Enabling Environment Survey (BEES). A resource analysis was undertaken to establish and prioritise the products in which Chobe has comparative advantage.	Major strengths and opportunities of the District are availability of natural water bodies, fish and abundance of wildlife for tourism. Weaknesses and threats include lack of readily available land for development, and human wildlife conflicts.	Production systems that include availability of a range of production inputs, services, equipment and complementary services were identified to be the leading obstacles to valorising the value chains, and interventions to address them were identified. These need to be undertaken.
<u>KGALGADI DISTRICT</u> (Tsabong sub-district)	Local Economic Analysis undertaken, and major economic potential was identified in agro-tourism (small stock demonstration project). Business Enabling Environment Survey done, Value Chains developed upto development of bankable business plans for an abattoir as part of small livestock project. LED developed profiles incorporated in DDP 8	LEA process was tedious for both facilitators and participants due to time constraints and limitations in understanding templates used for data collection. Not all LEA activities could be completed within the three days' workshop allotted. Activities were completed by the LED Technical Task Team which drew the interventions to value chain obstacles and value chain mapping. . Communities' stake holding in LED is currently minima, and getting change of mind set from communities used to having everything done for them through top down approach requires some time. Disaggregated socio-economic data not collected. Such information was not available especially for functional enterprises in the district.	Identify public, private and non-governmental resources for LED implementation. Collect and analyse existing and new quantitative and qualitative information. Establish data management systems for future use in monitoring and evaluation. LED facilitators should be trained comprehensively, giving adequate time to ensure that they understand the whole LEA process to be able to effectively and efficiently lead and guide others on the LEA process. Conducting the LEA process itself should be accorded enough time so that all the stakeholders are mobilised satisfactorily. MLGRD to ensure adequate staffing of Local Authorities for effective coordination of activities. MLGRD should ensure that all the stakeholders' e.g associations at top level e.g BOCCIM and other Ministries are taken on board to mobilise their departments / affiliates in the district on LED for smooth coordinated implementation. LEA process needs accurate economic and social disaggregated data to validate information collected from stakeholders during the LEA process
<u>FRANCISTO WN</u>	The following 3 out of the planned 5 stages were undertaken in this order , each accompanied by capacity building training: 1) Organising effort (structures, Governance, stakeholder mapping) 2) Local Economic Analysis with pro-poor business value chain and business plan development. 3) LED strategy development with 3	The two pending stages are (4) implementation of catalytic projects (5) Reviews and M&E.	Funding needed to implement catalytic projects. Easing some related requirements e.g accessing land for economic activities. One-stop shop to be set up to ease

Local Authority	Implementation & Key Results Achieved	Major Issues and Lessons	Key Recommendations
	projects identified (waste management, opulent square to develop a leisure site, and one stop shop)		doing business. Overall, there is need to follow through all requirements to ensure projects are implemented and funds provided are not returned.

c) **LED Strategies for the pilot districts developed;**

Local Authority	Implementation & Key Results Achieved	Major Issues and Lessons	Key Recommendations
<u>SOWA TOWN</u>	Final strategy developed for the period 2016 – 2021 and also broadly includes; Upgrading and development of Infrastructure; Acquisition of Land from Ministry of Lands. Stimulation of the Economy Institutional Development.	Strategy sets out vision, 3 key goals, each with a number of priority objectives. An implementation plan is also outlined, complete with key projects, their expected outputs and institutional arrangements for implementation.	The intention is to implement the strategy through Government Initiatives, Public Private Partnership (PPP), and engagement of industrial investors. This will need concerted effort, political buy-in and team work.
<u>CHOBE DISTRICT</u>	LED strategy and a LED Implementation Action Plan that will run for five (5) years (2016-2020) developed. It defines programmes and projects integrated into DDP 8 for implementation to address unemployment, sustainable environment, and poverty eradication. The strategy proposes the following: a) Promotion of cross border trade through revisiting and relaxing restrictive policies b) Promotion of human wildlife coexistence c) Zoning of forest reserves for agricultural activities and tourism activities d) Enforcement of Localisation Policy e) Review and harmonisation of the district's bye laws f) Strengthening and monitoring the implementation of Preferential Schemes and Economic Diversification Drive initiatives.	Chobe LED strategy development took the following process approach; a) Institutional Capacity Assessment; b) Local Capacity Building & Institutionalisation of LED; c) Literature Review; d) Trainings; e) Stakeholder Mapping; f) Local Economy Assessment; g) Strategy Documentation; h) Stakeholder Consultations.	Thorough survey be undertaken during preparation of the second LED Strategy for Chobe. This should be a revision and update of the 2016 – 2022 strategy. The proposed interventions in the strategy need to be re-prioritised for phased implementation.
<u>KGALGADI DISTRICT</u> (Tsabong sub-district)	LED strategy (2016-2022) was developed. It has three goals and a number of sub-goals / objectives focusing on Agriculture and Tourism, especially promoting commercial livestock production and moving the district towards the construction of Tsabong small stock abattoir. It also includes soft areas like skills development.	Information generated from tools used like SWOT and stakeholder analysis, visioning, was complemented by secondary analysis of data and evidence from both local and national sources. This means that the information generated from this data may become inadequate and out-dated.	The LED strategy to be reviewed annually to ensure that it remains well focused and relevant. The LED strategy should continuously evolve and respond to the changing competitive national and global environments. Lessons should be documented to guide future action including political factors.

Local Authority	Implementation & Key Results Achieved	Major Issues and Lessons	Key Recommendations
	Much time was spent developing a strategy and this was completed with a detailed implementation plan.		
<u>FRANCISTOWN</u>	<p>LED strategy developed with 3 goals and 6 objectives with costed projects and a 3-year implementation timeframe. It brings in stakeholder and local driven planning aspects to previous restricted scope earlier set for thematic planning.</p> <p>The legal and planning environment of the City of Francistown as well as availability of base data is favourable for LED strategy implementation.</p>	<p>Different persons and new staff each had different understanding of LED and this affected continuity.</p> <p>Process challenges encountered include: low turnout of important stakeholders during the assessment; limited and scarce resources for LED implementation (time, funds and personnel); and shortage of funds to undertake LED benchmarking trips.</p> <p>Assessment results might not depict reality because not all important stakeholders could be consulted.</p>	<p>Community is now dependent on government hand outs and is losing any inclination to improve their circumstances as a result of them being raised from time to time.</p> <p>Systematic approaches to gradually orient the mind-set of communities need to be formulated.</p>

d) **LED Strategies incorporated into Pilot Districts' Development Plans.**

Local Authority	Implementation & Key Results Achieved	Major Issues and Lessons	Key Recommendations
<u>SOWA TOWN</u>	<p>Guidelines for the entire LED process, including integrating LED in LG functions were developed by MLGRD and BALA in consultation with the 4 districts.</p> <p>LED as a whole is incorporated as part of UDP. There is a whole chapter 5 in the UDP4 that describes what LED achieved.</p> <p>District has high expectations from LED to alleviate its decaying and under populated status.</p>	<p>The strategy was not comprehensive. It lacked implementation time frame, budget and sources of funds. Guidance for its implementation was therefore inadequate.</p>	<p>Need for complete set of step-wise guidelines covering all the recommended six stages of LED planning and implementation process.</p>
<u>CHOBE DISTRICT</u>	<p>LED goals are aligned to those of the National Development Plan 11 Thematic Working Groups. All the LED programmes and projects profiles identified by the district have been incorporated into DDP8.</p>	<p>The strategy did not have specific guidelines for incorporation into DDPs, and lacked implementation time frame, budget and sources of funds.</p> <p>The available guidelines seem to focus on setting up LED as a LG project, undertaking LEA – which were most comprehensive, and it explains why all districts seemed to have undertaken LEAS more comprehensively than other stages of the LED process.</p>	<p>Need for complete set of step-wise guidelines covering all the recommended six stages of LED planning and implementation process.</p>

