FINAL EVALUATION

of the

Environmental Support Programme

for Botswana

[BOT/03/002]

[ATLAS 00034738]

Evaluation Report

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September 9th, 2011

Contents

Acronyms

AG	Attorney General
BOCCIM	Botswana Confederation of Commerce, Industry and Manpower
BOCONGO	Botswana Council of Non-Government Organisations
BTB	Botswana Tourism Board
CBD	Convention on Biodiversity
CBNRM	Community Based Natural Resources Management
CBO	Community Based Organisation
CCA	Common Country Assessment
CEM	Commission on Environmental Management
CTA	Chief Technical Advisor
CTF	Conservation Trust Fund
DEA	Department of Environmental Affairs
DFRR	Department of Forestry and Range Resources
DMM	Department of Ministry Management
DMS	Department of Meteorological Services
DoT	Department of Tourism
DPSM	Department of Public Service Management
DWMPC	Department of Waste Management and Pollution Control
DWNP	Department of Wildlife and National Parks
EIA	Environmental Impact Assessment
EIS	Environmental Information System
EMA	Environmental Management Act
ESP	Environment Support Programme
GoB	Government of Botswana
LFA	Logical Framework Approach
M and E	Monitoring and Evaluation
MEA	Multilateral Environmental Agreement
MEWT	Ministry of Environment Wildlife and Tourism
NCS	National Conservation Strategy
NDP	National Development Plan
NEESAP	National Environmental Education Strategy and Action Plan
NGO	Non-Government Organisation
NSSD	National Strategy for Sustainable Development
PIU	Programme Implementation Unit
PSD	Project Support Document
SoER	State of the Environment Review
UNCCD	United Nations Convention on Combating Desertification
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDP-CO	United Nations Development Programme - Country Office
UNFCCC	United Nations Framework convention on Climate Change
UNPOP	United Nations Programme Operational Plan

Executive summary

This report presents the findings of the Final Evaluation of the Support to Botswana Environment Programme (referred to as the Environmental Support Programme, ESP), which was implemented with support from the United Nations Development Programme, Botswana Country Office (UNDP-CO) from July 2005 to June 2010. The overall objective of this review is "*to inform subsequent activities outlined in the UNDAF and United Nations Programme and Operational Plan (UN-POP). The evaluation will also inform stakeholders on the achievements of the ESP in improving the management of environmental resources and highlight areas that require improvement if similar initiatives are to be implemented.*"

The Environment Support Programme was a collaborative activity between the Government of Botswana and the United Nations Development Programme (UNDP) which sought to address national institutional and human resources capacity limitations, environmental policy deficits and the lack of a comprehensive environmental information system. The overall outcome of the programme was "*to enhance effective protection and management of Botswana's environment and natural resources, so as to obtain maximum benefits to be shared by the country's citizens on a sustainable basis*". This was to be achieved through the implementation of activities under three interlinked components which aimed to improve environmental governance, natural resources management and environmental information management.

The UNDP Country Programme for Botswana at the time of project formulation and initial implementation (2003-2007) provided the direction for UNDP support in addressing the interlined development challenges of Poverty, HIV/AIDS and Environmental Protection. The Country Programme was based on the Common Country Assessment (CCA) and the Unitied Nations Development Assistance Framework (UNDSF) and contributed to their objectives.
The environmental objectives identified by the 2003-2007 Country Programme were:

- Strengthening institutional capacity to manage and monitor the environment;

- Strengthening nation capacity to implement global conventions;

- Supporting CBNRM and NGO/CBO driven activities;

- Improving natural resources management and environmental education and awareness.

These objectives were all in support of the policies and objectives identified by the National Development Plan 9, which formed the departure point for the ESP.

The ESP Programme Support Document (PSD) was signed in November 2003, but due to delays in recruitment of staff, the programme only commenced in July 2005, with the recruitment of the Chief Technical Advisor (CTA). There then followed a 6-month mobilization and inception phase, during which a further five staff (three component managers, an Admin/finance officer and driver) were hired and the PSD revised in the light of changing circumstances. The programme became fully operational in early 2006. A project implementation unit headed by the CTA was housed within the Department of Environmental Affairs (DEA) from where it coordinated the implementation of the programme within the Ministry of Environment Wildlife and Tourism (MEWT), as well as facilitating cooperation across the rest of government, among civil society entities and the private sector. A major feature of the implementation modality of the project was collaboration and stakeholder participation, through which elements of the project were expected to be institutionalized within government and non-governmental sectors of Botswana society.

The terminal evaluation was conducted in a participatory manner using a combination of approaches, including a review of the key project documentation, interviews with project

stakeholders and site visits. The evaluation involved visits to the UNDP Country Office, SADC offices, collaborating Offices of Government, collaborating Non-Government Organisations and selected stakeholders. It included interviews with key individuals from within government, regional offices, NGOs, and programme stakeholders over a four week period in August 2011.

Certain constraints were faced in this evaluation relating to inadequate access to documents (late and incomplete) and access to key stakeholders (private sector and civil society co-ordinators in last week, a day before report due).

The evaluation first looks at the ESP in its development context and then discusses findings and conclusions. Findings initially consider the processes of programme formulation and implementation, then move on to results. In evaluation of the results from the programme, the contribution of activities and outputs to achieving programme outcomes is discussed in detail and rated according to UNDP guidelines (Annex 1 TOR). Issues of sustainability are given emphasis, as is the contribution to upgrading skills at national level. The report concludes with lessons learned and a recommendations section. Details of TOR for the evaluation, itinerary, summary of field visits, list of programme outputs, results in logframe format, training and capacity activities conducted by ESP, and documents reviewed are contained in the annexes.

Details of the evaluation findings on specific activities, outputs and outcomes are outlined in Section 3 of this report and summarized in logframe format in Annex 5. The main outputs produced by each component are listed in Annex 4.

The evaluation found the programme to have been moderately satisfactory (**MS**) in achieving the prescribed outcomes, with ratings assigned as per the requirements of UNDP evaluation[1].

Evaluation ratings are summarized in the table below.

Specific Aspects Identified by UNDP for rating	Rating as per performance of ESP
Project formulation	
Conceptualisation and Design	**MS** Very well aligned with government, but not sufficiently co-ordinated with government work plans. Over ambitious in spread of activities and for implementation in the NRM sector within a limited time frame.
Stakeholder Participation	**MS** Excellent participation from government, but no representatives from civil society, nor private sectors.
Project Implementation	

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[1] UNDP uses a 6 point rating system, relating to the extent to which the project's outputs and objectives (environmental and developmental) were achieved using Highly Satisfactory (HS), Satisfactory (S), Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U) and Highly Unsatisfactory (HU) ratings.

Implementation Approach	S in terms of approach taken by programme team, however strategic location of implementation unit at departmental level, rather than within the ministry, severely impacted implementation.	
	MS	
Monitoring and Evaluation	**MS**	
Stakeholder Participation	**MS**	
	Excellent participation from government stakeholders and good participation from NGOs within the limited implementation role allocated, however lacking strategic participation/ partnership with both the private and civil society sectors in crucial areas of NRM and CEF formulation.	
Results		
Attainment of Outcomes/ achievements of objectives	**MS**	
	Detailed ranking against each individual activity and by ouput given in logframe format in Annex 5. Rankings range from Satisfactory to Unsatisfactory, Moderately Satisfactory being the average of all rankings.	
Overall Rating for Programme	**MS**	
	Moderately Satisfactory	

Implementation of the ESP over five years has yielded a number of lessons that are useful for future programmes of a similar nature and for further interventions in the sector. These are discussed below.

1.   Involvement of all stakeholders in the design of a programme is essential to ensure that components are relevant and that activities are designed to enable the meaningful engagement of stakeholders in the areas where they have greatest interest and potential contribution. This was not the case in the ESP, where specific representation by private sector and civil society was absent from the design team, despite their significant role in CBNRM, eco-tourism and environmental awareness raising. This led to lack of opportunities for engagement by both these stakeholders in implementation. An add-on component of NGO grant facility engaged civil society as service providers, not as partners and the absence of capacity building component in the grants did nothing to support the sectors development. (Recommendation 1 refers)

2.   The citing of a programme such ESP which is designed to support a National Environment Programme is crucial in terms of having the authority and capacity to co-ordinate activities at supra-departmental levels. While the original design of the ESP was to be cited within the MEWT (as captured in the PSD document prepared for signature, though not captured in the signed project document, nor inception report), it was housed within DEA and authority for management

delegated to the Director of the Department. Opinion is somewhat divided on the efficacy of this arrangement, some seeing close connections with DEA, which already holds several supra-departmental co-ordination roles, as enabling and as also helping raise DEA's profile. However the majority of opinion, particularly within government, is that this arrangement hampered ESP implementation in that the programme did not have the necessary authority, illustrated by the inability to obtain the data required to populate the EIS and problems experienced in implementing the institutional review and communications strategy for MEWT. (Recommendation 2 refers).

3.   Greater clarity is required on the mechanics of the collaboration planned for an institutional reform/ capacity building programme such as ESP at the inception stage. Without such clarity, the programme has had to spend a lot of time and resources on negotiating collaborative relationships both at Departmental and Divisional/ unit level on an activity by activity basis. Collaboration would have been facilitated if required partnerships had been identified at inception stage and activities integrated into the MEWT/ Departments Strategic Plans and individual performance development plans to enhance commitment by the institutions. (Recommendation 3 refers)

4.   The desire to include stakeholders in programme design and management needs to be supported with adequate resources for those actors not effectively supported by salaries and office support from collaborating partners. In the case of ESP this was the case for civil society and private sector representatives in terms of their time spent at meetings and the co-ordination activities expected of them in communicating project activities to members. Indeed some actors identified this lack of support as reasons for non-involvement in the PSC. Provision need not be lavish, but sufficient to cover costs of time and resources used in communication. Members should be made aware of such provision and it should not be onerous to access (there is some mention of provision for communication purposes within ESP, but this was never accessed). (Recommendation 1 refers).

5.   The flexibility required in programmes of this nature, which involve institutional reform and capacity building, should be encouraged, but more carefully monitored. New approaches to taking forward activities already identified should be reported under these activities, with a brief description of how they contribute. New activities introduced should be clearly assigned to a component, or components and reported on fully. Indicators should be developed for their monitoring, and means of verification clearly identified. This is not just for monitoring purposes, but for clarity as to how and what the new activity will contribute to the project as a whole and to assess the success of the approach. Cross-cutting issues with other components should also be considered at an early stage. (see discussion under section 3. Results, recommendation 4 also relates)

6.   The programme design was ambitious in both the wide range of activities proposed and the magnitude of the outputs identified. A more focused approach, on strategically important outputs that would facilitate other actors (such as the National Environmental Fund and the Environmental Information System) would perhaps have produced more tangible outputs and be seen to have progressed environmental activities more visibly. As it is, the National Environment Fund is still in formulation (with limited uptake of guidance advice produced by the programme) and the Environmental Information System still not up and running. Many initiatives have been helped in formulation, but implementation has lagged behind proposals, which one hears have been on the cards for some time. This lack of implementation of policies, strategies and proposals makes it difficult to assess the cost-effectiveness of the ESP. (recommendation 7 refers).

7.   This evaluation agrees with the finding in the final technical report by the CTA, that future delivery targets are less output and more outcome based. In the case of the ESP, producing outputs (such as a new environmental policy) did not in fact lead to achievement of the objective, or

outcome (improved environmental management) as the later (benefit realization) also depended on a series of implementation related activities that appeared to be outside the scope of the programme. This recommendation links with the previous one in giving a programme clearer focus and practical/ tangible deliverables which it has the capacity to deliver on. Future programmes should be aligned to the MEWT Strategic Plan to exhibit ownership, complementarity's, better management and effective use of resources. Such programmes should be reported regularly as existing MEWT forums. (recommendation 7 refers).

8. The commitment and hard work of ESP programme staff and the government staff, NGOs and UNDP staff who collaborated with them managed to overcome many of the difficulties faced and enabled the programme to make significant progress in several areas. This goes to show that as well as good design, enabling environment and adequate resources, people's commitment and ability to work effectively as a team, is crucial in achieving desired outcomes.

The final evaluation makes the following conclusions and recommendations for consideration in future programme development and to inform the country programme.

1. Provision needs to be made for the effective involvement of all stakeholders in programme design and management. This requires adequate representation from the different non-state actors within the initial design team. Their absence in the case of ESP led to general references to non-state actor participation, but no clear opportunities for such collaboration built into the programme design.

Adequate representation is also required with in the Project Steering Committee (PSC). Adequate representation is not produced by the presence of one member, but a balanced number of representatives, that can put forward the concerns and priorities of the different sectors involved. Within ESP representation was rather unbalanced, with one representative from BOCCIM also representing the specific member agency HATAB, while on the government side there were representatives present from each of the DEA Departments[2]. Similarly a single representative from the NGO sector, with no representative from the CBO sector led to very much a "lone voice" issue within the PSC with regard to involvement of civil society.

Adequate provision, in the case of non-state actors, also includes recompensing representatives for the time they spend and resources required to fulfill their additional role of communication channel for programme initiatives and findings to member organizations. It is unrealistic in times of limited funding availability to NGOs/CBOs and their representative organizations to expect their meaningful engagement with no funding provision. Stakeholders mentioned this as a reason for non-involvement in the PSC for ESP.

Recommendation: All stakeholders (in the case of ESP non-state actors) should be involved in programme design. Balanced representation of stakeholders should be ensured within the PSC (in the case of ESP a minimum of two representatives were needed from private sector and civil society sectors and CBOs should also have been represented). Non-state actors should not be out of pocket for their services to the PSC, with their time and resources in networking with members, recompensed.

2. The citing of a programme such ESP designed to support a national Environment Programme is crucial in terms of having the authority and capacity to co-ordinate activities at supra-

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[2] Evaluation still to receive definitive list of members and observer members of PSC, but it appears that most departments within DEA were represented in one or other category.

departmental levels. While the original design of the ESP was to be cited within the MEWT (according to many stakeholders, present in the original PD for signature, though not captured in the signed project document, nor inception report), it was housed within DEA and authority for management delegated to the Director of the Department. Section 3.2.1 explores this issue in more depth as it links with the recommendations produced by the programme on restructuring of MEWT to address management of supra-departmental responsibilities, an issue much bigger than the programme itself.

Recommendation: Crucial design features such as citing of the programme implementation unit and the seniority and designation of the Project Director should be clearly agreed and articulated at design stage and recorded in project documents. This will assist in sorting out problems (including lack of office space) prior to programme implementation and facilitate discussions with partners if the original design is not followed.

3.   While collaboration with government staff has generally been very good, it has taken considerable hard work on the part of programme staff, and was largely on an individual basis, with institutionalization of programme activities within government structures limited. While staff activities facilitated implementation, there is no formally agreed structure, or processes to take forward activities, nor sustainability of progress achieved.

Recommendation : At Programme inception stage collaboration should be further articulated down to department division and unit level. Programme activities would then be built into departmental division and individual work and training plans.

4.   Project implementation started two and a half years later than planned and an already ambitious three year programme was originally given only a two years time frame for implementation. Successive one year extensions and additional six months for establishment and completion extended the programme to five years finally. Time horizons are important for both planning and implementation and lack of clarity over these led to some over-ambitious activities (protected species management) and amending activities during implementation (not taking forward pilot projects due to perceived lack of time).

Recommendation: That the project duration agreed at design stage be honored so that important programme outcomes are not compromised.

5.   Programme design included a series of indicative activities, but did not include specific mid-term, nor end-of–programme targets. In support programmes such as ESP, once initial needs assessment and scoping studies have been conducted, clearer outputs should be identified within the logframe structure, for what is scheduled to be achieved by mid-point and by closure of the programme. This should be completed prior to the mid-term review and the end of the first year of operation would have been a suitable timeframe for ESP. The programme staff have actively used the logframe as a dynamic management tool, but possibly the logframe structure is not sufficient to capture all activities, particularly the types of attitude and working-style changes the programme was encouraging.

Recommendation: In programmes where indicative activities are identified, the logframe should be revised prior to the mid-term review to identify clear outputs expected by completion of the programme and at the mid-point. The use of Outcome Mapping be considered for monitoring programmes where attitudinal, structural re-organisation and working practices activities are included. The re-organisation of MEWT, communications strategy for MEWT and environmental education activities of NGOs are examples of activities within ESP where impact could be best captured by Outcome Mapping techniques.

6.   During interviews of key stakeholders associated with the ESP great interest has been expressed in the final outputs from the programme and access to these resources. The proposed web-based repository of project outputs and key documents would have provided this resource, but due to lack of resources/ time was not completed. This final evaluation has been hampered by difficulty in accessing project documents and outputs, a constraint that would also have been removed if such a repository existed.

Recommendation: In the interests of transparency and communication of project outputs that web-based repositories be established for project outputs and key documents as part of project closure. These should be accessible to all stakeholders and to monitoring and evaluation missions.

7.   A number of sector specific support funding mechanisms have been established and are in the process of being established. Examples include the Conservation Fund, proposed under the CBNRM Policy, the Tropical Forestry fund, Conservation Trust Fund and Levy on plastic bags. Various departments, such as the DEA, have funds assigned for engagement of civil society through small grant facilities. Under ESP the process was started to bring all these resources together to establish a Common Environmental Fund, acting as an umbrella to co-ordinate collection and disbursement of funds coming from different sources. In other countries such a fund has been able to attract/ leverage additional funding from the private sector and donors, when organized as a semi-independent endowment fund. The funds would be used to support environmental management programmes across all environmental sectors.

At present Civil Society organizations have access to some of these smaller funds, but no way of accessing the larger environmental funds. It is important that enabling guidelines are developed for management of such a fund so that access is assured for all stakeholders. Establishment of an accessible Common Environmental Fund would impact on several areas that the ESP sought to address, including greater involvement of the private sector and civil society in environmental management and sustainability of activities, by setting up a self-financing mechanism.

Recommendation: Establishment of an autonomous and accessible Environmental Common Fund be a priority outcome in future programming.

8.   The ESP was designed under the country programme (2003-2007), which had as its environmental objectives:

- Strengthening institutional capacity to manage and monitor the environment;

- Strengthening nation capacity to implement global conventions;

- Supporting CBNRM and NGO/CBO driven activities;

- Improving natural resources management and environmental education and awareness.

The ESP clearly addressed the first two of these, but provided much less support to NGOs and CBOs and the improvement of NRM. Environmental education and awareness was addressed in part. The new UNDAF (2010-2016) continues to have an output for "enhanced capacity for communities for NR and ecosystems management and benefit distribution". The findings from the ESP project are that this cannot be effectively addressed solely at a policy level. Communities involved in NRM need to have a voice and the present absence of effective platforms for dialogue with government addressed.

Recommendation: A programme focusing specifically on this outcome is required that would provide support to on-going initiatives, help co-ordinate lesson-learning between groups and liaison and negotiation with government over necessary supportive policies and legislation. The

programme would possibly support new pilot projects (linking civil society with the private sector) to develop working systems with communities and their support organizations, with adequate timeframes and resources. Future programming should plan for this and support such initiatives so as to practically inform policy makers for development of truly supportive policy and legal frameworks.

9. Support from UNDP has been inconsistent and on occasions of poor quality. The year and half delay in recruitment of the CTA seriously delayed implementation of the programme. The successive failures to address citing of the ESP programme implementation unit at Ministry level (at start and again at mid-term, following suggestion of the MTR and accepted by the management response). Various procurement problems led to delay/ cancellation of components (eg. Botswana Biodiversity Outlook under component 3.2). This final evaluation is a year late and occurs when staff are no longer readily available, reports hard to access and peoples memory and interest in events is less sharp.

Recommendation: Underlying reasons for systemic failures in UNDP management of the programme be addressed. This is important for the current UNDAF programme, which is also experiencing delays and creating increasing frustration among collaborators.

