BOTSWANA ENVIRONMENT PROGRAMME
A programme of the Government of Botswana
supported by the United Nations Development Programme (UNDP)

TERMINAL EVALUATION OF THE UNDP SUPPORT TO THE BOTSWANA ENVIRONMENT PROGRAMME

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Annexes

LIST OF ABBREVIATIONS

ACORD	Agency for Co-operation in Research & Development
BCCT	Bugakhwe Cultural Conservation Trust
BoCoBONet	Botswana Community-Based Organisations' Network
CBD, CoP	Convention on Biological Diversity, Conference of Parties
CBNRM	Community Based Natural Resources Management
CBO	Community Based Organization
CCF	Country Cooperation Framework
DWNP	Department of Wildlife and National Parks
MEWT	Ministry of Environment, Wildlife and Tourism
MFDP	Ministry of Finance and Development Planning
NCS	National Conservation Strategy
NCSA	National Conservation (Coordinating) Agency
NDP 8 and NDP 9	National Development Plan 8 and 9
NEX	National Execution (of UNDP-funded projects and programmes)
NGO	Non-Government Organization
OCT	Okavango Community Trust
PSC	Programme (or Project) Steering Committee
PSD	Programme Support Document
SADC	Southern Africa Development Community
SOER	State of the Environment Report
SRG	Standing Reference Group
TCDT	Teemashane Community Development Trust
TOCADI	Trust for Okavango Cultural and Development Initiatives
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
VPR&D	Veld Products Research & Development

EXECUTIVE SUMMARY

1   INTRODUCTION

This report presents the findings of the team assembled to undertake a Terminal Evaluation of the UNDP support to the Botswana Environmental Programme. The team undertook this mission in the period 01 February 2003 to 04 March 2003.

The tasks of the mission, as outlined in the Terms of Reference, were:

- Assess whether the capacity building components of the Programme were achieved
- Assess the performance of the Programme in reaching its objectives, as well as its efficiency and effectiveness
- Assess the impact of the Programme on the environment sector
- Identify lessons learnt and best practices that are emerging within the UNDP supported activities
- Identify lessons learnt on management capacity/strategies of multi-sectoral Programme
- Assess the extent to which UNDP has tapped into the resource mobilization potential available to the country to fund this Programme
- Identify and assess partnerships established in implementing the Programme
- Assess the relevance of the Programme
- Provide recommendations towards the content and design of the next country programme (2003-2007)

The evaluation was based on a study of relevant documents and a comprehensive programme of consultations. Questionnaires were distributed to over 80 persons and a 25% response was recorded. The team met with 16 organizations which included a total of 41 people. It travelled to Ngamiland for consultations and field visits. It was able to visit four project sites.

2   THE PARTNERS

The team reviewed Government policies and other strategic documents and noted the commitment that existed for environmental protection and management as exemplified by various policies and statutes and by the impressive list of international environmental conventions that Botswana has acceded to.

The team also reviewed UNDP corporate policies particularly those regarding the programme approach and noted that the First UNDP Country Cooperation Framework (CCF) for Botswana (1997-2002) provided good foundations for the UNDP support to the Environment Programme.

These activities established that the UNDP support to the Environment Programme was relevant to Botswana's needs.

3   EVALUATION OF THE PROGRAMME DESIGN, ADMINISTRATION AND MANAGEMENT

The Programme Support Document (PSD)

The Programme Support Document (PSD) provided limited guidance. The sections on management, monitoring and risks were weak, implementation arrangements were poorly

planned and described and there was no logical framework matrix, no activities for achieving outputs and no obvious basis for budget calculations.

Programme guidance and management

The role of Programme Steering Committee was undertaken by a Standing Reference Group but this is not thought to have provided the necessary guidance and direction.

The task of Programme Manager was allocated to a senior Government official who, because of the demands of his official position could not dedicate the full time commitment usually required of a Programme Manager. In fact, the tasks of programme management were undertaken on a daily basis by a Programme Officer.

The team felt that the Programme was under-resourced for management purposes. In addition to a full time Programme Manager, it would have been prudent to appoint a full time Secretary/Programme Assistant, a full time Finance Officer, and possibly a Deputy Programme Manager. This lack of human resources has been a major contributor to the problems encountered by the Programme.

Financial management

Delays with the disbursement process were often mentioned as the biggest hurdle that stakeholders had to overcome. The team noted that the Programme was subject to two sets of procedures, those of the Government and those of UNDP, and this can be expected to lead to delays particularly when the system was dependent on single individuals for signature. It has been suggested that the procedures be reviewed with a view to rationalization.

4 EVALUATION OF THE OUTPUTS AND RESULTS AND THEIR SUSTAINABILITY

PST 1: Institutional review of the NCSA
The co-ordination role of NCSA was re-defined in a review of the agency that set out roles and responsibilities of the agency and its relationship with other stakeholders in the field of environmental management. Drafting instructions for a new Environment Management Act were also produced. However, delays with the implementation of the recommendations of the review, and lack of progress with the Environment Management Act, have affected the sustainability of the key results under this component.

PST 2: Community natural resources management
The main result of this component has been the establishment of new CBOs and the support it has provided to selected CBO projects. NGOs have also been instrumental in linking rural communities with the relevant Government departments and this is likely to be continued. However, there is some concern that the CBOs and the projects established under this component may not be sustainable without further and continuing, assistance. Capacity building was targeted at NGO and government staff. This entailed a one-week training workshop. It will be difficult to retain and sustain the knowledge gained from such training in the absence of follow-up training and any backstopping arrangement.

PST 3: Maintenance of integrity of wetlands
The Wetlands Inventory and the Wetlands Policy & Strategy have been produced and well received by stakeholders. However, the finalising of the wetlands policy and its gazetting as indicated in the PSD have not been achieved. The Policy & Strategy paper has been

awaiting consideration since 2000 and this may well mean that it may now be outdated and may need to be revised before it is presented to Cabinet.

PST 4:   Obligations under global environment agreements

The important result from this component was the preparation of the First Country Report to the CBD CoP. From this experience, NCSA should be able to prepare future reports in collaboration with implementing organisations, and the result is therefore thought to be sustainable. This task will be even more assured of success if and when the coordinating role of the NCSA is legalised and environmental information management system is functioning effectively.

PST 5:   National environment monitoring system

It can be claimed that the outputs targeted under this component have all been achieved, but they are neither complete nor functional in their current state In order to safeguard the investment that has been made in this component and to ensure sustainability, additional work is required with the establishment of the environmental database and the selection of environmental indicators.

PST 6:   SADC Water Sector Round Table preparations

This component had only one output, namely, the status report to the SADC Water Sector Round Table meeting. From what can be ascertained, this was abandoned and the allocated funds were later used in 1999 for the review of the Trans-Boundary Diagnostic Analysis Report for the Okavango River Commission. Although the review does not form part of the outputs of the Programme, the diversion of funds was done in consultation with the UNDP.

5   OUTCOMES

The outcome for this Programme according to the PSD, was   'sustainable development'.
The PSD also stated that *"the programme is specifically geared to conserve the sustainability of the country's natural resources by increasing the effectiveness of their management, not least by coordinating the potentially disparate efforts of sectoral ministries and NGOs."*

The team cannot be certain whether the Programme has made a significant contribution towards Botswana attaining sustainable development. The sustainability of the majority of outputs and results achieved by the Programme is not assured and therefore neither is their contribution to sustainable development.

The contribution of the Programme towards Botswana attaining sustainable development could have been significant had the sustainability of the majority of outputs and results of the Programme been itself better assured. For a number of reasons, many of which were beyond the influence of the Programme, the Programme did not achieve its full potential in increasing the effectiveness of the management of the country's natural resources. Likewise, its success in coordinating the disparate efforts of sectoral ministries and NGOs, was limited. Clearer objectives, better programme design and better capacity at the executing agency would have resulted in a better outcome.

However, the Programme did provide a valuable learning experience for both the UNDP and the Government, in particular the NCSA and its various parent ministries. It is hoped that this experience will be applied in any future initiatives which address environmental protection and management as a critical ingredient of sustainable development.

6   LESSONS LEARNT

Lessons to be learnt from the experience of implementing the support to the Environment Programme can be summarised as follows :
- need to adopt the programme approach
- need for robust programme design
- need to plan for sustainability of programme results at the outset
- need for capacity assessment during programme planning
- need for capacity building, training and support to ensure successful NEX
- need for continuing stakeholder involvement at all stages
- need for better direction and guidance and stronger programme management
- need for improved UNDP communication and outreach

7   FURTHER SUPPORT TO THE ENVIRONMENT PROGRAMME

The team believes that there is a very important role for UNDP in supporting the Botswana Environment Programme. This support must reflect Government's policies and strategies (as in NDP-9); must arise from a thorough consultative process; must address the root causes of problems rather than merely the symptoms; and, it must adopt the programme approach with its valuable linkages and synergies. The PSD for the new support package must provide guidance and direction to those who will have the responsibility of implementation.

Many suggestions for follow-up activities were received by the team through the Questionnaire responses, and the team believes that a number of components in the current PSD would benefit from follow-up. However, these must not pre-empt the consultative process which will need to be applied during the formulation phase.

The approach to be taken by the next programme support package could take any one of a number of available alternatives. For example, it could comprise clusters of closely related and inter-linked interventions. Alternatively, it could focus on one, single strategic aspect such as institutional strengthening (combining environment with governance, for example). Or, it could take the form of an 'enabling' type of programme support. It is recommended that UNDP initiate discussions with NCSA, the MEWT and other key stakeholders to determine the preferred approach in advance of the formulation mission.

1   INTRODUCTION

1.1   Background

Botswana is endowed with valuable natural resources and an environment which, if well managed, is able to sustain its people into the future. The prime challenge is to achieve sustainable management of renewable natural resources in a semi-arid environment amidst a rapidly growing human population. Other challenges include erratic rainfall, competing land-uses, poverty, inadequate coordination of natural resource-use regimes, and lately the HIV/AIDS epidemic. The result is a general decline in the natural resources base typified by low agricultural yields, reduced wildlife populations and distribution, and reduced yields in fishing and veld products.

Rural dwellers especially, have traditionally relied on natural resources for their food, housing materials, medicines, household implements, energy and cultural activities, on a sustainable basis. However, the lack of economic options and increasing poverty are threatening this balanced relationship as people tend to harvest beyond even what they know as sustainable levels just to meet immediate needs - in turn compromising the regeneration capacity of the resource. As the natural resource base continues to diminish, rural dwellers, especially women, will progressively become impoverished. Arresting this situation requires a range of interventions ranging from policy and legislative reform, to incentives to promote desirable resource use regimes, education and human capital, infrastructure, and coordination of efforts among those with responsibilities for environmental protection and national development.

The loss of natural resources from their traditional range leads to environmental degradation and worsening levels of poverty for communities living in areas where this occurs. The Government has designed a number of programmes to reverse this trend and has enacted legislation and adopted the necessary policies to facilitate programme implementation. The last decade has seen extensive policy and legislation reviews and reforms aimed at promoting sustainable development, reducing environmental degradation, increasing efficiency in natural resource utilisation and reducing poverty, especially in rural areas.

In 2002, the Government reviewed its policy on Rural Development after it had been in existence for nearly 30 years. The Revised National Policy for Rural Development recognises the environment as a primary determining factor for economic growth, even in rural economies. It intends to link the environment with poverty alleviation, enhancing the well being of rural dwellers, especially women, creating jobs and developing human resources. The Revised National Policy for Rural Development makes confident reference to the National Policy on Natural Resources Conservation & Development. It recognizes Community Based Natural Resources Management (CBNRM) as a vehicle for achieving meaningful natural resources management and utilisation, and for integrating the work of sectoral ministries at grass-roots level. It also recognizes the need to broaden the scope of CBNRM beyond wildlife to cover veld products, wood and fish.

The National Conservation Strategy (1990), the Tourism Policy (1990), the Agricultural Policy (1991) and the National Water Master Plan (1991) are notable examples of the policies adopted by Government. Other key policies are still at the drafting stage, *e.g.* Forestry Policy, Wetlands Policy, Energy Policy, Community-Based Natural Resources

Management Policy and Plant Genetic Resources Policy. In addition, Botswana has become a signatory to some key global environmental agreements such as the Convention on Biological Diversity, the Cartagena Protocol on Biosafety to the Convention on Biological Diversity, the Convention Concerning the Protection of Cultural and Natural Heritage, the Convention on International Trade in Endangered Species and the Convention on Wetlands of Importance as Waterfowl Habitat (Ramsar). The Government faces a substantial task to implement these policies and satisfy the international obligations arising from the signed conventions. Of particular importance is the need to coordinate efforts across the organizations within the government sector, as well as the private sector and the community at large.

The National Conservation Policy provided for the establishment of a National Conservation Strategy Agency (NCSA) with the responsibility to coordinate activities of Government departments, NGOs and the Private Sector in the field of environment. The natural linkages between environment and development make the range of stakeholders whose efforts are to be coordinated even wider. Furthermore, recent developments in transboundary natural resources management have also expanded the focus of NCSA beyond national boundaries to cater for resources whose contiguous geographical coverage transcends Botswana's borders.

The Botswana Environment Programme was designed as a joint effort between the Government of Botswana and United Nations Development Programme (UNDP). This strategic partnership aimed to address the environmental 'gaps' within the then National Development Plan VIII, bringing in expertise and institutional knowledge from numerous environmental and development interventions world-wide. The Programme was extended to correspond to the Government's project planning and implementation cycle.

The objective of the Programme was to deliver in the following six target areas :
- Support to the institutional review of the NCSA and Board
- Accelerating of Community Natural Resource Management
- Supporting the maintenance of integrity of wetlands
- Supporting Botswana's efforts to meet its goal under global environmental agreements
- Support for preparation of a National Environment Monitoring System
- Support for the preparation of Botswana's contribution to the Southern Africa Development Community Water Sector Round Table

The NCSA is the main implementing agency of the Programme. Initially a part of the Ministry of Local Government, Lands and Housing, the NCSA was placed in the Ministry of Lands, Housing and Environment following structural reforms in October 1999. Then, in August 2002, the Ministry of Environment, Wildlife and Tourism (MEWT) was formed and NCSA was moved there and placed under the Department of Environment and Conservation. MEWT was entrusted with the execution of the joint Government/UNDP Environment Programme, while NCSA was to implement all components with the exception of the Southern African Development Community (SADC) Water Sector Round Table reporting. This component was assigned to the Department of Water Affairs under the Ministry of Minerals, Energy and Water Resources.

The Programme is co-funded by the Government of Botswana and the UNDP according to the cost sharing agreement. Other contributors to the Programme include DANIDA.

The Programme Support Document (PSD) for the UNDP support to the Programme is reviewed in section 2.3.1 below.

1.2 Objectives of the evaluation

Until comparatively recently, it was a mandatory requirement for UNDP projects and programmes to be subjected to a terminal evaluation. This requirement has been abolished as from the beginning of 2002. However, the guidance provided in *Managing for Results : Monitoring and Evaluation in UNDP*, recognizes evaluation as the key in ensuring accountability by credibility of results and validation of reporting; by providing an independent, neutral and fact-based perspective; by analysing problems in-depth to help decisions; by generating a "new" vision that can be used to build consensus and for learning.