Local Authority	Implementation & Key Results Achieved	Major Issues and Lessons	Key Recommendations
<u>KGALGADI DISTRICT</u> (Tsabong sub-district)	LED goals are aligned to those of the National Development Plan 11 Thematic Working Groups. All the LED programmes and projects profiles identified by the district have been incorporated into DDP8.	The strategy did not have specific guidelines for incorporation into DDPs, and lacked implementation time frame, budget and sources of funds. The available guidelines seem to focus on setting up LED as a LG project, undertaking LEA – which were most comprehensive, and it explains why all districts seemed to have undertaken LEAS more comprehensively than other stages of the LED process.	Need for complete set of step-wise guidelines covering all the recommended six stages of LED planning and implementation process.
<u>FRANCISTOWN</u>	LED goals are aligned to those of the National Development Plan 11 Thematic Working Groups. All the LED programmes and projects profiles identified by the district have been incorporated into DDP8. LED helped Town try to reactivate the FT Investment and revitalization strategy, then championed by its investment forum.	The strategy did not have specific guidelines for incorporation into DDPs, and lacked implementation time frame, budget and sources of funds. The available guidelines seem to focus on setting up LED as a LG project, undertaking LEA – which were most comprehensive, and it explains why all districts seemed to have undertaken LEAS more comprehensively than other stages of the LED process. Town council funded most awareness sessions themselves.	Need for complete set of step-wise guidelines covering all the recommended six stages of LED planning and implementation process LED initiative being reported on to the council each month.

e) **Product value chain maps, business concepts and bankable business plans for projects identified in the LED strategies developed for the pilot districts.**

Local Authority / District	Implementation & Key Results Achieved	Major Issues and Lessons	Key Recommendations
<u>SOWA TOWN</u>	Business concepts developed for Sua pan flamboyant views to increase tourism attraction. Value chain maps developed for Ecotourism in general. These are costed with implementation timeframe, but resources for implementation not mobilised.	The following make Sowa Town potentially competitive as a regional service centre for both government and private sector for critical services: <ul style="list-style-type: none"> • Availability of over 15,000 hectares of land for investment, and this was cited by all other local authorities as a constraint; • Proximity to Makgadikgadi and Sua pans which offer avenue for Tourism activities; • Flora and fauna, and; • Strategic geographical location being the only town between Maun and Francistown. Furthermore Botswana Ash is the town's main economic activity. Lack of recreational facilities and inadequate commercial facilities however make the Town less	Uniqueness of SOWA town necessitating special attention is because, Town not attractive hence difficult to retain skilled labour. There is need for quick review and thorough feasibility study of the business plans and project profiles jointly with potential contributors and stakeholders. Sourcing finances and working out sustainable financing, implementation and partnership arrangements for business plans are urgent.

Local Authority / District	Implementation & Key Results Achieved	Major Issues and Lessons	Key Recommendations
<u>CHOBE DISTRICT</u>	<p>Fish farming value chain maps and a cooperative run business concept developed. These involve fish farming and capture fisheries from fishing itself, through processing to marketing and utilisation.</p> <p>The key objective of the cooperative is to increase the supply of fresh and dried fish (Chobe Bream and Cat Fish) to domestic and regional markets by 10% annually, through capacitating local fish farming associations during the next 5 years.</p>	<p>attractive to increasing a permanently settled population.</p> <p>Fish farming as opposed to capture fisheries is noted as a new concept for which there is a lot of apprehension. There were also a large number of potential partners and stakeholders (public and private) identified throughout the value chain.</p> <p>These business concepts have not reached bankable stage.</p>	<p>The huge potential for this sector to grow –considering that currently local fish supply in the whole of Botswana is about 300 tons against annual demand of 4000 tons, needs expeditious operationalization and expansion.</p>
<u>KGALGADI DISTRICT</u> (Tsabong sub-district)	<p>The following 6 products were prioritised for Kgalagadi District:</p> <ol style="list-style-type: none"> Cattle Small Stock Solar Energy Wildlife Camels Culture <p>Only the small stock value chain developed to draft stage, while the fully costed Molopo cooperative developed to complete business plan for production, and processing of goats and sheep products.</p>	<p>Products were prioritised on the basis of;</p> <ol style="list-style-type: none"> Uniqueness - competitive advantage Economic sustainability Social sustainability Environmental sustainability Institutional sustainability Total value chain potential <p>District has a challenge of inadequate and poor water quality.</p> <p>The Molopo Cooperative is complete with detailed process description, siting, costing and financing plan, management and partnership arrangements, cash flow and sales forecast</p>	<p>Need to source investment financing and for partners to come on board to explore and implement prioritised bankable projects. Water quality challenge means that while prioritised projects should not require large quantities of high quality water as a key production input, Government needs to prioritise water provision infrastructure as a public good.</p>
<u>FRANCISTOWN</u>	<p>The following three out of a total of 15 identified projects for LED implementation in the UDP4 were prioritised and developed upto business plan level:</p> <p>One-stop-shop, Opulent Square and Plastic-oil Company / waste management.</p> <p>Waste Management, initially focused on plastics to oil, but later expanded to all plastics especially due to looming ban on use of plastics, which would mean loss of raw material.</p> <p>LED process developed upto partial business plan level, without actual marketing of business plans.</p>	<p>Choice of projects was top-down because suggested projects from communities were considered micro and of minimal impact. Their stake holding in LED is currently minimal though they were consulted through 3-tier approach.</p> <p>Informal private sector not consulted because these are not organized therefore difficult to get their representation. Work initiated to get them create their lobby groups.</p> <p>Though Francistown is a major attraction for job-seekers, Its economy is led by the retail sector with low industrial activity and unfavourable business environment.</p>	<p>Funding to implement catalytic projects.</p> <p>Easing some related requirements e.g accessing land for economic activities.</p> <p>Communities need more guidance on appropriate types and scales of projects. At the same time, micro-projects offer communities easier opportunities to engage in economic activities better than mega projects.</p> <p>Need to follow through all requirements to ensure projects are implemented and funds provided are not returned.</p> <p>Complete setting up of the one-stop centre to reduce bureaucracy and improve business environment.</p>

Local Authority / District	Implementation & Key Results Achieved	Major Issues and Lessons	Key Recommendations
			Monitoring assumptions and ensuring that complementary and critical programmes materialise e.g land availability.

f) **Additional lessons from piloting LED planning and implementation in the pilot districts were documented and used concurrently to inform the development of LED Framework and Action Plan;**

148. The preceding district and component performance presentation brought out some of the immediate lessons noted by the implementer. This section f provides additional issues, lessons and recommendations to address the issues raised.

Local Authority / District	Major Issues and Lessons	Key Recommendations
<u>SOWA TOWN</u>	Sowa Town is relatively new, created in 1991. It therefore has a low population and limited activities of any nature, including economic activities. There is however an abundance of land available for development.	The DDPs and the LED specific documents, namely LEAs, Strategies, and some business concepts have all documented useful intentions. There was however scanty information on actual lessons learnt, especially on implementation. The M&E framework that was to be put in place at national level to guide districts in setting up their own systems to track performance and document lessons did not materialise. The M&E framework needs to be completed and tailored to LED M&E in the scaling up phase.
<u>CHOBE DISTRICT</u>	Chobe District in contrast to Sowa Town is a hive of economic activity, ranging from large scale farming, through fishing and tourism to goods trading with neighbouring countries. It also seemed that several other districts have travelled to learn from Chobe.	To avoid complacency in Chobe, there is need for the district implementers to also benchmark with other areas both within and outside Botswana. Like for Sowa Town, operationalizing the M&E as well as the knowledge documentation are critical for Chobe as they go into scaling up and implementation in phase II of LED
<u>KGALGADI DISTRICT</u>	Private sector participation minimal. FGD indicated community participation in LED training sessions at 18% (4 out of 22 in the FGD conducted participated in LED trainings).	The LED strategy and LEA provided some lessons and recommendations. Some of these include the following: a) Although the LED strategy will be implemented over the next 6-year period of DDP 8, the strategy should be reviewed annually to allow for adjustments in response to changing local conditions. b) Sequencing of steps in LED to be continuous without lengthy time lags. c) Benchmarking with success cases elsewhere. d) Need for continuity and consistency in participation. e) Annual joint meetings and performance review sessions to be conducted.
<u>FRANCISTOWN</u>	Data collection templates seem to have been found to be not so user friendly. This perhaps speaks to the level of training and preparation the implementers were given. The FGDs also felt that information was not adequately disseminated to the public. Communication plan and M&E strategy were not	Mobilisation and engaging communities at lower levels for effective participation may require additional expertise and resources to be dedicated. Need for consistent training and communication, and to expand time for training for better comprehension and avoid compressed provision of massive materials. Districts also needed guidance to modify and adapt the guidelines to their peculiar situations. Need for more mobilization and bringing more stakeholders on board to contribute to funding. Look into possibility of accessing the constituency community development fund to fund some of the Bankable LED projects.