1. Introduction

The Environment Support Programme is a collaborative activity between the Government of Botswana and the United Nations Development Programme (UNDP) which seeks to address the national institutional and human resources capacity limitations, the environmental policy deficits and the lack of environmental information systems. The overall outcome intended by the programme is "*enhanced effective protection and management of Botswana's environment and natural resources so as to obtain maximum benefits to be shared by the country's citizens on a sustainable basis*". This is expected to be achieved through the implementation of activities under three interlinked components which aim to improve environmental governance, natural resources management and environmental information management.

Although the ESP Programme Support Document (PSD) was signed in November 2003, the programme commenced in July 2005 with the recruitment of the Chief Technical Advisor (CTA). There followed a 6-month mobilization and inception phase, including recruitment of further staff for the PIU, so that implementation of specific components started in early 2006.

A project implementation unit headed by a CTA was housed within the Department of Environmental Affairs (DEA) from where it coordinated the implementation of the programme within the Ministry of Environment Wildlife and Tourism (MEWT) as well as facilitating cooperation across the rest of government, among civil society entities and the private sector.

A major feature of the implementation modality of the project was collaboration and stakeholder participation through which elements of the project were expected to be institutionalized within government and non-governmental sectors of Botswana society.

The mid-term review conducted at the end of 2008, concluded that despite the delays in project start up, commendable progress has been made towards the realization of project objectives. The review's recommendation that the programme receive a one-year no-cost extension was accepted. The programme received another 6 month extension for closure until June 2010. While the programme was operational for five years, it had a full complement of staff and was effectively implementing for four years. The Programme had a budget of US $ 4,715,716, compromising $2,829,430 from the Government of Botswana and $1,886,286 UNDP funding.

The Environment Support Project (ESP) is a follow on to an earlier initiative that was implemented between 1997 and 2002 which targeted institutional review of the then National Conservation Strategy Coordination Agency, the management of wetlands, community based natural resources management and the development of State of the Environment reporting. ESP is an expanded programme that spans across a number of government departments as well as the NGO community, civil society organizations and the private sector. The overall aim of the programme is to promote the effective management of the country's natural resources.

1.1 Purpose of the evaluation

This final evaluation of the ESP is taking place over a year after the closure of the programme, in June 2010 and seeks to capture the achievements of the programme, together with key lessons learnt to inform future UNDP activities. UNDP in Botswana has recently commenced a new Country

Programme (United Nations Development Assistance Framework – UNDAF 2010-2014) and a harmonized, one-UN, United Nations Programme and Operational Plan (UN-POP, 2010-2014). The evaluation will also inform stakeholders on the achievements of the ESP in contributing to the effective protection and management of environmental resources and highlight areas that require improvement if similar initiatives are to be implemented in the future.

1.2   Key issues addressed

The evaluation will cover all project activities from inception to the time of evaluation, include all private sector, civil society and government entities involved in environmental management. Although the project had listed individuals as target, due to the duration and scale of the programme, the sampling will need to systematically select those individuals that have resided in Botswana for the duration of the project. Environmental goods are viewed as common goods in most parts of Botswana legislations and there is therefore a common bias towards viewing government as having the sole responsibility for environmental management. Co-management of environmental goods and services, as promoted by the ESP logic requires that all levels of management of environmental goods and service be involved in (i) governance, (ii) skills development and (iii) access to information. The goal of the project is therefore evaluated as collective capacity of all actors improved and contributing to improvements in quality of life.

Primary issues of concern to users include the change in status from a Ministry-based programme, located within the Ministry of Environment, Wildlife and Tourism with overarching authority over all departments, to a department-based programme located within DEA. The late start of the programme and the subsequent impact on relevance of activities has also been an issue, calling for flexibility in activities and a series of extensions to complete activities. Low participation by civil society members and the lack of continuity between the members that participate in the Project Steering Committee meetings have also been raised as concerns. The original focus on piloting a number of community initiatives as a means of informing policy, regulations and systems changed, at the approval of the PSC, to concentrate on grants to NGOs. This decision was based on the late start of the intended pilot initiatives and the grants were issued for activities that would further the objectives of the ESP. Capacity building for private sector and NGOs lagged behind as it was initially intended that it be informed by the National Capacity Self-Assessment – which assessment did not include the NGOs and private sector when it was implemented. Institutional strengthening outputs aimed at improving the capacity of the Ministry of Environment, Wildlife & Tourism were only approved for use by the Ministry and its beneficiaries at the end of the project, so that implementation of activities identified within the Communication Strategy and Institutional Review Report could not be supported prior to closure of the programme.

The Evaluation will also review the overall relevance, efficiency, effectiveness, and sustainability of the ESP. In line with UNDP evaluation criteria, how the intervention sought to strengthen the application of the rights-based approach and mainstream gender in development efforts will be considered**.**

1.3   Methodology of the evaluation

The terminal evaluation was conducted in a participatory manner using a combination of approaches, including a review of the key project documentation, interviews with project stakeholders and site visits. The evaluation involved visits to the UNDP Country Office, SADC offices, collaborating Offices of Government, collaborating Non-Government Organisations and

selected stakeholders. It included interviews with key individuals from within government, regional offices, NGOs and programme stakeholders.

The methodology used in the evaluation included:

i) Document review of:
- Project Document and Project Appraisal Document;
- Project implementation reports, Quarterly progress reports and annual work plans;
- Minutes of the project Steering Committee Meetings;
- Minutes of stakeholder forum.
- Mid Term Evaluation report;
- Audit reports and CDR reports;
- M & E Operational Guidelines;
- UNDP and UN country strategy and programme documents;
- Financial and Administration guidelines;

The following were also consulted:
- Outputs from the project and collaborating NGOs
- The EIS web site and associated links
- Knowledge products
- Project operational guidelines, manuals and systems;
- Maps of the country, locations of pilot projects;
- The UNDP Monitoring and Evaluation Frameworks.

ii) Interviews were conducted with:
- UNDP-ESP staff who had programme responsibilities;
- Staff of the Environment Support Programme;
- Collaborating staff within all departments under the Ministry of Environment, Wildlife and Tourism:
- Members of the Project Steering Committee
- NGO representatives from both participating and non-participating organizations in the Grant projects.
- Representatives from the wider donor community

iii) Field Visits:
The following rural project sites were visited:
- ❖ Birdlife Botswana at Otse village.
- ❖ Mokolodi Nature Foundation in Mokolodi Nature Reserve

1.4   Structure of the evaluation

The evaluation first looks at the ESP in its development context and then discusses findings and conclusions. Findings initially consider the processes of programme formulation and

implementation, then move on to results. In evaluation of results from the programme, the contribution of activities and outputs to achieving programme outcomes is discussed in detail and rated according to UNDP guidelines (Annex 1 TOR). Issues of sustainability are given emphasis as is the contribution to upgrading skills at National level. The report concludes with lessons learned and a recommendations section. Details of TOR for the evaluation, itinerary, list of programme outputs, results in logframe format, training and capacity activities conducted by ESP, and documents reviewed are contained in the annexes.

1.5 Constraints faced by the evaluation

The evaluation requested key documentation prior to arrival in country and this request was made repeatedly, clearly indicating which reports were required. Having a single contact point within UNDP made follow-up difficult, only when the evaluation found other contact points (from the web) was action taken on the requests. Even after arrival in country, the evaluation was not provided with a full set of documents relating to ESP, key documents were still being provided in the third week of the consultancy (a week prior to the draft report production) and documents relating to NGO activities were collected from the NGOs themselves, no central record being kept. Arrangement of meetings by the UNDP office was such that the evaluation met key collaborators at DEA at the end of the third week of the evaluation. In the first two days of the consultancy some 10 key people were met, but this was before the evaluation had had time to identify all the issues of importance to discuss with them. Arrangement of meetings stalled in the second and beginning of the third week and to fit all meetings in, timeframes had to be adjusted, with the workshop being held on the last day of the consultancy, on the day the consultant was flying out at midday.

One hopes these were not purposeful withholding of information and swamp tactics to undermine the evaluation.

The timing of the stakeholders meeting (on the last day of the consultancy in country) meant that the evaluator was not around to help elicit comments from stakeholders and clarify points raised. This reduced the degree of participation and engagement by stakeholders in the process.

2. The Environmental Support Programme and its development context

2.1 Project start and its duration

When the Project Support Document for ESP (2003-05) was signed in November 2003, there was just over two years remaining for implementation. Indeed it appears that the time frame for the programme had changed several times during formulation, with several references to a five year time frame remaining[3] in the PSD. Despite the planned start date of 2003, project implementation only started in July 2005, following the recruitment of the Chief Technical Advisor. The period between September and January 2006 was taken up with establishing an office, recruitment of

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[3] Page 7 "This intervention would have been successful if, ***within the next five years***, there is an increase in household incomes among those communities participating….." Logframe Programme support title and number "Support to the Botswana Environmental Programme ***2003-07***.

component managers and mobilizing for project implementation. Following the adoption of the Inception Report in February 2006, it was agreed that the project would run to December 2008, to compensate for the delay in start up. Two extensions to the project were subsequently agreed, a one year extension for implementation until December 2009 and a further six months extension to June 2010, for programme finalisation.

2.2 Problems that the project seek to address

The Environment Support Programme is a collaborative project between the Government of Botswana and the United Nations Development Programme (UNDP). As is the case with other developing countries, Botswana faces increasing pressures on its natural resources base resulting in increasing trends towards resource degradation. This situation is made worse by increasing human and wildlife populations. Inadequate policies as well as limited capacities for effective environmental management in both public and private institutions have seen policy development and implementation remain unattended for long periods. The nation has also been grappling with the development of programmes for natural resources management especially given the fact that data on resource use trends remains sketchy.

2.3 Immediate and development objectives of the project

In response to the environmental concerns stated above, the Government of Botswana, with support from UNDP, developed the ESP. The principal focus of this initiative was to address the institutional and human resources capacity limitations, the environmental policy deficits and the lack of environmental information systems. The overall outcome intended by the Programme is to enhance the effective protection and management of Botswana's environment and natural resources so as to obtain maximum benefits to be shared by the country's citizens on a sustainable basis. This is expected to be achieved through the implementation of activities under three interlinked components as described below.

- Environmental Governance with the overall objective of supporting the Ministry of Environment Wildlife and Tourism (MEWT) and other organizations so they are better able to satisfy their mandates for environmental protection and management

- Natural Resources Management whose objective is to strengthen the systems for conservation and sustainable use of natural resources.

- Information Management System which aims to establish a national environmental information management system, which can be applied to national development planning, environmental protection and management, research and other applications, within and outside Government.

The following outputs are expected under each component:

Environmental Governance
1.1 Enhancement of capacity for environmental protection and management among stakeholders through training and similar initiatives;

1.2 Definition of mandates, roles and responsibilities for environmental protection and management;

1.3 Enhancement of public awareness of environmental issues and sensitivity to environmental values and vulnerability;

1.4 Development of effective EIA processes to prevent new impacts;

1.5 Development of financial mechanism for environmental protection and management

Natural Resources Management

2.1 Enhancement of capacity for landscape scale management planning;

2.2 Development and facilitation of the implementation of protected species management planning;

2.3 Identification of best practices for the management of natural resources by communities.

Information Management System

3.1 Establishment of a fully operational national environmental information system;

3.2 Improved reporting on the status of the Botswana environment

3.3 Publish a Botswana Atlas of Natural Resources

2.4 Main stakeholders

The ESP identifies a wide range of stakeholders as demonstrated by the schematic representation in figure1. Originally planned as programme of the Ministry of Environment, Wildlife and Tourism, it was to potentially work with all departments of the ministry, civil society and the private sector. These actors were represented within the steering committee (PSC) and stakeholder forum groupings to ensure representation at planning, implementation and over-sight/ monitoring stages. The repositioning of the programme within the Department of Environmental Affairs had a detrimental impact on stakeholder relations within government, which is further discussed in findings in section 3.

Figure 1   Project in relation to various stakeholders
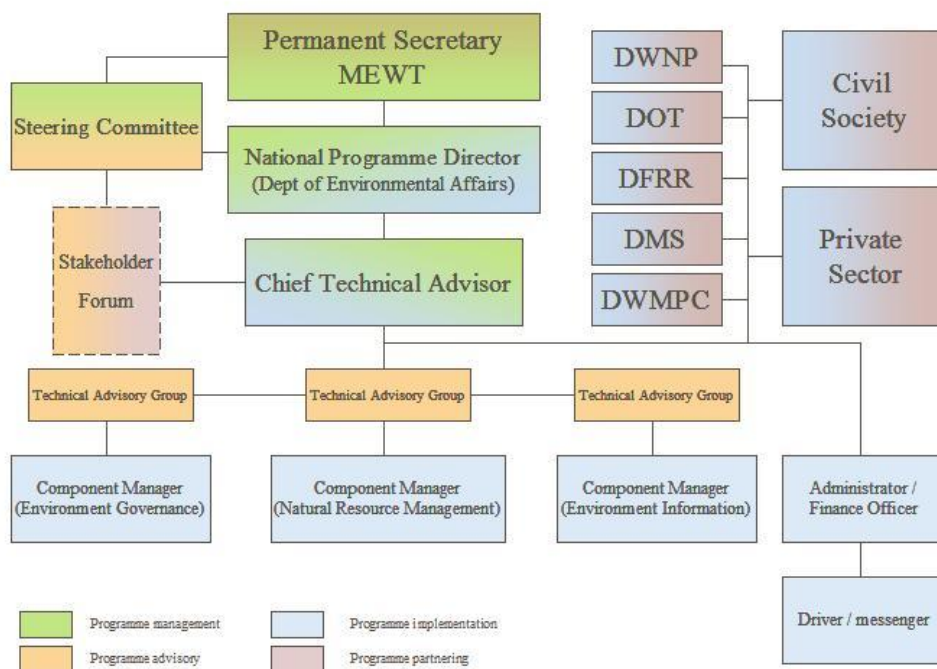
3. Findings and Conclusions

3.1 Project Formulation

The environmental Support Project (ESP) follows an earlier initiative funded jointly by UNDP and GoB, *Support to the Botswana Environment Programme*, implemented between 1997 and 2002. This earlier project was also housed within the DEA and had six programme support targets as ouputs: Institutional review of the NCSA; Community natural resource management; Maintenance of integrity of wetlands; Obligations under global environment agreements; National environment monitoring system; and SADC Water Sector Round Table preparations.

Lessons learnt[4] from this earlier project, including the need for a programme approach, robust design, capacity assessment and capacity building, stakeholder involvement at all stages, and stronger programme management have informed the design and implementation of ESP. Indeed many of the suggestions emerging from the stakeholder questionnaire conducted as part of the evaluation have informed the nature of activities included.

3.1.1 Country-ownership/Driveness.

The outcome for ESP *the effective protection and management of Botswana's environment and natural resources so a to obtain maximum benefits which are equitably shared, with minimum impacts, on a sustainable bases, as enshrined in Vision 2016*, is very much in line with government policies and priorities (National Development Programme 9 and Vision 2016). It also continues the previous relationship between UNDP and the GoB in support to the country's Environmental Programme.

3.1.2 Conceptualization/Design(R).

The programme went through a lengthy formulation phase during which there occurred significant changes in activities, though stated outcome and objectives remained largely unchanged. The original project support document identifies major results areas as:

- Increase in household incomes among communities participating in the Programme activities

- Halting or reversal in population decline in selected indicator wildlife species

- Increase in public interest and sensitivity to environmental issues

Out of these three result areas linked to specific activities, only the environmental awareness remained within ESP activities. To some extent this reflects a weakness at design stage, in that halting, or reversal in population decline was, on further investigation, found to required a minimum 10-15 year time frame and consequently not achievable within a 3-5 year programme. The household level improvement in incomes was linked to the original plan for piloting improved

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[4] Terminal Evaluation of the UNDP support to the Botswana Environment Programme, P Tortell, L Dikobe, I Oarabile, W Tema, March 2003, Gabarone.

natural resource management plans. Again the limited time frame of the programme, exacerbated by late start and year by year extensions, led to this activity being changed into provision of grants to NGOs for environmental initiative implementation.

Important issues here are the integral importance of programme duration to activity identification. A programme designed for implementation over five, or three years cannot be retro-fitted into a three or two year time frame. Some activities will not be able to be achieved, with longer term activities often of key strategic importance (like the piloting of improved community based natural resource management systems). For collaborating organizations facing insecurity in funding (such as Civil Society Groups) timeframe is of additional importance for allowing suitable investment in staff and other necessary resources.

The project objectives, outputs and activities were initially detailed in the Project Support Document (logfame 2003-2005). These were revised at inception (late 2005) to reflect changes in the institutional and operational environment and a new logframe was produced as part of the inception report in February 2006 (2006-2008). This logframe was further revised in during the first year of operations, following more in depth discussions with stakeholders, particularly within the departments of MEWT and a revised consolidated logframe (2006-2008) produced and agreed by PSC in December 2006. This final evaluation will review the programme against this revised logframe, with consideration of the revisions leading to its production.

Overall, the activities developed at project inception adequately address the issues identified as critical to the achievement of sustainable environmental management in Botswana at the time the ESP was original conceptualized. The approach adopted at project inception emphasized the promotion of synergy across the three programmatic components of the ESP. In addition, the new approach also allowed for targeted innovative interventions that promoted investment in seemingly unrelated initiatives that mobilized support for ESP by critical institutions such as DEA for the implementation of future activities. Such activities have included support to staff to attend international and regional conferences related to MEA implementation.

A further adjustment in design was introduced in March 2007[5] with the introduction of an NGO grant facility. This innovation was in response to stakeholder concerns that there was little emerging from the project to facilitate Civil Society's initiatives with regard to the environment. It also introduced greater flexibility in programme implementation and an avenue for reaching the wider Batswana society, as originally envisaged in the programme design.

3.1.3 Stakeholder participation in design (R)

The programme design team included representatives from government, UNDP and consultants, there were no direct representation from civil society, or the private sector. Outputs were identified that would provide important contributions towards the work of all stakeholders (policy framework, improvements in sustainable community based natural resource management systems and information systems). The programme as originally designed included activities to include direct participation of civil society and the private sector as well as local and central government stakeholders. However a year into full operation, it became clear that limited activities were reaching the private and civil society stakeholders. As this coincided with a period of reduced funding for civil society organizations (the on going reduction of funding by donors in the light of

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[5] Revised project document signature page, dated March 2007.

Botswana's increasing economic development) it was agreed to make provision for greater NGO involvement[6].

3.1.4 Linkages with other interventions in the sector

The UNDP Country Programme for Botswana (2003-2007) provides the direction for UNDP support in addressing the development challenges of Poverty, HIV/AIDS and Environmental Protection. The Country Programme is based on the Common Country Assessment (CCA) and the Unitied Nations Development Assistance Framework (UNDSF) and contributes to their objectives.

The environmental objectives identified by the Country Programme are:

- Strengthening institutional capacity to manage and monitor the environment;
- Strengthening nation capacity to implement global conventions;
- Supporting CBNRM and NGO/CBO driven activities;
- Improving natural resources management and environmental education and awareness.

These objectives are all in support of the policies and objectives identified by the National development Plan 9, which formed the departure point for the ESP programme.

AT the corporate level, the UNDP Strategy Results Framework (SRF), goal 3 clearly identifies the Environment and seeks "***environmentally sustainable development to reduce human poverty***". Sub-goal 1 sets the target as "***sustainable environmental management to improve the livelihoods and security of the poor***".

The ESP also addresses strategic area of support 2 (SAS-2) by strengthening the capacity of national institutions to plan, implement and finance integrated approaches to environmental management (under Objectives 1 and 2). It also addresses strategic area of support 3 (SAS-3) through enhancing access to environmental information for improved decision-making and better public awareness (under Objective 3).

The greater NGO involvement stimulated by the provision of competitively available small-grant for community-base environmental initiatives followed the modality already existent within the DEA. Funds are already made available through the department for Environmental Affairs (and in deed other Departments) for the engagement of civil society in areas of government priority. The fund already in existence with in the DEA has been reduced due to lack of disbursement within the first couple years of operations. It was hoped that project activities, including the development of guidelines for project formulation, would help encourage disbursement of existing government funds. This did occur for one round of funding, but the remaining funds have now been allocated for disbursement under the Central Environmental Fund.