According to the Terms of Reference (see Annex 1), this evaluation of the Environment Programme, is expected to review the project design, activities and impact of the six components of the Programme so as to make an informed statement on its overall performance. The findings of the Evaluation Team will comprise a comprehensive report detailing the extent to which the objectives of the Programme have been met and recording the lessons learnt from the implementation of the Programme. The evaluation report will also make recommendations on the next Programme.

More specifically, the objectives of the Terminal Evaluation were as follows :

- Assess whether the capacity building components of the Programme were achieved
- Assess the performance of the Programme in reaching its objectives, as well as its efficiency and effectiveness
- Assess the impact of the Programme on the environment sector
- Identify lessons learnt and best practices that are emerging within the UNDP supported activities
- Identify lessons learnt on management capacity/strategies of multi-sectoral Programme
- Assess the extent to which UNDP has tapped into the resource mobilization potential available to the country to fund this Programme
- Identify and assess partnerships established in implementing the Programme
- Assess the relevance of the Programme
- Provide recommendations towards the content and design of the next country programme (2003-2007)

The team is pleased to report that all the above tasks with one exception have been accomplished. It was not possible to assess the success of UNDP in tapping into potential funding sources for this programme.

1.3 Methodology and procedures

The evaluation is seen as a constructive appraisal of the activities and outputs achieved through UNDP support to the Environment Programme and an assessment of the extent to which these have contributed to the Objectives of the UNDP Support as planned and forecast in the Programme Support Document.

To this end, the Evaluation Team has undertaken in-depth reviews of various relevant documents (see Annex 5). It also held extensive consultations and discussions with staff of

the National Conservation Strategy Agency (NCSA), relevant Ministries and Departments, and other stakeholders and beneficiaries of the Programme, including NGOs, community groups, exponents of the private sector and UNDP personnel (see 1.3.3 below and Annex 4). In view of time limitations, and in order to cast as broad a catchment as possible, a Questionnaire was also used (see 1.3.2 below and Annex 3).

Visits to project sites were undertaken by the Evaluation Team and members met with those that have implemented or coordinated activities as well as the communities who have benefited from the Programme (see section 1.3.3 below).

An Inception Report was produced by the Evaluation Team early on during the exercise. The Inception Report recognized the team's tasks as enumerated in the Terms of Reference and discussed the approach that was to be taken in order to achieve the set objectives of the evaluation. The Inception Report was discussed at a special meeting of the SRG and advice and guidance were provided to the Evaluation Team.

The information obtained from the document reviews, questionnaire responses, meetings, consultations and site visits, has been analysed by the team and the team's findings are contained in this Evaluation Report. The Evaluation Report was provided to the SRG while still in final draft form and discussed at a special meeting. Comments received from the Group have been taken into account in producing the final version of this Evaluation Report.

1.3.1 Schedule of Work

Work commenced on this evaluation exercise in the beginning of February with the Team Leader reviewing documentation, planning for the mission, initial drafting of the inception report and designing of the questionnaire, from home base.

The Evaluation Team met for the first time on Monday 10 February 2003. The first week was spent primarily on confirming the scope of the work, planning the approach, finalizing and dispatching the Questionnaire, and drafting of the Inception Report. Site visits were the focus of the second week's activities of the team and the following week was taken up with extensive consultations. Drafting of the Evaluation Report then commenced in earnest and a final draft was available for distribution to the SRG by Thursday 27 February 2003. Further refinements of the draft were carried out over the next few days and a special meeting of the SRG was held on Monday 03 March 2003 to consider the draft Evaluation Report. The Evaluation Report was finally delivered on Monday 10 March 2003.

A summary of the Evaluation Team's schedule is in Annex 2.

1.3.2 Questionnaire

In an attempt to reach as broad a spectrum of stakeholders as possible within the severe time constraints, a questionnaire was sent out to over 80 individuals and organizations electronically, by fax, or delivered by hand. The potential respondents included relevant Ministries and Departments, NGOs, CBOs, other beneficiaries of the Programme and some others who have been associated with the Programme in some way. The questionnaire focused exclusively on the objectives established in the Terms of Reference for the evaluation and it aimed to elicit the perceived views and opinions on the conduct, achievements and effectiveness of the UNDP support to the Environment Programme.

By the weekend of 22/23 February 2003, well after the advised closing date, 22 responses had been received. The responses were collated and analysed; trends were recorded and major issues noted. The valuable information, which complemented that obtained through personal meetings, has been incorporated into the evaluation process. Analysis of the responses is in Annex 3.

1.3.3 Consultations and site visits

The Evaluation Team placed great importance on obtaining the views of stakeholders and beneficiaries on their perception of the Programme. It is gratifying that in spite of the short time available, over 40 individuals were consulted in the course of the evaluation. They ranged from Government officials to UNDP personnel, NGOs and CBOs. A full list of organizations and persons met and consulted is in Annex 4.

The Evaluation Team also wanted to visit some project sites to see at first hand what the Environment Programme had achieved but it was limited by the time available. Three representative sites (Gudigwa, Seronga, and Shakawe) were therefore selected in Ngamiland where work had started much earlier in the life of the Programme.

Bugakhwe Cultural Conservation Trust (BCCT) is a CBO based in Gudigwa. BCCT has a cultural tourism project in partnership with a tourism company, with facilitation from Conservation International. Three members of the Board of Trustees hosted the Review Team. They hold the positions of Secretary, Vice Secretary and Lodge Manager respectively.

Okavango Community Trust (OCT) has its headquarters in Seronga. It also draws membership from the villages of Gunotsoga, Eretsha, Beetsha and Gudigwa. Its main source of income is derived from leasing two wildlife concessions (NG22 and NG23) for photographic and hunting safaris. Members of the Review Team met with the manager (who is also a Board member). The proposal supported by the Environment Programme was formulated jointly by OCT and the facilitating NGO called Agency for Co-operation in Research & Development (ACoRD). The proposal was finalized by ACoRD and submitted to the Environment Programme.

Teemashane Community Development Trust (TCDT) is a CBO drawing membership from eight villages along the Okavango Panhandle and is implementing a thatching grass harvesting and marketing project. An NGO called Trust for Okavango Cultural and Development Initiatives (TOCaDI) has facilitated the conception of this project through Participatory Rural Appraisals conducted in some of the member villages.

While in Maun, the team also took the opportunity to meet with Conservation International, the NGO who are facilitating some of the CBO projects.

The team also visited Veld Product Research & Development (VPR&D) at their headquarters in Gabane, near Gaborone. VPRE&D were supported to "communicate bio-diversity" through media and demonstration stalls at annual national events. Other activities included establishment of an information centre on veld products.

The Matsieng Community Trust site at Rasesa, also close to Gaborone, would have been visited were it not for difficulties in linking up with the Trustees.

2   EVALUATION FINDINGS

2.1   The Government's perspective

2.1.1 Institutional framework

The desire to rapidly develop the economy comes with potential costs to the environment. The demand to extract resources from the environment for use and sustenance of livelihoods continue to grow at alarming rates. Alongside this fast track state of affairs, the natural capital on which all the development processes lean is fast decreasing. The degradation processes manifest themselves in factors which lead to poverty, depletion and in some cases extinction of some species, relocation of communities in search of better survival opportunities, dysfunctional policy and institutional set-up, and a change in the functioning of natural ecosystems.

Vision 2016 foresees a Botswana where economic growth and development will be sustainable in that renewable resources will be used at a rate that is in balance with their regeneration capacity and that there will be a fully integrated approach towards conservation and development. Communities will be involved in the use and preservation of their environmental assets, and will benefit directly from their exploitation. There will also be a fair distribution between present and future generations.

Recognising the adverse consequences which uncontrolled degradation processes are causing, the Government adopted the National Policy on Natural Resources Conservation and Development, commonly known as the National Conservation Strategy (NCS) in 1990. Following this, in 1992, the National Conservation Strategy Advisory Board, chaired by the then Minister of Local Government and Lands, and its secretariat, the National Conservation Strategy Coordinating Agency (NCSA) were established. The NCS provided an overview of imminent environmental damage and suggested strategic policy measures which should be implemented to address these issues.

Unfortunately, the institutional characteristics of the NCSA in terms of its size, status and level of authority made it difficult to implement the broad coordination mandate it was meant to assume over environmental activities across all sectors. It is as a result of this that a decade later and after careful consideration, Government established the Ministry of Environment, Wildlife and Tourism in September 2002 with a broad function to effectively coordinate all issues pertaining to environmental conservation and protection. The creation of the Ministry was therefore an effort towards identifying and regrouping all environmental conservation and natural resources protection functions with a view to improving their operations for a smooth and effective delivery.

The portfolio responsibilities for the Ministry of Environment, Wildlife and Tourism currently include environmental policy and management, meteorological services, wildlife management, tourism development, and forestry management. These functions are carried out through operations under the following departments and units:

> Department of Tourism
> National Conservation Strategy Coordinating Agency
> Department of Wildlife and National Parks
> Department of Meteorological Services
> Forestry Unit from the Ministry of Agriculture

Air Quality Division from the Department of Mines
Agricultural Resources Board
Department of Sanitation and Waste Management

The above can be seen as an indication of the Government's commitment to coordinated and sustainable environmental management and conservation.

2.1.2 National Development Plans

Since independence in 1966, Botswana has formulated its development plans and aspirations in six-yearly National Development Plans. These development plans have been guided by the planning objectives of sustainable development, rapid economic growth, economic independence, and social justice.

The National Development Plan 8 which was concurrent with the Programme, focused on sustainability in the use of natural resources in pursuit of development goals in a way that provides for the needs of the present generation while securing the capital stock for future generations. Thus the Government sees sustainability as a strategic concept that links population, the economy and natural resources together in the context of socio-economic development. Further consideration of environmental costs of development actions plays a major role in decision-making.

Similarly, during the NDP 9 formulation process, an Environmental Keynote Paper was prepared. The aim of this paper was to *"serve as an input into the Macro-Economic Outlook and inform government institutions about current environmental issues and how these can be addressed"*. This initiative stems from the requirements put forth by the 1990 National Policy on Natural Resources Conservation and Development. Linkages between economic growth and environmental integrity are therein well articulated and require that each development initiative should consider changes likely to occur to the environment, the extent of their reversibility, costs (of mitigation and reduced development opportunity) and how efficient is the form of resource use in question.

Key environmental issues faced by Botswana include land pressure and scarcity, declining wildlife populations, trans-boundary competition for shared natural resources (fish, wildlife, water), rapidly increasing human population size, and declining surface and underground water supply, pollution to air and water, land degradation and deforestation, loss of biodiversity and climate changes (global warming). Combating these will take a substantial commitment and effort from Government, NGOs, individual citizens and the private sector. Issues of equity will need to be addressed as part of sustainable development. Regulation and policy are not enough to bring about positive environmental management. Incentives for use of energy saving systems, rainwater harvesting, and use of recyclable organic and biodegradable packaging need to be put in place through taxation and tax rebates.

The NDP 9 Environmental Keynote Paper has implications for project planning, implementation and appraisal. Constant monitoring of the State of the Environment needs to be an ongoing integral part of sustainable development called for by this keynote paper.

By defining the possible scenarios for involvement of different Government ministries in sustainable development and environmental protection, the NDP 9 Environmental Keynote Paper identifies existing gaps and the requirements for human resources, finances and strategy. Previous planning processes have not benefited from such an exercise. The Environment Programme was formulated with an aim to support the Government of

Botswana in integrating environmental concerns into development, mainly in those areas where the efforts of Government were low (*i.e.* gap-filling).

2.1.3 Policies and legislation

To address environmental management and conservation challenges, Botswana developed various policies and legislation and these are shown in the following two tables.

Table 1. National policies with a bearing on environmental protection and management

POLICIES
National Conservation Strategy (NCS) This strategy was approved by Parliament in 1990, and shows Botswana's commitment to sustainable use of natural resources and conservation of the country's biodiversity. The primary goals of the NCS are: • To increase the effectiveness with which natural resources are used and managed; and, • To integrate work of sectoral ministries and groups so as to improve the development of natural resources through conservation.
Wildlife Conservation Policy This policy is intended to allow for the management and utilisation of wildlife resources. It is geared towards improving Botswana's capacity to administer and effectively protect wildlife habitats.
Energy policy (draft) The policy aims to lessen deforestation caused by fuel wood collection, and ensure that all households and community services have access to adequate and affordable energy services.
Agriculture Policy The policy aims at enabling communities to use the country's grazing and resources without long-term damage to the environment.
Genetic Resources policy (draft) This policy was formulated after the realisation that diverse varieties of crops are being replaced by modern cultivators, which are often less diverse. It supports institutions concerned with agro-diversity, and its main aims are to conserve and maintain the diversity of plant genetic resource material through *in situ* and *ex situ* conservation. The policy also aims to conserve indigenous livestock species, to achieve food security and ensure future supply of animal products and animal biodiversity.
Tourism Policy The aim of this policy is to promote low-volume, high-value tourism. With the reduced numbers of tourists, there would then be fewer disturbances to the environment.

Table 2.   **Botswana environmental legislation**

LAWS	YEAR ADOPTED
Acquisition of Property Act	1955
Agricultural Resources Conservation Act	1976
Aquatic Weeds (Control) Act	1987
Atmospheric Pollution (Prevention) Act	1971
Disease and Animals Act	1977
Factories Act	1979
Fencing Act	1962
Fish Protection Act	1975
Forest Act	1968
Herbage Preservation Act	1978
Locusts Act	1923
Mines and Minerals Act	1977
Monuments and Relics Act	1970
Natural Resources Protection (Model) Bye-Laws	1992
Noxious Weeds Act	1916
Plant Diseases and Pests Act	1959
Public Health Act	1981
Road Traffic Act	1975
Sleeping Sickness Act	1939
Standards Act	1996
State Land Act	1966
Tourism Act	1992
Tribal Land Act	1970
Waste Management Act	1998
Water Act	1968
Waterworks Act	1962
Wildlife Conservation and National Parks Act	1992

Of particular interest is the Tourism Policy which sets sustainability in ecological and economic terms as the ultimate target of tourism development in Botswana. A sound ecology is seen as the necessary background for Botswana's tourism. Because tourism has a tendency to destroy or at least endanger its own assets, the protection and conservation of its natural environment is imperative, not only under "green" aspects. It was thus that Botswana Tourism Policy Goal puts deliberate emphasis on sustainable tourism development. The policy goal is "to obtain on a sustainable basis the greatest possible net social and economic benefits for Batswana from their tourism resources, scenic beauty, wildlife and unique ecological, geological and cultural characteristics." Above all, this goal has to be achieved "in an ecologically sustainable way, *i.e.* utilizing natural resources on a yield basis but also strictly observing the rules for environmental protection and conservation".

To show further commitment to the principle of sustainable tourism development, the Government launched in 2002 a National Ecotourism Strategy aimed at "creating an environment in which all elements of tourism development planning and management facilitate, promote and reward adherence to the key principles of ecotourism by all those involved in the tourism industry."