Local Authority / District	Major Issues and Lessons	Key Recommendations
	<p>developed. This greatly hampered documentation of lessons.</p> <p>Seems that business plans were selected by district staff rather than by the communities.</p> <p>Currently SMMEs not well supported by law.</p>	<p>Top leadership in MLGRD to get involved in championing LED at national level and Ministers to speak about it in public gatherings.</p> <p>Avail funds in time for LED implementation.</p> <p>All important personnel and stakeholders should be the main drivers of LED and it should not be left to the technical team alone</p> <p>The City authorities had reservations with a view that instead of supporting to complete and implement the earlier developed Francistown investment strategy, LED came up with something completely new, indicating contradictions between approach between Central Government and Local Government in addressing priorities. These need harmonisation, and further guidance to Las on the flexibility of LED framework to adapt to peculiar situations.</p> <p>Urgent need to complete and roll out M&E strategy and its entire operational systems at all levels (national, local authority and specific economic projects' levels)</p> <p>LED is being appreciated and recognized across different spheres therefore there is need to use different forums to disseminate information on LED.</p> <p>The availability of an investment office in the City is a huge opportunity for the growth of LED in the City, which should be made full use of;</p> <p>Need to expand stakeholder ownership of LED, and increased emphasis on accountability</p>

8.2 Proposed Re-design of Up-scaled Phase II of LED

Project Title: Local Economic Development Phase II – Up-scaling and Deepening [2018-2023]

Brief Description

As an Upper Middle Income country, Botswana registered good national economic growth and development, as well as wealth creation from 1980 to 2012. Total Gross Domestic Product rose from US \$ 1.175 billion to US \$ 17.624 billion in that period, while Gross National Income real per capita income, in 2005 constant prices rose from US \$ 1,295 to US\$ 6,934. In 2016 Botswana was ranked 108th Worldwide and 3rd in Africa on human development with Human Development Index (HDI) of 0.689. Total population living below poverty also declined massively from 49% in 2010 to 19.3% in 2013/14 and further to 16.3 in 2015/16. Botswana also has a good history of promoting bottom up participatory approaches to democracy and development. As a result there are community based structures such as village/ward development committees whose mandate is to deepen and strengthen the partnerships on development planning process at both local and national levels. Botswana also has a traditional system of local leadership which works cooperatively with district councils.

In spite of this, the country's good national economic growth and development, as well as wealth creation have not significantly reduced poverty and inequality, or translated into increased and sustainable decent employment to meet the rising needs. Poverty, inequality and unemployment still persist. Policies, institutions, frameworks, programmes and projects for eradicating poverty have been developed and implemented with limited participation of local institutions and local actors. Many have not realised their desired effect. Local Economic Development (LED) was introduced in 2013, as a lesson learning pilot project in four out of sixteen local authorities in the country. This is very much in infancy stages, with large proportion of the local implementers and all the intended target groups only starting to comprehend the LED concept and what it takes to have it productively running.

The pilot implementation has generated useful lessons and experiences such as; the need for a more diverse and deliberately pro-active inclusion of all stakeholders and wider networking especially the private sector, civic society and communities in the entire process from design to implementation; the need for complementary and converging policies; diversified resourcing; intensified and continuous capacity building, etc. Interventions to address recommendations arising from these lessons and experiences require implementation in the second and scaling up phase II of LED. In this way the intended ultimate results including; reduced vulnerability to social, economic and environmental risks, enhanced and sustainable equitable national economic growth and diversification can be achieved for creating decent jobs, increasing incomes, eradicating poverty in all areas of Botswana.

Development Challenge

Creating a dynamic and vibrant market driven and diversified local economy is still elusive. Government still has a lot to do to create a facilitating environment for this kind of economic entrepreneurship. Some of the structural challenges include: Continued lack of a full policy and framework for decentralised governance that ensures effective and responsive service delivery and all inclusive LED implementation; weak interface between local councils, local institutions including the private sector and communities. The administrative, managerial and entrepreneurial capacities in local councils for planning, budgeting, financial management, procurement, contracting and tracking programme and project implementation performance, and compliance with national accountability systems, as well as attracting investments and financing are still limited.

Strategy

The overall strategy will revolve around massive mobilisation and orientation of stakeholders across all sectors at national, local and community levels and forge linkages and partnerships with supporting and facilitating entities. These entities will include; Development Partners, Business Sector Entrepreneurs, Civil Society Organisations, Academia, etc. All stakeholders will be mobilised and empowered to implement the national LED Framework and Action Plan for Botswana within the ambit of a decentralized governance framework.

A rolling planning and implementation of the entire LED process across the 16 local authorities will be pursued during phase II. This will in itself have two phases. Phase one to last five years will include deepening implementation of the already developed plans in the four pilot districts, running concurrently

with up-scaling LED planning and initial implementation in another set of eight new districts. In the third year of scaling up in the eight new districts and deepening implementation in the four pilot districts, a rigorous mid-term evaluation of both the deepening phase and the up-scaling phase will be undertaken. Lessons and corrective measures identified will be used to move into phase two of LED scaling up into the remaining four districts (to cover the entire country), and deepen implementation in the eight districts in which scaling up was undertaken. This will run for the remaining two years, meanwhile an extension phase of three years is designed to complete the entire roll-out process.

The five year period is deemed necessary to cover the full 6 phased LED introduction in a manner that promotes inclusive, responsive and sustainable service delivery and local economic development, making full contribution to the NDP 11 priorities of developing diversified sources of economic growth through local economic development, human capital development, social development, sustainable use of national resources and implementation of an effective monitoring and evaluation system. The several recommendations from pilot evaluation point to the need to have slightly extended orientation and continuous capacity building for the district implementing personnel, together with a more deliberate strategy to bring on board right from design through to implementation, all categories of the private sector alongside the recipient communities. In addition, it is necessary to incorporate the following 20 components for a successful LED strategy:

- | | |
|---|---|
| 1. Have political will | 12. Think about quality |
| 2. Get commitment | 13. Invest in infrastructure “soft” as well as “hard” |
| 3. Include the informal economy | 14. Incorporate natural capital |
| 4. Use strategic thinking | 15. Leverage private investment for public good |
| 5. Evaluate the pros and cons | 16. Establish clear decision rules and procedures for a safe and stable” playing field” |
| 6. Integrate, network and link | 17. Ease of business entry and efficient regulation-enforcement |
| 7. Incorporate accountability and transparency | 18. Plug leaks / Increase multipliers |
| 8. Incorporate culture | 19. Encourage local business enterprise development |
| 9. Get visible results and use demonstration projects | 20. Attract compatible new businesses |
| 10. Understand local, regional, and global markets | |
| 11. Balance strategies | |
-

Results

Expected Results

Goal: To Promote Local Economic Development For Sustainable Livelihoods Improvement Among People in Botswana, contributing to the country’s national goal to successively reduce poverty by 0.5 percentage point annually to 8% by 2023.

Purpose: Support the process to enhance and sustain equitable national economic growth and diversification, for creating decent jobs, increasing incomes and eradicating poverty, through increased Local Economic Development activities, contributing to NDPs, Vision 2036 and SDGs.

Main Objective: To deepen and scale up Local Economic Development for inclusive, responsive, sustainable and diversified economic activities in all localities in Botswana.

Specific Objectives, To:

1. Enhance partnerships and harmonise multi-sector policy development and implementation at the national and local levels to facilitate gender and environmental responsive local economic development;
2. Expand and mainstream systematised medium term Local Economic Development planning for implementation in all local authorities in Botswana;
3. Enhance resource mobilisation, project planning and implementation capacities and systems for LED stakeholders