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[6] Revised project document signature page, dated March 2007.

3.2. Project Implementation

ESP is a Nationally Executed Programme that was designed to be housed in the Ministry of Environment Wildlife and Tourism. The scope of the project was recognised as requiring the support and co-operation of a number of departments within the ministry and so this central location was seen as optimal. The Deputy Permanent Secretary for Environment is overall in charge of the project and again this level of seniority and influence was identified as a requirement for the National Programme Director, to ensure the successful implementation of the programme. The subsequent housing of the programme implementation unit within the DEA and designation of the Director of Environmental Affairs as National Programme Director, responsible for administration of activities under the project, has led to a number of interrelated problems.

3.2.1 Implementation Approach (R).

While the DEA already contains overarching responsibility for areas such as Multilateral Environmental Agreements (MEAs), awareness in waste management and data gathering in eight areas including water, waste and biodiversity, which also involve other departments, these supra-departmental responsibilities are not seen to be matched by the authority (of another department within the MEWT) to co-ordinate departments in this manner. So the ESP became a part of a larger problem of structuring and co-ordination of activities within the ministry. One of the outputs from the project, "***Institutional review of MEWT***" has looked as these issues and suggested as a solution the formation of an Environment and Pollution Management Authority (amalgamating the functions of the present Department of Environmental Affairs and Department of Waste Management and Pollution Control)[7]. The proposed EPMA, or supra-departmental structure (favoured by MEWT) would have regulatory authority over all environmental matters. The authority would have six directorates (divisions) responsible for (i) policy and strategy; (ii) environmental audit and impact assessment; (iii) pollution management; (iv) research co-ordination and data management; (v) information, education and communications; and (vi) corporate management, which would support the mandate to deal with the supra-departmental issues being addressed under the ESP. Opinion on the best way to move forward are divided at senior levels and still being discussed.

It is interesting to note that MEWT is a relatively new institution within the government of Botswana structures, created in 2002 to bring together responsibility for environment and related development planning within a single Ministry. It took over functions previously the responsibility of the Ministry of Local Government and Ministry of Lands, Housing and Environment. Some functions were also transferred from the Ministry of Agriculture and the former Ministry of Works, Transport and communications[8]. The Ministry at present contains seven operational departments and a semi-government entity responsible for marketing the country's tourism product.

- Department of Ministry Management (DMM)
- Department of Environmental Affairs (DEA)
- Department of Wildlife and National Parks (DWNP)
- Department of Meteorological Services (DMS)
- Department of Forestry and Range Resources (DFRR)
- Department of Waste Management and Pollution Control (DWMPC)
- Department of Tourism (DoT)
- The Botswana Tourism Board (BTB)

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[7] Institutional Review of the Ministry of Environment Wildlife and Tourism (MEWT), Global Consult, 2008.
[8] Communication Strategy and Action Plan for the MEWT, Botswana. Enviroplan for UNDP, April 2008

Despite the structural problems experienced by the programme staff, excellent personal relationships were developed with sister departments and the staff within them, which enabled a wide range of collaboration. This included development of fire control policy with the DFRR; working on ecosystem guidelines with DWNP and DoT; developing a National Wetlands Policy and Strategy with DoT, BTB and DEA; review of Wildlife Conservation and National Parks Act with the DWNP and NGOs and developing a Biodiversity Policy with DWNP, DFRR and DEA. The need for personal contacts and protracted negotiations to take forward activities contributed to the initial slow pace of implementation and slow up-take of products.

The ESP has a project implementation unit (PIU) that consists of a Chief Technical Advisor (CTA), three component managers, an Administration/ Finance Officer and Driver/ procurement officer. The Chief Technical Advisor works in close contact with the Director and is responsible for day-to-day administration of the project and oversees the drawing up of project log frames, work plans, budgets, periodic reports and monitoring of project activities.

The assessment conducted as part of this evaluation revealed that while the ESP had worked with a healthy mix of programme implementation divisions and units from inside government, limited recruitment had occurred from the private sector and civil society. The number of NGOs involved in the grant programme was limited to six, some receiving two or more grants and all in close proximity to Gabarone. CBO involvement was limited to capacity building training conducted by one of the NGOs.

The UNDP Country Office has provided guidance to project implementation both in their role as members of the Steering Committee and on an on-going advisory basis. The office provided financial and procurement management support to the project, which has been of mixed quality. Delays in the recruitment of the CTA delayed the start of the project by 18 months. Further delays in recruitment of key consultants delayed and even stopped some activities (3.2.2, Botswana Biodiversity Outlook).

Annual work plans show that an adaptive management approach has been taken, with adjustment of activities and sub-activities to respond to changing circumstances and to take advantage of opportunities. The Steering Committee has been requested and has accepted to vary components of the project when the managers have seen the need to take advantage of certain opportunities for the achievement of results.

The planned production of a web-based repository of programme outputs and documents was not completed because of a shortage of time/ resources, exacerbated by the early resignation of the Information component manager at the end of 2008. This evaluation has been severely affected by difficulty of access to documents and in talking with stakeholders there is a widespread interest in outputs and outcomes from the programme and requests for relevant documentation. This finding informs recommendation 5.

3.2.2 Monitoring and evaluation (R)

Programme activities were monitored on a day-to-day basis by the Chief Technical Advisor, with oversight by the MEWT (responsibility delegated to the Director of the Department of environmental Affairs) and UNDP. The initial plan for monthly monitoring at the operational level was adjusted to quarterly monitoring as this was found to be quite adequate to capture developments. Quarterly progress reports were produced regularly and circulated to programme

partners and primary stakeholders. These captured progress over the preceding three months and describe next steps for taking forward activities.

The Project Steering committee was tasked with ensuring the programme remained within the agreed framework and to provide institutional, political and operational guidance[9]. The planned six-monthly meetings were held and when the programme was more active in 2006/7/8 quarterly meetings were held, particularly when there were specific issues to be discussed. On some occasions non-attendance by core members led to cancellation of meetings (reported by observer members who had attended). On the whole, however, the PSC met regularly. More of a problem was lack of continuity in representatives, both from the NGO community and government, which did not on occasion enhance meaningful engagement. There was particularly limited incentive for observer members to attend and indeed it was unclear what there role had been envisaged to be.

It should be noted that while government representatives are effectively paid for their time, the same is not true for private sector and civil society representatives. It is unreasonable to expect such organizations to effectively subsidise the programme in this manner and indeed this acted as a disincentive for some groups to become involved (stakeholder feedback). A related issue is the assumption that the non-state actor representatives are to provide a co-ordination mechanism to inform other members of programme developments. Such activities should be more clearly defined in the programme design and funded so that stakeholder engagement becomes a reality, rather than a rhetoric. (recommendation 1 refers).

Members of the project steering committee interviewed expressed satisfaction with the timeliness and professionalism of the periodic reporting provided, however said that the format of reporting was complex and sometimes difficult to follow. While activities were reported clearly, it was not always clear how they related to delivering outputs. The complexity in combination with sometimes sporadic attendance at PSC led some attendees not to raise concerns about changing activities. Overall PSC members said that they were kept well informed of progress achieved by the project as well as changes in the timetable for delivery.

A separate stakeholder forum was planned at inception stage, to provide further links with government, parastatal, public and private sector organizations and donor agencies with a direct interest in ESP. It is not clear exactly what inputs this group were to provide to the programme, with meetings just once a year. Indeed it appears more a vehicle for dissemination of programme activities and providing a meeting venue for professionals in the sector[10]. The group met once, but decided not to meet again because of unclear added value achieved.

The annual report requirements of both UNDP and the Ministry of Finance and Development Planning were fulfilled by fourth quarter reports which summarized activities and achievements in tabular form for the year.

As required by the UNDP, audits of the Programme Support were undertaken once a year and reviewed rate of delivery, financial accounting, monitoring and reporting, documenting and reporting on the use of resources, management structures and adequacy of appropriate internal controls and record keeping mechanisms. The evaluation has briefly looked at these and notes that there are some discrepancies between total distribution figures in the audit reports and those recorded in the Atlas report provided to the evaluation[11]. These discrepancies are largest in 2005, with the Deloitte Audit report recording USD $ 287,074.96 disbursed compared to USD $254,148

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[9] Terms of reference for steering committee, contained within the ESP Inception Report, February 2006.
[10] Terms of reference for stakeholder forum, contained within the ESP Inception Report, February 2006.
[11] Atlas, UNDP Intranet, executive snapshot, Project progress report for ESP accessed 9th August 2011.

in the Atlas report. In 2006 the Price Waterhouse Coopers report records actual expenditure as USD $511,816 compared to USD $517,368 in Atlas. Inconsistencies in other years are much smaller. These apparent anomalies were brought to the attention of UNDP on the 11th August 2011.

A mid-term review was held in the second half of 2008 and looked at programme progress over 18 months, from January 2006 to June 2008[12]. Programme design included a series of indicative activities, but did not include specific mid-term, nor end-of–programme targets. Revision of the logframe following the mid-term review has provided more specific end-of–programme targets, but the mid-term review by its own description, had to use subjective assessment. With the benefit of hind-sight the mid-term review was optimistic in its assessment of "it is the opinion of the evaluator that with a one year extension the project will achieve most, if not all targets set out in the beginning". Already after 18 months of operation it was clear that the needs assessment report was going to be significantly delayed, affecting subsequent training and capacity building for all components and that the EIS was facing on-going staffing and IT resource problems. However ESP staff were optimistic and it is their drive and dedication that has enabled the programme to achieve what it has, despite fundamental implementation issues and variable support in implementation from programme partners.

This final evaluation of ESP will complete the proscribed monitoring and evaluation of the programme and occurs a year after its closure.

3.2.3 Stakeholder participation (R)

The PSC has been active in project implementation and oversight, with regular meetings held since the beginning of 2006. As an avenue for feed-back of programme activities and outputs to the different stakeholder groups, it has had variable impact. Impact has depended on personalities and individual motivation of members as to how active they are acting as a communication channel. The stakeholder forum, also planned as a means of communication was not very active. Indeed following the first annual meeting it was decided that very limited additional value was being added and no further group meetings were held. Rather, connections were maintained on an individual level, with organisations contacted for specific areas of work related to their areas of operation. The effective dissolution of the stakeholders forum, coupled with the more frequent, quarterly meetings of the PSC effectively changed the balance of participation of stakeholders. The PSC had a high representation by government (X members and Y observer members) and only two representatives from non-state actors.
The project management/execution team comprising of the CTA and Component Managers have been active to popularise the ESP among various stakeholders as evidenced by the number of targeted meetings and workshops convened under the programme. The programme has also used a practical approach through which specific ESP support has been provided to promote on-going initiatives that provided the venue for taking forward outputs. An example of such an initiative was the support provided to DEA to convene workshops to explain the policy and process of Environmental Impact Assessment.

Environmental awareness initiatives have been promoted through ESP. The project has supported the development of a National Strategy for Environmental Education and Awareness as well as the development of the MEWT Communication Strategy and Action Plan (which deals with both internal and external communication avenues). Once implemented, these will help mobilize the

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[12] Mid-Term review of the Environmental Support Programme, by Oliver Chapeyama, December 2008.

participation of a broad spectrum of stakeholders in developing and implementing environment and development programmes in Botswana.

A number of initiatives have also been implemented with sister departments in MEWT. Typical examples of these are the collaboration with the Department of Forestry and Range Resources in support of the development of a Rangeland Fire Management Policy and Strategy. Further collaboration with the DWNP has led to the development of an Endangered Species Policy and Strategy (2007) and the drafting of a new Wildlife Conservation Policy and Wildlife Act and Regulations.

ESP has supported DEA's efforts to mainstream environmental considerations into development planning in Botswana through support for the development of the Environmental Keynote Paper for National Development Plan X. This initiative was to be further strengthened with the support for the development of the National Strategy for Sustainable Development, but this will now be taken forward under UNDAF (2010-2016).

The programme has also collaborated with international organisations such as the GEF, IUCN and UNEP, the former in development of the National Capacity Self Assessment project, adding a training assessment component. Collaboration with IUCN has been in ecosystem management and UNEP in development of the first SoER for Botswana[13].

The competitive grants facility introduced in 2007 has led to limited collaboration with Civil society organisations. Engagement was limited in that the size of grants (BWP 100,000) and time frame of 6-12 months could enable only limited activities. Also engagement was with NGOs (some eight grants with 6 organisations) located in close proximity to Gabarone, but not the more numerous CBOs (some 94 in 2006[14]) who are more actively involved in community based natural resource management, often linked to tourism enterprises.

3.2.4 Financial Planning and management

The ESP has a budget of US $ 4,715,716, with a contribution of US $ 2,829,430 from the Government of Botswana and a contribution of US$ 1,886,286 from UDP. In addition there is an in-kind contribution of BWP 2,633,505 comprising staff time, office furniture and accommodation to the project from the Government of Botswana. The larger, 60% contribution by the GoB compared to 40% funding from UNDP, with out consideration of the in-kind contribution, highlights the importance placed by the Government on the ESP programme.

Table 1   **Planned Project Budget**

ESP Budget $

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[13] Botswana Environmental Outlook, co-funded by ESP and UNEP.
[14] CBNRM status report 2006

UNDP Cost shared	
TRAC 1 &2	378,000
Other	1,508,286
Total	1,886,286
GoB cost shared	
Government	2,744,547
Country Office Administration	84,883
Total	2,829,430
Total Budget	**4,715,746**
GoB in-kind contribution	BWP 2,633,505

Source: ESP Project Support Document, 2003

BWP= Botswana Pula

Financial management arrangements for the ESP have been by national implementation, but with additional implementation services provided by UNDP on request. These have included disbursement of project funds through direct payments, procurement of goods and services, and recruitment of project staff and consultants. These arrangements are based on a Letter of Agreement for the provision of Country Office Support Services signed by the Minister of Finance and Development Planning and UNDP.

While this type of financial control by UNDP could be viewed as disempowering to the programme and GoB, it is clear that expenditure decisions are made jointly, overseen at planning and reporting stage by the Steering Committee. Transfer of control over finances to the GoB may appear to be more empowering, however staff identify this as likely to have a stalling effect on project implementation. Funds managed in this way would have to be transferred to the central revenue department where they would then be subject to normal government financial management systems, which are known for being slow and bureaucratic.

Audit reports have been undertaken for all years where project expenditure has exceeded $100,000 (all years up to 2011 except 2004), see list of reports consulted (Annex 7). Only small discrepancies in expenditure reporting were identified by these reports on a few occasions and remedial action taken to address the issues raised. The evaluation in compiling the required annual expenditure profile by component (see following table) notes that there are some discrepancies between total distribution figures in the audit reports and those recorded in the Atlas report provided to the evaluation[15]. These discrepancies are largest in 2005, with the Deloitte Audit report recording USD $ 287,074.96 disbursed compared to USD $254,148 in the Atlas report. In 2006 the Price Waterhouse Coopers report records actual expenditure as USD $511,816 compared to USD $517,368 in Atlas. Inconsistencies in other years are much smaller. These apparent anomalies were brought to the attention of UNDP on the 11th August 2011.

Early expenditure in the first two years (2004, 2005) was limited as the programme implementing unit was not yet in place, with only a single staff member, the CTA, present for the second half of 2005. Activities in these years included a project development consultancy for the National Capacity Self-assessment (NCSA) resulting in a GEF-approved project; UNCCD workshop (2004) on the National Report on UNCCD; Project development consultancy on Sustainable Land Management; CBD workshops in Ghanzi and Gabarone on the National Biodiversity Strategy Action Plan; and various capacity building activities through international/ regional conference attendance. In the second half of 2005 the CTA negotiated and produced the programme inception

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[15] Atlas, UNDP Intranet, executive snapshot, Project progress report for ESP accessed 9th August 2011.

report (including revised logframe, at activity level) and facilitated setting up the programme offices and team. Operations started more fully in 2006, with staff in place by February/ April 2006.

In the first year of full operations (2006) expenditure was considerably less than planned at inception ($517,368, compared to the $1,359,053 planned). This was due to longer than expected time required for informing the different Departments involved in various aspects of the intended work and negotiations required to ease the issue of another Department (DEA) assuming oversight/ co-ordination role in the mandate of separate departments. Expenditure picked up in 2007, however sufficient funds remained at the end of 2008 to warrant a no-cost extension agreement to continue the work of the programme. This was initially for one year (2009), then extended for another six month period to June 2010, when the programme finally closed. The original programme was ambitious in its scope and dependant on co-funding and collaboration which in some cases was delayed. This extended the natural life of the programme.

Table 2 **Annual Expenditure Profile per Programme Component (Jan 2004- August 2011) in USD $**

Programme Components	2004	2005	2006	2007	2008	2009	2010	2011 (as of 09.08.2011)	Total expenditure by activity (as of 09.08.2011)
Component 1 Environmental Governance		161,628	132,019	434,445	241,491	248,874	11,882	2,190	**1,232,529**
Component 2 Natural resources Management	34,528	53,277	94,366	366,221	285,186	226,203	59,552	1,440	**1,120,773**
Comonent 3 Environmental Information Systems	14,891	39,243	52,409	482,450	90,104	177,925	23,038		**880,060**
Component 4 Learning, Evaluation and Adaptive Management			238,574	333,489	266,481	225,153	72,760	111,231	**1,247,688**
Total expenditure per year	**49,419**	**254,148**	**517,368**	**1,616,605**	**883,262**	**878,155**	**167,232**	**114,861**	**4,481,050**

Source: ATLAS, UNDP intranet, executive snapshot, Project progress report for ESP accessed 9th August 2011.

NB. During compilation of these figures the evaluation noted that project expenditure for 2004 and 2005 as recorded in Atlas does not match with the inception report figures for 2004 (BWP 83,939.81) and 2005 (287,074.96 BWP).

2.3.5 Management by UNDP

Management by UNDP has been inconsistent and on occasions of poor quality. The year and half delay in recruitment of the CTA seriously delayed implementation of the programme. The

successive failures to address citing of the ESP programme implementation unit at Ministry level (at start and again at mid-term, following suggestion of the MTR and accepted by the management response). Various procurement problems led to delay/ cancellation of components (e.g. Botswana Biodiversity Outlook under component 3.2). This final evaluation is a year late and occurs when staff are no longer readily available, reports hard to access and peoples memory and interest in events is less sharp.

3.3 Results

In general reporting by the ESP has been good, with detailed reports produced on time, with clear indication of activities under each component. The programme is complex and there have been considerable changes at activity level in response to changed circumstances and opportunities arising. This is as it should be in a support programme, with significant needs assessment components, in order to effectively respond to newly identified needs and opening opportunities.