2.1.4 International environmental conventions

Botswana has also accepted its role in the global community regarding environmental protection and the sustainable use of natural resources. In addition to the various policies and legislation enacted on the domestic front, Botswana has signed and ratified a number of international environmental conventions and agreements and taken on substantial obligations. The extent of these obligations is illustrated by the following list of international

agreements to which Botswana has become a party.

Table 3. **International environmental conventions to which Botswana is a party**

CONVENTION	SIGNATURE DATE	YEAR ADOPTED
African Convention on the Conservation of Nature and Natural Resources (Algiers Convention)	15-09-1968	
Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES)		04-11-1977
United Nations Convention on the Law of the Sea	05-12-1982	02-05-1990
Convention on Biological Diversity (CBD)	08-06-1992	12-10-1995
Cartagena Protocol on Biosafety to the Convention on Biological Diversity	01-06-2001	
United Nations Convention to Combat Desertification for those Countries Experiencing Serious Drought and/or Desertification in Africa (CCD)	12-10-1995	26-01-1996
Convention on Wetlands of Importance as Waterfowl Habitat (Ramsar Convention)	09-12-1996	09-04-1997
Vienna Convention for the Protection of the Ozone Layer	04-12-1991	
Montreal Protocol on the Substances that Deplete the Ozone Layer		04-12-1991
London Amendment to the Montreal Protocol		13-05-1997
United Nations Framework Convention on Climate Change (UNFCCC)	12-06-1992	27-04-1994
Convention Concerning the Protection of the World Cultural and Natural Heritage		23-11-1998
Basel Convention on the Control of Trans-boundary Movements of Hazardous Wastes and their Disposal		20-051998
Protocol on Shared Water Courses Systems in SADC		1995
Helsinki Convention on the Law of Non-navigational Use of International Watercourses		1996
Permanent Okavango River Basin Commission (OKACOM)		1994

2.2 The UNDP perspective

2.2.1 Corporate policy

The UNDP Programming Manual defines a programme as a coherent set of interrelated policies, strategies, activities and investments approved by a government to attain a specific, time-bound national development objective or set of objectives. It is important to note that the 'programme' that is referred to is a programme of Government. In recent years, the UNDP focus has shifted and policy-driven programmes have replaced traditional projects as the mechanisms for UNDP development assistance. These programmes aim at influencing institutional processes which are essential for the formulation of policies and the creation of enabling environments, rather than being concerned with discreet projects and outputs.

"Environment" encompasses a broad field of activities and priorities and one of the lessons learnt from the past few years is that UNDP must concentrate its efforts on a few selected priority areas in order to obtain the maximum benefit from its limited resources. This focussed programme approach is more proactive and provides a sounder and more long-lasting benefit from investment.

Since the Environment Programme that is being evaluated predates these refinements in the UNDP approach, it is heartening to note that some of the above principles may have been in the minds of those formulating the Programme. However, as noted at the time of the Mid-Term Review, the Environment Programme lacks the cohesion and synergy that would distinguish it as a real programme.

The team noted that there is limited knowledge among stakeholders about UNDP's procedures and its environmental responsibilities and programme. The team believes that it is important that UNDP establishes a higher profile, particularly among its potential

partners and stakeholders. It should disseminate information on the progress of its projects and share the products of its projects more widely. The UNDP website serves this purpose for those with access to the internet, but many constituents lack this facility and other mechanisms are required.

2.2.2 The Country Cooperation Framework (CCF)

The period of UNDP support for the Environment Programme coincides with the First UNDP Country Cooperation Framework (CCF) for Botswana (1997-2002). The CCF, which is the result of close consultations between the Government, UNDP and other stakeholders, focussed on four priority areas namely, poverty alleviation, gender equity, environment protection and HIV/AIDS.

Under the environment protection focal area, UNDP pledged to support the operationalization and implementation of selected elements of the National Conservation Strategy including providing strategic and institutional assistance to strengthen the NCSA, improve national environmental monitoring systems and produce the State of the Environment Review. UNDP assistance was also expected to support community-based natural resource management, management of wetlands, and public education and awareness-raising about the environment. In addition, UNDP was expected to complement various initiatives supported by GEF including conservation and protection of the Okavango Delta, meeting obligations under various international environmental conventions, and supporting environmental NGOs and community-based activities under the GEF Small Grants Programme.

It would seem therefore, that through its CCF for 1997 to 2002, UNDP reflected the Government's acknowledged priorities for environment and laid the foundations for its subsequent support to the Environment Programme.

2.3   The Environment Programme concept and design

2.3.1 The Programme Support Document (PSD)

A Programme Support Document (PSD) is expected to set out in a standard, recognizable format, the blueprint for activities that are to be supported so as to reach the set objectives. It serves as the reference document for all involved in the programme, from the funding partners, to the Steering Committee, programme management and administration, those implementing the activities and the beneficiaries.

The PSD is also the main reference document for an evaluation exercise. The Evaluation Team has therefore reviewed the PSD in some detail and has used it as the departure point for their evaluation work. It is the baseline against which the success or otherwise of the Programme support has been assessed.

The following table summarizes the Evaluation Team's assessment on the extent to which the PSD for the Environment Programme is considered to satisfy the requirements of the UNDP Programming Manual, as current at the time it was written.

Table 4. Evaluation of the PSD as a document

	PSD SECTIONS AND SUB-SECTIONS	EVALUATION
Section 1 – National Programme	**1A) Analysis of the problem** National development problems, indicators, population group affected, gender and environmental aspects, previous experiences and lessons learnt	Good analysis of the national development problems and how they impinge on environmental quality, efforts taken to date, limitations hindering success. Not so good identification of those affected, little consideration of gender and no reference to past experiences and lessons learnt.
	1B) Outline of national programme Development objective, strategy, beneficiaries, major sub-programmes, institutional arrangements, funding	Good, clear development objective and goals, as well as listing of priority issues. Beneficiaries identified. However, instead of sub-programmes, other parallel projects are identified without any clear attempt at integration or synergy with the Programme. Funding arrangements reasonably stated.
	1C) Capacity requirements and assessment Identify major strengths, weaknesses and opportunities, in strategy and policy formulation, legislation, human resources, technology, management capacities, monitoring and evaluation capacities, aid coordination and resource mobilization	Capacity assessment not undertaken because the capacity for this within UNDP was limited!!! In fact, a basic assessment is provided and a number of issues are identified, however, the PSD concludes that "the UNDP support programme ... has not been designed to reflect the above generalities". Instead it is expected to focus on "institutional capacity, including policy formulation, supplementing professional capacity in specific areas, and supporting programme management".
Section 2 – Strategy and objectives for UNDP support	**2A) Policy framework** Relationship between programme and UNDP mandate, CCA, UNDAF and CCF	Good foundation for the Programme within UNDP mandate and policy. Makes a commitment regarding the attention that will be paid "to the linkages that can be established between environment, poverty alleviation and enhancing the well-being of women". In the event, it is doubtful whether the Programme has delivered in this respect.
	2B) Strategy for use of UNDP resources Why UNDP is supporting particular aspects of the programme; how UNDP resources will be used	Recognizes that a national environment programme does not exist, and makes it the strategic goal of UNDP to help to establish one "by NDP 9".
	2C) Programme support objectives Objectives to be achieved with UNDP input, time frame, resources, indicators, target beneficiaries	Good criteria adopted for the selection of targets. However, the PSD provides little more than a simple list of 6 targets without any relationship between them. Neither is there anything about time frame, resources required, indicators or target beneficiaries.
	2D) Management Roles and responsibilities, programme team and responsibilities, arrangements for Work Plans, mechanisms for sound financial accounting and reporting, steering committee and external support, audit arrangements	This is one of the weakest parts of the PSD and basically just says that the execution modality will be NEX, with no further plans, discussion or detail. There is nothing about the Programme Steering Committee, nothing about financial management mechanisms.
	2E) Monitoring and evaluation Mechanisms for monitoring and evaluation, schedule, resources allocated for review meetings etc, how work plan and budget will be updated	A bland list of monitoring events is provided and there is an indication of time. However, there is no discussion of the methodology to be applied, no reference to indicators, no involvement of stakeholders or beneficiaries.
	2F) Risks and prior obligations Risks and steps to minimize them, conditions to be met before UNDP support is available	This is another weak part of the PSD. There is virtually no identification of risks and no attempt to design remedial measures to overcome those that are identified. There is absolutely no mention of prior obligations.
	2G) Legal context Standard text	Standard text included.
Section 3 – Outputs, activities, inputs, work plans and reviews	**3A) Outcomes, outputs, monitoring indicators** Outputs in measurable terms, outcomes arising from the outputs, specific indicators	This section is headed as "Implementation Arrangements" in the PSD and comprises a bland list of funding sources and three tables – it does not provide any indication of implementation arrangements. The table with Outputs and Indicators is unhelpful. Most indicators are either outputs or activities, so much so that the elements labelled as Indicators in Table 2 are then labelled as Activities under Table 3.
	3B) Activities and work plan Activities in relation to each output, timeframe for each, management requirements, responsibility	Virtually omitted from the PSD.
	3C) Financial management tables Inputs, sources, cost; budget by source of funds, budgets according to institutions, budget according to outputs; government cash counterpart contribution	There is only one single budget table, difficult to follow and providing no insight as to how the money is being invested, what each output is costing, or where the money is coming from.
Annexes *e.g.* Job descriptions, ToRs, cooperation agreements, etc		There are two annexes. The first comprises what appear to be the selected original proposals for support which gave rise to the six Programme Support targets. The second annex is the National Conservation Strategy.

The PSD for BOT/96/002 : Support to the Environment Programme, is set in the standard format, more or less, and addresses the usual components of a programme document to varying degrees of detail and effectiveness. The document is reasonably well set out, with

a certain logic, although this is not always immediately obvious. Most of the time, the distinction between the Government Programme, and the UNDP support for it, is clear. However, there are instances when the wording used leads to ambiguity as to whose programme it is.

Section 1 which describes the national programme framework is fairly comprehensive and well written. Section 2 on the strategy and targets for UNDP support, is also fairly full in general. However the sub-sections on management, monitoring and risks are rather weak and incomplete and do not provide the guidance expected from a PSD. Section 3, labelled "Implementation Arrangements" is the weakest of the whole document. In fact, the arrangements for actual implementation are not obvious. The section lacks essential detail on the activities that are envisaged so as to achieve the outputs and the basis for budget calculations is not clear from the PSD. There are possibly internal inconsistencies, and at least confusion, between budget figures in Table 4, the list on page 16 and the summary cover sheet.

The PSD was first signed in early 1997 and following at least two extensions, the Programme end date has been extended to March 2003, a period of six years. It is to be expected that within this period of time circumstances change, priorities change, and experience is gained which gives rise to the need for revisions and changes to the PSD. In particular, such changes would have been very appropriate following the Mid-Term Review. In addition, mandatory budget revisions are carried out twice per year. As a result, changes are made to the PSD in an arbitrary and incomplete fashion leading to uncertainty and confusion through various versions of the PSD. This problem could be avoided if the summary cover sheet were to acknowledge the particular version of the PSD with its distinctive sequential number, its date, the changes since the last version, and the authority for those changes.

2.3.2 Objectives, activities and outputs expected

The development objective of the Programme is clearly articulated in the PSD which states -

> *The over-riding objective of Botswana's national programme on environment is sustainable development. The programme is specifically geared to conserve the sustainability of the country's natural resources by increasing the effectiveness of their management, not least by coordinating the potentially disparate efforts of sectoral ministries and NGOs.*

The PSD then lists the Government's strategic goals for both conservation and development and refers to the priorities identified in the National Conservation Strategy. It then lists the six programme support targets that have been identified for the Programme and which are purported to arise from the Conservation Strategy -

- Institutional review of the NCSA and Board
- Accelerating Community Natural Resource Management, with specific emphasis on poverty alleviation and focus on the impact on female-headed households
- Support to the maintenance of the Integrity of Wetlands, with particular emphasis on the sustainability of Botswana's tourism base to ensure employment creation and poverty alleviation
- Supporting Botswana's efforts to meet its goals under Global Environment agreements
- Support for preparation of a National Environment Monitoring System
- Support for preparation of Botswana's contribution to the Southern African Development Community Water Round Table

As was mentioned in the Mid-Term Review, these six Programme Support Targets do not constitute a programme and are merely a set of individual and separate projects with no relationship or synergy between them.

The PSD also identified a series of 15 Outputs in total but did not elaborate on the Activities which will need to be undertaken so as to achieve the Outputs. Following is a summary of the Outputs per Programme Support Target and an assessment of progress as reported in the Status Report of December 2002. Further discussion on specific Programme Support Targets and their Outputs follows in Section 2.5 below.

Table 5.   Programme Support Targets and Outputs

PROGRAMME SUPPORT TARGET	OUTPUTS	PROGRESS ACCORDING TO STATUS REPORT OF DECEMBER 2002
PST01 Institutional review of the NCSA and Board	01 Responsibilities, functions and institutional location clarified	Review undertaken but implementation stalled by the structural changes surrounding the NCSA. Drafting instructions for Environmental Management Act drawn up.
PST02 Accelerating Community Natural Resource Management, with specific emphasis on poverty alleviation and focus on the impact on female-headed households	01 Inventory of natural resources in 3 selected community areas	No inventories were produced and funds were diverted to community projects
	02 Institutional reinforcement and capacity building	Training Workshop held by CORDE; further capacity building by BOCOBONET, reports pending
	03 Community projects	11 community based projects set up with varying rates of success
PST03 Support to the maintenance of the Integrity of Wetlands, with particular emphasis on the sustainability of Botswana's tourism base to ensure employment creation and poverty alleviation	01 Inventory of wetlands	Inventory produced
	02 Wetland policy and strategy	Draft Policy and Strategy produced and presented to Government, but appear stalled
	03 Wetland management plan for Sowa	Not undertaken under Programme, carried out by IUCN outside Programme
	04 Inventory of contextual threats to the Okavango system	A Preparatory Mission for the formulation of a Management Plan was fielded instead of threats analysis
PST04 Supporting Botswana's efforts to meet its goals under Global Environment agreements	01 Preliminary report to the CoP of the Biodiversity Convention	Country Report to the CoP produced and presented
	02 Biodiversity policy and strategy	No funding under Programme; funds obtained from GEF; currently being carried out but not under Programme
	03 Action plan	
PST05 Support for preparation of a National Environment Monitoring System	01 Strategic plan for environmental monitoring system	Strategic plan produced but cannot be implemented due to lack of capacity
	02 Environment database	ArcInfo database developed, software still awaited
	03 State of the Environment Report	Report produced
PST06 Support for preparation of Botswana's contribution to the Southern African Development Community Water Round Table	01 Report to Round Table	Totally missing from the Status Report

2.3.3 Relevance and linkages to other environmental initiatives

The Environment Programme was conceived in the midst of various reviews of existing policies with a bearing on the environment and the formulation of new policies to enhance the quality of the natural environment and arrest its degradation. Other initiatives at the time aimed at harmonising development needs with environmental integrity. A notable example were the CBNRM pilot projects which started in 1993 in Chobe sub-district. There was already a recognition of the need for citizen empowerment and for increasing tangible benefits to rural communities from tourism and wildlife utilisation and this led to the Tourism and Wildlife Conservation Policies. Recognition of trans-boundary implications of wildlife conservation was also already evident. Notable efforts towards this included negotiations towards a trans-boundary national park involving Botswana's Gemsbok National Park and South Africa's Kalahari Gemsbok Park.