8.3 Results Framework:

Project title: Local Economic Development Phase II – Up-scaling and Deepening [2018-2023]
Overall Project Impact: <i>Local Economic Services and Peoples Livelihoods in all Localities in Botswana Improved on Equitable and Sustainable Basis in line with NDP 11</i>
Impact Indicators: Changes in average p.a income levels in project areas; Changes in levels of local revenue generation in project areas; Level of development responsiveness to gender, biodiversity, natural resource protection and climate change adaptation; Rate of expansion in private and public economic businesses in the project areas.
<p>Intended Outcome 1.1 Increased collaboration and partnerships amongst the key actors in development of LED relevant and facilitating Policy and institutional framework at national and local levels :</p> <p>Intended Outcome 1.2 Organised representation of Non-State Stakeholders (<i>Private Sector, CSO, Communities</i>) for participation in all LED processes enhanced</p> <p>Intended Outcome 2.1 Updated tools and systems applied to facilitating the delivery of inclusive, responsive and sustainable services and implementation of LED at national and local levels</p> <p>Intended Outcome 3.1 Sources of funding for LED project implementation diversified</p> <p>Intended Outcome 3.2 Improved individual, organisational and institutional capacities facilitating developmental local governance through LED planning and implementation in Botswana improved.</p> <p>Intended Outcome 4.1 Delivery of defined project outputs and outcomes appropriately managed and co-ordinated arrangements ensuring effective implementation of the project.</p>
<p>Outcome indicators 1.1: Degree of convergence of Economy-wide LED relevant policies and Frameworks at National and Local levels; Degree of coherence amongst the institutions responsible for economic planning both at national and local levels.</p> <p>Outcome indicators 1.2: Level of consensus amongst the stakeholders in the identification of priority areas during the LED process; Stakeholder’s degree of satisfaction pertaining to their engagement in the entire LED process</p> <p>Outcome indicators 2.1: Number of implementation tools and systems completed and approved for use – <i>such as; local economy analysis reports, district LED strategies, product value chain maps, business concepts, business plans, guidelines</i>; Number of LAs applying all developed tools for their LED process</p> <p>Outcome indicators 3.1: # of new sources of funding accessible for implementing LED developed projects; Amount of funds leveraged from various sources for implementing LED developed projects</p> <p>Outcome indicators 3.2: % of LED work plan implemented in-house by available established staffing and using existing structures and systems; Level (%) functionality of required LED units and systems in each of the districts</p> <p>Outcome indicators 4.1: Level of completion of LED planning and implementation in MLGRD, targeted districts and BALA</p>
Applicable Output(s)

EXPECTED OUTPUTS	OUTPUT INDICATORS	DATA SOURCE	BASELINE		FINAL TARGETS	DATA COLLECTION METHODS & RISKS
			Value	Year	FINAL	
Output 1.1.1 Multi-Sector Technical Advisory Committee (MSTAC) Established and operationalised	<ul style="list-style-type: none"> Degree of convergence of Economy-wide LED relevant policies and Frameworks at National and Local levels; 	<ul style="list-style-type: none"> Relevant Policy documents e.g: Land Policies, Decentralisation Policy, Agriculture Policy, Wildlife policies, Investment policies, etc. 	?	2018	<ul style="list-style-type: none"> At least 4 Related Policies working on a complementary manner with zero contradictions 	<ul style="list-style-type: none"> Analysis of relevant policies. Risk of sectors only pursuing independent interests not compatible with LED
	<ul style="list-style-type: none"> Degree of coherence amongst the institutions responsible for economic planning both at national and local levels 	<ul style="list-style-type: none"> Records of planning meetings National pronouncements 	Some intermittent coherence exists	2018	<ul style="list-style-type: none"> A common planning approach and pursuing synergistic objectives towards one overall vision ad same goals 	<ul style="list-style-type: none"> Observations and study of final common plans Risk of inadequate coordination and of sectors only pursuing independent interests not compatible with LED
Output 1.1.2 Improved national policy/strategy frameworks for decentralised service delivery institutionalised and implementation of LED developed, implemented and reviewed	<ul style="list-style-type: none"> # of LAs implementing LED Policy Frameworks and Action Plans to at least 75% completion 	<ul style="list-style-type: none"> LED District Implementation Annual Reports 	0	2018	<ul style="list-style-type: none"> 16 District LED plans implemented to at least 75% 	<ul style="list-style-type: none"> Study of LED Plan implementation reports and Evaluation Reports
	<ul style="list-style-type: none"> Level of Institutional mainstreaming of LED into established legal LA structures 	<ul style="list-style-type: none"> Official District Establishments documents with Job Descriptions 	0	2018	<ul style="list-style-type: none"> LED function and implementing personnel as legal components of LA structures in 16 districts 	<ul style="list-style-type: none"> Study of official District Establishments documents with Job Descriptions. Commitment and implementation of enabling legal and institutional framework
Output 1.2.1 Roles, Obligations and incentive structure for active participation developed for each stakeholder category, including Gender.	<ul style="list-style-type: none"> Number and categories of non-state participants fully engaged in LED processes disaggregated by age, sex and category represented (CSO, Private Sector, Local Communities). 	<ul style="list-style-type: none"> District lists of CSO, Private Sector, Local Communities 	Village Development Communities, Community Trusts	2018	<ul style="list-style-type: none"> At least 6 stakeholder categories in each of the 16 districts 	<ul style="list-style-type: none"> Study of district profiles and records. Risk of stakeholders disagreeing to come together and get organised for a common purpose.

EXPECTED OUTPUTS	OUTPUT INDICATORS	DATA SOURCE	BASELINE		FINAL TARGETS	DATA COLLECTION METHODS & RISKS
			Value	Year	FINAL	
		•			•	•
Output 1.2.2 Participatory citizens monitoring and reporting systems and tools developed and implemented.	• No of citizen produced reports on LED performance	• Citizens LED reports	0	2018	• At least 4 quarterly Citizens LED reports per district in final year	• Study of citizens reports • Availability of facilitating experts in participatory M&E • Capacity of communities to use ICT
		•			•	•
Output 2.1.1 Local economy assessment [LEA] reports and LED strategies developed in all 16 LAs in Botswana	• # LAs with completed LEAs & strategies	• LEA and strategy Documents	4 district LEAs & strategies completed	2018	• 16 district LEAs & strategies completed	• Study of LEA and strategy Documents • Capacity of implementers to operationalize guidelines developed • Availability of service providers
	• The ease/availability of data on the Local Authorities profile/ status for each of the 16 LAs	• M&E Reports from LAs • District Profiles documents	1 (Kgalagadi) District Profile available	2018	• Profiles of 16 districts completed.	• Capacity of implementers to carry out research
Output 2.1.2 Complete guidelines and associated tools for LED Planning, Implementation and mainstreaming the national and local levels developed.	• Functionality of the multi-stakeholder LED forum and secretariat that are using the complete LED guidelines;	• Records of LED Forum meetings	Scheduled meetings in 4 districts	2018	• Scheduled meetings in 16 districts	• Study of reports and records • Risk of Staff Transfers. • User-friendly guidelines/ • Capacity of all implementing partners to operationalize the developed guidelines
		•			•	•
Output 2.1.3 Systems to improve service delivery, and institutionalise and implement LED at national	• Level of customisation of knowledge management system to MLGRD, BALA & 4 districts;	• Knowledge management and database reports	Nil	2018	• All 16 districts have Knowledge management systems and	• Practical application and study of knowledge management system; • Adequacy of trained personnel

EXPECTED OUTPUTS	OUTPUT INDICATORS	DATA SOURCE	BASELINE		FINAL TARGETS	DATA COLLECTION METHODS & RISKS
			Value	Year	FINAL	
and local levels developed					database nodes linked to one central data base LED database	and their continued skilling • Limited connectivity
	• Level of customisation of M&E systems to MLGRD, BALA & pilot districts	• M&E system database	Nil	2018	• All 16 districts have Integrated M&E systems linked to one central Integrated ME and IM system at MLGRD	• Practical application and study of M&E system and Plans • Effective partnership with NSO • Adequacy of trained personnel and their continued skilling • Limited connectivity
	• Integration of LED planning and implementation into structures and work process of districts in Botswana, with requisite staffing.	• Official District planning guidelines, Establishments documents with Job Descriptions	0	2018	• LED function and implementing personnel as legal components of LA structures and planning guidelines in 16 districts	• Study of official District planning guidelines, establishments documents with Job Descriptions. • Commitment and implementation of enabling legal and institutional frameworks
Output 2.1.4 Bankable business plans developed and implemented in all 4 initial pilot districts	• # and value of bankable business plans under implementation;	• Bankable business plan documents	4 draft business concepts produced during the pilot phase	2018	• 16 Bankable business plan documents completed ready for financing	• Study of 16 documents. • There will be availability of service providers within budget. • Insufficient stakeholder participation Documents
	• Total community and private sector population involved in the business plans under implementation.	• Area disaggregated population statistics	0	2018	• Involvement of total population constituting 50% of registered community and private sector organisations in all 16 districts	• Survey of project area • The LED fund will be developed and approved under the Fiscal Decentralization, & funds mobilized for implementing business plans; • Limited capacity leading to project overruns; • Inadequate commitment by