The use of the logframe as a dynamic management tool has been important in the ESP programme, where initial scoping and strategy identification activities have indicated improved new/ alternative activities. The key to good adaptive management is that changes are clearly identified, with supporting reasons. This was done to good effect with the introduction of the NGO grants facility in 2007. Partly in response to concern about lack of project engagement with civil society and partly to compensate for lack of pilot projects in improved environmental management, a competitive grant facility for NGOs was introduced as an additional activity under component 4. Whilst this was a good example of flexible, responsive programme management, the required follow-up in reporting and lesson-learning was somewhat lacking. Introduced in 2007, the grants facility was recorded under component 4. In the 2008 last quarter report grants were recorded under component 1 (Activity 1.3.1) and Component 2 (Activity 2.2.2), but with no details of the NGOs involved, nor the projects being undertaken. In the 2009 last quarter report there is only mention of outstanding activities in two NGO projects under 1.3.1 and no reporting to activity 2.2.2 under component 2. There appears to be no record of the outcome or impact of the grants, nor final reports from the NGOs themselves on the projects undertaken. It is understood that the production of guidelines and developing a process for stimulating expressions of interest and project proposals from NGOs was a primary focus, in order to support greater utilization of the existing DEA fund of a similar nature. However a huge opportunity was lost in not assessing the quality of projects undertaken and their efficacy and impact (also key feed back criteria from a pilot of this kind). In the final technical report the NGO grant facility is reported under component 2, output 2.3, with the lessons learned report appended. The lessons learnt report focuses on administrative issues and does not consider impact of the pilot projects. Talking with the NGOs involved and looking at the nature of their activities it is clear that the limited funding available, BPW 100,000 (USD $16,000) and limited time frames allowed (6 months to 1 year) constrained the nature of activities undertaken. These were mostly of an awareness raising and educational nature. While potentially of value in themselves (though no monitoring was implemented by the project, or required of the NGOs) such activities are usually followed-up by implementation programmes, encouraging Schools/ classes/ communities to take practical actions to instigate improved environmental management. Such follow-up activities would normally require a larger budget and a slightly longer time frame. However the ESP issued three calls for projects under the grants scheme, all of the same size and approximate time frame. Even when these second and third grants were awarded to the same NGO, they did not serve to follow-up on the activities of earlier grants. A serious issue for small NGOs is also the lack of provision for capacity building alongside implementation projects, effectively making the grants only accessible to larger NGOs with additional resources[16]. The importance of

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[16] Interesting experience is available within the EU on provision of capacity building support alongside grants to help develop and sustain fledgling Civil Society organizations.

the modality of grant issuance cuts across components in the ESP. Under component 1, Output 1.5, the programme provided support to establishment of a common environmental fund. This included an activity for helping prepare operational and grant-making guidelines. The findings from grant-making to NGOs is crucial in setting-up effective and workable guidelines under such a fund. It is of particular importance because of the effective exclusion at present of NGO's from access to the larger conservation funds. With the suggested single umbrella Common Environment Fund it is crucial that effective mechanisms are identified for all key stakeholders to be able to access the funding available.

PSC members mention sometimes having difficulty in following accounts of programme activities. This evaluation also experienced some difficulty in assessing results from the programme due to lack of clear identification of project outputs in the final technical report and the changing numbering used on activities as reported in the quarterly and annual reports (effectively the fourth quarter reports). For example, the first output (Capacity building) of the first Component (Environmental Governance) had three activities identified initially. Five activities were reported on in the first year of operations (2006), all linked to the 3 proposed activities, but not reported clearly under their associated heading. For example, the support for training of a VPR&D officer at an IUCN conference in South Africa (reported as activity 5….suggesting that an additional stand alone activity had been introduced) was on investigation clearly part of activity 2 (Implementation of capacity building activities), but not reported as such. Clearer assignment of additional activities under the original activity to which they related would help understanding of the dynamic development of the programme.

In some cases this might have raised more questions at steering committee level as to changes in activity focus. For example in this same first output the second activity to "undertake study to develop capacity training plan for government, NGOs, CBOs and Private Sector" in the 2008 end of year report had become "assess capacity needs for implementation of non Rio Conventions at central GoB level in partnership with the NCSA". This change in focus continued throughout the project with very little engagement in this output with civil society and the private sector.

The following is an overview of the main outcomes and achievements of ESP. Details of the end of project targets, status in achieving these and rating for each output at each activity level is recorded in logframe format in Annex 5.

3.3.1 Environmental Governance

Component objective defined as *"to support MEWT and other organizations so that they are better able to satisfy their mandates for environmental protection and management"*.

a) **Capacity building**

The ESP usefully collaborated with an on-going GEF funded initiative for National Capacity Self Assessment (NCSP). The collaboration enabled greater engagement in District and Central level needs assessment and introduced a whole new aspect of capacity building and training within the project. Delays were experienced in both phases of the project, with quality issues associated with the District level assessment conducted in phase 1, delaying completion from 2007 to mid 2008. The second phase was completed on time, by mid 2009, however it took a further year for the capacity building plan produced to be fully endorsed. It is difficult in retrospect to uncover the reasons for this, however stakeholders cite complicated approval procedures and a lack of sense of urgency in key players as contributory factors. With final approval achieved in June 2010 (time of close of the ESP Programme), effectively all capacity building and training occurred outside of a formally approved capacity building plan. This introduced considerable problems in gaining

approval for various capacity building and training activities. It is worrying that the selective nature of implementation led to substantive training for civil society organizations in programme management to be cancelled.

Throughout the duration of ESP some 6 million Pula ($ 960,000)[17] are reported as spent on training and capacity building activities, as reported in table D of the Final Technical Report and reproduced in Annex 6 of this report. Feedback from stakeholders suggests that these were well targeted and generally of suitable quality. Questions are raised by some as to funds being used as a stop-gap where Government funding could not be accessed in time to attend international conventions. While in some cases not part of the programme's specific objectives, such use does appear to have been strategic in getting buy-in by departments to ESP activities. What is of more concern to this evaluation is the inclusion of the NGO grant fund of 1 million pula (USD $160,000). This was for pilot implementation projects, not training, though minimal training was given on preparation of expression of interest and project documents. Civil society organizations received very little training and capacity building opportunities under the programme, despite clear plans for such provision[18].

ESP support expanded the focus of the Multilateral Environment Agreement Implementation strategy from the three Rio conventions (CBD, UNFCCC and UNCCD) to a total of eight MEAs, including RAMSAR, Stockholm, Cites, Vienna and Basel conventions. Support was particularly given to the UNFCCC and CBD conventions and UNFCCC-based activities and other climate change issues will continue to be supported by a component in the new UNDAF (2010-2016).

Summary capacity development: "Enhanced capacity for environmental protection and management" was achieved to a significant extent within government organizations, both at local and central government levels. Outreach through NGOs to the wider community was not assessed for effectiveness and capacity development was not supported at a significant level within civil society, or private sectors.

Ranking: moderately satisfactory MS

b)   Institutional Development

Output defined as "*mandates, roles and responsibilities for environmental protection and management clearly defined*".

The institutional review and audit were undertaken and published as the Institutional Restructuring Report (MEWT, 2006). Further work was undertaken to implement the report through arrangement of briefings, and discussions, leading to the preparation of a discussion paper offering MEWT restructuring options/ scenarios. These looked at issues of cross-departmental coordination and supra-departmental mandates. Despite widespread acknowledgement among constituent departments that restructuring within the parent Ministry is required, the form that this will take and timing of changes is still under discussion.

Additional policy development has been undertaken within this component, with the development of policies on wetlands, wildlife, tourism, fire management and forest reserve management. These activities were undertaken in response to specific requests from the concerned MEWT departments and utilized both expertise within the ESP team and external consultants. Support was also provided

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[17] USD $1 = 6.25 pula (exchange rate 17.08.2011)
[18] Table 12 Secific Training Action Plan to be funded by the ESP, Executive Summary of the NCSA project, GoB, GEF and UNDP, May 2010.

in the drafting of a sections of the Environmental Management Act (EMA) and the review of the Wildlife and National Parks Act.

Development of a National Strategy for Sustainable Development (NSSD) was added as an activity in response to the need to replace the now outdated 1990 National Conservation Strategy (NCS), with a strategy that would encompass environmentally aware development in all sectors. Background papers, scoping workshop and road map produced, but further development required and budgeted for under the UNDAF ECC programme.

An environmental key note paper was prepared to inform the NDP10 development planning process at the request of DEA. This has helped align UNDP's current collaboration with the GoB more closely with the National Policy and the National Policy Planning Process.

Summary Institutional development: Mandates, roles and responsibilities for environmental protection and management have been discussed at length and defined through the institutional review and restructuring report of MEWT. There are on-going negotiations at Ministry and individual departmental level about these and changes associated with implementation of the communications strategy. Whilst not yet implemented greater clarity over mandates, roles and responsibilities has been achieved by the activities of ESP and there is general consensus that associated changes in institutional arrangements are required.

Ranking: Satisfactory S

c)   **Education and public awareness**

Output defined as "*enhanced public awareness of environmental issues and sensitivity to environmental values and vulnerability*".

The ESP supported at various stages the development of the National Environmental Education Strategy and Action Plan (NEESAP) and supported implementation through funding of awareness activities (district workshops, environmental reporting, publications, Environment and Development dialogues and materials) with particular focus on MEAs. A number of education and awareness activities were funded under the NGO Grant facility, including an Environmental Education Handbook[19], litter and waste minimization and awareness raising[20], and a drama production on awareness and waste[21]. An opportunity was missed in the second and third calls for proposals from NGOs to develop awareness into action and support implementation programmes actively addressing pollution, waste and litter issues.

In an effort to improve both external and internal communication within MEWT, the development of a ministry-wide communications strategy was supported (MEWT Communications Strategy, April 2008). The strategy has been endorsed by the ministry and includes an improved institutional structure to handle communication, environmental education and public awareness activities. The strategy, though endorsed, has yet to be implemented.

Summary Education and Public Awareness: Enhanced public awareness of environmental issues and sensitivity to environmental values and vulnerability has been achieved on a very limited scale through pilot projects. Implementation of the communications strategy has the potential to greatly improve MEWT's and its constituent departments' communication of environmental issues to the wider public, but it is still in the process of being implemented. A Research, Development and

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[19] Somarelang Tikologo NGO
[20] Mokolodi Wildlife Foundation and Somarelang Tikologo NGO.
[21] Ngwao Motheo NGO.

Communications unit has recently been set up in the Ministry, with two staff and discussions are currently underway with Departmental Directors to assign staff for communication activities.

Ranking: moderately satisfactory MS

d) EIA process

Output defined as "***effective EIA process to prevent new impacts***"

The ESP supported a number of awareness raising workshops and national practitioners' workshops on EIA, both the legislation and the regulations. Further expert assistance was provided in support of the establishment of regulated practitioners association, Botswana Environmental Assessment Practitioners Association (BEAPA), at the request of the government and practitioners. A constitution and code of practice were produced for the organization, which is now registered as a legal entity. Since ESP closure requirement for membership of BEAPA for practitioners has gained legal footing through inclusion in the new EIA Act. The Act has been approved by Parliament and is due to be implemented in September/ October of this year (2011). Board members for BEAPA are to be elected by members and the DEA is currently assisting financially in the setting up of an office and hiring staff for the organization.

A Statement of user requirement report (2008) has been commissioned for the establishment of a comprehensive electronic EIA documentation and tracking systems. The full development of this system is planned for under the new UNDAF 2010-1016 programme. There is already presence of EIA activity on the EIS web site, with guidelines for both commissioning an EIA and development of an Environmental Management Plan present. The web site also has the capacity to host public consultations, with the EIA for the proposed Molopo Crossing Extension currently available for comment.

Summary EIA process: The effectiveness of the EIA process to prevent new impacts has been clearly enhanced.

Ranking: satisfactory S

e) Environment Fund

Output defined as "*financial mechanism for environmental protection and management*"

Design for an overarching National Environment Fund has been discussed through preparation of an "options" background paper, Regional Experts Workshop (Gabarone, February 2007) attended by stakeholders and regional experts from southern Africa with practical experience of the design, development and management of Environmental Funds. The workshop agreed on the preferred type of grant making Environmental fund and an outline road map to establish such a fund (a very general outline of procedures, containing no detail). A Trust Fund Order for the creation of a special fund was prepared for agreement by MEWT, MFDP and the Attorney Generals Chambers. Since closure of the project the Fund Order has been gazetted and the DEA is currently working on agreeing arrangements for setting up the board.

Summary Environment Fund: The setting up of an overarching fund has been under discussion for over 10 years in Botswana and it is still at formulation stage. Programme activities have taken the process forward and there is still clearly momentum to activities with gazetting of the Fund Order. This is a crucial issue for sustainability of environmental management within the country, for

the transparent handling of environmental "taxes" and for stimulating civil society's greater engagement in the sector. Outputs from the programmes' pilot projects and greater engagement with the private sector should have fed into this component.

Ranking: moderately unsatisfactory MU

3.3.2 Natural Resource Management

a) Landscape scale planning

Output defined as "*capacity for landscape scale management planning enhanced*".

The ESP supported the development of ecosystem planning guidelines through a consultancy which included the then Chairman of the IUCN Commission on Ecosystems Management (CEM). The guidelines have been included within the new District Planning Handbook for use by district planners. Two workshops were held to for local communities and district planners associated with Makgadikgadi and finding the approach helpful, it is now being used in implementation of the Makgadikgadi Framework Management Plan.

Summary landscape scale planning: This component has followed most closely the original plan for ESP interventions, by enhancing capacity, followed by implementation through a pilot project. The fact that Makgadikgadi wetlands development was on the cards some time before ESP was even designed and yet it is still too early to evaluate the pilot meaningfully, highlights the ambitious nature of the original project design, particularly in terms of timeframe related to natural resource management activities. As with many other components, capacity has been enhanced, but implementation and feedback on effectiveness of approach has still to occur.

Ranking: moderately successful MS

b)   Protected species management planning

Output defined as "*protected species management planning developed and implementation facilitated*".

The ESP prepared an inventory paper on endangered species which informed the development of an Endangered Species Management Policy Strategy and Action Plan. The activity further more informed the preparation of a revised Wildlife Policy (as reported under 3.3.1 b). Aspects of floral conservation were included within the forest reserves policy. ESP staff found that implementation of a recovery project was not feasible within the time frame of the programme, requiring some 10-15 years, rather than 3-5 years and that such activities were already part of the core mandate of the Department of wildlife. Comments by other stakeholders indicate that this is not a national priority area and so the decision to curtail activities in this area was appropriate.

Summary Protected species management planning: re-focus on endangered species appropriate, though development of policy and action plan when no interventions planned, questioned by some stakeholders.

Ranking; moderately successful MS

c)   Best practices of National Resource Management by communities

Output defined as "*best practices identified for the management of natural resource by communities*".

Since the introduction of formal CBNRM in Boswana in 1989, there has been a rapid growth in group formation, including formalization of peoples existing communal systems, with some 94 groups involving some 135,000 people recorded in 2006[22]. Spread over some 150 villages, 10 districts are currently involved in CBNRM. This component has a very high and growing significance in the Botswana environment. This is the component, closely linked with the National Environment Fund, of most relevant to the Private Sector and Civil Society, both of which are already closely involved through hunting, tourism, eco-tourism, crafts and natural product use for subsistence and livelihood purposes.

The NGO grant facility established in 2007 (and discussed in more detail at the start of the results section) funded small initiatives in veld product research and development[23], ecotourism(ibid) and avi-tourism[24]. Of these three grants, only the latter produced known outputs as the Thusano Lefatsheng NGO folded before completion of activities. More substantial funding (some 385,000 pula) was provided for support to CBNRM governance[25] through materials preparation and training. The materials continue to be used and the capacity development of communities continues to be developed using WWF funding (discussions with CEO).

The CBNRM policy was revised and its adoption by Cabinet and Parliament facilitated through the technical support of ESP. It has been translated into Setswana for wider distribution and CBNRM guidelines have been produced in draft form. The stipulation that government/ community sharing of income should be 65%:35% continues to be an issue of high concern to communities, as it means a massive income loss for some.

CBNRM discourse was supported through co-funding of four national CBNRM conferences and meetings. A CBNRM Best Practices Study was undertaken and the results shared through discussion and publication in the CBNRM Occasional Papers Series[26]. Two further publications on related issues were funded in the same series[27]. Two community based fire management proposals (Mababe Development Trust and Khama Rhino Sanctuary) were supported through hiring of a fire management specialist and implementation funding facilitated through the GEF Small Grants Programme.

Summary of Best practices for CBNRM by communities: A great opportunity was lost in this component to meaningfully engage with the Private Sector and Civil Society and develop more robust platforms for discussion and negotiation with government. Useful activities were supported by NGOs, but limited use made for lesson learning. Obvious links and feed-in to support development of guidelines related to the Common Environment Fund were not made.

Ranking: moderately unsuccessful MU

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[22] CBNRM status report 2006.

[23] Thusano lefatsheng

[24] Birdlife Botswana

[25] Kalahari Conservation Society

[26] CBNRM Occasional Paper series No 17. Best Practices in Botswana for the Management of Natural Resources by Communities. Published through IUCN

[27] CBNRM Occasional Paper series No 15. Natural Resource Management and People. B Schuster and O T Thakadu No 16. The impact of HIV/AIDS on CBNRM in Botswana- The Case of Ngamiland. B.N. Ngwenya, F C Potts and OT Thakadu.

3.3.3 Environmental Information

Component objective defined as "to establish a national environmental information management system which can be applied to national development planning, environmental protection and management, research and other applications, within and outside government".

a)   National environmental information system

Output defined as **"*fully operational national environmental meta-database*"**

Activities commenced with an assessment of the status of environmental management systems and the development of a core set of environmental indicators. A combination of local and international expertise was used in development of the system, with reference to global benchmarks and international best practice and standards. The design and initial establishment of the system was delayed because of procedural issues related to access to information, data protocols, population of the system and an extended beta-testing phase before going live. The ESP provided all necessary software and hardware, including two independent servers, terminals and back-up systems and infrastructure to access to internet services. The system was handed over to the government, DEA, in September 2008 at the early departure of the ESP component manager. At the time of project closure the EIS website had not yet been officially launched. DEA staff continue to develop the web site and there are plans to link with the biodiversity indicators project funded by UNEP and the UN Convention on Drought and Desertification (UNCDD) reporting on land indicators, to populate the relevant sector within the EIS. The database has a new manager (there have been issues of staff turnover) and there are plans to revive the original design of active nodes for data entry within the departments providing data to the system (funding assigned under the UNDAF 2010-2016). At present sections on policy and legislation, reporting on MDGs and MEA commitments are up to date. The EIA section has a live public consultation, but other EIA references are only in summary form. The indicator section is poorly populated and the 31 maps are not as yet interactive. There are over 100 reports available to download and at least one NGO is using the site for up to date information dissemination, with their June 2011 newsletter present[28]. GIS functionality of EIS to be further developed as part of UNDAF (2010-2016).

Summary of National environmental information system: The fundamental hardware and software are in place to support the information system and components of the system are well populated and being updated. The key indicators section is still under populated and co-ordination between departments to supply this information on a sustainable basis still seems to be an issue.

Ranking: Moderately successful MS

b)   National State of the Environment Report

Output defined as "***Improve reporting on the status of the Botswana environment***"

The ESP provided support to the preparation of the first thematic state of the environment report (SoER) in the form of the UNEP-methodology based and UNEP co-funded Botswana Environmental Outlook Report, which focuses on the energy, water, and waste sectors. The ESP planned the preparation of a separate Botswana Biodiversity Outlook, but due to delayed tender procedure the activity was discontinued as the product would not be ready before the end of the ESP (June 2010).

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[28] Birdlife Botswana

Summary of national State of the Environment Report: One report has been produced in co-operation with UNEP to the regionally preferred format. The nationally identified biodiversity focused report was not produced due to procurement delays. This resulted in a missed opportunity at the 10th COP in Negoya (Japan) in October 2010, where the tourism opportunities linked to Botswana's rich biodiversity could have been show-cased in co-ordination with the Tourism Board.

Ranking (of project performance) moderately successful MS

c)   Botswana Atlas of Natural Resources

Output defined as "*publish a Botswana Atlas of Natural Resources*"

This component has been overtaken by similar activities based in the department of Surveys and Mapping. By the time of the delayed start of ESP, a printed, hardcopy version of the Botswana National Atlas had been published. Now an electronic version is also available (Botswana National Atlas e-book)[29] with interactive, interrogating capacity supported by Arc View and Arc Explorer. Looking at the format of the atlas, among the 29 chapters tourism and wildlife are included, as is a chapter on the Okavango Delta, but there is no specific chapter on the environment. It would be useful to link with the DSM and raise the profile of the environment within the current atlas (potentially a possibility at reprinting/ updating). Duplication of effort has sensibly been avoided.

Ranking: Not applicable (U)

3.3.4 Sustainability

The ESP shows a high level of sustainability, with all activities conducted in close collaboration with relevant government departments and a good take up and continuation of activities since programme closure. The Departments indicate that staff inputs from ESP are missed and there has been no direct absorption of staff into the government system, though two members still work closely with the sector. An associate staff member from a collaborating GEF project has been absorbed into DEA and is instrumental in taking forward implementation under component 1. The close alignment of component 4 (Environment and Climate Change) of UNDAF (2010-2016) with continued implementation of components within the ESP, supports continuation and further development of ESP outcomes.