These policies and other evidence of the Government's commitment to environmental protection and management have been discussed fully in section 2.1 above.

The following table shows the perceived environmental needs at the time the Programme was being formulated and the extent to which the team believes the Programme established linkages to them.

Table 6. Programme elements and their relationship to perceived environmental needs

PERCEIVED NEEDS	AS REFLECTED IN	PROGRAMME SUPPORT TARGETS & OUTPUTS RELATED TO THE PERCEIVED NEEDS	RELATIONSHIP BETWEEN NEEDS & OUTPUTS
1. Coordination of natural resources management and use	PSD & NDP 8	PST 1: NCSA review Ouput: Roles and responsibilities of NCSA clarified	Inadequate attention to information flow into NCSA system from various other players, e.g NGOs, private sector and Government departments
2. Arrest decline in natural resources base	PSD, NDP 8 and National Conservation Strategy	PST 2: CBRNM and PST 3 : Wetlands Outputs: Capacity built and NR inventory in 3 communities; Community Projects	Wetlands policy & gazetting are good means, but need strategic CBNRM projects, laws and regulations to meet identified needs
3. Sustainable use of ground & surface water resources	PSD, NDP 8 and National Conservation Strategy	PST 3: Wetlands and PST 6 : SADC Water Sector Round Table Outputs: Wetlands Inventory; Wetlands Policy & Strategy; SADC Water Round Table Report	Wetlands policy addresses both NRM and water conservation needs. Report to SADC Water Round Table not addressing wider water resources management needs
4. Weak capacity of resource management agencies (including users)	PSD, NDP 8 and National Conservation Strategy	PST 1: NCSA Review, PST 2: CBNRM, and PST 5: Env. Monitoring System Outputs: Capacity Building of CBOs, NGOs & Govt.; EMS; Env. D-base; NCSA roles clarified	Outputs comprehensive enough to meet needs
5. Diversification of rural economies	NDP 8	PST 2: CBNRM Outputs: Capacity Building of CBOs, NGOs & Govt; Community projects	Outputs have direct relation with needs but would require constant "monitoring for results"
6. Pollution control	NDP 8	PST 1: NCSA review, PST 3: wetlands and PST 5: EMS Outputs: NCSA role clarified; Wetlands policy & strategy; EMS; Env. Database	Output adequate to address needs. Assuming EMS is oriented to remedial action
7. Sustainable management of forest resources	NDP 8	PST 2: CBNRM; PST 3: Wetlands and PST 5: EMS Outputs: Capacity building; community projects; wetlands policy & strategy; EMS.	Alternative energy sources not addressed by outputs. CBNRM to be more focused and strategic. EMS to be oriented towards remedial action

Three main areas of need emerge, namely : coordination of natural resources management efforts, increased capacity in management of natural resources, and increased economic returns from natural resource utilisation. Coordination of disparate efforts of Government departments was expected to be addressed through the review of NCSA. However, there is no mention of the involvement of the private sector, NGOs and CBOs in this review, despite their direct involvement either as the perpetrators of environmental degradation or as the mitigators against such outcomes.

Both the CBNRM component and the wetlands policy were expected to contribute to arresting the decline in natural resources. However, there is no strategic relationship between the outputs of the wetlands study (PST 03) and the CBNRM projects to be supported by the Programme. The Environmental Monitoring System is also very relevant to the identified needs but it requires strategic linkages with Perceived Need 1 and Perceived Need 4 whereby different resource users and managers would contribute

information on a cluster of specific indicators and obtain much broader benefits from being part of a comprehensive metadatabase.

In spite of the above reservations, stakeholders believe that the Programme was relevant to the needs of Botswana when it was formulated and the team agrees that, in general, it was. However, there were few linkages, if any, with other environmental initiatives. Neither were there internal linkages between the six components.

2.4 Implementation and management arrangements

It has already been noted above that the PSD provided limited guidance with regards to implementation arrangements. It contained nothing about a Programme Steering Committee nor was there anything on Programme policy and guidance; it did not contain the usual annexes with Terms of Reference for key Programme personnel; it did not provide for the required resources for programme implementation and management such as a Programme Implementation Unit or a Programme Coordination Unit.

2.4.1 Programme policy and guidance

Programme policy, guidance (institutional, political and operational) and direction are usually provided by the Programme Steering Committee (PSC) to ensure that the Programme remains within the agreed framework. The PSC should provide an oversight for all the components of the Programme and facilitate communication to the Programme from throughout the public and private sectors and the donor community and vice-versa. The PSC achieves its aims through the Programme Manager who will normally attend meetings but who will not have a vote. The Programme Manager will be responsible for the implementation of PSC policy and direction and for reporting back to the PSC on progress with all aspects of the Programme.

This Programme did not have a Steering Committee. Instead, the Standing Reference Group (SRG) was meant to serve as the PSC. But there are no known Terms of Reference and it is unclear to what extent the SRG has performed the role and responsibilities required of it as a PSC. Apparently, the group did not meet as regularly as it should and attendance at meetings was not always satisfactory. In the meeting called to consider the Inception Report for this Terminal Evaluation, 15 members attended. Of these, six were from NCSA and five were from UNDP, and there were only two other organizations represented in addition to the two funding partners. In view of the wide scope of the Environment Programme and its direct interest to a number of Government agencies, the private sector, NGOs and CBOs, attendance at this meeting of the SRG is not considered to have been representative enough.

Significant changes to the PSD, the Work Plan, the budget, etc, have been considered by Tripartite meetings and not the PSC. This was meant to happen once a year in principle, but it did not always take place.

The team has concluded that while the SRG and the various *ad hoc* reference groups established to consider various aspects of the Programme may have functioned effectively as a technical advisory group, the policy, guidance and direction normally provided by a PSC were not adequately covered. This has been another factor contributing to the difficulties faced by the Programme.

2.4.2 Implementation and execution framework

The Programme has been implemented through the national execution (NEX) modality, with the Ministry of Environment, Wildlife and Tourism (MEWT) and its predecessors as the Executing Agency, and the NCSA as the Implementing Agency. The Deputy Executive Secretary of NCSA was designated as the Programme Manager, but in effect he served more as National Programme Director since day-to-day management responsibilities at operational level were undertaken by a National Programme Officer appointed for the purpose. In fact, the National Programme Officer performed most of the functions of a Programme Manager, but without the degree of delegation that normally accompanies this responsibility.

It is not usual for the person designated as Programme Manager to hold a senior full time position in Government at the same time since the position of Programme Manager is a full time, hands-on, position with day-to-day responsibility for action, coordination, support, backstopping, reporting, etc. On the other hand, a National Programme Director is one step above and serves as the Government's link to the Programme. Together with UNDP, the National Programme Director should provide guidance and advice to the Programme Manager.

It would seem that the Programme was grossly under-resourced for project management purposes. For a Programme with a US$4.04 million budget it would have been prudent to appoint a full time Secretary/Programme Assistant, a full time Finance Officer, and possibly a Deputy Programme Manager as well, to support the National Programme Officer who has served as Programme Manager and has been the only full time management staff for the Programme. This lack of human resources has been a major contributor to the problems encountered by the Programme.

As acknowledged in the PSD, there was no assessment of the capacity within Government to execute the Programme before it was decided that the Programme would be executed nationally. The Evaluation Team believes that this weakness in project management and implementation capacity is another major contributor to the problems encountered.

It is unclear to the team whether and to what extent, UNDP has provided training to national officials responsible for financial management and other aspects of national execution. However, even if training has been provided, it was obviously not adequate. It is essential that before the responsibilities of project/programme execution are given to a national organization, its capacity to carry out the required functions is assessed. Training must then be provided to the individuals who will be assigned to the NEX duties; and if these individuals move on and new ones take their place, the new individuals will need to be trained in turn – this is a continuing requirement.

UNDP has recognized the difficulties inherent in national execution of projects and programmes. It has also recognized that national execution leads to "capacity building, self-reliance and sustainability, ownership and internalization of external inputs and relevancy when national execution is used with the Programme Approach". In view of these benefits, and in spite of its difficulties, UNDP should persist with national execution but it must support the process fully. Reference is made to the Working Paper entitled *Country Office Support for Effective Project Management* which was released by the Work Improvement Tools Project of the UNDP Bureau for Management, in January 2003. This paper provides excellent guidance for both UNDP and the Government.

2.4.3 Financial management

The Programme was co-funded by the Government of Botswana and UNDP. The cost of the Programme to the joint partners was US$1,858,000, with US$1,189,725 and US$668,274 from the Government and UNDP respectively. In addition, UNDP facilitated access to US$1,760,000 from the GEF and US$430,000 from DANIDA, to cover aspects of the Programme. The total cost of Programme activities therefore amounted to US$4,040,000.

2.4.3.1 The disbursement process

Two sets of financial procedures have been followed   - advances to Government on a quarterly basis and direct funding by UNDP for selected activities, for example hiring of consultants. In the latter case, direct payments are made only after authorization from NCSA as the Implementing Agency.

Advances to the Government were mainly for travelling expenses, workshops, sundries and equipment, and required that an annual plan be drawn up by NCSA. The process required that a financial report and advance request be sent from NCSA through MEWT, which checked it and passed it to the Ministry of Finance as the Co-ordinating Agency, which forwarded it to UNDP for processing and approval. Disbursements were made on a quarterly basis to provide for activities scheduled for that quarter. The same route, in reverse, was followed after approval of advance requests. Although the process was long and tedious, and did result in some delays in disbursements to the recipients, it was justified as necessary to provide MEWT and the Ministry of Finance with the opportunity to monitor funding. It also allowed the parent Ministry to remain fully briefed on the activities of the NCSA and the former could provide guidance on policy issues as well as account for the use of funds. The full sequence of events from funding request to funds availability on a quarterly advance basis is summarised in the flow diagram below :

Quarterly advance disbursement flow chart
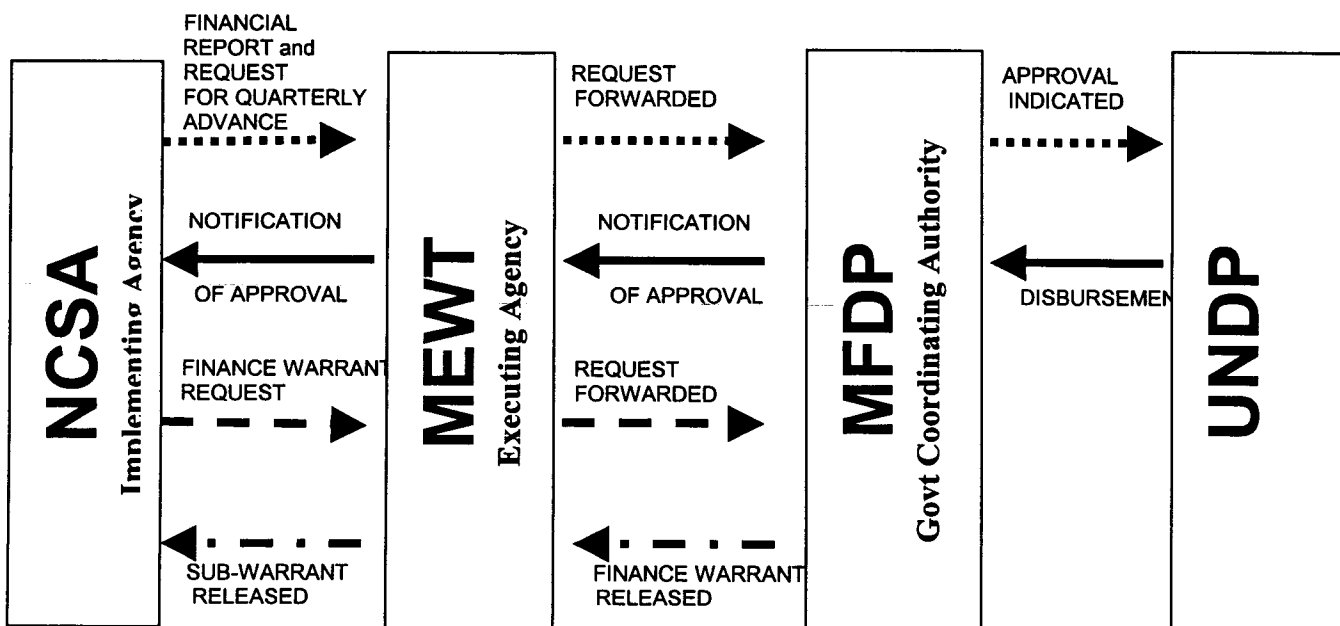
On the other hand, direct disbursements by UNDP to the recipient or the payee takes the following form - the CBO/Consultant submits a project proposal or account to the NCSA which, through its Project Review Committee, appraises it. If it is deemed as a viable entity,

the NCSA forwards it to the UNDP with a recommendation for funding. The UNDP prepares a Memorandum of Agreement which both the CBO and the UNDP sign. After signature, funds for the first phase of the project are released directly to the CBO. Requests for disbursements for subsequent phases are also routed through the NCSA and must be accompanied by a project progress report. If the progress report is satisfactory, the UNDP is advised to release funds directly to the CBO. The sequence is summarized in the flow diagram below :

Direct disbursement flow chart
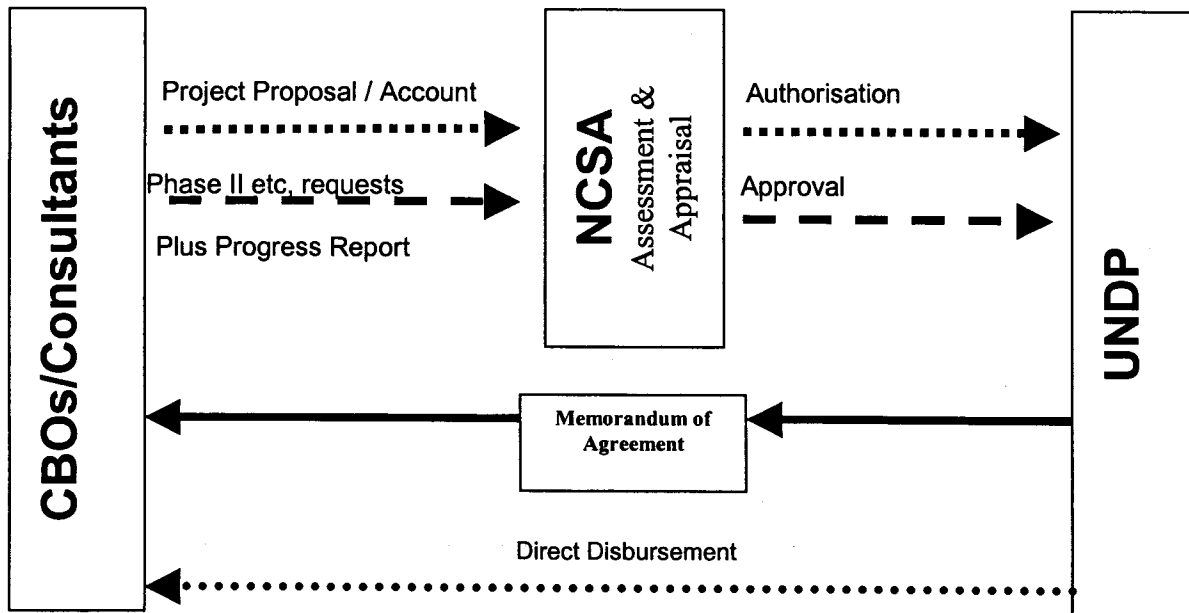
The major concern with the disbursement process was the time lag between a request being lodged and the funds being disbursed and the team has received various explanations for the delay. We were told that at times, NSCA delayed in putting up their application for quarterly advances due to the late production of quarterly financial reports, which are a necessary requirement to accompany the request. Some stakeholders blamed the delays on the complex requirements and procedures of UNDP. However, UNDP maintains that it only took about three days to produce a cheque once all approvals had been obtained. Whatever the causes of these delays, they have created difficulties for those implementing programme activities – at times, equipment and materials could not be paid for, and consultants had to wait beyond agreed payment dates. Since some of the delays were up to a few months long, they risked a loss of interest and momentum among beneficiaries. There was also a loss of credibility for the Programme and the agencies involved.