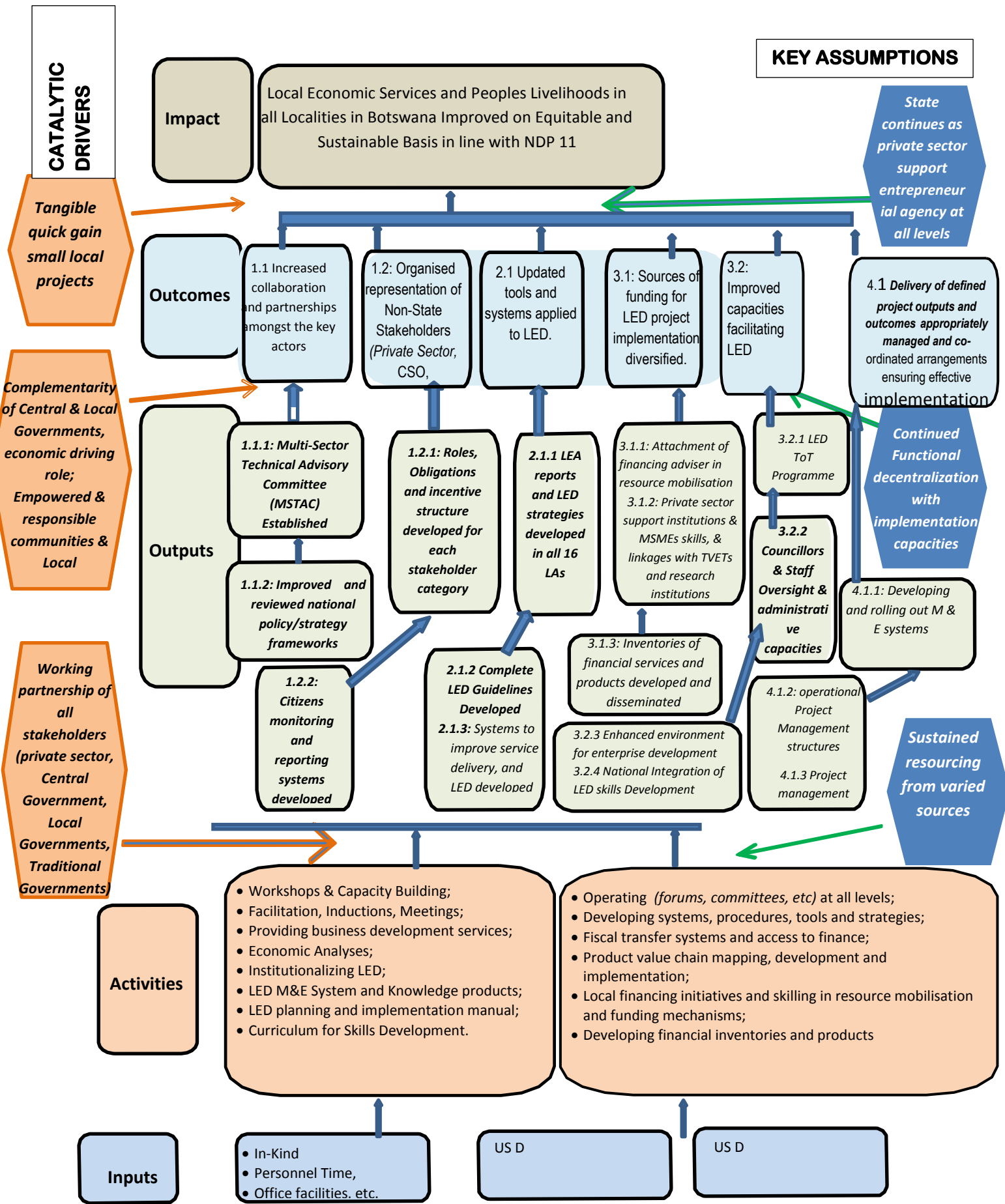
EXPECTED OUTPUTS	OUTPUT INDICATORS	DATA SOURCE	BASELINE		FINAL TARGETS	DATA COLLECTION METHODS & RISKS
			Value	Year	FINAL	
						communities to participate in project activities
Output 3.1.1 Attachment of financing adviser for staff training and mentoring in resource mobilisation	• Number of local implementing staff with resource mobilisation skills	• Staff records and personal files	0	2018	• At least one senior staff member in each of the 16 districts to have operational resource mobilisation skills	• Studying District implementation reports. • Availability of personnel at local level • Availability of service providers within budget
		•			•	•
Output 3.1.2 Private sector support-giving institutions and MSMEs have improved skills, knowledge, technological capacity and linkages with TVETs and research institutions	• Number and scope of priority projects proposed for funding under the LED arrangements	• Records and details of fundable community projects	8 from the four pilot districts	2018	• At least 32 fundable priority projects (2 from each of the 16 districts)	• Study of projects progress reports • The LED fund will be developed and approved under the Fiscal Decentralization, & funds mobilized for implementing business plans;
		•			•	•
Output 3.1.3 Inventories of financial services and products developed and disseminated	• List and access terms of potential sources of funds.	• Government Fiscal Records • Financial new, bulletins and information for private sector	?	2018	• At least 2 alternative sources each from public and Private Financial sources accessible to all the 16 districts	• Study and review of Government Fiscal Records • Financial new, bulletins • Free and timely flow of accurate financial information to all stakeholders across the country.
	• Variety of financial products provided to stakeholders	• Government Fiscal Records • Financial new, bulletins and information for private sector	?	2018	• Cash and in-kind financial products and services accessible on acceptable terms to all the 16 districts	• Study and review of Government Fiscal Records • Financial new, bulletins • Free and timely flow of accurate financial information to all stakeholders across the

EXPECTED OUTPUTS	OUTPUT INDICATORS	DATA SOURCE	BASELINE		FINAL TARGETS	DATA COLLECTION METHODS & RISKS
			Value	Year	FINAL	
						country.
Output 3.2.1 LED Training of Trainers (ToT) Programme Developed and Implemented;	• Number and composition of Trainees;	• Training reports	224 trained on LED Orientation, LEAs, Strategy Development, M&E, Knowledge Management and Communication, Value Chain Development	2018	• 900	<ul style="list-style-type: none"> • Needs assessment, end of training evaluation, records review • Availability of Service Providers
	• Level of establishment, orientation and operation of the established project implementation team;	• Project Progress Reports	5 project Teams in 4 districts operational 2 Teams at National level	2018	<ul style="list-style-type: none"> • 5 teams in 16 districts operational • 3 teams at National level 	• Meetings, document review
Output 3.2.2 Councillors and staff in target Districts have the oversight, administrative and technical capacities to secure effective service delivery and implementation of LED	• Completion of reports and documents on capacity assessment and capacity development program;	• Capacity development reports	One report of 2016	2018	• Report on capacity assessment before and after training programmes in all 16 districts	<ul style="list-style-type: none"> • Study of report on capacity assessment before and after training programmes in all 16 districts • Availability of Service Providers
	• % of councillors, members of the DDC & Economic Development Committees in all districts capacitated	• Council performance appraisals and District LED management reports	20% (from the 4 pilot districts)	2018	• 100% (from all 16 districts)	<ul style="list-style-type: none"> • Study of council performance appraisals and District LED management reports • Availability of Service Providers and sufficient resources
Output 3.2.3 Environment for formal and informal enterprise development and growth in the four pilot sites enhanced	• Completion of profiles of the informal sector [size, trends, activities, challenges, and opportunities] in the pilot districts	• Informal private sector profiling reports from Business Botswana	0	2018	• Informal private sector profiles for each of the 16 districts completed and disseminated.	<ul style="list-style-type: none"> • Study of each of the Informal private sector profiles • Business Botswana will undertake the informal