3.3.5 Contribution to upgrading skills at national level

Some 5 million pula (USD $800,000) of programme funds were spent on capacity building and training, as detailed in annex 6. Stakeholders generally see this as well targeted and of considerable significance in building skills and supporting continued professional development at national level. Some of the attendance at conferences and international conventions are questioned by some as the mandate of government and that the ESP filled a gap where timeframes were too tight for official funding. As a programme funded two thirds by government, this seems a reasonable use of funds, particularly as the attendance was of close relevance to programme output objectives.

What is less acceptable is the effective exclusion of private sector and civil society actors from substantive capacity building and training opportunities. It is incorrect to place the 1 million pula NGO grant under training as it was largely used for implementation. This was discussed earlier in some detail at the start of the results section.

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[29] www.atlas.gov.bw

Staff within the programme also received inputs of training and capacity building throughout the life of the project. This took the form of formal trainings as well as attendance at international conferences and conventions which contributed to their continued professional development. The staff member initially hired as a driver, received additional training in procurement and was given the opportunity to develop these new skills while still within ESP.

3.3.6 Summary of ranking of project performance against selected deliverables

Specific Aspects Identified by UNDP for rating	Rating as per performance of ESP
Project formulation	
Conceptualisation and Design	**MS** Very well aligned with government, but not sufficiently co-ordinated with government work plans. Over ambitious in spread of activities and for implementation in the NRM sector within a limited time frame.
Stakeholder Participation	**MS** Excellent participation from government, but no representatives from civil society, nor private sectors.
Project Implementation	
Implementation Approach	S in terms of approach taken by programme team, however strategic location of implementation unit at departmental level, rather than within the ministry, severely impacted implementation. **MS**
Monitoring and Evaluation	**MS**
Stakeholder Participation	**MS** Excellent participation from government stakeholders and good participation from NGOs within the limited implementation role allocated, however lacking strategic participation/ partnership with both the private and civil society sectors in crucial areas of NRM and CEF formulation.
Results	
Attainment of Outcomes/ achievements of objectives	**MS** Detailed ranking against each individual activity and by ouput given in logframe format in Annex 5. Rankings range from Satisfactory to Unsatisfactory, Moderately Satisfactory being the average of all rankings.
Overall Rating for Programme	**MS** **Moderately Satisfactory**

4. Lessons learned

1.   Involvement of all stakeholders in the design of a programme is essential to ensure that components are relevant and that activities are designed to enable the meaningful engagement of stakeholders in the areas where they have greatest interest and potential contribution. This was not the case in the ESP, where specific representation by private sector and civil society was absent from the design team, despite their significant role in CBNRM, eco-tourism and environmental awareness raising. This led to lack of opportunities for engagement by both these stakeholders in implementation. An add-on component of NGO grant facility engaged civil society as service providers, not as partners and the absence of capacity building component in the grants did nothing to support the sectors development. (Recommendation 1 refers)

2.   The citing of a programme such ESP which is designed to support a National Environment Programme is crucial in terms of having the authority and capacity to co-ordinate activities at supra-departmental levels. While the original design of the ESP was to be cited within the MEWT (as captured in the PSD document prepared for signature, though not captured in the signed project document, nor inception report), it was housed within DEA and authority for management delegated to the Director of the Department. Opinion is somewhat divided on the efficacy of this arrangement, some seeing close connections with DEA, which already holds several supra-departmental co-ordination roles, as enabling and as also helping raise DEA's profile. However the majority of opinion, particularly within government, is that this arrangement hampered ESP implementation in that the programme did not have the necessary authority, illustrated by the inability to obtain the data required to populate the EIS and problems experienced in implementing the institutional review and communications strategy for MEWT. (Recommendation 2 refers).

3.   Greater clarity is required on the mechanics of the collaboration planned for an institutional reform/ capacity building programme such as ESP at the inception stage. Without such clarity, the programme has had to spend a lot of time and resources on negotiating collaborative relationships both at Departmental and Divisional/ unit level on an activity by activity basis. Collaboration would have been facilitated if required partnerships had been identified at inception stage and activities integrated into the MEWT/ Departments Strategic Plans and individual performance development plans to enhance commitment by the institutions. (Recommendation 3 refers)

4.   The desire to include stakeholders in programme design and management needs to be supported with adequate resources for those actors not effectively supported by salaries and office support from collaborating partners. In the case of ESP this was the case for civil society and private sector representatives in terms of their time spent at meetings and the co-ordination activities expected of them in communicating project activities to members. Indeed some actors identified this lack of support as reasons for non-involvement in the PSC. Provision need not be lavish, but sufficient to cover costs of time and resources used in communication. Members should be made aware of such provision and it should not be onerous to access (there is some mention of provision for communication purposes within ESP, but this was never accessed). (Recommendation 1 refers).

5.   The flexibility required in programmes of this nature, which involve institutional reform and capacity building, should be encouraged, but more carefully monitored. New approaches to taking forward activities already identified should be reported under these activities, with a brief description of how they contribute. New activities introduced should be clearly assigned to a component, or components and reported on fully. Indicators should be developed for their monitoring, and means of verification clearly identified. This is not just for monitoring purposes, but for clarity as to how and what the new activity will contribute to the project as a whole and to assess the success of the approach. Cross-cutting issues with other components should also be

considered at an early stage. (see discussion under section 3. Results, recommendation 4 also relates)

6.   The programme design was ambitious in both the wide range of activities proposed and the magnitude of the outputs identified. A more focused approach, on strategically important outputs that would facilitate other actors (such as the National Environmental Fund and the Environmental Information System) would perhaps have produced more tangible outputs and be seen to have progressed environmental activities more visibly. As it is, the National Environment Fund is still in formulation (with limited uptake of guidance advice produced by the programme) and the Environmental Information System still not up and running. Many initiatives have been helped in formulation, but implementation has lagged behind proposals, which one hears have been on the cards for some time. This lack of implementation of policies, strategies and proposals makes it difficult to assess the cost-effectiveness of the ESP. (recommendation 7 refers).

7.   This evaluation agrees with the finding in the final technical report by the CTA, that future delivery targets are less output and more outcome based. In the case of the ESP producing outputs (such as a new environmental policy) did not in fact lead to achievement of the objective, or outcome (improved environmental management) as the later (benefit realization) also depended on a series of implementation related activities that appeared to be outside the scope of the programme. This recommendation links with the previous one in giving a programme clearer focus and practical/ tangible deliverables which it has the capacity to deliver on. (recommendation 7 refers).

8.   The commitment and hard work of ESP programme staff and the government staff, NGOs and UNDP staff who collaborated with them managed to overcome many of the difficulties faced and enabled the programme to make significant progress in several areas. This goes to show that as well as good design, enabling environment and adequate resources, people's commitment is crucial in achieving desired outcomes.

5. Conclusions and Recommendations

The original concept of the ESP programme was to support strengthening of institutional capacity at national, district and community level to manage and monitor the environment, with improved communications to share knowledge and enhance awareness of environmental issues within the wider population. This directly responded to the four environmental objectives of UNDP's country programme[30] (2003-2007), which were all in support of the policies and objectives identified by the National Development Plan 9 (2003/4-2008/9). A major feature of the implementation modality of the project was collaboration and stakeholder participation, through which elements of the project were expected to be institutionalized within government and non-governmental sectors of Botswana society. The programme as it was implemented and guided by the PSC and UNDP failed to effectively engage non-state actors and an opportunity was missed to enhance understanding and co-operation between the three sectors.

The ESP was well aligned with government policy and staff worked productively and harmoniously with government staff in taking forward initiatives. The programme served to strengthen links

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[30] Strengthening institutional capacity to manage and monitor the environment; strengthening nation capacity to implement global conventions; upporting CBNRM and NGO/CBO driven activities; and improving natural resources management and environmental education and awareness.

between the UNDP country programme and government programmes with regard to the environment, as illustrated by the very close linkages apparent within the newly agreed country programme and outlined in more detail within UNDAF 2010-2016. Indeed sustainability of ESP follow-up activities has been assured with their inclusion within the component 4 of UNDAF (2010-2016).

The ESP was over ambitious in its design, both in terms in the outcomes it identified (specifically in implementation of pilots that involved natural resource management following policy development) and in the range of activities identified (eg. endangered species management plan). This was not helped by the two and half year delay in implementation, during which time one activity (2.2.1) and one output (3.3) were made redundant.

The ESP was not sited within the Ministry of Environment, Wildlife and Tourism as planned and consequently had to earn respect and develop relationships with other departments to take forward activities.

Despite these problems, significant progress was made by the programme, particularly in the spheres of policy and strategy development, awareness and engagement with Multilateral Environmental Agreements and in supporting the development of a web-based, interactive environmental information system. Good efforts were also made to build capacity in natural resource management, but the close alignment of the programme with government and weak linkages with civil society and the private sector, most practically involved in NRM, weakened this component.

The final evaluation makes the following recommendations for consideration in future programme development and to inform the country programme.

1.   Provision needs to be made for the effective involvement of all stakeholders in programme design and management. This requires adequate representation from the different non-state actors within the initial design team. Their absence in the case of ESP led to general references to non-state actor participation, but no clear opportunities for such collaboration built into the programme design.

Adequate representation is also required with in the Project Steering Committee (PSC). Adequate representation is not produced by the presence of one member, but a balanced number of representatives, that can put forward the concerns and priorities of the different sectors involved. Within ESP representation was rather unbalanced, with one representative from BOCCIM also representing the specific member agency HATAB, while on the government side there were representatives present from each of the DEA Departments[31]. Similarly a single representative from the NGO sector, with no representative from the CBO sector led to very much a "lone voice" issue within the PSC with regard to involvement of civil society.

Adequate provision, in the case of non-state actors, also includes recompensing representatives for the time they spend and resources required to fulfill their additional role of communication channel for programme initiatives and findings to member organizations. It is unrealistic in times of limited funding availability to NGOs/CBOs and their representative organizations to expect their meaningful engagement with no funding provision. Stakeholders mentioned this as a reason for non-involvement in the PSC for ESP.

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[31] Evaluation still to receive definitive list of members and observer members of PSC, but it appears that most departments within DEA were represented in one or other category.

Recommendation: All stakeholders (in the case of ESP non-state actors) should be involved in programme design. Balanced representation of stakeholders should be ensured within the PSC (in the case of ESP a minimum of two representatives were needed from private sector and civil society sectors and CBOs should also have been represented). Non-state actors should not be out of pocket for their services to the PSC, with their time and resources in networking with members, recompensed.

2.   The citing of a programme such ESP designed to support a national Environment Programme is crucial in terms of having the authority and capacity to co-ordinate activities at supra-departmental levels. While the original design of the ESP was to be cited within the MEWT (according to many stakeholders, present in the original PD for signature, though not captured in the signed project document, nor inception report), it was housed within DEA and authority for management delegated to the Director of the Department. Section 3.2.1 explores this issue in more depth as it links with the recommendations produced by the programme on restructuring of MEWT to address management of supra-departmental responsibilities, an issue much bigger than the programme itself.

Recommendation: Crucial design features such as citing of the programme implementation unit and the seniority and designation of the Project Director should be clearly agreed and articulated at design stage and recorded in project documents. This will assist in sorting out problems (including lack of office space) prior to programme implementation and facilitate discussions with partners if the original design is not followed.

3.   While collaboration with government staff has generally been very good, it has taken considerable hard work on the part of programme staff, and was largely on an individual basis, with institutionalization of programme activities within government structures limited. While staff activities facilitated implementation, there is no formally agreed structure, or processes to take forward activities, nor sustainability of progress achieved.

Recommendation : At Programme inception stage collaboration should be further articulated down to department division and unit level. Programme activities would then be built into departmental division and individual work and training plans.

4.   Project implementation started two and a half years later than planned and an already ambitious three year programme was originally given only a two years time frame for implementation. Successive one year extensions and additional six months for establishment and completion extended the programme to five years finally. Time horizons are important for both planning and implementation and lack of clarity over these led to some over-ambitious activities (protected species management) and amending activities during implementation (not taking forward pilot projects due to perceived lack of time).

Recommendation: That the project duration agreed at design stage be honored so that important programme outcomes are not compromised.

5.   Programme design included a series of indicative activities, but did not include specific mid-term, nor end-of–programme targets. In support programmes such as ESP, once initial needs assessment and scoping studies have been conducted, clearer outputs should be identified within the logframe structure, for what is scheduled to be achieved by mid-point and by closure of the programme. This should be completed prior to the mid-term review and the end of the first year of operation would have been a suitable timeframe for ESP. The programme staff have actively used

the logframe as a dynamic management tool, but possibly the logframe structure is not sufficient to capture all activities, particularly the types of attitude and working-style changes the programme was encouraging.

Recommendation: In programmes where indicative activities are identified, the logframe should be revised prior to the mid-term review to identify clear outputs expected by completion of the programme and at the mid-point. The use of Outcome Mapping be considered for monitoring programmes where attitudinal, structural re-organisation and working practices activities are included. The re-organisation of MEWT, communications strategy for MEWT and environmental education activities of NGOs are examples of activities within ESP where impact could be best captured by Outcome Mapping techniques.

6.   During interviews of key stakeholders associated with the ESP great interest has been expressed in the final outputs from the programme and access to these resources. The proposed web-based repository of project outputs and key documents would have provided this resource, but due to lack of resources/ time was not completed. This final evaluation has been hampered by difficulty in accessing project documents and outputs, a constraint that would also have been removed if such a repository existed.

Recommendation: In the interests of transparency and communication of project outputs that web-based repositories be established for project outputs and key documents as part of project closure. These should be accessible to all stakeholders and to monitoring and evaluation missions.

7.   A number of sector specific support funding mechanisms have been established and are in the process of being established. Examples include the Conservation Fund, proposed under the CBNRM Policy, the Tropical Forestry fund, Conservation Trust Fund and Levy on plastic bags. Various departments, such as the DEA, have funds assigned for engagement of civil society through small grant facilities. Under ESP the process was started to bring all these resources together to establish a Common Environmental Fund, acting as an umbrella to co-ordinate collection and disbursement of funds coming from different sources. In other countries such a fund has been able to attract/ leverage additional funding from the private sector and donors, when organized as a semi-independent endowment fund. The funds would be used to support environmental management programmes across all environmental sectors.

At present Civil Society organizations have access to some of these smaller funds, but no way of accessing the larger environmental funds. It is important that enabling guidelines are developed for management of such a fund so that access is assured for all stakeholders. Establishment of an accessible Common Environmental Fund would impact on several areas that the ESP sought to address, including greater involvement of the private sector and civil society in environmental management and sustainability of activities, by setting up a self-financing mechanism.

Recommendation: Establishment of an autonomous and accessible Environmental Common Fund be a priority outcome in future programming.

8.   The ESP was designed under the country programme (2003-2007), which had as its environmental objectives:

- Strengthening institutional capacity to manage and monitor the environment;
- Strengthening nation capacity to implement global conventions;
- Supporting CBNRM and NGO/CBO driven activities;
- Improving natural resources management and environmental education and awareness.

The ESP clearly addressed the first two of these, but provided much less support to NGOs and CBOs and the improvement of NRM. Environmental education and awareness was addressed in part. The new UNDAF (2010-2016) continues to have an output for "enhanced capacity for communities for NR and ecosystems management and benefit distribution". The findings from the ESP project are that this cannot be effectively addressed solely at a policy level. Communities involved in NRM need to have a voice and the present absence of effective platforms for dialogue with government addressed.

Recommendation: A programme focusing specifically on this outcome is required that would provide support to on-going initiatives, help co-ordinate lesson-learning between groups and liaison and negotiation with government over necessary supportive policies and legislation. The programme would possibly support new pilot projects (linking civil society with the private sector) to develop working systems with communities and their support organizations, with adequate timeframes and resources. Future programming should plan for this and support such initiatives so as to practically inform policy makers for development of truly supportive policy and legal frameworks.

9.   Support from UNDP has been inconsistent and on occasions of poor quality. The year and half delay in recruitment of the CTA seriously delayed implementation of the programme. The successive failures to address citing of the ESP programme implementation unit at Ministry level (at start and again at mid-term, following suggestion of the MTR and accepted by the management response). Various procurement problems led to delay/ cancellation of components (eg. Botswana Biodiversity Outlook under component 3.2). This final evaluation is a year late and occurs when staff are no longer readily available, reports hard to access and peoples memory and interest in events is less sharp.

Recommendation: Underlying reasons for systemic failures in UNDP management of the programme be addressed. This is important for the current UNDAF programme, which is also experiencing delays and creating increasing frustration among collaborators.

Annex 1 Evaluation TORs

Terms of Reference

Final Evaluation of the Environment Support Programme

1. Background and context

A number of strategic documents exist in Botswana indicate the commitment of the Government and people to safeguard the environment and ensure its sustainability. The National Development Plan 9 proposes and makes budgetary provisions for a number of interventions arising from these strategies and commitments. These interventions, which were to be carried out over the next six years from the time of formulating the programmeme support, are spread out across various ministries and departments as well as beyond the Government sector. There is a need for these disparate strategies, commitments and initiatives to be recognized and coordinated as a cohesive NATIONAL ENVIRONMENT PROGRAMMEME. The UNDP-supported National Environment Programmeme (now commonly referred to as the Environment Support Programmeme – ESP) was designed to provide coordination and direct support to a number of initiatives already identified and budgeted for under NDP-9 by targeting upstream levels through capacity-building, policy, regulatory and legal frameworks, support for increased cohesion, institutional capacity and data collection and monitoring and often testing the proposals through pilot projects. Coordination of the various initiatives which make up the ESP implies a harmonious approach to environmental management, contributing to common goals, sharing of experiences and lessons learnt, economies of scale such as through combined training events, mutual support and backstopping, sharing of a comprehensive environmental information management system, and a coordination office to overcome difficulties with delivery.

A Steering Committee serves as a body for policy recommendations related to enhancement of programmeme implementation and attainment of objectives. The various activities/projects will be implemented in the most appropriate venues ranging from central Government organizations with relevant responsibilities as identified in NDP-9, to partners within local government, the private sector, NGOs and communities. A coordinated approach to environmental management will be made available through the ESP to provide opportunities for the integration of **environment with good governance** as well as **environment with poverty alleviation** by targeting an increase in choices and enhancing environmental quality for the disadvantaged.

2. Evaluation purpose

The evaluation of the ESP signifies the closure of the programme and takes place at the time when UNDP in Botswana commences a new Country Programme to respond to the development challenges faced by Botswana (see the United Nations Development Assistance Framework –

UNDAF for Botswana). The ESP evaluation will therefore inform subsequent activities outlined in the UNDAF and United Nations Programme and Operational Plan (UN-POP). The evaluation will also inform stakeholders on the achievements of the ESP in improving the management of environmental resources and highlight areas that require improvement if similar initiatives are to be implemented.

3. Evaluation scope and objectives

Aspects of the Intervention to be Covered by the Evaluation

The evaluation will cover all project activities from Inception to the time of evaluation; include all private sector, civil society and government entities involved in environmental management. Although the project had listed individuals as target, due to the duration and scale of the programme, the sampling will need to systematically select those individuals that have resided in Botswana for the duration of the project. Environmental goods are viewed as common goods in most parts of Botswana legislations and there is therefore a common bias towards viewing government as having the sole responsibility for environmental management. Co-management of environmental goods and services, as promoted by the ESP logic requires that all levels of management of environmental goods and service be involved in (i) governance, (ii) skills development and (iii) access to information. The goal of the project is therefore evaluated as collective capacity of all actors improved and contributing to improvements in quality of life.