It is evident that UNDP and the Government need to address the matter of disbursement delays since projects are suffering. This is noted for example, in the case of the Rasesa Community Mobilisation project. Funds were disbursed for community mobilisation but were never used because while awaiting for a response from UNDP, the community sought assistance somewhere else. In fact, as noted above, UNDP and the Government need to address the whole matter of National Execution from a broader perspective.

2.4.3.2 *The budget*

The Programme budget was reviewed at least once a year in June according to standard UNDP financial management procedures. These reviews were useful since budgetary needs were assessed and adjustments made either up or down to reflect the needs of the recipient. Also according to standard procedures, another review was usually done in October and this was basically a re-phasing review. This exercise was conducted jointly by the partners and it arose from the re-phasing of activities that were not undertaken as planned during the year and which were now to be undertaken in the following year. At times, additional budget revisions were undertaken depending on the needs.

It has been noted that there has been insufficient provision of funds for some activities such as SOER, wetlands workshops, wetland policy and strategy and Sowa management plan. Likewise, the Programme administrative requirements had been underestimated.

2.5 Outputs, results and outcomes

It has already been noted above that the PSD is not entirely clear in its identification of the outputs expected and in setting indicators to assess performance. Also as noted above, there have been some changes in the outputs targeted by the Programme. Following is an assessment of what products have been produced by the Programme, their relationship to the original targets, their impact on the environmental protection and management scene in Botswana, and the likelihood of their sustainability. In undertaking this assessment, the team took the PSD as the departure point and relied on Annual Progress Reports, Tri-Partite Reviews, the Status Report of December 2002, as well as discussions with various stakeholders and beneficiaries.

In its use of the terms, the Evaluation Team makes the following distinctions - Outputs are the tangible products or achievements of the Programme. Results are the consequences of the outputs, usually through their application. Outcomes are the long term benefits and consequences to which the results contribute but which depend on a number of other additional results and ingredients beyond the scope of the Programme. For example the holding of a training workshop in policy development is an output of the programme – the Workshop happens. The result is the group of trained persons and their capability to analyse and develop policy. The Outcome that this could aim for is better policy nationwide, however, whether the better policy is achieved depends on more than just the results of the Programme.

2.5.1 PST 1: Institutional review of the NCSA and Board

The National Conservation Strategy Agency (NCSA) was adopted in 1990 with the aim of addressing the problem of inadequate coordination. This component was expected to review the powers, functions, responsibilities, staffing and location of the NCSA. The review has helped the NCSA define more clearly its goals and work programme, and facilitate the development of a comprehensive environment programme.

Achievements to date include a review of the functions of the NCSA which was completed in 1998, and recommendations from the report are being used in the development of an Organisational and Management review of the new Ministry of Environment, Wildlife and Tourism. The Environment Management Act and Environmental Impact Assessment Act which also arose from this component are due to be debated by Parliament.

The institutional review produced a report to Government, with recommendations, in 1999. The recommendations include the strengthening and positioning of the NCSA. More specifically, that ...

- The status of the NCSA be significantly elevated
- Government establishes a ministry of environment
- The status and naming of the NCS Board should be changed to become the Environmental Affairs Council
- The NCSA should be located in the recommended new ministry of environment, elevated to the status of a department and should assume the name Department of Sustainable Development and the Environment to be headed at Permanent Secretary level

Only one of these recommendations has so far been implemented and this is of concern since the implementation of these recommendations would have strengthened and well positioned the NCSA as planned in the Programme, and, a stronger and better established NCSA or its successor would have made a significant difference to the success of the rest of the Programme.

Implementation of the recommendations has suffered from delays due to changes in Government structures. At the time of the submission of the report, Government was already considering the review of some ministerial portfolios. The Ministry of Local Government, Lands and Housing, where the NCSA was housed, was divided into two, forming the Ministries of Local Government and that of Lands, Housing and Environment. This reorganisation meant that the recommendations of the study were delayed or overtaken by events. Whilst still settling in at the new ministry, the NCSA was again affected by another reorganisation of ministries, this time the formation of a new Ministry of Environment, Wildlife and Tourism. This happened before the institutional review and the strengthening of the Board could be implemented.

The review was also aimed at strengthening the NCSA Board by elevating it to the status of similar statutory bodies and to give it legal grounding and a consultant was engaged to draft the Environment Management Act. Drafting instructions have been completed and are awaiting submission to Government. The draft Act is currently suspended while the NCSA awaits the outcome of its move to and its position within the new Ministry of Environment, Wildlife and Tourism.

A quarter of questionnaire respondents felt that this PST had achieved its objective and an equal number were of the opposite opinion. This uncertainty is confirmed by the fact that over 50% of respondents claimed they did not know whether the objective was reached.

The team concluded that this PST has been successful but its full potential has been hampered by low capacity and the uncertainty generated by the continuing restructuring. The Programme ultimately depends on the decisions of Government to see its outputs producing results.

2.5.2 PST 2: Community Based Natural Resource Management (CBNRM)

The original targets for this component were extended from the original three communities to include all communities who wished to apply directly or through an NGO for support. There does not, however, appear to have been a budget revision to increase resources to accommodate this change. Limited resources have affected negatively the impact of the

Programme, especially in the area of capacity building (see below). In the event, eleven proposals from NGOs working with CBOs in CBNRM initiatives, were supported by the Programme.

2.5.2.1 Overall assessment

Community-Based Natural Resources Management has been advocated in a number of interventions as a tool for natural resources conservation, rural development or even both. The Environment Programme has been no exception. The emphasis was on poverty alleviation focusing mainly at female-headed households – who are no doubt a highly vulnerable group. By virtue of its supportive role, the Programme was expected to accelerate existing CBNRM initiatives by forming strategic alliances with organisation already implementing CBNRM initiatives in Botswana. These included Department of Wildlife & National Parks (DWNP), Department of Forestry (DoF), Department of Animal Health & Production (DAHP), Department of Tourism (DoT) and a number of NGOs working in the fields of Environmental Conservation and Rural Development. The Programme's choice to support CBNRM appears to have been strategic in the sense that (i) it would demonstrate multi-sectoral approach to environmental management (a key feature of NCSA), (ii) target rural areas since they are the hub of Botswana's natural resources-base, and (iii) impact on those people most at risk should environmental degradation persist at present rates.

In evaluating the impact of this PST the team gave prominence to - (i) control of resources and security of tenure, (ii) acquisition of benefits from utilisation of natural resources and equitable distribution thereof, and (iii) effective resources management capacity.

Control of Resources   In accelerating CBNRM, communities needed to acquire secure land tenure within reasonable time with fewer deterrents. This would ensure longer-term commitment by both communities and their prospective joint-venture partners from the private sector. This is a feature argued even in the Revised Rural Development Policy for longer-term leases in commercial farms. Communities would need to be actively involved (probably even with voting representation in quota-setting fora) and have powers to control resource-use by non-members. Conditions for secure tenure and control of resources would be addressed through, for example   - (i) formation of Representative and Accountable Legal Entities (RALEs); (ii) adoption of legally binding leases with Tribal Land Boards or Department of Lands in the case of state land; and (iii) quota-setting regulations legally binding on both communities and Government departments such as DWNP, DoF, DAHP and DoT.

Acquisition of benefits   CBNRM has to result in communities acquiring benefits from utilisation of natural resources in the form of income, materials and social cohesion. Any CBNRM project has to bring some benefits as a way of supplementing meagre financial incomes of rural dwellers. In so doing, natural resources harvesting is reserved for the most efficient forms, *e.g.* hunting for subsistence purposes is reduced to accommodate hunting which brings more income to the community. It may however not be desirable to eliminate subsistence hunting because of its importance in culture. Cultural ceremonies, production of traditional dance gear and medicine may suffer should subsistence hunting be eliminated. Benefits acquired from utilising natural resources need to be distributed equitably amongst members. Failure to do so may undermine the good intention of the project as other community members may start to harvest illegally to meet needs which otherwise could have been met if they had been supported by the project.

Effective resource management capacity Rural communities usually lack skills needed to engage with the modern world, such as literacy, access to information, business management, and scientific approaches to natural resources management. In devolving both control and management of natural resources, it is important that communities are equipped with skills to allow them to negotiate contracts with the private sector, plan and implement projects and, more importantly, engage as partners in conservation through research, monitoring, evaluation and decision making involving natural resources. As an approach, CBNRM is most at risk in being regarded as the final straw in the decimation of wildlife and other forms of biological diversity. This is especially so because communities are given responsibility with no commensurate level of skills. Following is an assessment of the results achieved according to the revised CBNRM Programme Support Targets.

2.5.2.2 Institutional reinforcement and capacity building

This result was to be achieved through training of government extension officers and NGO staff in implementing CBNRM and facilitating community participation in CBNRM. One 5-day training workshop was held for such training. A series of training workshops for CBOs in project management and other management skills was assigned to BoCoBONet. Reports were available on objectives, duration and participants, except for Phase 3. Consultation conducted with stakeholders revealed that extensive mobilisation had occurred at the level of councillors. This is reported to have stimulated interest in councillors resulting in some of them spearheading the formation of community projects and CBOs in their constituencies. It has not been possible to verify these results due to limitations of time. Considering the role of councillors in rural development, their mobilisation could provide a huge impetus for community-driven resource management and utilisation activities, possibly even reversing the loss of self-reliance prevalent in rural areas as reported by the Review Commission for Rural Development Policy.

The absence of a provision in the Programme for follow-up training and backstopping limited outcomes and results, *i.e.* "Support organisation effectively facilitating CBNRM and communities effectively designing and managing projects". Funds for training appear systematically smaller than capital grants. This limits training to one-off sessions with no provision for follow-up. Selection of trainees has been done solely by staff of the Environment Programme. This has the disadvantage of drawing into the training programme too varied a group, making it difficult for trainers to compile focussed training modules. In one instance, training of CBOs by some facilitating NGOs seems to have generated great interest, enthusiasm and the required effect, especially since trainees were attached to the private sector to work on tourism-related activities. This was done in preparation for a community cultural tourism project.

Once communities are mobilised, they usually feel motivated and want to continue, at times even at a pace faster than that of the facilitating agent. Once registered as a RALE, the demand for projects by communities is very strong. A starter project is usually adequate to maintain that momentum and provide a basis for training. In the absence of a starter project, training of communities can appear academic. Technical backstopping also becomes more effective and meaningful when there is an activity associated with it.

The ability of CBOs to formulate proposals is still lacking. The role of facilitating NGOs is important in that they assist CBOs to prepare funding proposals, and account for project progress and expenditure. However, it appears that at times, the beneficiaries (CBOs) are not aware of the sources of funding and the amounts involved. This limits their ability to prepare proposals themselves. It also limits the degree of community participation,

especially where communities have not been adequately involved in the formulation of the project concept. In some instances, NGOs have weaned off the CBOs after the project has started – with technical backstopping provided where necessary. Members of the CBO who were employed as NGO staff were then re-assigned back to the CBO where they would use skills gained from the NGO. This system is excellent in principle but it has been seen by some beneficiaries as a collapse of the project. In general, there has been a positive contribution made by NGOs in the CBNRM component, especially in community mobilisation and capacity building. There is a strong feeling among stakeholders that achievements in CBNRM would have been limited if there had not been NGOs working directly with CBOs. Capacity building carried by NGOs was felt to be more effective because of it being consistent, responsive and tailored to specific projects.

Other opportunities available within the Environment programme for building the capacity of CBOs in natural resources management and utilisation, included support to management planning, formulation of resource-use bylaws, and the establishment of ecological monitoring systems. The latter would have blended well with PST 06 (Preparation of a National Environmental Monitoring System) by defining which indicators could be measured by CBOs, the format of data to be collected and the protocols for access to the metadatabase by CBOs. This link between PST 02 and PST 05 would also have assisted NCSA to achieve coordination in environmental management. The integration of CBNRM to other Programme Support Targets, however, would have required the strategic definition of those areas of support that the Programme would engage in, instead of the open invitation which was issued for any projects to come under the CBNRM component.

2.5.2.3   Community mobilisation
Community mobilisation was covered through proposals submitted by NGOs on behalf of those communities. A few other communities, e.g. Rasesa, made direct contact with the Programme. They requested support for registering a Trust for the management of a historical site called Matsieng Footprint, which is also registered as a cultural heritage site by the Department of National Monuments, Museum and Art Gallery (DNMMAG). It is generally accepted that NGOs spend long periods in discussions with communities, making the effect of their mobilisation well entrenched and durable. This comparative advantage has been noted by some officials of government who also believe that this is an NGO-specific niche that was not appreciated before this programme.

The Mid-term also noted that although community mobilisation is a time-consuming exercise requiring consistence presence of the facilitating agency, this was not factored into the programme design and cost huge delays. Approval of projects also took longer than most proponents anticipated (see details below), in some instances more than three months.

2.5.2.4   Community projects
Community projects were planned to be established in Year 2, with associated training and implementation taking place the following year. The timing appears over-stretched from the time of mobilisation and this can be frustrating to communities. The PSD states that three communities would be targeted for CBNRM. Instead, eleven community projects were approved for support. There does not appear to have been any strategic motivation for the change from three communities to eleven. The original number appears to have been based on CBNRM being of a pilot nature. This suspicion was confirmed by some of the stakeholders who were involved in the Programme in its early stages. The pilot project was aimed at providing lessons on non-wildlife CBNRM. In view of the success of DWNP in

wildlife-based CBNRM, it is important that efforts be made to motivate sustainable resource utilisation in areas with low wildlife endowment.