EXPECTED OUTPUTS	OUTPUT INDICATORS	DATA SOURCE	BASELINE		FINAL TARGETS	DATA COLLECTION METHODS & RISKS
			Value	Year	FINAL	
						business sector profiling in collaboration with the Local councils, and Service Providers and sufficient resources will be available
	<ul style="list-style-type: none"> Informal sector development programmes and projects designed in each of the pilot districts 	<ul style="list-style-type: none"> Records and details of Informal sector development programmes and projects designed 	0	2018	<ul style="list-style-type: none"> At least 32 informal sector development programmes and projects prepared (2 from each of the 16 districts) 	<ul style="list-style-type: none"> Study of each of the prepared informal private sector projects The LED fund will be developed and approved under the Fiscal Decentralization, & funds mobilized for implementing the informal private sector projects.
Output 3.2.4 LED Planning and Implementation Integrated into National Skills Development.	<ul style="list-style-type: none"> Coverage of course content on new LED curriculum 	<ul style="list-style-type: none"> Course content document in new LED curriculum 	Botswana Extension Services Training [BEST] Course	2018	<ul style="list-style-type: none"> LED course offered at diploma level in at least 1 institution 	<ul style="list-style-type: none"> Observations and meetings Willingness of institutions to integrate LED into the curricular. Availability of capacity to develop the Modules Accreditation of the Modules by Botswana Qualifications Authority [BQA
		<ul style="list-style-type: none"> 	<ul style="list-style-type: none"> 			<ul style="list-style-type: none">
Output 4.1.1 Developing and rolling out M & E systems to track and evaluate LED planning and implementation in and by local councils.	<ul style="list-style-type: none"> # M&E plans developed and put into use 	<ul style="list-style-type: none"> M&E system and plan documents 	1 National M&E plan & 4 Draft M&E plans initiated during the pilot phase	2018	<ul style="list-style-type: none"> 1 National M&E plan & 16 Draft M&E plans completed and operational 	<ul style="list-style-type: none"> Practical application and study of M&E system and Plans Adequacy of trained personnel and their continued skilling

EXPECTED OUTPUTS	OUTPUT INDICATORS	DATA SOURCE	BASELINE		FINAL TARGETS	DATA COLLECTION METHODS & RISKS
			Value	Year	FINAL	
		•			•	•
Output 4.1.2 Setting up and operationalizing effective Project Management, Coordination and Governance structures and systems (<i>Committees, Task Teams, Operating Manuals</i>)	• # Project established structures providing strategic direction and oversight on a continuous basis	• Meeting Minutes and Reports from PSC and other Governance structures	4 LG structures (from pilot districts) & 1 at National level operational	2018	• 16 LG structures (from all districts) & 2 at National level operational	• Study of meeting minutes and reports from PSC and other governance structures • Disbursement of funds timeously to support project management
	• Sector composition of membership in the operational project governance structures.	• Meeting Minutes and Reports from PSC and other Governance structures	?	2018	• ?	• Study of meeting minutes and reports from PSC and other governance structures • Full and consistent participation of all appointed members
Output 4.1.3 Project managed effectively and efficiently	• Number of high level policy advisory notes, position papers and presentations developed	• Record of high level policy advisory notes, position papers and presentations	?	2018	• At least two sets of each per year	• Study of high level policy advisory notes, position papers and presentations • Availability of resources [human, material & financial] to manage project at all levels
	• Timeliness of work plan implementation	• Annual Progress Reports an Annual Work Plans	4 Annual Progress Reports an Annual Work Plans each year from pilot districts	2018	• 16 Annual Progress Reports an Annual Work Plans each year from all 16 districts	• M&E system & district M&E plans to track project performance developed • Availability of resources [human, material & financial] to manage project at all levels

8.4 Theory of Change for LED Phase II



8.5 Annex 3: ToRs for the LED Project-End Evaluation



Empowered lives.
Resilient nations.

INDIVIDUAL CONSULTANT PROCUREMENT NOTICE

TITLE OF CONSULTANT: Individual Consultant (IC) for Evaluation of the Local Economic Development [LED] Project in Botswana

COUNTRY: BOTSWANA

DESCRIPTION OF ASSIGNMENT: The overall objective of the consultancy is to “evaluate the Local Economic Development Project in Botswana” that contributed significantly to the National Strategy for Poverty Reduction.

PROJECT NAME: Support to Economic Diversification

PROJECT NUMBER: 00104645

Proposals with reference should be submitted in a sealed envelope clearly labelled, “**Individual Consultant (IC) for Evaluation of the Local Economic Development [LED] Project in Botswana**”

Should be submitted at the following address no later than **16 March 2018 at 12:00pm (Botswana Time)**

to:

*The Resident Representative
United Nations Development Programme
P.O. Box 54
Gaborone*

or by email to: procurement.bw@undp.org

Any request for clarification must be sent in writing, or by standard electronic communication to the address or e-mailed to enquiries.bw@undp.org UNDP Botswana will respond in writing or by standard electronic mail and will send written copies of the response, including an explanation of the query without identifying the source of the inquiry to all prospective facilitators.

NOTE: *Consultancy firms/companies interested in applying for this assignment are free to do so provided they submit a CV of only one qualified consultant and present its bid in a manner that would allow for evaluation of the bid in accordance with the evaluation criteria specified in these solicitation documents. That is, the experience required is that of the individual whose CV would have been submitted by the company rather than that of the company. Further, if the submitted bid wins, the ensuing contract will be between the UNDP and the company/firm, not the individual.*

1. BACKGROUND

The Government of Botswana (GoB), through the Ministry of Local Government and Rural Development (MLGRD), in partnership with the United Nations Development Programme (UNDP) in Botswana (UNDP-Botswana) requires the services of an experienced consultant to undertake the evaluation of the LED Planning and Implementation Project [LED Project] that was implemented by the Government of Botswana with the support of UNDP GoB-UN Programme Operational Plan (GoB-UN-POP) 2010-2016.

1.1 National Development Context

The GoB adopted its National Strategy for Poverty Reduction (NSPR) in 2003. Under the NSPR, the GoB sought to: (a) create opportunities for sustainable livelihoods; (b) strengthen organisational and delivery capacities of poor people; and (c) enhance people's access to social investments. Under the Tenth National Development Plan (NDP 10), the GoB identified local economic development (LED) as a key strategic initiative to contribute to the achievement of the objectives of the NSPR. Accordingly, for the past five years, the MLGRD has supported local councils in Botswana to develop and nurture effective partnerships to enhance the competitiveness of local economies, foster inclusive and sustainable market development and economic growth, create decent jobs and incomes, and eradicate poverty through LED with the support of the UNDP Botswana Country Office.

UNDP technical support to the GoB was provided under the (GoB-UN-POP) 2010-2014, which was subsequently extended to end in 2016. However, UNDP continued to support LED in 2017. Under the Economic Diversification and Poverty Reduction pillar, UNDP support for LED planning and implementation was provided through a LED technical policy advisory services based in the MLGRD as the implementing partner under a national execution modality. The LED project outcomes prioritised: (a) the development of a policy and institutional frameworks to facilitate inclusive and pro-poor LED at national and local levels; (b) the development of tools and systems to facilitate LED planning and implementation at national and local levels; (c) the strengthening of both administrative and technical capacities of key individuals and institutions including the MLGRD, all the 16 districts in Botswana and the Botswana Association of Local Authorities (BALA) to plan and implement LED; and (d) the development of data management, monitoring and evaluation capacities to support evidence-based decision making in LED planning and implementation at national and local levels. These outcome areas were pursued through the piloting of LED planning and implementation in Chobe and Kgalagadi Districts and Francistown City Council and Sowa Town.

The current national planning framework for Botswana encompasses Vision 2036, the Eleventh National Development Plan (NDP 11) and the local development plans in all the 16 rural and urban districts of the country. The national development framework is designed to anchor and drive national and local efforts to achieve inclusive and sustainable national economic growth, create jobs and eradicate poverty, and to localise the global Agenda 2030 for Sustainable Development. Furthermore, one of the key areas of focus under the United Nations Sustainable Development Framework (UNSDF) and the UNDP Country Programme Document (CPD) for 2017-2022, is to enhance the capacities of the GoB in planning and implementation management, and mobilise and effectively target the use of increasingly diminishing resources to drive sustainable economic diversification and inclusive growth under the emerging portfolio on Economic Diversification and Inclusive Growth. LED planning and implementation, as articulated in the national LED framework and action plan, has been identified as an indispensable vehicle to grow and diversify the national economy and localise the realisation of the objectives of Agenda 2030 for Sustainable Development in the context of a decentralised governance framework.

1.2 Components of LED Project

The outcome areas of the LED project were broken down into the following components: -

- 1.2.1 LED Policy Framework - this entailed the provision of technical leadership and direction to develop the national LED Framework and Action Plan and multi-stakeholder institutions and systems to drive LED planning and implementation at national and local levels in Botswana;
- 1.2.2 Capacity Development for LED - to facilitate individual and organisational capacities to drive LED planning and implementation at national and local levels;
- 1.2.3 LED Piloting - to pilot, draw lessons and inform LED policy development, planning and implementation in selected districts of Botswana;
- 1.2.4 LED Knowledge Products - to support the development and documentation of flagship knowledge products including policies, strategies and guidelines for LED planning and implementation in Botswana;
- 1.2.5 Financing LED - to facilitate the development of a multi-pronged system to finance LED planning and implementation in Botswana;
- 1.2.6 M&E System for LED - to support the strengthening of data collection and collation as basis for evidence-based decision making in LED planning and implementation management;
- 1.2.7 LED Stakeholder Co-ordination - to ensure effective co-ordination of the LED project among national and local stakeholders and development partners; and
- 1.2.8 LED Programme Management - to provide technical leadership, guidance and effective management of the LED project including the management of consultancies commissioned to facilitate LED planning and implementation in Botswana.