Primary Issues of Concern to Users

Primary issues of concern to users have been the late start of the project and subsequently having to extend the project's duration. Low participation by civil society members and the lack of continuity between the members that participate in the Project Steering Committee meetings have also been raised as concerns. The original focus on piloting a number of community initiatives as a means of informing policy, regulations and systems changed at the approval of the PSC to concentrate on grants to NGOs. This decision was based on the late start of the intended pilot initiatives. The grants were issued for activities that would further the objectives of the ESP. What would not be assured from the NGO Grants was the learning and codification for policy, regulations and systems of environmental management. Capacity building for private sector and NGOs lagged behind as it was initially intended that it be informed by the National Capacity Self-Assessment – which assessment did not include the NGOs and private sector when it was implemented. This change in scope was net confirmed by the Project Steering Committee. Institutional strengthening outputs aimed at improving the capacity of the Ministry of Environment, Wildlife & Tourism were only approved for use by the Ministry and its beneficiaries at the end of the project, notable examples being the communication strategy and Institutional Review Report.

The Evaluator is also to review the overall relevance, efficiency, effectiveness, or sustainability of the ESP. In addition, UNDP evaluations must address how the intervention sought to strengthen the application of the rights-based approach and mainstream gender in development efforts.

4. Evaluation questions

The Evaluation is to generate the following information that will give intended users of the evaluation the information they seek in order to make decisions, take action or add to knowledge:

    a) Project design

- Were the objectives/outputs realistic, especially taking into account the duration of the project?
- Did the proposed solutions address the identified problems?
- Was the envisaged strategy adequate?
- Was the implementation arrangement appropriate and adequate, given the complexity of the programme?
- Overall, was the project document clearly articulated?

b) Performance of the Project

- Have the objectives of the project been achieved?
- What are the best practices?
- What are the gaps?
- Were management arrangements and implementation adequate?
- What factors may have affected delivery and what should have been or should be done about them?
- What have been the challenges/constraints in implementation of the project?

c) Relevance and Appropriateness of the Project

- Was the Project relevant?
- What it a comparative advantage of UNDP vis-à-vis other partners funding similar projects/programmes, if any?
- What are the existing gaps in the project in general and of specific activities in particular?
- What, if any, adjustments should UNDP make in its interventions in the thematic area of the project?
- What are views of various stakeholders about UNDP's performance?
- What are the implications for UNDP funded programme beyond the current Country Programme?
- What recommendations can be made in shaping the new directions for future UNDP interventions in the thematic area?

d) Effectiveness and efficiency of Monitoring and Evaluation system

- Review the project's reporting systems and their efficiency; and
- Review the implementation of the project's monitoring and evaluation plans including any adaptation to changing conditions (adaptive management)

e) Potential for replication of the Approach

- Describe the main lessons that have emerged in terms of: strengthening country ownership; strengthening stakeholder participation; institutional structure and capacity building; application of adaptive management strategies; efforts to secure sustainability; knowledge transfer; and the role of M&E in project implementation. In describing all lessons learned, an explicit distinction needs to be made between those lessons applicable only to this project, and lessons that may be of value more broadly.
- Make recommendations on how the lessons and experience can be incorporated into the design of similar initiatives in the future.

   f) Sustainability

- Assess the likelihood of continuation of project outcomes/benefits after completion of the project; and
- Describe the key factors that will require attention in order to improve prospects for sustainability of project outcomes. Factors of sustainability that should be considered include; institutional capacity (systems, structures, staff, expertise, etc.) social sustainability, policy and regulatory frameworks that further the project objectives, financial sustainability.

5. Methodology

The methodology includes review of (i) background project governance documents (Project Steering Committee meeting minutes, Project exception reports, project progress reports, project audit reports, project issues log, project risks log and project communications log), (ii) project results documents (consultancy reports, mission reports, commentary by partners, etc), and (iii) project document, its logical framework analysis and Results matrix.

A review of partners and appreciation of their linkage and interest in the project and the relevance of the project to their current situation is essential. The reviewer is expected to obtain the views of both the project implementing parties, the project governance structure and the project beneficiaries. The final decisions about the specific design and methods for the evaluation will be concluded at inception.

The Evaluator will further reflect on whether and how the evaluation was considered in the intervention design. Details of the results framework and M&E framework, including outcome and output indicators and targets to measure performance and status of implementation, strengths and weaknesses of original M&E design, and the quality of data generated.

6. Evaluation products (deliverables)

The key evaluation products the evaluation team will be accountable for producing are:

Evaluation inception report—An inception report should be prepared by the evaluators before going into the full fledged evaluation exercise. It should detail the evaluators' understanding of what is being evaluated and why, showing how each evaluation question will be answered by way of: proposed methods; proposed sources of data; and data collection procedures. The inception report should include a proposed schedule of tasks, activities and deliverables, designating a team member with the lead responsibility for each task or product. The inception report provides the programme unit and the evaluators with an opportunity to verify that they share the same understanding about the evaluation and clarify any misunderstanding at the outset.

Draft evaluation report—The programme unit and key stakeholders in the evaluation should review the draft evaluation report to ensure that the evaluation meets the required quality criteria.

Final evaluation report.

Evaluation brief and other knowledge products or participation in knowledge sharing events, if relevant**.**

7. Evaluation team composition and required competencies

The specific skills, competencies and characteristics needed in the evaluator specific to the evaluation, including roles and responsibilities are outlined below:

Team Leader

- Evaluation specialist with at least a Master in Development Studies, Environmental Management or other relevant field

- A minimum of ten (10) years of relevant work experience in the field of environment.

- Proven expertise in evaluating multifaceted programmes/projects and results-oriented monitoring and evaluation.

- Previous experience in evaluating programmes/project for UNDP or other UN/multilateral agencies.

- Knowledge of the national policy and legislation in the field of environment will be a distinctive advantage.

- Excellent analytical and reporting skills and fluency in written and spoken English are essential.

- Demonstrated ability to assess complex situations in order to succinctly and clearly distil critical issues and draw forward looking conclusions.

8. Evaluation ethics

The evaluation will be conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation' document, (see list of Annexes). The document outlines evaluation ethics and procedures to safeguard the rights and confidentiality of information providers. These include measures to ensure compliance with legal codes governing areas such as provisions to collect and report data, particularly interviewing or obtaining information about children and young people; provisions to store and maintain security of collected information; and protocols to ensure anonymity and confidentiality.

9. Management Arrangements of the Evaluation

Evaluations will be managed by the Country Office in a manner that enables independence of the evaluations. The evaluation consultant shall be under the over-all guidance of the existing Programme Steering Committee Co-Chaired by the Permanent Secretary of the Ministry of Environment, Wildlife and Tourism and the UNDP Resident Representative. UNDP Deputy Resident Representative will manage the consultancy with the day-to-day support of Assistant Resident Representative for Programme (ARR/P). An evaluation management team under the leadership of the Assistant Resident Representative (Programme) and overall guidance of the Deputy Resident Representative will work with the Programme Management to provide support to the evaluation process. The management team will oversee the work of the evaluation consultancy team and ensure adherence to the quality of the outputs and their timely submissions to the Stakeholders Steering Committee and the expanded Stakeholders Steering Committee which shall comprise all stakeholder to be consulted during the evaluation as per the schedule above. The management team, with which the evaluation team will interact, will be responsible, among other

things, for: a) backstopping the mission, b) answering questions, c) facilitating interactions, d) providing information and feedback, e) organizing the stakeholders meeting and f) arranging appointments. Quality will also be assured by the Regional Evaluation Advisors to ensure appropriate design, implementation and reporting. Inception report will be shared with RBA M&E Advisors for comments. The draft report will also be shared with RBA M&E Advisors for their review to ensure compliance with the format and quality of the evaluation and that the findings are evidence-based and conclusions and recommendations flow from evaluation findings.

10. Time-frame for the evaluation process

This following are tasks and deliverables for which evaluators or the evaluation team will be responsible and accountable, as well as those involving the commissioning office (UNDP-Botswana), indicating for each the time-frame as well as who is responsible for its completion:

Table 1: Indicative Evaluation Work plan.

Task	Time Frame (weeks)				Responsible Entity
	1	**2**	**3**	**4**	
Desk review	■				Evaluation Team
Briefings of evaluators	■				UNDP Mgnt
Finalizing the evaluation design and methods and preparing the detailed inception report		■			Evaluation Team
Reference Group Meets to Review Inception Report		■			UNDP PM
Field Visits & Interviews		■	■		UNDP PM
Analysis			■	■	Evaluation Team
Preparing the draft report		■	■	■	Evaluation Team
Stakeholder meeting and review of the draft report (for quality assurance)				■	UNDP PM
Incorporating comments and finalizing the evaluation report				■	Evaluation Team
Debriefing Session				■	Evaluation Team

In addition, the evaluators are expected to support UNDP efforts in knowledge sharing and dissemination. Required formats for the inception reports, evaluation reports and other deliverables should be included in the annexes of the ToR for the evaluation being commissioned. This section should also state the number of working days to be given to each member of the evaluation team and the period during which they will be engaged in the evaluation process (e.g., 30 working days over a period of three months).

12. ToR annexes

a)   Norms for Evaluation in the UN System (http://www.unevaluation.org/unegnorms)

b)   Standards for Evaluation in the UN System (http://www.unevaluation.org/unegstandards)

c)   UNDP Evaluation Policy (http://www.undp.org/eo/documents/Evaluation-Policy.pdf)

d)   UNEG Ethical Guidelines for Evaluation (http://www.uneval.org/search/index.jsp?q=ethical+guidelines)

e) Code of Conduct for Evaluators in the UN System
(http://www.unevaluation.org/documentdownload?doc_id=100&file_id=547)

f) Project Document
(http://dl.dropbox.com/u/20548449/Environment%20Support%20Programmeme/Prog%20Doc%20Revision%200.pdf)

g) Mid-term Evaluation – Environment Support Programme
(http://dl.dropbox.com/u/20548449/Environment%20Support%20Programmeme/ESP%20MTR%20Revised%20Final%20Report%20%28December%202008%29.pdf)

h) UNDP Management Response
(http://dl.dropbox.com/u/20548449/Environment%20Support%20Programmeme/ESP%20MTR%20Revised%20Management%20Response%20%28December%202008%29.pdf)

i) Sample of Inception Report
(http://dl.dropbox.com/u/20548449/Solar%20PV%20Evaluation/Evaluation%20Outputs/Inception%20Report%20-%20RE-Botswana%20Terminal%20Evaluation%20%28Final%29.docx)

j) Format for Final Evaluation Report
(http://dl.dropbox.com/u/20548449/Solar%20PV%20Evaluation/Annex%205%20TEvaluationSampleReportOutlineRevisedERApril2011.docx)

k) Template for UNDP Evaluation Report and Quality Standards
(http://dl.dropbox.com/u/20548449/Template%20for%20UNDP%20Evaluation%20Report%20and%20Quality%20Standards.doc)

l) Guidelines for Evaluation Ratings
(http://dl.dropbox.com/u/20548449/Guidelines%20for%20Evaluation%20Ratings.docx)

Annex 2 Itinerary and list of people interviewed

Date	Time	Activity	Persons met and their role in ESP
1st August	07.00-14.00	Travel from Jo'burg to Gabarone	5 hour lay-over, between flights.
	15.30	Introductory Meeting	Mr Rebonyebatho Moaneng Assistant Resident Representative, UNDP-Botswana.
	16.00-18.00	Introductory meeting	Mr Leonard Dikobe. Programme Specialist, Energy and Environment.
2nd August	08.50	Safety briefing	Mr Hendrick Pojane. Security Advisor, UNS- Botswana.
	09.30	Meeting	Ms Ndapiwa Semausa, Human Resources Analyst and Learning Manager.
	11.00	Meeting	Ms Portia Segomelo. Deputy Director, Environment, Wildlife and Tourism Department.
	12.30	Meeting	Ms Keneilwe Moseki, Executive Director, Somarelang Tikologo.
	14.30	Meeting at Mokolodi	Mr Douglas Thamage. Programme Manager, Cheetah Conservation Botswana.
	15.30	Meeting at Mokolodi	Mr John Aves. Director of Education, Mokolodi Wildlife Foundation.
3rd August	08.00-09.00	Meeting a Department of Tourism	Ms Maselesele, Director, Department of Tourism. PSC observer member.
	09.30	Meeting	Mr Leonard Dikobe, update on schedule and availability of documents.
	11.00-12.30	Meeting at University of Botswana	Mr Othusitse Lekoko, Component manager- Environmental Information.
	14.30-15.30	Meeting	Ms Rapelang Mojaphoko, Deputy PS, former Director, Department of Wildlife and National Parks. PSC Observer Member.
4th August	08.00-12.30	Meeting at Ministry of Finance	Mr Ruud Jansen, Ex-CTA, ESP.
	pm		Writing up notes from interview, hotel.
5th August	09.00	Telephone conference	Mr Tieho Mpho, Director, Tlharesegolo Trust, Maun. (Not available).Ex-CM for Governance component.
	10.00-12.00	Meeting at City Mall	Mr Unopq Sikuku, component manager for Natural Resources.
	12.00-14.00	UNDP offices	Following-up on documentation required.
	pm		Drafting Inception Report at hotel.
6th August			Working on Inception Report in hotel
7th August			Working on Inception Report in hotel
	18.00-20.00	Meeting	Ruud Jansen, Ex CTA, ESP. More recent Logframe, emerged.
	21.00		Sent Initial inception report to Mr L Dikobe.
8th August	07.00-10.00	Hotel	Revision of inception report to newer logframe.

	11.00-14.00	Meetings UNDP	Discussions with Mr Leonard Dikobe re logfames and revisions at each annual report. Also project finances.
9th August	08.00-09.30	Meeting at UNDP	Mr Leonard Dikobe, Programme Manager
	11.00	Meeting at UNDP	Mr Ruud Jansen, Ex-CTA for the ESP
	12.00	Meeting at UNDP	Mr Raymond Kwerepe. Ex-Deputy Director DFRR.
	13.00-15.00	Working at UNDP	Awaiting printing of reports required.
10th August			Working on Evaluation Report in Hotel
11th August	Am		Working on Evaluation Report in Hotel
	pm		UNDP offices, financial reports
12th Aug			Working on Evaluation Report at Hotel
13th Aug			Day off
14th Aug			Day off
15th Aug		Meeting	Meeting with Tieho Mpho, Director Tlharesegolo Trust, ex-CM Governance component ESP.
16th August		Meeting at UNDP	Mr Leonard Dikobe, Programme Manager Organising meetings for rest of week
17th August	08.30	Meeting at DEA	Ingrid Otukile, Chief NR officer
	09.30	UNDP	Following up on meetings with donors and private sector
	12.00	Meeting at UNDP	Mr R Moaneng, Monitoring and Evaluation within UNDP
	14.00	Meeting at UNDP	Ms Khan Sandhi Lwin Resident Representative
	15.00	Meeting at DEA	David Anikue,
	16.00	Meeting at DEA	Mokganedi Ntana, Principal NR officer
	16.30	Meeting at DEA	Michael Flyman, Deputy Director DEA
	17.15	Meeting at DEA	Mr Steve Monna, Director DEA
18th August	08.30	Meeting DWMPC	Mr Jimmy Opelo
	14.00	Kalahari CS	Mr Felix Monggae, CEO KCS
	15.30	Meeting DMS	Mr Photelo Phage, Director Department of Meteorological Services Mr Balisi Gopolang, Principal Meteorologist Ms Chandapiwa Sebeela, Principal meteorologist
	15.30	Meeting	Mr Phetolo Phage, Director, Department of Meteorological Services.
19th August	09.30-10.30	Meeting	Moses Chakana forestry Advisor to FANR GIZ/SADC Sustainable forest mangement
	11.00-12.00	Meeting	Tebogo Matlhare. Project officer Civil Society, EU.
20th Aug Saturday		Writing Report	Working on Evaluation Report at Hotel
21st Aug Sunday			Working on Evaluation Report at Hotel
22nd August	07.30	Meeting	Mr Tapologo Baakile, director Population and Dev Section, MoFDP. PSC member
	09.00		Ms Morongoe Ntloedibe-Disele, CEO Hotel and Tourism Industry Association of Botswana (HATAB) retired. PSC rep for private sector

	11.00-14.00	Field visit to Otse	Ms Keddy Mooketsa, Project manager, Birdlife Botswana. Mr Harold Hester, chairman and Acting Director Birdlife Botswana, Benjamin Noga – field staff, Alfred Ntshonono – chairman of Cape vulture youth club and 9 members.
23rd Aug	17.00-18.00		BOCONGO
			Finalisation of evaluation report, submission of report.
24th Aug	14.30-15.30	UNDP offices	Debrief meeting with DRR and RR
	16.30		Distribution of draft by UNDP
26th August	08.30-10.00	UN conference room	Stakeholders meeting for presentation
	11.00	departure	

Annex 3 Summary of field visits, issues raised and recommendations by different stakeholders

Two NGOs were visited during the evaluation at their field sites to gain a greater insight into the nature of the environmental activities that they undertake, the contribution of the collaboration with ESP to those activities and opportunities for further engagement with NGOs in the future.

Birdlife Botswana At Otse

Birdlife Botswana received one of the first grants from ESP of 100,000 BWP ($15,480)[32] , with MoU signed in February 2008. The money was released in 4 tranches, with 10% upfront, some 40% for stakeholder analysis and development of a business plan, 35% for study visit to South Africa and developing bird routes and the remaining on production of the handbook: Avitourism, a guide to starting a community based birding tourism business. The concept for this initiative was inspired by the experiences of Birdlife in South Africa, summarised in the paragraph below:

Birdlife South Africa has in the past ten years established community based birding tourism which has grown to become a popular outdoor recreation activity. In South Africa two popular "birding routes" are said to generate a substantial revenue, amounting to millions of Rands annually, for local people. As a result Bird life South Africa has announced the development of six new Birding routes in the Western Cape and Cape Town areas. With regard to bird Guides in avitourism projects, they have also benefited immensely from avitourism initiatives and increased their income from about R600 per month to around R2,200 per month. Avitourism is making a profound impact on the lives of some the poorest in South Africa[33].

Birdlife Botswana works closely with a number of community groups around important birding areas (12 identified in Botswana) and recommended birding sites (seven) including Bokaa Dam, Tale Pan, Tsholofelo Sewage Ponds, Lake Ngami, , Kolobeng River, the Nata Bird Sanctuary and the Vulture Colony at Mannyelanong Reserve near Otse[34]. The evaluation visited the Cape Vulture Environmental club (CVEC) at Otse, with which Birdlife has worked in a support and capacity development way over the last 5 years. The club was very much involved in the avitourism initiative, with the chairman included in the visit to South Africa to see similar initiatives in this closely associated country (the cape vultures at Otse often feed in South Africa as they are just a few kilometres from the border and a nearby game park). Ten members of the 30 member club were present and representatives described their activities over the last few years. These included clean-up campaigns for the village, installation of new waste bins and tree planting to improve the habitat for birds (but this had met constraints of protection and sapling availability). They had run essay writing competitions on environmental subjects, supported by Birdlife and Industry and this year are planning to construct a bus shelter for community benefit. The group described under-employment as their major constraint and the need to seek employment opportunities as constraining member's ability to participate. Avitourism, combined with guided walking (they have the tallest hill in Botswana nearby) and perhaps linked arts and craft sales present a very welcome opportunity for them. However, as Birdlife Botswana indicates, there is still considerable capacity building and infrastructure development required to make this potential a reality.

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[32] USD $1 = 6.46 BWP UNDP official rate for August 2011.

[33] Avitourism: A Guide to starting a community-based birding tourism Business.

[34] www.birdlifebotswana.org.bw

Support from the ESP programme has opened up possibilities for communities, but further support is identified by Birdlife as required, probably a phase 2 and phase 3 to make these a reality in local communities. Further development will require longer time frames and larger funding, the programme manager suggests some 2 million BWP is required to get Avitourism up and running in the area. Birdlife is continuing to develop its local networks, and interest and involvement in the biannual bird surveys continues to grow with some 200 plus people now involved in walking transects and counting local bird populations. Such activities help build local awareness of bird populations, changes in these with changing seasons and years, and builds local knowledge and care for the environment and birds in particular, crucial for developing avitourism in the long run.