The shift in direction from a pilot project only happened in 1999 while the Programme started in 1997. As at the Mid-term Evaluation, a position paper on Strategy & Approach to CBNRM Implementation had just been produced. This represents, at the least, an initial lack of direction for this component and is not justifiable considering the wealth of knowledge existing within the NGO community which could be accessed centrally through the National CBNRM forum whose secretariat is housed at IUCN-Botswana. Another source of knowledge is DWNP where extensive work has been done since the early 1990s through the support of USAID. This apparent lack of direction and confidence within the Programme has been acknowledged by those within and outside the Programme and appears to have contributed to delays in approval of proposals by the CBNRM Projects Review Committee.

Such delays could reverse invaluable investments of NGOs and district-level government officers working on community mobilisation. Once communities are mobilised, they usually feel motivated and want to continue, at times even at a pace faster than that of the facilitating agent. It would be demoralising if they would not acquire legal recognition through the registration of a RALE immediately after mobilisation. Once registered, the demand for projects by communities is very strong. A starter project is usually adequate to maintain that momentum and provide a basis for training. In the absence of a starter project, training of communities can appear very academic. Technical backstopping also becomes more effective and meaningful when there is an activity associated with it.

Following a modification of the results framework from three beneficiary communities to 11, several project proposals were submitted to the Programme for financial support. Most project proposals were based on existing work of NGOs and this aided immediate results since stages such as preparation of feasibility studies had already being covered by facilitating NGOs. The quality of proposals submitted by NGOs, mostly on behalf of CBOs has been acknowledged by some members of the review committee as "quite impressive". This aspect contributed to the Programme being able to successfully support eleven CBNRM projects. Table 8 below shows projects supported by the Programme, the NGOs that facilitated the processes, an assessment of the CBNRM phase they were at, and an assessment of their design and implementation. Out of the eleven projects, two were submitted for direct implementation by NGOs (i.e. BoCoBONet and VPR&D), and the rest were to be implemented by CBOs. Of those, only one project was submitted independently by a CBO. Since the CBO in question is located close to Gaborone, it may have been easier for them to access support from individuals in the community, whereas CBOs in rural areas are disadvantaged by the migration of skilled human resources to urban centres.

The three CBNRM phases are mobilisation, capacity building (including project concept & design, management planning, etc) and natural resources utilisation. These phases are not discrete and represent a continuum. Of the nine projects implemented by CBOs, four were mainly addressing themselves to mobilisation, three to capacity building and two to resource utilisation. This pattern indicates the spectrum of training needs which CBOs may require at any one time. With one-off training typifying most CBNRM support programmes (the Environment Programme being no exception), a third (on average) of the training material will not be of immediate relevance to the trainees. There is however, acknowledgement of the fact that some CBOs may be in the resources utilisation phase but still needing capacity building in some areas.

Table 7. **Breakdown of CBNRM beneficiary organisations, project descriptions and assessment of impact**

CBO	FACILITATING NGO	PROJECT ACTIVITY	IMPLEMENTATION STAGE			DESIGN & EFFECTIVENESS			
			early	mid	late	low	medium	high	v.high
Okavango Community Trust	Agency for Co-operation in Research & Development	Community Mobilisation	→						4
Bugakhwe Cultural Conservation Trust	Conservation International (Okavango Programme)	Cultural Tourism	→	→			4		
Teemashane Community Development	Trust for Okavango Cultural & Development Initiatives	Thatch Grass Harvesting & Marketing	→	→	→			4	
Matsieng Community Trust	None	Community Mobilisation	→					4	
Mowana Community Trust	Forestry Association of Botswana	Community Mobilisation	→				4		
Gwezotshaa Natural Resources Trust	Conservation International (Okavango Programme)	Capacity Development & Spring Water Bottling	→	→		4			
Gaing-O Community Trust	Permaculture Trust of Botswana	Eco-tourism	→	→	→		4		
Mapanda Community Trust	Kalahari Conservation Society	Feasibility Study & Capacity Building	→	→					
Khawa Kopanelo Development Trust	Thusano Lefatsheng	Capacity Building	→						
Botswana Community-Based Organisations Network	N/A	Networking & Capacity Building	→	→	→		4		
Veld Products Research & Development	N/A	Promoting Sustainable Use of Veld Products	→	→	→				4

Design qualities and sustainability of projects were assessed (see table above) based on information gathered during field visits, discussions with programme personnel and reports on individual projects. The design element looks at the appropriateness of the intervention in relation to root cause of an identified problem area, definition of indicators and risks. Sustainability indicators used were economic viability, locally available skills, and benefit distribution (in the case of those projects in the resource-use phase). Those in other phases of CBNRM were assessed based on the extent to which repeated input may be required. Efficient reporting was also factored in, especially since it is not only a requirement of the funding agency but also a form of accountability to the wider community and other district-level government departments. Two CBOs were not assessed for design and sustainability because their proposals had not been funded as yet.

This PST had huge potential, especially when considering the extent of linkages that could have been built with nearly all the other PSTs. But the decision to form a project funding facility out of the CBNRM component, negated NCSA its as a coordinating agency. There were already several institutions involved in CBNRM, for example DWNP, Ministry of Agriculture (Forestry Division), Department of Tourism, Department of National Museum, Monuments & Art Gallery (DNMMAG), and Rural Development Co-ordination Division

Between them, these agencies commanded well over P18 million of grant money available to CBOs and NGOs for NDP 8 with other funding available for training and capacity building. What was lacking was the human capacity to administer the funds (processing of applications, secretariat services, project monitoring, etc) and the integration of the then disparate sectoral efforts. This potential role for NCSA was not recognized.

In spite of the lost opportunities, the team felt that this PST had been moderately successful after the early changes and delayed start. If the lessons learnt can be applied, the initiative can be replicated effectively.

Slightly more questionnaire respondents felt that the objectives of this PST had been reached, than those who felt it had not been. But those who did not know and those who were undecided, were in the majority.

2.5.3 PST 3: Maintenance of integrity of wetlands

2.5.3.1 Targets, outputs & milestones
The four intended outputs from this component were (i) compilation of a wetlands inventory, (ii) formulation and adoption of wetlands policy and strategy, (iii) management planning for Sua Pan and (iv) an inventory of contextual threats to the Okavango River system. All these were to contribute to the gazetting of wetlands and ultimately the integrity of wetlands. This would place Botswana in a better position to manage wetlands, based on a policy and a set of strategies.

The adoption of the Wetlands Policy and the gazetting of specific wetlands were proposed as indicators in the PSD when in effect, they are more accurately outputs. Subsequently they were abandoned and this is unfortunate since they are the key to a series of activities to be undertaken by government, NGOs and the private sector in the management of wetlands. Acts and regulations would stem from the wetlands policy and without them, management of these resources could be compromised.

Using the programmatic approach, the two products (wetland inventory and wetlands draft policy) would have helped to inform other Programme components. For example, (i) it could have identified threats to wetlands which the CBNRM component (PST 02) could have addressed; (ii) the submission to the SADC Water Sector Round Table (PST 06) which had no input from the wetlands inventory and wetlands draft policy; and (iii) the National Environment Monitoring System (PST 05) which could gain momentum from the existence of baseline work done on wetlands.

2.5.3.2 Justification
Support to maintaining the integrity of wetlands served to address environmental concerns both locally and globally since Okavango Delta has been declared as a Ramsar site. Botswana is a semi-arid country and progressively erratic rainfall has made more important than ever that surface water and ecological system associated with it be managed sustainably. Wetlands support diverse ecosystem components ranging from fresh water to brackish, wet-dry land interface and their associated fauna and flora. Wetlands support human economies especially in rural areas with reeds, fish, water, timber, edible aquatic plants, thatch grass, medicinal plants, spiritual support, and transport, among other things. They support industries such as tourism, abattoirs, construction, fishing, mining, etc, while also helping to recharged underground aquifers. Where wetlands have been destroyed, severity of flooding has been significantly higher.

Because of the diverse services and goods that wetlands provide, different sectors of the economy utilise them at times with resultant conflicts. For instance, aerial spraying of endosulphan over the Okavango delta was of immediate benefit to the Ministries of Health and Agriculture as it reduced the numbers of tsetse fly (*Glossina morsitans*) and hence the spread of sleeping sickness and nagana diseases, respectively. Environmental conservation agencies, on the other hand, criticised the eradication project for its negative impacts on wildlife, especially birds, insects and crustaceans.

2.5.3.3   *Progress and products*

The first two outputs of this component have been produced and appear to have generated significant interest within the private sector (especially in North-western Botswana), the NGO community and rural dwellers. This interest has been accompanied by expectations of action by NCSA regarding the adoption of the policy and management actions. Some stakeholders have expressed disappointment at the silence that has followed the intensive consultations on the wetlands policy. Although the Results Framework in the PSD lists *"finalising of the wetlands policy, mapping and gazetting of wetlands policy"*, it provides no guidance on how these would be achieved nor the timeframe within which they would be achieved. The Wetlands Draft Final Policy & Strategy paper was produced in September 2000 and after more than two years there still is no significant progress towards its adoption. It appears that changes in parent ministries (responsible for the preparation of the cabinet memorandum) housing NCSA have been the main cause of delays. Unfortunately, this may well mean that the document has become outdated and may need to be revised before it is presented to Cabinet.

Two of the outputs under PST 03 were removed from the Results Framework. These are (i) Management Planning for Sua Pan (PST 03/03) and (ii) Inventory of Contextual Threats to The Okavango System (PST 03/04). Discussion with programme staff indicated that Output PST 03/03 was already being done by IUCN and that PST 03/04 had lost relevance. IN hindsight, it may have been desirable to retain Output 03/03 under the Programme with IUCN reporting on progress to the SRG. This would have ensured that the process is mainstreamed into the whole Programme concept and it would have come within the institutional memory of the Programme.

The majority of questionnaire respondents said that this PST had reached its objectives, but about 50% were either undecided or did not know.

The team found this PST to have been very successful and this success will be enhanced when there is action on the Policy & Strategy.

2.5.4 PST 4: Obligations under global environmental agreements

Botswana has signed and ratified a number of international environmental agreements and these have been noted in section 2.1 above. By signing these agreements, Botswana accepted the obligations to meeting their requirements and cooperate with the international community in environmental governance. Consultations undertaken by the team ascertained that the following strategies, communications, institutional structures, and other actions have been developed or taken to implement some of these conventions :

- The setting up of the NCSA and its Board
- The National Communications on Convention on Climate Change
- The National Action Programme to Combat Desertification and Drought

- Policies and legislation relating to the activities of the Ministry of Agriculture and the Ministry of Environment, Wildlife and Tourism
- The creation of the Department of Waste Management
- The Creation of the New Ministry of Environment, Wildlife and Tourism
- The requirements for Environmental Impact Assessment
- New legislations such as the Agro-Chemicals Act
- The involvement of NGOs in various activities; research and training; conservation projects and sustainable use of the environment and biological resources

However, in spite of the above impressive list, Botswana may have signed more conventions than it can meaningfully implement and the assistance needed by Botswana in this area is substantial. This component focussed on the Convention on Biological diversity (CBD). However, other conventions, such as that to combat desertification and drought and the climate change one, were implemented by the Ministry of Agriculture and the Department of Meteorological Services respectively.

Furthermore, the Programme support was not substantial and the total output under this component comprised the compilation of one Country Report to the Conference of Parties (COP). This is very much a minor requirement and a more important obligation of contracting parties to the CBD is the development of National Biodiversity Strategies and Action Plans (BSAPs). The importance of BSAPs is recognized by both UNDP and the Government and this is evidenced by the fact that in parallel to this component, UNDP assisted the Government in its search for GEF support to prepare a BSAP for Botswana. When GEF funds became available, it was decided to see this as a separate activity.

2.5.5 PST 5: National Environment Monitoring System

The original aim of this component was the establishment of a national environmental monitoring system. More specifically, the Programme contribution was to comprise a strategic plan for the environmental monitoring system, the establishment of an environment database and a State of the Environment Report (SOER) as a product of this system.

This component had the potential to serve as the element that would bring together the other components, create synergies between them and infuse the Programme with the linkages and cohesion that would make it to look more like a true programme. But without any indication in the PSD of what activities were envisaged and how they were to be carried out, too much was left to interpretation. In the event, it would seem that the focus fixed very strongly on the SOER as the most important output from this component, maybe to the detriment of the other targeted outputs. While it is accepted that specific reference to the production of an SOER on a biennial basis by the NCSA is made in the NCS/Conservation Policy, the team feels that this undue focus on the SOER has been counterproductive. It can be claimed that the outputs have all been achieved, but none of them are at a stage where they can be considered as functional. They are therefore not sustainable without further work.

The logical approach, which had been discussed in some circles, would have given prominence to the establishment of a robust database or metadatabase. This facility would have acknowledged the existence of a significant number of databases in Botswana and a significant proportion of the Programme effort would have been devoted to a characterization of these databases, particularly in terms of their location, responsibilities

for their upkeep and quality control, their availability and accessibility, and the protocols that would be required for such access to become available. Finally, negotiations would have taken place to reach agreement on the conditions under which this mutually beneficial system would work. The Programme did establish an ArcInfo GIS database but there are no protocols for its use, no specific personnel have been selected and trained to take responsibility for its operation, and data harmonization and integration remains an area of concern. The maps that have accompanied the Consultant's report as examples of the potential capability of the database, are not of much practical use. A much better scale (1:10,000 at least, and preferably 1:5,000) is required for any meaningful application of the database to resource planning and management. In conclusion it can be said that the environmental database that has been produced by this Programme component requires much further work before it can be considered functional.

Having developed a database or metadatabase as a repository of environmental information which currently exists or is being generated for a variety of objectives, it is important for NCSA to select a set of critical data which could be used as indicators of the state of the environment. It is also essential that the data arising from these indicators be kept up to date. Environmental indicators have been selected by the Programme for monitoring the state of the environment. However, the team believes that the exercise has been extravagant. We feel that it would be very difficult, if not impossible, for Botswana to regularly monitor 186 indicators as listed in the Consultant's report. In addition, the framework for data collection has not been established, there is no system of quality control and none of the indicators have been tested to determine their relevance to the parameter being measured. The team concludes that the process of selection of environmental indicators may have to be carried out again, with clearer objectives and more realism, and according to a stricter set of criteria. Reference is made to the website of the New Zealand Ministry for the Environment (www.mfe.govt.nz) where the New Zealand system of Environmental Indicators is well illustrated.

When such an environmental information management system (database and protocols) has been established and is managed and operated efficiently, and it is 'fed' by a monitoring system focussed on carefully selected indicators, a wide range of valuable products can be generated. The State of the Environment Report (a published hardcopy document) is only one product of such a system. Other products include : an electronic planning and management platform which can generate scenarios (and provide answers to the question : What if?); instant, real time printouts of the state of the environment incorporating a number of 'layers' selected from the range available; an atlas of Botswana natural resources in electronic and/or hardcopy versions; a basis for Environmental Impact Assessment (EIA); an information base for development plans, sector plans and similar strategic documents; an information base for Country Reports required as part of the obligations under various environmental conventions; etc. The Programme has to date, focussed on the production of a printed and published hard copy report on the State of the Environment. By the time this report gets published it will be a few years out of date and there is a risk that it could provide misleading information. Four other summary reports have been prepared i.e. the SoER manual, NEMS and NED reports, SoER Future Framework and the Dissemination and Communication Strategy.