The foregoing interrelated components were planned and implemented annually from 2013 to 2017 in the context of a joint programming framework with a pointed focus on people, environmental sustainability, and prosperity - people, planet and place (3Ps). The LED components were to be planned and implemented through collaborative work with other UNDP portfolios on environment and poverty eradication; other UN agencies with mandates in population dynamics; and the collaborative work under the joint programme of the GoB, UNDP Botswana, the Botswana Association of Local Authorities, and the Commonwealth Local Government Forum [CLGF] under the theme "Enhancing Service Delivery and Promoting LED in Botswana" which ran concurrently with the GoB-UN-POP.

1.3 Programme Principles

The scope of the LED project was driven through a set of inter-related principles that informed the nature of engagement between the UN Country Team and the GoB under the GoB-UN POP 2010 -2016. The programming principles included the following:

- 1.3.1 Botswana is an upper middle-income country (UMIC) with the capacity to finance its own development with the support of technical advisory services from its development partners;
- 1.3.2 The focus of development partner support would be on providing technical advisory services on upstream policy, institutional and systems development and implementation;
- 1.3.3 The technical advisory services for upstream policy, institutional and systems development and implementation would be delivered through the embedding of technical advisers in relevant implementing partner institutions; and
- 1.3.4 UNDP policy, institutional and systems development and implementation support would entail and be confined to demonstrating proof of concept; documenting and sharing lessons learned; developing tools and guidelines; and in the process, develop individual and institutional capacity at national and local levels to guide programmatic upscaling by the GoB.

1.4 Justification of Evaluation

In the context of its renewed commitment to consistently track policy, programme and project performance, relevance, effectiveness, efficiency, impact and sustainability; the GoB resolved to undertake an evaluation to critically reflect on its LED planning and implementation experience. The LED project was designed and implemented with the support of development partners from 2013 to 2017.

In addition, there is need to align both new and ongoing national projects and programmes with the objectives and principles of the national development framework, as articulated in Vision 2036 and the NDP 11, and harness national programmes and projects as vehicles to localize and achieve the objectives of Agenda 2030 for Sustainable Development.

It is therefore imperative to carry out an evaluation to understand the lesson learnt during the pilot phase and determine how best the pilot can be upscaled. The findings will also inform where support is required (if any) from Development partners including UNDP.

2. SCOPE OF WORK & RESPONSIBILITIES The Scope of works will include the following: - **LED Project Components Results**

3.1.1 Determine the extent to which each of the project components outlined in 1.2 above, i.e, 1.2.1 to 1.2.8 were achieved during the proposed life span of the project and what was achieved during the extension period;

3.1.2 Determine to what extent the LED pilot project contributed to the development of the LED Framework and Action Plan, and the extent to which it is assisting in the implementation of the LED Framework and Action plan;

3.1.3 Determine the efficiency and extent to which project resources and inputs were converted into planned results;

3.1.4 Determine the effectiveness of the management and monitoring systems put in place to support the implementation of the project. In addition, examine the effectiveness of the monitoring and evaluation system established to support implementation of the project;

3.1.5 Assess the effectiveness of the proper documentation of the LED process

3.1.6 Examine to what extent LED is contributing to implementation of SDGs in Botswana and suggest any potential for greater contribution;

3.1.7 Document key lessons learnt in each of the Project Components (1.2.1 to 1.2.8) that could be useful for the upscaling process; and

3.1.8 Prepare a summary matrix of key achievements and challenges encountered in the implementation of the various LED Project components.

3.2 Project Design

3.2.1 Determine the relevance and effectiveness of the LED Project components;

3.2.2 Determine the extent to which the LED project was consistent with the development needs and priorities of the GoB;

3.2.3 Indicate how the benefits and lessons learned from the project can be sustained and used for upscaling to new districts;

3.2.4 Assess the validity of the assumptions, principles and the theory of change that underpinned and informed the LED project and suggest any changes in determining the scope, design and management of the expansion and upscaling phase of LED planning and implementation in Botswana;

3.2.5 Determine the alignment of LED project purpose, initiatives and outcomes with national development priorities on promoting sustainable and inclusive economic growth and diversification; and their contribution to the eradication of poverty especially among the youth, women and the rural populations. The longevity of the LED project should also be determined; and

3.2.6 Define the relevance, effectiveness, sustainability and impact of LED as a key driver of national economic diversification and inclusive growth and the localisation and realisation of the objectives of Agenda 2030 for Sustainable Development in Botswana

3.3 Recommendations

3.3.1 Provide effective recommendations that could support the upscaling of the LED intervention.

3.3.2 Recommend improvements to the assumptions and principles that underpin the provision of technical advisory support to the GoB by development partners.

3.3.3 Set out a detailed scope and design of the next phase of LED upscaling process in Botswana with a clear action plan and budget;

Note: The results of all the LED project components and the lessons learned from piloting LED must feed into the scope, design and management of the expansion and scaling-up of LED planning and implementation in the country;

3.3.4 Outline in detail how the upscaling should be implemented at national and sub-national levels, with particular focus on institutional arrangement and staffing needs;

3.3.5 Recommend how best to carry out the management and monitoring of the upscaling;

3.3.6 Outline a broad financial budget required for upscaling;

3.3.7 Recommend the role that the private sector can play in the upscaling; and

3.3.8 Recommend the role that academic institutions can play in the upscaling.

3. QUALIFICATIONS, EXPERIENCE AND COMPETENCIES

Academic Qualifications

The evaluation team/consultant must have at least a Masters' Degree or higher in Public Administration, Economics, Development Planning, or any other Social Sciences, or equivalent discipline as determined by the adjudicating panel.

Experience and Competencies

The evaluation team/consultant must have the following core competencies: -

- a) At least 10 years work experience in the design and implementation of results-based M & E systems, preferably in the public sector with central and local government agencies, non-state actors, communities and development partners;
- b) Proven expertise in designing and applying robust and appropriate performance monitoring and results frameworks including experience in indicator development, testing and data collection, analysis and use of project and programme reviews in policy development and decision making;
- c) Demonstrated experience in monitoring and evaluation of large, complex, long-term projects and programmes;
- d) Proven expertise in evaluating multifaceted programmes/projects and results-oriented monitoring and evaluation;
- e) Proven experience in evaluating programmes/projects for UNDP or other UN/multilateral agencies;
- f) Good analytical and reporting skills and fluency in written and spoken English are essential;
- g) Demonstrated ability to assess complex situations to succinctly and clearly distil critical issues and draw forward looking conclusions;
- h) Planning and managing methods of generating data to demonstrate project and programme effects and impacts on institutions, systems, processes and different segments of populations at national and local levels;
- i) Demonstrable knowledge and experience of central and local government interactions, and a positive attitude towards the private sector and community empowerment as key factors in promoting local development;
- j) Political sensitivity in managing interactions with stakeholders within the state and non-state sector domains;
- k) Demonstrated ability to draw lessons from relevant international, regional, national and local practices, processes, projects and programmes and adapt them to this project;
- l) Good understanding of change management concepts and participatory approaches to problem solving in the context of public-private partnership arrangements;
- m) Very strong planning, analytical and organizational skills;
- n) An excellent understanding of the national policy and strategy context in relation to development planning process; and
- o) Fully proficient in the following software applications – SPSS, Word, Excel, and Power point.

4. TIME SCHEDULE AND PERIOD OF THE CONSULTANCY

The assignment will be undertaken in a total of 40 working days spread over a period of eight (8) weeks.

5. OUTPUT/DELIVERABLES

Under the evaluation, the evaluation team/consultant is expected to deliver the following: -

- Inception Report describing their understanding of the ToRs and detailing the approach, methodology and work plan for the assignment as guided and outlined in the Scope of Work. The Inception Report should be presented within seven (7) days from the date of signing the contract of engagement in soft copy;
- First draft of the evaluation report of the LED project as outlined in the Scope of

Work;

- Facilitate two national workshops to get stakeholder consensus on the 1st draft and 2nd LED project evaluation reports, as outlined in the Scope of Work; and
- Second LED project evaluation report, as outlined in the Scope of Work; and
- A Final comprehensive evaluation report of the LED project, as outlined in the Scope of Work.