The grant initiative was found most useful by Birdlife Botswana (an established NGO with multiple funding sources), but the one-off grant awarded was only sufficient to initiate activities in the new area of Avitourism. To develop such opportunities more fully, successive grants are required to move from scoping and awareness raising to more in depth capacity development and to move to infrastructure support. In future successive tranches of grants should move from awareness raising to implementation to ensure that potential identified begins to be realised. There is the danger, with small one-off grants to raise expectations and awareness, without facilitating change and implementation. Such actions could be counterproductive, producing frustration and disempowerment. With three tranches of grant funding, the ESP could have provided follow-up support to earlier awareness raising activities.

Education Centre at Mokolodi Nature Reserve

The education centre at Mokolodi Nature Reserve received two grants under the ESP, some 94,800 BWP for a waste management and environmental education outreach project (MoU signed in August 2008) and further funding of 99,900 BWP for production of a DVD on the same subject for schools, mainly primary (MoU signed just before project closure in April 2010).

The centre has links with some 116 schools, pupils from which visit the nature reserve every year for nature walks and environment education activities. The activities funded with ESP support fed-into these on-going activities, looking to increase awareness around waste in all its forms and specifically improved waste management at school, within the home and at community level. The booklet produced as a support education material looks at waste within nature (linking with pupils exposure at the nature reserve) and waste produced by human activities and how this is dealt with[35]. Practical ideas are included on reducing wasteful use of resources, waste minimisation and recycling. The booklet has been used with pupils visiting the centre since 2009. The feed-back from schools and pupils suggested that while those attending the nature reserve were being made aware of issues and motivated to take action on returning home, this was made difficult because of the relative lack of awareness back home, among those that had not attended. While the booklet could be shared, reading about the issues did not have the same impact as taking part in the education activities. From this dilemma the concept of producing a DVD developed, that could be more easily shared on return by pupils to school and their communities. The DVD was produced covering similar issues to those in the booklet, with added sections on electricity production, distribution and use, water and solar power. The DVD is narrated by two school children and follows their experiences with waste in their grandmother's village and in their home, urban environment. Copies of the DVD have been given to groups following their visit to the centre and some 40 schools have received one since commencement of distribution in January 2011.

Follow-up to the initiatives is planned, particularly as to whether recycling, clean-up and efforts to reduce waste have been initiated following exposure to the education materials. However the teachers strikes in the earlier part of this year severely disrupted school activities and so no follow-up has been possible so far.

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[35] It's all about waste: learn more about waste with Puseleto, our recycled giraffe. A primary education tool produced by Mokolodi nature Reserve Education Centre, October 2008.

As with Birdlife Botswana, Mokolodi Nature Reserve Education Centre is an established NGO with multiple funding streams. This enabled them to make good use of the grant funding within their on-going education activities, even when issued with a very short implementation period (as the second grant for the DVD).

Feedback from other NGOs and stakeholders

Talking with other NGOs involved with the programme and some who were not successful in grant applications as well the umbrella organisation for NGOs, BOCONGO, it would appear that only a small number of potential NGOs received funding and that they were all concentrated around Gabarone. Those that did received funding are identified by stakeholders as being mostly established recipients of UNDP funding in the past, or other grant facilities. In design of grant facilities it would be more useful to reserve small grants for stimulating activities and capacity within smaller NGOs, encouraging fledgling organisations to become more established. In such cases a cautious approach is justified, where organisations are still developing capacity to manage and implement projects (as with Thusano Lefatsheng within ESP), who did not in fact complete activities, or reporting on activities to required standard. While larger, more established NGOs, such as those visited, do not need to be "tested" in this way and could be eligible for more sizable grants from the start[36]. The ESP made three releases of grants over period of the programme, but each was for a similar size of grant and similar, very limited time frame (6-12 months). The opportunity was not taken to provide follow-up to earlier awareness raising activities, particularly around waste management, to then fund implementation projects that would begin to make practical differences at community level. The time frame for grant activity completion effectively precluded any practical natural resource management initiatives, a fundamental component at design stage of the programme. Such inherent limitations should be considered in future and suitable timeframes allowed to enable key activities.

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[36] The EU Non-State Actors Capacity Building Programme has used such a two-tiered approach, with grants of some 100,000 and 500,000 BWP available for different actors and activities.

Annex 4 List of Outputs from the ESP programme 2005-2010

Environmental Governance - outputs

Draft Eco-audit reports completed for DEA, MEWT HQ, DWMPC and DMS.
MEWT Restructuring Paper and senior management consultations (on basis of ESP-funded Institutional Review 2006/7 and additional management thinking).
Revised draft Tourism Policy and policy advice on CBNRM/ Wildlife Policy and climate change mainstreaming (included attendance and CB support to UNFCCC climate change talks in Bonn)
EIA awareness workshops including lessons learned report. Provide advisory and CB support activities for improved implementation of EIA act.
Nat Environmental Education Strategy and Action Plan (NEESAP) including workshops and national conference
MEA Implementation Strategy: consultancy + workshop
Inst Dev review: consultancy / workshops etc.
EE – Botanical Gardens: signposts and species information signs
NCSA capacity assessment (co-funded with NCSA project): consultancy / workshops. National Capacity Self-Assessment (NCSA) reports including Training Plan.
Environmental Fund regional expert workshop + proceedings / roadmap and draft Fund Order. Trust fund order paper and support to approval process.
Environmental Management Act (Bill): layman's draft + draft Bill
Environmental Keynote Paper for NDP10: consultancy
Review of JPOI (SD): consultancy including thematic working groups / sub-consultants
Capacity building: project management training / seminar, workshop / conference attendance, technical training (ISO)
MEWT Communication Strategy: consultancy / workshops

Natural Resource Management – outputs

Endangered species management background paper
CBNRM Policy developed and passed by Cabinet and Parliament.
CBNRM Implementation Guidelines (draft final)
CBNRM Occasional Paper series (3 papers) published through IUCN
- No 15. Natural Resource Management and People. B Schuster and O T Thakadu
- No 16. The impact of HIV/AIDS on CBNRM in Botswana- The Case of Ngamiland. B.N. Ngwenya, F C Potts and OT Thakadu.
- No 17. Best Practices in Botswana for the Management of Natural Resources by Communities.

CBNRM Conference Proceedings
CBNRM Conferences / workshops (Nov 06 co-funded with USAID+IUCN, Sept 07, June 08)
CBNRM Conference Proceedings
CBNRM Documentary
Setswana translation of CBNRM Policy
Wetlands Policy (draft final, ready for circulation and presentation to Cabinet)
Training of Makgadikgadi project and LG staff in Ecosystems Approach
Inclusion of Ecosystems Approach guidelines in new District Planning Handbook
Threatened Species Policy and Strategy (final)
Fire Management Policy and Strategy (draft final)
Wildlife Policy (final report excl. draft legislation)
CBNRM Pilot projects (funded under NGO Grant Facility)

Ecosystem Planning Guidelines: Inception report + workshop(s)

Environmental Information – outputs

Statement of user requirement report on the EIA documentation and tracking system including TOR for next phase tender process.
ESP web site up and running, independently supported by two servers and with designated manager and support staff. Site under active development by DEA. www.eis.gov.bw.org Links with EIA guidelines, National MEA commitments, progress with MDGs, national policy and legal frameworks and access to over 100 Environment-related reports. Already being used by one NGO for up to date dissemination of information (Birdlife Botswana).
Environmental indicator workshops (three)
Environmental Indicator Framework
Environmental Information System (prototype – beta testing)
EIS hardware & software procurement and assistance (including server)
EIA report catalogue (through personnel assistance to DEA)
EIS training and capacity building sessions

Learning, Evaluation and adaptive management – outputs

Inception report and revised logframe 2006-2008
Recruitment of PIU staff and setting up of the ESP offices within the DEA
Quarterly reports on progress of project against annual work plans from January 2006-June 2010.
Fourth quarter reports acted as annual reports, summarising progress over the last year.
Mid-term review, 2008
Financial details relating to programme available from ATLAS
Support to finalisation of the ECC component in the UNDAF 2010-14
Finalisation of all administrative and financial transactions in closure of the programme.
 NGO Grant Facility Lessons Learned report and NGO consultation workshop on sustainable financing

Annex 5 Attainment of Outcomes/ achievements of objectives and their ratings

Note: Activities in blue relate to activities identified in the final report as additional to those proposed in original PSD

Component 1:	Environmental Governance				
Output 1.1 Capacity Building					
Objective: Enhance capacity for environmental protection and management through training and similar activities					
Outputs and activities from revised consolidated logframe, Dec 2008	**Outputs and activities as identified in the programme final report**	**End of Project Target**	**Status**		**Rating**
1.1.1 Capacity Needs' Assessment (together with NCSA) for 1) MEAs and environmental management for a) NGOs/CBOs & private sector, and b) 3 GoB district institutions and 2) cross cutting issues and synergies and development of a training plan	1.1.1. Capacity needs assessment a) for MEA implementation at district level for Government, NGOs, CBOs and the Private sector (in collaboration with the National Capacity Strategic Assessment, NCSA); b) for cross-cutting issues and synergies and development of a training plan.	Capacity need identified and required training accessed	Capacity needs assessment delayed by poor consultancies and delayed endorsement procedure, completed June 2010. Not produced in time to inform capacity building and training activities crucial for implementation of other components.		MU
1.1.2 Implement capacity building training plan	1.1.2 Implement capacity building activities	Institutions and individuals assisted	Training accessed despite delayed needs assessment, but this introduced problems and CB/ training incomplete.		MS
1.1.3 Establish and support the implementation of an MEA Implementation Strategy	Establish and support the implementation of an MEA Implementation Strategy	MEA implementation Strategy MEA Implementation and capacity building support to CBD, Ramsar, UNFCC and other MEAs	Not an additional activity to the logframe agreed at inception. Expanded focus of strategy from original 3 Rio MEAs to total of 8 MEAs (see section 3.3.1,a).		S
Overall rating for Output 1.1					**MS**

Output 1.2	Institutional Development

Objective: Mandates, roles and responsibilities for environmental protection and management clearly defined.

Outputs and activities from revised consolidated logframe, Dec 2008	Outputs and activities as identified in the programme final report	End of Project Target	Status	Rating
1.2.1 Develop implementation process for departmental restructuring 1.2.2 Consultancy for Institutional Restructuring and departmental operations (DEA, DFRR, DWMPC) 1.2.3 Support the implementation of recommendations from consultancy on capacity building and training incl. team building workshops	1.2.2 Ministry of Environment, Wildlife and Tourism institutional restructuring and support to the implementation of recommendations from consultancies.	Implementation strategy documented Recommendations for restructuring documented Team building workshops Officers recruited / reassigned Training of existing staff	The institutional review and audit were undertaken and published as the Institutional Restructuring Report (MEWT, 2006). Further work was undertaken in discussing findings and developing alternative restructuring configurations. These looked at issues of cross-departmental coordination and supra-departmental mandates. Despite widespread support for reform, specifics have still to be agreed	MS
	1.2.1 Legal review and support to development of the Environmental Management Bill	EMA (Bill) including advisory notes	Additional activity. Support provided in the drafting of a sections of the Environmental Management Act (EMA). Still awaiting endorsement.	S
	1.2.3 Support to the development of environmental policies, strategies, and legislation for / incl. i) National Wetlands Policy & Strategy ii) Tourism Policy iii) Forest Reserves regulations (Tourism	Revised Wetlands Policy Restructured draft Tourism Policy Draft Forest Reserve Regulations Wildland Fire Policy & Strategy	Additional activities. In response to specific requests from the concerned MEWT departments, policies on wetlands, wildlife, tourism, fire management and forest reserve management were developed. These activities were undertaken utilizing both expertise within the ESP team and external consultants.	S

	utilisation) iv) National Fire Management Policy (and Strategy) v) Review of Wildlife Conservation and National Parks Act (and Regulations) vi) Review of Wildlife Conservation and Utilisation Policy vii) Wildlife Policy	Wildlife Policy and Legal Review Report (consultancy) Wildlife Policy (zero draft)		
Note: Added as an activity in response to the need to replace the now outdated 1990 National Conservation Strategy (NCS), with a strategy that would encompass environmentally aware development in all sectors.	1.2.4 Develop National Strategy for Sustainable Development	NSSD Background Paper NSSD Scoping Workshop NSSD Road Map Thematic studies Draft NSSD	Additional activity Background papers, scoping workshop and road map produced, but further development required and budgeted for under the UNDAF ECC programme.	MS
	1.2.5 Prepare Environmental Keynote Paper for NDP X planning process	Agenda 21 / JPOI Review Paper Environmental Keynote Paper NDP X	Key note paper prepared and assisted to align UNDP's current collaboration with the GoB more closely with the National Policy.	S
Overall rating for Output 1.2				**S**
Output 1.3 Education and public awareness				
Objective: Enhance education and public awareness.				
Outputs and activities from revised consolidated logframe, Dec 2008	**Outputs and activities as identified in the programme final report**	**End of Project Target**	**Status**	**Rating**
1.3.1 Review and develop the interim plan for the National Environmental Education Action Plan	1.3.1 Review and develop the National Environmental Education Strategy and Action Plan	Review and plan produced	National Environmental Education Strategy and Action Plan produced (NEESAP).	S

1.3.2	Support environmental awareness activities (incl. environmental reporting)	1.3.2 Support environmental awareness activities (incl. environmental reporting)	Strategy developed	The ESP supported implementation of the NEESAP through funding of awareness activities (district workshops, environmental reporting, publications, environment and development dialogues and materials) with particular focus on MEAs.	MS
1.3.3	Assist EE Division DEA in development of ministry-wide EE&PA Action Plan	1.3.3 Consultancy to develop and support MEWT Communication Strategy on public information and public awareness	Environmental information provided through eg. media, schools government departments	Ministry-wide communications strategy developed encompassing both internal and external communications (MEWT Communications Strategy, April 2008).	MS
		1.3.4 Consultancy to develop MEWT communication strategy on public information and public awareness	Strategy developed	The strategy has been endorsed by the ministry and includes an improved institutional structure to handle communication, environmental education and public awareness activities.	S
		1.3.5 Support the implementation of the MEWT communication strategy	Environmental information provided through e.g. media, schools government departments	The strategy, though endorsed, has yet to be implemented.	MU
Overall rating for output 1.3					**MS**

Output 1.4 Environmental Impact Assessment					
Objective: Effective EIA process to prevent new impacts.					
Outputs and activities from revised consolidated logframe, Dec 2008		**Outputs and activities as identified in the programme final report**	**End of Project Target**	**Status**	**Rating**
1.4.1	Support DEA by building capacity to conduct awareness and training for effective	1.4.1 Support awareness and training activities for effective implementation of EIA Act	Awareness workshops and number of people trained	The ESP supported a number of awareness raising seminars on the EIA act (no numbers, but some 20,500 Pula spent).	S

	implementation of EIA Act				
1.4.2	Provide technical advice on implementation of EIA Act (and Regulations)		Advise provided and followed	National practitioners' workshops on EIA held covering both the legislation and the regulations.	S
1.4.3.	Assess and monitor EIA Act and Regulations incl. structure and administration, and further support awareness		Projects undergoing an agreed assessment process	Act still to be implemented during life time of programme.	N/A
		1.4.2 Provide to development of computerized EIA database (and tracking system)	EIA report catalogue (Excel database) SoUR – EIA documentation and tracking system	Additional activity Statement of user requirement report produced and staff provided for development of EIA database and tracking system (still to be completed).	MS
		1.4.3 Facilitate establishment of proposed Botswana Environmental Assessment Practitioners Association (BEAPA)	Workshop Consultancy workshop report BEAPA constitution / code of conduct	Additional activity A regulated practitioners association, Botswana Environmental Assessment Practitioners Association (BEAPA), set up with agreed constitution and code of conduct. Since ESP closure requirement for membership of BEAPA for practitioners has gained legal footing through inclusion in the new EIA Act. The Act has been approved by Parliament and is due to be implemented in September/ October of this year (2011).	S
Overall rating for output 1.4					S
Output 1.5 Environment Fund					
Objective: Establish a financial mechanism for environmental protection and management.					
Outputs and activities from revised consolidated logframe,	**Outputs and activities as identified in the**		**End of Project**	**Status**	**Rating**

	Dec 2008	programme final report	Target		
1.5.1	Expert workshop and design study for establishment of environmental financing mechanism / Environmental Fund incl. national consultative workshop	1.5.1 Expert workshop and design study for establishment of environmental financing mechanism / Environmental Fund incl. national consultative workshop	Financing mechanisms designed / workshop proceedings / study report	Options background paper prepared following Regional Experts Workshop (Gabarone, February 2007). The workshop agreed on the preferred type of grant making Environmental fund and an outline road map to establish such a fund (a very general outline of procedures, containing no detail). A Trust Fund Order for the creation of a special fund was prepared for agreement by MEWT, MFDP and the Attorney Generals Chambers.	MS
1.5.2	Assist in establishment and support the operations of the financing mechanism (Environmental Fund)	1.5.2 Assist in establishment and support the operations of the financing mechanism (Environmental Fund)	Environmental fund regulations / guidelines in place	The setting up of an overarching fund has been under discussion for over 10 years in Botswana and it is still at formulation stage. Opportunities to feed into operational mechanism through experience with NGO grants was lost. Much more could and should have been done on this crucial component.	U
Overall rating for Output 1.5					MU

Component 2   Natural Resource Management

Output 2.1   Capacity Building

Objective: Enhance capacity for environmental protection and management through training and similar activities

Outputs and activities from revised consolidated logframe, Dec 2008		Outputs and activities as identified in the programme final report	End of Project Target	Status	Rating
2.1.1	Familiarise with and read up on landscape scale and ecosystem planning and analyse potential for such planning in Botswana		Knowledge on landscape and ecosystem planning/ analytical paper	Identified as unnecessary as planning guidelines outlined in 2.1.2, crucial document. Evaluation agrees, rational decision.	N/A

2.1.2 Consultancy on guidelines for ecosystem planning	2.1.1 Consultancy on guidelines for ecosystem planning	Planning guidance/ guidelines	Guidelines on ecosystem planning reportedly produced (evaluation not seen copy). Delayed submission, due to delay from consultants (Nov 2008).	?
2.1.3 Design and implement a pilot project to test and demonstrate guidelines	2.1.2 Application of guidelines in pilot project / programme	Pilot ecosystem planning approach/ proposal document	Two workshops were held to for local communities and district planners associated with Makgadikgadi and finding the approach helpful, it is now being used in implementation of the Makgadikgadi Framework Management Plan.	S
2.1.4 Facilitate pilot project evaluation		Successes and failures of pilot approach, TOR and study.	Pilot still at too early a stage to evaluate, apparently . No plans for evaluation forthcoming.	MU
	Ecosystems planning guidelines incorporated in District Planning Handbook	Additional guidance to district planning structures	Additional activity The guidelines have been included within the new District Planning Handbook for use by district planners. Handbook apparently not yet issued.	MS
Overall rating for output 2.1				**MS**

Output 2.2   Protected Species Management Planning

Objective: Develop and facilitate the implementation of protected species management planning

Outputs and activities from Inception report logframe	**Outputs and activities as identified in the programme final report**	**End of Project Target**	**Status**	**Rating**
2.2.1 Compile an inventory of indigenous plants and animals from literature	2.2.1 Compile an inventory of Endangered Species from literature	Literature review	Inventory paper on endangered species developed.	S
2.2.2 Consultancy to develop an Endangered Species Management Strategy incl. guidelines on flagship species and recovery planning	See revised 2.2.2 activity below	Strategy and guidelines developed; Flagship species inventory / reports	Activity cancelled because no longer required due to cancellation of activity 2.2.3, see below.	Not undertaken
2.2.3 Facilitate the testing of the	Design, implementation and	Persons identified	Activity identified as having a much longer	Not undertaken