From the stakeholders perspective, an inordinately large number of consultants, each with different contracts, created a very difficult situation, described by one interviewee as 'a nightmare'. The same degree of exasperation was reported by the Consultant who initially was required to operate under 24 different contracts (later reduced to 6). Consultants' contracts are issued by UNDP and therefore there is a reduced feeling of ownership on the

part of NCSA stakeholders. Disappointment has been expressed by the beneficiaries at the lack of knowledge transfer between the consultants and NCSA personnel who have been left with the responsibility of running the system without adequate expertise. A training strategy has been drawn up by the consultants and a manual has been produced, but neither is expected to provide the capacity which is needed.

A significant number of questionnaire respondents said that the objective of this PST had been achieved, but almost double the number either said no or did not know.

Before the products and benefits of a project or programme can be sustainable, they need to be complete and functional (or applicable). The products of the Programme under this component are neither complete nor functional and therefore sustainability cannot be discussed. In order to safeguard the investment that has been made in this component, it will be necessary to go back to the basic principles of an environmental information management system, determine the necessary elements of such a system, review and confirm what has already been obtained through this Programme, and commence work on the remaining elements. Particular attention needs to be given to the 'human elements' of such a system namely, capacity building, training, negotiated agreements, memoranda of understanding, etc. An indication of some of the weak links in the proposed system and the work which remains to be done, has been provided in the consultants' reports.

2.5.6 PST 6: SADC Water Sector Round Table preparations

The SADC Ministers called for the Water Sector Round Table in 1995. The need for the Round Table emanated from the increasing cost of water resources and reliance on shared water resources, which merited a longer term planning approach. Hence the main objective of the Round Table was to mobilize development assistance and facilitate the most effective use of the resources. The Environment Programme provided financial support ($15,000, later increased to $30,000) for the preparation of the Botswana Water Sector Situation Report, which derived much from the 1991 National Water Master Plan. However, since the information needed for the Report was already contained in the National Water Master Plan, engaging a consultant was found not necessary and the Report was done in-house. The allocated funds were later used in 1999 for the review of the Trans-Boundary Diagnostic Analysis Report for the Okavango River Commission. Although the review does not form part of the outputs of the Programme, the diversion of funds was done in consultation with the UNDP.

2.6 Looking back at the mid-Term Review

In 1999, a Mid-Term Review of the UNDP support to the Botswana Environment Programme was undertaken. The objective of this review was to assist the Government and UNDP to identify both successes and potential problems associated with the implementation of the Programme. It was expected to provide a basis for corrective actions and ultimately the quality of Programme impact. It was expected to assist in deciding whether the original priorities as set out in the Programme Support Document (PSD) still stood or whether there was a need to re-focus. Advice was also sought on whether some of the intended projects should continue.

Following on the evaluation of the Programme design and planning, its implementation arrangements and its results, it is considered worthwhile to refer back to the salient conclusions and recommendations of the Mid-Term Review and assess the extent to which these have been heeded and acted upon in the intervening three years.

Table 8.   Extent to which the conclusions and recommendations of the Mid-Term Review have been acted upon in the past three years

	FROM THE MID-TERM REVIEW	ACTION TAKEN, IF ANY
CONCLUSIONS	The Programme approach was not evident within the Environment Programme which comprised a set of disparate individual projects and activities	It would seem that no action was taken to remedy this
	Community mobilisation and consultations at grassroots level was not taken into consideration during the design stages of the CBNRM project	Some compensation for this has taken place but it is still not adequate
	Lack of progress in the implementation of some Programme components was due to the absence of a baseline data at the inception of the Programme	The team is unable to determine if any action was taken to remedy this situation
	Implementation delays were attributed to shortage of staff and slow decision making within the UNDP and NCSA	These constraints continued right up to the end of the Programme
	The National Execution modality lacked clarity on procedures and administrative requirements and negatively affected implementation	Difficulties with NEX continued right up to the end of the Programme. The procedures were quite clear but not followed by the parties
	It was not clear from the outset what problems should be addressed and what the Programme objectives and outputs would be	No adjustments were made to the Programme design following the review
	The Programme did not achieve the necessary synergies, integration and complementarity among and between projects. Neither were the experiences and lessons from related projects acknowledged and applied	No adjustments were made following the review although some lessons were acknowledged and applied
	The dispersed and fragmented approach of Programme activities will compromise Programme impact if the potential is not harnessed urgently. Integration will make significant contributions to job creation, poverty reduction and empowerment at local level, particularly among women	Good potential existed for integrating the 6 components but this did not happen and the dilution of effort predicted in the Review has happened
	The Tripartite Review and Annual Progress Review meetings have been invaluable in generating momentum and clarifying key implementation issues	In the absence of the Programme Steering Committee these are the only places where progress can be assessed and advice given on future direction
	The Reference Group has made a significant contribution to monitoring and evaluation	
RECOMMENDATIONS	To make a significant impact, it is necessary to re-group, re-focus and redirect efforts to a consolidated Programme, and to re-clarify objectives and outputs	This does not seem to have happened
	The recommended central components are : capacity building of the NCSA, the setting up of a coordinated environment monitoring system, and the support to CBNRM	These three components have risen to the surface by default more than by design. In effect, the other three have fallen away
	Follow up NEX training seminars are necessary in order to clarify roles and responsibilities of each other's roles	If these have taken place they have been ineffectual
	As the Sustainable Development Advisor is overworked, there is a need for additional manpower, albeit at junior level. Likewise, there is need for a Senior Technical Advisor at Programme Manager level at NCSA, who should not necessarily be an expatriate	Some assistance was provided within UNDP but not by NCSA
	The Programme should immediately be integrated with NAP and GEF/SGP at implementation level	NAP had been completed and cofunding with SGP was very limited and eventually discontinued
	A workshop should be held between UNDP, Government and other stakeholders to review and decide on the conclusions and recommendations of this review, particularly implementation and execution modalities, integration as well as areas of special focus	Workshop held and recommendations endorsed, but PSD was never revised

2.7   Sustainability of results and achievement of outcomes

Sustainability of the results obtained from this Programme depends primarily on Government decisions to adopt/accept the recommendations and proposals arising from the various Programme components and their implementation. Sustainability also depends on the institutional strength and capacity of NCSA as the coordinating agency for environmental affairs in Botswana. Finally, sustainability depends on specific partnerships between the NCSA and other Government departments, the private sector, NGOs and other sectors of the population.

2.7.1 Institutional review of the NCSA

The co-ordination role of NCSA was re-defined in a review of the agency that set out roles and responsibilities of the agency and its relationship with other stakeholders in the field of environmental management. The implementation of the Environment Programme, however, did not demonstrate coordination as a clear role of NCSA. Delayed implementation of the recommendations of the NCSA Review Process, resulting primarily from the restructuring of Ministries, is affecting the sustainability of the key result under this component.

2.7.2 Community natural resources management

The main result of this component has been the establishment of new CBOs and the support it has provided to selected CBO projects. Looking beyond the life of this Programme, line departments, especially within the Ministry of Environment, Wildlife & Tourism, will continue to play a major role in CBNRM as they have done in the past (e.g. DWNP have more than 10 years experience facilitating CBNRM). NGOs have also been instrumental in linking rural communities with the relevant Government departments and this is likely to be continued as the main thrust within Government. However, there is some concern that the CBOs and the projects established under this component may not be sustainable without further, and continuing, assistance. Unfortunately, it does seem that sustainability, in the form of an exit strategy, was not part of project design.

Capacity building within CBNRM component targeted NGO and government staff and entailed a one-week training workshop. With no provision for follow-up training and backstopping, it will be difficult to retain and sustain the knowledge gained from such training.

2.7.3 Maintenance of integrity of wetlands

The Wetlands Inventory and the Wetlands Policy and Strategy which were targeted by this component have been produced and well received by stakeholders in general. However, the PSD also mentions finalising of the wetlands policy, mapping and gazetting of the policy as further targets and none of these have been achieved. The Wetlands Draft Final Policy & Strategy paper was produced in September 2000 and after more than two years there still is no significant progress towards its adoption as policy. This may well mean that the document has become outdated and may need to be revised before it is presented to Cabinet. It could also mean that its sustainability is in jeopardy.

2.7.4 Obligations under global environment agreements

The important result in this component was the preparation of the First Country Report to the CBD CoP. With an existing framework for the preparation of reports to CoP, NCSA should be able to prepare future reports in collaboration with implementing organisations. This task will be even more assured of success if and when the environmental information management system is functioning effectively.

2.7.5 National environment monitoring system

It can be claimed that the outputs targeted under this component have all been achieved, but they are neither complete nor functional and therefore sustainability is at risk. In order to safeguard the investment that has been made in this component, substantial additional

work is required with the establishment of the environmental database and the selection of environmental indicators.

2.7.6 SADC Water Sector Round Table preparations

As designed, this component had only one output, namely, the Botswana Water Sector Situation Report. The allocated funds were later used in 1999 for the review of the Trans-Boundary Diagnostic Analysis Report for the Okavango River Commission. Although the review does not form part of the outputs of the Programme, the diversion of funds was done in consultation with the UNDP.

2.7.7 Outcomes

Outputs are the tangible products or achievements of the Programme whereas results are the consequences of the outputs, usually through their application. Outcomes are the long term benefits and consequences to which the results contribute but which depend on a number of other additional results and ingredients beyond the scope of the Programme.

The outcome that was identified for this Programme is embodied in the development objective which, according to the PSD, was *sustainable development.* The PSD also states that *"the programme is specifically geared to conserve the sustainability of the country's natural resources by increasing the effectiveness of their management, not least by coordinating the potentially disparate efforts of sectoral ministries and NGOs."*

The contribution of the Programme towards Botswana attaining sustainable development could have been significant had the sustainability of the majority of outputs and results of the Programme been itself better assured. For a number of reasons, many of which were beyond the influence of the Programme, the Programme did not achieve its full potential in increasing the effectiveness of the management of the country's natural resources. Likewise, its success in coordinating the disparate efforts of sectoral ministries and NGOs, was limited. Clearer objectives, better programme design and better capacity at the executing agency would have resulted in a better outcome.

However, the Programme has provided a valuable learning experience for both the UNDP and the Government, in particular the NCSA and its various parent ministries. It is hoped that this experience will be applied in any future initiatives which address environmental protection and management as a critical ingredient of sustainable development.

3 CONCLUSIONS AND LESSONS LEARNT

3.1 The need for a programme approach

An obvious problem of the so-called Programme was the absence of a strategic programme approach. Our impression is that interventions were chosen and implemented on a very *ad hoc* basis, in a disparate, unrelated, and disjointed manner. As a result, the Programme failed to capitalize on the mutual strengthening, learning, and economies of scale that would have been possible if relationships and linkages had been identified and fostered by Programme management.

The lesson is that a more strategic programme approach is required if maximum effectiveness is to be gained from limited resources. We hope that this report can provide the basis for a future programme.

3.2 Programme design

The design of the Programme Support Document required better formulation. Objectives, Outputs, Activities, Inputs and Outcomes are often missing or inadequate. There is no Logical Framework Matrix in the PSD. Guidance available in the UNDP Programming Manual was not followed and the structure of the PSD lacked certain essential components. As a result, those given the responsibility of implementing the Programme were required to interpret what may have been in the mind of the formulation team and this often led to confusion, failure to grasp opportunities for enhancing outputs, and a waste of resources.

The lesson is that the success or failure of a programme rests to a great extent on the strength of its design and the PSD must provide all the guidance required to implement the programme. It must also be remembered that the signed PSD is a legal document which records the agreement between a sovereign government and an international organization. As such it deserves serious attention.

3.3 Achievement of objectives, outputs, results and outcomes

PST 1: Institutional review of the NCSA   The co-ordination role of NCSA was re-defined in a review of the agency that set out its role and responsibilities and its relationship with other stakeholders in the field of environmental management. Draft environmental protection legislation was also produced. However, delays with the implementation of the recommendations of the review, and slow progress with the Environmental Management Act, have affected the sustainability of the key results under this component.

PST 2: Community natural resources management   The main result of this component has been the establishment of new CBOs and the support it has provided to selected CBO projects. NGOs have also been instrumental in linking rural communities with the relevant Government departments and this is likely to be continued. However, there is some concern that the CBOs and the projects established under this component may not be sustainable without further, and continuing, assistance. Capacity building targeted NGO and government staff and entailed a one-week training workshop. With no follow-up training and backstopping, it will be difficult to retain and sustain the knowledge gained from such training. On the other hand, the mobilisation of councillors appears to have yielded positive results and is worth replicating in subsequent interventions.

PST 3:   *Maintenance of integrity of wetlands* The Wetlands Inventory and the Wetlands Policy & Strategy have been produced and well received by stakeholders. However, the finalising of the wetlands policy, mapping and gazetting of the policy as indicated in the PSD have not been achieved. The Policy & Strategy paper has been awaiting consideration since 2000 and this may well mean that may now be outdated and may need to be revised before it is presented to Cabinet. It could also mean that its sustainability is in jeopardy.

PST 4:   *Obligations under global environment agreements* The only result targeted from this component was the preparation of the First Country Report to the CBD CoP, and this was achieved. NCSA should be able to prepare future reports in collaboration with implementing organisations, and the result is therefore thought to be sustainable. This task will be even more assured of success if and when the environmental information management system is functioning effectively.

PST 5:   *National environment monitoring system* It can be claimed that the outputs targeted under this component have all been achieved, but they are neither complete nor functional and therefore sustainability is not even an issue. In order to safeguard the investment that has been made in this component, substantial additional work is required with the establishment of the environmental database and the selection of environmental indicators.

PST 6:   *SADC Water Sector Round Table preparations* This component had only one output, namely, the status report to the SADC Water Sector Round Table meeting. This was abandoned and the resources were diverted to the review of the Trans-boundary Diagnostic Analysis Report for the Okavango River Commission.

The contribution of the Programme towards Botswana attaining sustainable development could have been significant had the sustainability of the majority of outputs and results of the Programme been itself better assured. For a number of reasons, many of which were beyond the influence of the Programme, the Programme did not achieve its full potential in increasing the effectiveness of the management of the country's natural resources. Likewise, its success in coordinating the disparate efforts of sectoral ministries and NGOs, was limited. Clearer objectives, better programme design and better capacity at the executing agency would have resulted in a better outcome.

3.4   Impact and sustainability of results

The Programme did provide a valuable learning experience for both the UNDP and the Government, in particular the NCSA and its various parent ministries. It also achieved a number of notable results which could have a significant positive impact on the environmental protection and management scene in Botswana. Unfortunately, their sustainability is not assured since many depend on actions and decisions by the Government and these have not always been forthcoming.

The lesson is that the sustainability of programme results must be planned for at the outset. A key factor in considering sustainability is the compatibility of technologies and methods proposed with a realistic appraisal of the current resources, abilities and capacity of the country and key organisations to implement them in the long term.

3.5   Capacity and NEX

Capacity, or the lack of it, has been mentioned often in this report. It was probably one of the major hurdles which hampered implementation and blocked the achievement of results. We have noted that as acknowledged in the PSD, no capacity assessment was undertaken when the Programme was being formulated and this was a serious omission. Unfortunately, this was compounded by the complex and lengthy procedures that invariably accompany the national execution modality.