The submission of the final report should be in a CD (soft copy) and two bound copies. The Report should be of high quality in terms of presentation, relevance and utility, presented in Times New Roman Text, font size 12 and have the following attributes:

- **Concision:** The report should cover the required material without being irrelevant and unwieldy.
- **Readability:** The report should be written in jargon-free language. Its language should be simple, clear and reader-friendly, and
- Follow the standard guidelines for writing the UNDP/GEF evaluation reports. Use samples of similar reports prepared by other countries. The Country Office can also guide and avail the example documents.

6. METHODOLOGIES

Under the evaluation, the evaluation team/consultant is expected is to: -

- Develop the methodology describing their understanding of the ToRs, how it will address/deliver the scope of work defined in the ToRs and detailing the approach, work plan and tools to guide and undertake the assignment including the analysis of the LED project in relation to its inputs, activities, outputs, outcomes, target groups and beneficiaries;
- Review all the relevant literature, project document and progress reports that bear on the evaluation of the LED project;
- Develop a framework to manage consultations with relevant stakeholders that include relevant central government ministries including the MLGRD, MFED, OPC, development partners including UNDP, UNFPA; community based organisations, organised labour, industry, independent professional bodies and the private sector;
- Formulate relevant, simple and straightforward performance indicators at national and local levels to capture the activities, outputs and outcomes anticipated in the results chain of the LED Project against the agreed baselines;
- Capture key lessons learned during the implementation of the LED project and present them as evidence to inform the scope, design and management of the expansion and upscaling of LED planning and implementation in Botswana; and
- Facilitate the identification of the key components of the next project to expand and upscale LED planning and implementation in all the districts of the country as part of the emerging portfolio on Economic Diversification and inclusive Growth.

7. DOCUMENTS TO BE INCLUDED WHEN SUBMITTING THE PROPOSALS Interested

individual consultants must submit the following documents/information to demonstrate their qualifications:

a. **Technical Proposal:** The technical proposal should include the following:

- Profile of consultant and an outline of recent experience on assignments of a similar nature.
- The consultant's interpretation and demonstrated understanding of the assignment.

Including a clear description of the methodology - describing the main challenges to implement the Nagoya Protocol in Botswana and providing the necessary guidance on how to conduct the national assessments and gap analyses, the identification and the drafting of the legal instruments and its validation process and the national level including an annotated outline of proposed interim guidelines to implement the Nagoya Protocol

- A work plan with indicative timelines that the consultant proposes to employ in executing the assignment, with graphical illustrations where appropriate.

b. **Financial proposal:**

- Lump-sum consultancy fee
- The lump sum should be broken down to clearly indicate: travel, per diems, and actual consultancy fees (daily fee)
- An indication of whether this rate is flexible

c. Personal CV including past experience in similar projects and contacts of at least 3 referees

8. TRAVEL

All envisaged travel costs must be included in the financial proposal. This includes all travel to join duty station/repatriation travel. In general, UNDP should not accept travel costs exceeding those of an economy class ticket. Should the IC wish to travel on a higher class he/she should do so using their own resources. In the case of unforeseeable travel, ~~payment of travel costs~~

business unit and Individual Consultant, prior to travel and will be reimbursed.

9. EVALUATION

Only those candidates who obtained at least 70% of points in each of the steps of the process will be considered for financial proposal evaluation.

- **Stage 1:** Preliminary evaluation of the proposals will be based on yes/no response as per the table below. If the response is "no" for any of the 3 criteria, the consultant will be disqualified from further evaluation.
- **Stage 2:** Technical Capability of the Consultant to deliver the required consultancy outputs evaluated on a scale of 0-100 points wherein the qualifying mark is 70%. The criteria to be used are shown below:

Qualifications (academic & technical, minimum of a Masters' Degree in Public Administration, Economics, Development Planning, or any of the Social Sciences or any equivalent discipline Yes/no	Adequate work and/or professional experience Minimum of 10 years' post-qualification experience in the design and implementation of result based M&E systems Yes/no	Complete Consultancy package submitted (Technical and financial proposals along with motivation letter) Yes/no	Stakeholder engagement and facilitation experience (10)	Technical Competence High technical skills in workshop facilitation and report writing; (20)	Relevant Professional/Work Experience Experience in development planning processes as well as Experience in undertaking evaluation of projects and programmes (30)	Methodology/Approach Detail the approach, work plan and tools to guide the assignment and clear understanding of terms of references. (30)	Presentation & Packaging Good writing, interpretation and communication skills. (10)
--	--	---	--	---	---	---	--

Individual consultants will be evaluated based on the Cumulative Analyses Methodology (weighted scoring method), where the award of the contract will be made to the individual consultant whose offer has been evaluated and determined as:

a) Responsive / compliant / acceptable, and

b) Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.

- Technical Criteria weight; (70%)
- Financial Criteria weight; (30%)

Only Individual Consultants obtaining a minimum of 70% of the obtainable points of 100 points in technical evaluation would be considered for the Financial Evaluation. The total number of points allocated for the price component is 100. The maximum number of points will be allotted to the lowest price proposal that is opened and compared among those technical qualified candidates who have attained a minimum of 70% score in the technical evaluation. All other price proposals will receive points in inverse proportion to the lowest price

UNDP applies a fair and transparent selection process that would take into account both the technical qualification of Individual Consultants as well as their price proposals. The contract will be awarded to the candidate obtaining the highest combined technical and financial scores.

UNDP retains the right to contact references directly.

10. REMUNERATION

Payment for the expected deliverables will be made upon the endorsement of work by the Project Steering Committee. The payment schedule is as follows:

- a) First draft report - 20%
- b) Second draft report- 30%
- c) Final report – 50%

11. REPORTING STRUCTURE AND ACCOUNTABILITY

The Consultant will be contracted by UNDP-Botswana. However, he will work under the direct supervision and guidance of the Implementing Partner, the Ministry of Local Government and Rural Development, Department of Local Governance and Development Planning) in the execution of the duties and responsibilities defined in the scope of work. A Reference Group consisting of key stakeholders has been formed and will be responsible for providing quality assurance for the entire evaluation process. In other words, the Reference Group will review the inception report and all other draft reports to ensure they are of the highest quality and are in line with requirements defined in the TOR. UNDP, as a member of the Reference Group, will ensure that the evaluation is being done in line with the UN Evaluation Group guidelines, hence will provide quality control and advise appropriately when necessary until the final evaluation report meets the quality expected of it.

The evaluation team/consultant shall be responsible for ensuring that a quality final evaluation report is prepared. A schedule of meetings will be proposed at inception and approved as part of the Inception Report. Thereafter, the MLGRD will take the responsibility for the implementation of the evaluation process with technical support from UNDP.

The Consultant will be provided with three (3) hours of workspace, telephone and internet access each day for team meetings, confirming appointments and briefing sessions. The balance of the time will be spent meeting stakeholders or working from home. If the consultant is from outside Botswana, she/he will have to reside in Botswana for the duration of the assignment to undertake missions.

The Department of Local Governance and Development Planning will provide the Secretariat to the Reference Group and work with the Consultant on daily basis. All the deliverables by the Consultant will be sanctioned by the reference group. However, final approval of the evaluation work will be done by the MLGRD before the final payment can be made to the evaluation team/consultant.

Approvals and Reporting

The Consultant shall report to the Director, Department of Local Governance and Development Planning from whom all directions and approvals will be obtained in respect of: -

- a) Schedule of activities to be undertaken at all levels in each period;
- b) Weekly work plans and project activities;
- c) Variations in project plans;
- d) Change of personnel employed as part of the Consultancy; and e) Project design, drafts and report.

All approvals shall be in writing between the Director and the Consultant. Approvals may also be provided in the form of notes and other acceptable communicating devices. These however, should be followed up by formal approval in writing for purposes of record.

Format of Communication

Reports submitted to the Director [the Client] by the Consultant shall be both hard print format and soft computer copy written in software that is used by the Client.

Ownership of Materials and Documents by Client

All plans, specifications, reports and other documents and software prepared by the Consultant for the Client shall become and remain the property of the Client.

The Consultant may retain copies of such documents and software and use the same for their own purposes with prior written approval of the Client on conditions that may apply to agreements of such nature.