			End of Project Target	Status	Rating
	Strategy and guidelines for species management and recovery planning in pilot projects	evaluation of pilot project not further pursued as part of ESP activities as activities (through DWNP) require a longer time frame than available under ESP.	within DWNP and DFRR to coordinate piloting / project proposal(s)	time frame than available within the programme. A rational decision.	
2.2.4	Facilitate the evaluation of pilots and review of guidelines for protected species management and recovery planning		ToRs / lessons learned / report		
		2.2.2 Consultancy to develop an Endangered Species Management Policy and Strategy	Endangered Species Management Policy Strategy and Action Plan	Inventory paper produced under activity 2.2.1, informed the development of an Endangered Species Management Policy Strategy and Action Plan.	S
Overall rating for Output 2.2				**No contribution to implementation, so outcome incompletely addressed.**	**MS**

Output 2.3   Community Based Natural Resource Management (CBNRM)

Objective: Best practices identified for the management of natural resources by communities

Outputs and activities from revised consolidated logframe, Dec 2008		Outputs and activities as identified in the programme final report	End of Project Target	Status	Rating
2.3.1	Support drafting of CBNRM Policy and Guidelines	2.3.1 Support drafting of CBNRM Policy and Guidelines	Policy finalized and guidelines used for CBNRM activities	The CBNRM policy was revised and its adoption by Cabinet and Parliament facilitated through the technical support of ESP. It has been translated into Setswana for wider distribution and CBNRM guidelines have been produced in draft form. The stipulation that government/ community sharing of income should be 65%:35% continues to be an issue of high concern to communities.	S
2.3.2	Appraise and document CBNRM best practices and	2.3.2 Appraise and document CBNRM best practices and implementation guidance	Lessons learned (successes and	CBNRM Best Practices Study was undertaken and the results shared through	MS

	include these in the CBNRM Guidelines.		failures) / case studies' report	discussion and publication in the CBNRM Occasional Papers Series[37]. Two further publications on related issues were funded in the same series[38].	
2.3.3	Facilitate / support innovative CBNRM approaches in veldproducts management and utilization (*Hoodia*) and eco-tourism.	2.3.3 Facilitate / support innovative CBNRM approaches in veldproducts management and utilization, fire management and ecotourism.	Projects with R&D and innovative approaches to veldproducts and eco-tourism	3 grants were provided for veld product research and development[39], ecotourism(ibid) and avi-tourism[40]. Only the latter produced known outputs as the Thusano Lefatsheng NGO folded before completion of activities. Two community based fire management proposals (Mababe Development Trust and Khama Rhino Sanctuary) were supported through hiring of a fire management specialist and implementation funding facilitated through the GEF Small Grants Programme.	MS
2.3.4	CBNRM capacity building for communities / CBOs (as per needs assessment study – activity 1.1.1)	2.3.4 CBNRM capacity building for communities / CBOs	CBNRM capacity building and training projects	Not an additional activity The planned capacity building and training activities for NGOs identified in the NCSA (activity 1.1.1) did not take place. Specific substantive CB for CBOs was not planned within the programme[41]. Support for CBNRM governance[42] was provided under the small grants fund to NGOs, through materials preparation and training. The materials continue to be used in continued	U for the activity, because of its larger outcome purpose. However the CBNRM governance training conducted under

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[37] CBNRM Occasional Paper series No 17. Best Practices in Botswana for the Management of Natural Resources by Communities. Published through IUCN

[38] CBNRM Occasional Paper series No 15. Natural Resource Management and People. B Schuster and O T Thakadu
No 16. The impact of HIV/AIDS on CBNRM in Botswana- The Case of Ngamiland. B.N. Ngwenya, F C Potts and OT Thakadu.

[39] Thusano lefatsheng

[40] Birdlife Botswana

[41] The model followed by EU on provision of CB alongside grant facilities should be considered in order to effectively provide targeted support for active, fledgling organizations.

[42] Kalahari Conservation Society

			capacity development of communities, using WWF funding (discussions with CEO).	the small grants facility was good.
2.3.5 Review of CBNRM approaches		ToR / Review report with lessons learned and recommendations	Not reported to under the final technical report.	Not undertaken?
Overall rating for Output 2.3				**MS**

Component 3 Environmental Information				
Output 3.1 Environmental Information System (EIS)				
Objective: To establish a national environmental information management system which can be applied to national development planning, environmental protection and management, research and other applications, within and outside of government.				
Outputs and activities from revised consolidated logframe, Dec 2008	**Outputs and activities as identified in the programme final report**	**End of Project Target**	**Status**	**Rating**
3.1.1 Familiarisation and information collection on EIS		Enhanced knowledge, awareness and networking re EIS	Activities clearly undertaken, though no specific outputs.	S
3.1.2 Develop core set of environmental indicators for EIS	3.1.1 Develop core set of environmental indicators	Improved measuring of environmental performance	ESP reports these as forming basis of EIS, however on the web site indicators below thematic level still unclear. Still undergoing development within DEA, aligning with UNCDD and CBD indicators.	MS
3.1.3 EIS system design and test run phase	3.1.2 EIS system incl. design and test run phase	State of the art design	Consultancy undertaken, though delayed due to delays in EIS registration and IT support services.	MS
3.1.4 Support to MEWT EIS activities including the development of Department of Environment Affairs website	3.1.3 Support to MEWT EIS activities	Buy-in for roll out and awareness of EIS	Separate website no longer planned. EIS acting as an overarching information portal.	MS

3.1.5 Full development / 'population' of EIS	The EIS was handed over to DEA in *September 2008* with the responsibility to further populate and launch the EIS; ESP provided additional hardware and software and funded the redesign of the website; the EIS is awaiting an official launch	Extended information coverage	The basic hardware and software of the system are now in place and operational. The site has still to be fully populated. This depends on collaboration with other departments and partially links with the institutional reform issues.	MU
3.1.6 Support to GoB EIS activities incl. other ministries than MEWT		Improved utilisation of EIS facility		MU
3.1.7 Public awareness campaign re EIS	As the EIS official launch has been delayed, the ESP did not fund any specific awareness activities; however, during the course of the development of the EIS many consultations were undertaken to alert institutions and individuals to the EIS and its contents and functions.	Broad GoB cooperation in EIS	Some departments have some information within the information system. At least one NGO is using the site for up to date information dissemination, with their June 2011 newsletter present[43] and results of regular bird surveys posted.	MS
3.1.8 Training programme for operation and utilisation of the EIS		Enhanced EIS user skills of GoB and other stakeholders	Not conducted because web site not officially launched during programme lifetime.	Not conducted
Overall rating for Output 3.1				**MS**
Output 3.2 State of the Environment Review				
Objective: Improve reporting on the status of Botswana environment				
Outputs and activities from revised consolidated logframe, Dec 2008	**Outputs and activities as identified in the programme final report**	**End of Project Target**	**Status**	**Rating**
3.2.1 Review and expand environmental indicators to capture	3.2.1 Review and develop environmental indicators	Improved linking of	Activity incorporated in EIS, see 3.1.2	MS

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[43] Birdlife Botswana

sustainable development		environment with economic and social trends		
3.2.2 Develop an indicator based environmental monitoring strategy		Systematic monitoring of environmental trends	Activity incorporated in EIS, see 3.1.2	MS
3.2.3 Develop a prototype interactive EIS and web-based environmental monitoring facility	3.2.2 Set up and train EIS website management team	Public access to environmental monitoring information	Expertise developed and training provided to members of DE's Information Management Division. High staff turn-over an issue in developing an effective website management team. Raises issue as to use of internal versus external expertise. Not resolved.	MU
3.2.4 Produce next-generation Botswana SoER	3.2.3 Conduct next generation SoER	Improved reporting on state of the Botswana environment	Co-funded Botswana Environmental Outlook with UNEP. The preparation of a Botswana Biodiversity Outlook was planned, for presentation at COP 10 at Negoya, but due to delayed tender procedure the activity was discontinued as the product would not be ready before the end of the ESP (June 2010).	MS
Overall rating for Output 3.2				**MS**
Output 3.3 Botswana Atlas				
Objective: Publish a Botswana Atlas of Natural Resources				
Outputs and activities from revised consolidated logframe, Dec 2008	**Outputs and activities as identified in the programme final report**	**End of Project Target**	**Status**	**Rating**
3.3.1 Determine need and scope of Botswana Atlas project	3.3.1 Design and develop Botswana Atlas of Natural Resources	Botswana atlas user groups defined, TOR and analysis.	By the time of the delayed start of ESP, a printed, hardcopy version of the Botswana National Atlas had been published by	Not undertaken

			DSM. Now an electronic version is also available (Botswana National Atlas e-book)[44] with interactive, interrogating capacity supported by Arc View and Arc Explorer. Looking at the format of the atlas, among the 29 chapters tourism and wildlife are included, as is a chapter on the Okavango Delta, but there is no specific chapter on the environment. It would be useful to link with the DSM and raise the profile of the environment within the current atlas (potentially a possibility at reprinting/ updating). Duplication of effort has sensibly been avoided.	
3.3.2 Design Botswana E-atlas concept	At start of ESP DSM had just completed the Botswana Atlas; Inception Report changed idea of conventional atlas to *e-atlas* as part of EIS; however current EIS has limited geo-referenced data; GIS functionality of EIS to be further developed as part of UNDAF 2010-2014.	Atlas design satisfies user needs		
3.3.3 Develop map design and generate maps using EIS (e-atlas)		Information-relevant maps		
3.3.4 Design, produce and publish summary hard copy and interactive CD-Rom version of the Atlas		Atlas products accessible to the public		
Overall rating for Output 3.3				**N/A (U)**

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[44] www.atlas.gov.bw

Annex 6 Trainings and capacity building activities undertaken by ESP

Capacity Building Activities by the ESP (January 2005 - June 2010)	Expenses
1 NGO Grant Facility	
All NGO Grant Facility awards	1,000,100.00
2 MEWT Institutional Development	
Consultancy	450,000.00
workshops	63,000.00
3 MEWT Communication Strategy	
Consultancy	700,000.00
Workshops	39,000.00
4 NCSA	
ESP Contribution	400,000.00
5 National Environment Fund	
Workshops	13,110.00
6 EIS	
Workshops, training and consultancies for EIS operation and maintenance including SOER	397,251.60
EIS Software and Hardware	675,653.42
Four days EIS training workshop for 10 people on the 17th – 20th January, 2009.	7,260.00
7 EIA	
Public awareness raising seminars on the EIA Act	20,452.20
Workshops for Environmental Assessment Practitioners towards establishing an EIA Association	14,135.00
A one-day stakeholder workshop - EIA documentation and tracking system October 2009	9,100.00
8 CBNRM	
All CBNRM related workshops, meetings and materials production (policy)	331,100.00
9 Environmental Policy development and review support	
Endangered Species Workshop	5,138.70
Regional consultations on the drafting of the National Fire Management policy from the	53,630.50
Fire management policy workshops	58,100.00
National workshop on Ecosystem Management guidelines and procedures for land use planning July, 2009	10,500.00
Workshop for review of the Wildlife Conservation Policy and Act	14,990.00
Workshop for the development of the Ecosystem approach guidelines and procedures for land use planning	8,127.00
Support to MEWT Technical Advisory Committee on Policies	7,280.00
One day conference package for the National Workshop - Endangered Species Management policy October, 2007.	8,020.00
Endangered Species Policy Consultants	200,000.00
Support to development of National Environmental Education Strategy and Action Plan (NEESAP)	3,751.40
Two days conference package and accommodation for 15 NGO officers - regional fire policy workshop in Ghanzi April, 2008.	29,383.50
Two days conference package and accommodation for 12 NGO officers - regional fire policy workshop in Kasane April, 2008	61,332.00
One day full package workshop - Ecosystem approach guidelines and procedures for land use planning May, 2008.	5,995.00
Ecosystem Approach Guidelines Consultants	150,000.00

10 NSSD

One day workshop for Sustainable Development on the 25th June 2009	4,475.00
Sector cluster workshops for the review of progress made towards agenda 21 and WSSD	33,000.00
Workshop facilitating and report writing consultants	150,000.00
Senior management scoping workshop for development of the NSSD	12,120.00
Attendance at CSD conference in New York (excludes per diem)	12,992.90
One day workshop for EMA and Climate change as it relates to Sustainable Development on the 31st July, 2009	4,027.00

11 Support to environment mainstream in NDP 10/UDP 6/DDC 7

Workshops for the mainstreaming of Environmental issues into NDP10- DDP-UDP3 .	13,942.75
Two days workshop for the mainstreaming of Environmental issues into NDP10- DDP-UDP3 from the 7th and 8th February, 2008.	4,550.00

12 Capacity Building for MEA implementation

Workshop to discuss MEA Coordination Committee and work on MEA imp strategy	13,485.00
One day conference for the Biodiversity mainstreaming under GEF RAF	7,755.00
Support for NGO and DEA officer attendance to AEWA meetings of parties in Madagascar- Antananarivo f	13,861.00
Three days training workshop for MEA Negotiation and COP preparation and training course from the	20,460.00
Workshop on the establishment of designated National Authority (DNA) for Botswana on the	10,980.00
GEF Southern African Constituency meeting and other Assembly meetings	12,400.00
Participation at UNFCCC Conferences and technical meetings (excluding meetings)	155,207.10
Public screening of the movie and announcement of Pauline and Peter Zhou as members of the IPCC that won the Nobel Peace price	25,750.00
3 week Internship for CBD desk officer at CBD Secretariat's programme of work on access and benefit sharing (ABS)	74,250.30
Support to BOCONGO representative to participate in 4th COP of the Stockholm convention on POPs	10,623.30
Workshops and participation in CBD COPS, Technical working groups and Congresses	54,650.00

13 Training

Training in Safety Health & Environment (ISO 18000) for two DEA officers	3,664.20
Leadership Training by Stephen R. Covey for senior MEWT officials to attend the leadership foundations workshop on the 4th June, 2008.	30,000.00
ISO 14001 (EMS) and ISO 19011 training for 30 government and NGO officers	100,000.00
Training in Programme and Project Management for 30 MEWT officers	250,000.00
Airfare for Dineo Oitsile to attend a course on International law-making and diplomacy in Nairobi, Kenya from the 28th June and coming on the 10th July,2009	6,643.70
Chartered institute of purchasing and supply (CIPS) for Bokhena Sebego(ESP office assistant and driver)	4,000.00
Airfare for Mr. Goitseone Mathope to Sweden, Stockholm to attend the SIDA's Training programme in Local Environmental management	11,881.00

14 Miscellaneous

Trail signage and Exhibition panels at the National Botanical garden in Gaborone.	26,732.75
Materials production for UN mission green earth standup action 2008	5,170.00
Support to the Botswana Development and Environment Dialogue	10,500.00
Support to the UNDAF Working group on Environment and climate change	10,725.00
Environmental Financing Workshop for Civil Society Organisations	50,770.00
Attendance of NGO representative at Indigenous Plant Forum in Joburg	2,974.00
RE printing of proceedings of the National Wetlands Conference (1000 copies)	18,700.00
A day workshop for Environmental outlook (reviewing the comments from UNEP, UB and HOORCH) on the 3rd March, 2009.	7,580.00
Workshop Facilitation services for various MEWT departments	12,000.00
Eco-Audit retrofittings and repartitioning of DEA	22,000.00

Conservative estimate of capacity building expenditure	**5,944,280.32**

Annex 7 List of Documents Reviewed

Title
Atlas Reports including AWP and Project Budget Balance reports.
Avitourism: A guide to starting a community-based birding tourism business. Birdlife Botswana, by Keddy Mooketsa and Boitumelo Sekhute-Batungamile.
Birdlife Botswana information leaflet, funded under ESP grant.
Common Country Assessment (CCA) for Botswana
Communication Strategy and Action Plan for the MEWT, Botswana. Enviroplan for UNDP, April 2008
Environment Support Programme (ESP), Project Support Document (PSD) 2003-2005. November 2003.
ESP 4th quarter report 2006, GoB and UNDP, December 2006.
ESP 4th quarter report 2007, GoB and UNDP, December 2007.
ESP 4th quarter report 2008, GoB and UNDP, December 2008.
ESP 4th quarter report 2009, GoB and UNDP, December 2009.
ESP Annual Work Plan 2006
ESP Annual Work Plan 2007
ESP Annual Work Plan 2008
ESP Annual Work Plan 2009
ESP Annual Work Plan for 2010, also called the exit strategy.
Executive Summary of the NCSA project. GoB, GEF, UNDP, May 2010.
Final Review Report for ESP, 2005-2010, GoB and UNDP, June 2010.
Inception Report for ESP, 2006, MEWT and DEA, February 2006
Individual Rights and Responsibilities, workshop on CBNRM Governance and Participatory Accountability, Maun, Botswana, November 2009. Mr Brain Child.
Institutional Review of the Ministry of Environment Wildlife and Tourism (MEWT), Global Consult, 2008.
Its all about waste, a primary educational tool produced by Mokolodi Nature Reserve Education Centre. October 2008.
Its all about waste, DVD for school education projects, produced by Mokolodi Nature Reserve Education Centre. October 2010.
Management response to the ESP mid-term report, December 2008.
Mid-term evaluation of ESP, December 2008, by Oliver Chapeyama.
Minutes of Steering Committee 2006-2009 on quarterly basis
National Development Plan 10 2009/10-20014/15, Ministry of Finance and Development Planning, March 2009.
National Development Plan 9 2003/4-2008/9, Ministry of Finance and Development Planning, March 2003.
NCSA Inception Report, DEA, GoB, GEF, UNDP, May 2010.
NCSA, Capacity Development Programme and Training Action Plan Report, NCSA, phase 2 undated.
NCSA, Project Consolidated Thematic Assessment Report, phase 2, GoB, GEF, UNDP, May 2010.
Programme Operational Plan (2010-2014) GoB and UNDP.
Revised project document signature page, dated March 2007
Terminal Evaluation of the UNDP Support to the Botswana Environment Programme, P Tortell, L Dikobe, I Oarabile and W Tema, March 2003, Gabarone
The UNDP-UNEP poverty-environment initiative in Botswana, 2010-2014, GoB and UNDP-UNEP.
UNDP Combined delivery reports

UNDP Country Office assessment of development results 2003-2008.
UNDP letter for extension of remit of ESP to include grants for NGOs.
UNDP letter for first year extension for ESP Jan 2009-Dec 2009
UNDP letter for second six-month extension for ESP from Dec 2009-June 2010.
United Nations Development Assistance Framework (UNDAF) 2003-2007.
United Nations Development Assistance Framework (UNDAF) 2008-2012.
www.eis.gov.bw.org Environmental Information systems web site, accessed 12.08.11
www.atlas.gov.bw Botswana National Atlas and e-book produced by Department of Surveys and Mapping. Accessed 20.08.11.
www.unevaluation.org Norms and standards for evaluation in the UN system. Accessed 28.07.11.
www.undp.erc.org Evaluation resource centre handbook on evaluation guidelines for UNDP. Accessed 20.08.11.
www.birdlifebotswana.org.bw Website for Birdlife Botswana

Annex 8   Comments by stakeholders

(in case of discrepancies with evaluation findings and conclusions)

The point D ii) Location of PIU
"The location of the Project and its PIU in the Department of Environmental Affairs was pointed out as a design weakness that caused weak coordination and under-achievement in outputs such as the Environmental Information System. Notwithstanding the need for authority, the meeting noted that nearly all the outputs would still have been delivered even with the DEA as the project's host. Only in instances where there was lack of co-operation between departments and escalation modalities were not utilized would the production of outputs suffer".

This statement is at odds with the opinions expressed in individual meetings with representatives/ ex-staff from Department of Wildlife and National Parks, Department of Forestry and Range Resources, Department of Tourism and others (not specified to preserve anonymity) to the evaluation. The majority of opinion, outside the Department of Environmental Affairs, is that the location of ESP was crucial to its authority and capacity to co-ordinate activities as supra-departmental levels.

This difference in perspective is probably connected to on-going negotiations over Ministry re-structuring and the positioning and role of DEA within the Ministry.