One of the main benefits of national execution is the capacity that it builds within the Government agency and which serves it in good stead for the management, administration and execution of future projects. However, this does not just happen – there is a need for UNDP to build the capacity for national execution through training, support and continuing guidance.

There is also a need to strive for a clearer determination of the relative roles and responsibilities of UNDP and the executing agency as well as for a simpler set of procedures (for disbursements and reporting) which are less time-consuming while still satisfying the principles of accountability.

3.6   Programme management

It cannot be stressed too much that a Programme Manager's position is a full time position. While there are some attractions in assigning this position to a senior official because of the potential advantages arising from his/her position, these advantages are soon outweighed by the impossibility of the appointee to do two full time jobs. The selection and recruitment of the Programme Manager is one of the most crucial decisions which the implementing partners must make at the outset of the Programme.   Then, having selected the best person for the job, he or she should be allowed to manage. That is, the Programme Manager should have the necessary delegated authority to manage the implementation process, including the commitment of funds according to the agreed budget, within the set limits and according to the set procedures.

Guidance and direction must be provided by a carefully selected Programme Steering Committee, however, the Programme Manager has the prime responsibility for coordination, wise use of programme resources and regular and accurate reporting. For a programme which is expected to run for five years and cost a few million dollars, it is also necessary for the Programme Manager to be supported by a Programme Secretary/Assistant and a Finance Officer, thus forming a small Programme Implementation Unit.

3.7   Stakeholders participation

According to one questionnaire respondent, the substantial role played by civil society in some aspects of the Programme has been identified as a best practice that future initiatives could learn from. This is an acknowledged success of the Programme, particularly in the wetlands and the CBNRM components. However, the point was also often made to the team that the Programme failed to build the capacity of CBOs to enable them to participate meaningfully.   It is also important to remember that there cannot be meaningful public participation without meaningful public information.   A two-way dialogue needs to be established if a true partnership is to be achieved.

Stakeholder participation is essential if the Programme is to have lasting benefits, however, some stakeholders may require training and expertise before they can get the full benefit of participating. And, continuing technical support may also be required until such time when there is sufficient confidence among the stakeholders for the Programme to withdraw – this should all be part of a project's exit strategy.

The process of public participation followed during the formulation of the wetlands draft policy, was costly and could not have been undertaken were it not supported through additional resources (transport and staff time) from the Government departments involved. If the same degree of support and stakeholder participation had been available for the CBNRM component, it would have probably attained more strategic benefits through NCSA's coordinating role and the consolidation of the disparate sectoral efforts in CBNRM. Such processes should in future be allocated adequate financial resources.

3.8 Relevance, linkages and partnerships

There was ample opportunity for the Programme to tie in with a number of initiatives that were current at the time of inception. Many policies had recently been adopted, others were being formulated. The Programme activities were not well integrated with any of these directly, although they were quite relevant to these and other requirements.

The Programme also failed to build linkages among and between its six components. For example, The EMS component had the potential to serve as the element that would bring together the other components, create synergies between them and infuse the Programme with the linkages and cohesion that would make it function more like a true programme.

On the other hand, the Programme was instrumental in creating a number of partnerships particularly between Government and the NGO/CBO community. With the necessary continuing nurturing and support, these partnerships should prevail.

3.9 UNDP outreach

There is limited knowledge among stakeholders about UNDP's procedures and its environmental responsibilities and the programme. It is important for UNDP to establish a high profile, particularly among its potential partners and stakeholders. It should disseminate information on the progress of its projects and share the products of its projects more widely. The UNDP website serves this purpose for those with access to the internet, but many constituents lack this facility and other mechanisms are required.

3.10 UNDP support to the next Environment Programme

The team believes that there is a very important role for UNDP in supporting the Botswana Environment Programme. This support must reflect Government's policies and strategies (as in NDP-9); must arise from a thorough consultative process; must address the root causes of problems rather than merely the symptoms; and, it must adopt the programme approach with its valuable linkages and synergies. The PSD for the new support package must provide guidance and direction to those who will have the responsibility of implementation.

4 POSSIBLE FOLLOW-UP PROGRAMME

The team believes that there is a very important role for UNDP in supporting the Botswana Environment Programme. This support must reflect Government's policies and strategies (as in NDP-9); must arise from a thorough consultative process; must address the root causes of problems rather than merely the symptoms; and, it must adopt the programme approach with its valuable linkages and synergies. The PSD for the new support package must provide guidance and direction to those who will have the responsibility of implementation. In designing the new PSD and in implementing it, the Government and UNDP must take heed of the lessons that have arisen from this Programme.

4.1 Activities for the new programme

Many suggestions for follow-up activities were received by the team through the Questionnaire responses. By far the two most popular themes proposed were Institutional Capacity Building and Environmental Legislation. They were followed by CBNRM and follow-up to MDGs and WSSD. The full list is carried in the table below (figures in brackets indicate the number of times a theme/topic was listed if this was more than once).

Table 10.   List of topics/themes proposed by Questionnaire respondents to be addressed by the next environment programme

- Institutional capacity at all levels of governance, including the local authorities (9)
- NCSA structure and mandate, institutional reform (3)
- Environmental Legislation   (9)
- Translation of the MEAs into programmes and projects for implementation at all levels
- Development of Wetlands Management Plans
- Environmental Rehabilitation
- Cleaner production promotion
- Environmental management standards (ISO 14000)
- Implementation of international conventions
- Transboundary movement of hazardous wastes
- Environmental rights (in Constitution)
- Sustainable production and consumption
- Trade and environment or business and environment
- Green productivity
- Environmental and sustainability reporting
- Enterprise development   (2)
- CBNRM   (5)
- Poverty (2)
- AIDS   (3)
- Gender mainstreaming
- Land issues
- Environmental data standards, indicators   (2)
- Integrated environmental database   (3)
- Guidelines for natural resource extraction
- Integrated resource management
- EIA tools
- A National Capacity self assessment   (2)
- New program should develop processes started by the first one
- Implementation of both national/ Regional Biodiversity strategy and Action Plan particularly management of invasives
- Reflect MDGs and WSSD/WEHAB resolutions - Water, sanitation and Waste management, renewable energy, etc.   (5)
- Mainstream gender, poverty, governance, (HIV/AIDs),etc as cross - cutting development issues
- Coordination of environment initiatives i.e. establish linkages and synergy between government, NGO and private sector
- Civil society participation in implementation of global conventions and Government programmes
- Entrench participatory approaches in government policy formulation
- Introduce action oriented programmes to address problems identified by NCSA
- Capacity building for CBOs   (4)
- Traditional natural products
- Urban pollution   (3)
- Forest conservation
- Institutional support bases in rural areas
- Environmental education   (3)

- Natural resource accounting system   (2)
- Fire management   (2)
- Natural resources inventory
- Endangered species management, habitats
- National environmental research strategy
- Wetlands management   (2)
- Socio-economic issues
- Water management
- Access and benefit sharing for biological resources   (2)
- Transboundary integrated management plans
- Wastewater and sanitation management
- Public/Private partnerships
- Disaster risk management

The team also believes that a number of components in the current PSD would benefit from follow-up. For example :

Community based natural resources management The component of CBNRM has been mentioned by most stakeholders as a possible area for a follow-up programme. This is mainly because of the current projects, all of which would still require more support. It has also been argued that the Programme still has more potential as a tool for both poverty alleviation and conservation. In this second phase, CBNRM could cover capacity building for CBOs, NGOs, and Government Departments working in CBNRM; it could support projects already started in the current phase; it could provide resources management support to CBOs (in management planning, ecological monitoring, branding and marketing, feasibility & market research, etc.). A "Special Project" aimed at testing various CBNRM hypotheses beyond wildlife utilisation has been mentioned on more than one occasion. The project could also collate documentation for the overall CBNRM component – complementing the current CBNRM Support Programme housed at IUCN. Consideration should also be given to the transboundary perspectives of CBNRM, particularly in the case of contiguous resources across borders.

Environmental Monitoring System   The Environmental Monitoring System (EMS) has been identified as a key component that could have been integrated into all other components to promote synergies. The component could be carried into the next phase with emphasis on establishing indicator-anchors in different departments, linked to NGOs, CBOs, and the private sector to ensure adequate geo-coverage.

Global obligations (including trans-frontier)   Although there is number of global agreements that Botswana has entered to, the current programme only addressed the Convention on Biological Diversity. A second phase may need to look wider and more strategically. Varying levels of support may be needed depending on progress made to date by Government on a number of conventions acceded to by Botswana. There is also a need for a coordination role to be given to NCSA or its successor

Environmental legislation and policy reform   The current institutional reforms of departments working on environmental issues are bound to continue for some time and are anticipated to require legislative and policy reforms beyond what has happened to date. As a follow-up to the review of the NCSA, support to policy and legislative reforms is a possible area that may be addressed by the follow-up programme. A number of other proposed programme components will benefit from such reforms, notable examples being CBNRM policy, Wetlands policy, environmental management legislation and revision of existing pieces of legislation in line with current needs and commitments that Botswana has to global environmental agreements.

However, the above should be seen as intended primarily to stimulate discussion and sensitise readers to the issues which will need to be considered when designing a new environment programme. They must not pre-empt the consultative process which will need to be applied during the formulation phase.

4.2   The approach for the next programme

The approach to be taken by the next programme support package could take any one of a number of available alternatives. For example, it could comprise clusters of closely related and inter-linked interventions. Alternatively, it could focus on one, single strategic aspect such as institutional strengthening (combining environment with governance, for example). Or, it could take the form of an 'enabling' type of programme support.

It is recommended that UNDP initiate discussions with NCSA, the MEWT and other key stakeholders to determine the preferred approach in advance of the formulation mission. These initial ideas could be confirmed at the time of formulation, in consultation with stakeholders and potential donor partners, before a final decision is made.

ANNEX 1   TERMS OF REFERENCE

TERMS OF REFERENCES FOR THE TERMINAL EVALUATION OF THE SUPPORT TO THE ENVIRONMENT PROGRAMME (BOT/96/002)

1. BACKGROUND

The Government of Botswana recognizes the environment as an essential component of sustainable development. The challenge for Botswana is to achieve sustainable management of renewable natural resources in semi-arid environment amidst a rapidly growing human population. This scenario results in natural resources being under immense pressure and inevitably overharvested.

The loss of natural resources from their traditional range lead to environmental degradation and worsening levels of poverty for the communities living in areas where this phenomenon occurs. The government has programmes designed to reverse this trend. However, it is clear that the government needs development partners to assist in addressing this mammoth undertaking.

The UNDP support programme of the Government of Botswana contributes towards sustainable development through its focus on increasing institutional capacity in the environment sector. The objective of the programme was to deliver in the following six target areas:

i)	Support to the institutional review of the NCSA and Board,
ii)	Accelerating of Community Natural Resource Management;
iii)	Supporting the maintenance of integrity of wetlands;
iv)	Supporting Botswana's efforts to meet its goal under global environmental agreements;
v)	Support for preparation of a National Environment Monitoring System; and;
vi)	Support for the preparation of Botswana's contribution to the Southern Africa Development Community Water Sector Round Table.

The results of this programme are in the six areas outlined above and are detailed in the project support document. This programme by its nature aims at benefiting the rural communities of Botswana.

2. Programme Management Arrangement

The main implementing agent for the programme is the National Conservation Strategy Coordinating Agency (NCSA) that was under the Ministry of the Local Government, Lands and Housing when the project started. The ministry was split in October, 1999, and the Agency was placed in the Ministry of Lands and Housing and Environment. The Agency has been incorporated in the newly formed (August 2002) Ministry of Environment, Wildlife and Tourism (MEWT). The ministry is entrusted with the execution of the programme, while the Agency is to implement all targets with the exception of the SADC Water Round Table reporting. This component has been assigned to the Department of Water Affairs to implement.

3. Programme Funding

The programme is co-funded by The Government of Botswana and the UNDP according to the cost sharing arrangement. Other contributors to the programme include DANIDA.

4. Objectives of Evaluation

The terminal evaluation of the environment programme was agreed at the tripartite meeting held in September 2002. In line with the UNDP programming approach, the evaluation will focus on the following areas:

- Assess whether the capacity building components of the programme were achieved.
- Assess the performance of the programme in reaching its objectives, as well as its efficiency and effectiveness.
- Assess the impact of the programme on the environment sector.
- Identify lessons learnt and best practices that are emerging within the UNDP supported activities.
- Identify lessons learnt on management capacity/strategies of multi-sectoral programme.
- Assess the extent to which UNDP has tapped into the resource mobilization potential available to the country to fund this programme.
- Identify and assess partnerships established in implementing the programme.
- Assess the relevance of the programme.

■ Provide recommendations towards the content and design of the next country programme (2003-2007).

5. Scope of Evaluation

The evaluation exercise will review the project design, activities and impact of the six components so as to make an informed statement on the overall performance of the programme. It will include extensive consultation with stakeholders including in the relevant districts.

6. Issues to be addressed by the Evaluation

The issues to be covered will include the standard review of project concept, design, institutional framework, implementation strategy including financial management and output. Specifically, the evaluation should address the following areas:

6.1 Project Concept and Design
The mission will review the project support document to establish the following:
- If the objectives and outputs were stated explicitly and in verifiable terms.
- If the objectives were achievable, and
- If the relationships between objectives, outputs, activities and inputs was clear and logical and timeframe realistic.

6.2 Institutional Arrangements
- The efficiency of the institutional arrangements in accomplishing the programme objectives.
- Capability and capacity of institutions in implementing the programme.

6.3 Implementation and Financial Management
The mission will review the strengths and weaknesses of the implementation process in relation to the various outputs. This will include:
- The efficiency of overall project management, including the quality and timeliness of inputs and activities.
- The responsiveness of project management to changes/ emerging needs of the project.
- The suitability of the National Execution arrangement as a mechanism for national implementation.
- The appropriateness of financial management in project implementation.

6.4 Results and Outputs
6.4.1 Objectivity:
To establish how objective the programme was, the following should be determined:
- Assess the inter-relatedness of the PSD to the national programme strategies.
- The factors that have facilitated or impeded the progress of the programme in attaining the stated outputs.
- Are the effects of programme /project activities positive or negative with respect to target groups?
- Has the programme made an impact on the environment sector? Are the results of any significance for the country or region as a whole?
- How could the results have been made more significant?

6.4.2 Sustainability:
The mission is expected to address the issue of sustainability of the programme. The main focus here is:
- The extent to which the programme has been institutionalized by being supported by the Government.
- The degree of integration into the national programme,
- Assess the strength of partnerships established, and
- The need for development of a follow-up programme (2003-2007).

6.4.3 Lessons Learned:
The mission should review broad lessons learned from programme development and implementation, and more specifically:
- How could impacts/results have been achieved more effectively or efficiently?
- What should have been done differently in the programme?
- What should not have been done because of its negative or insignificant impact on the overall objective of the programme?

6.4.4 Strategy for a follow-up project:
- Specifically, the mission shall examine thoroughly the possibility and the appropriate nature of a follow-up project, budget and sources of funding for such a project.
- The mission should identify areas of need in the post-project timeframe.

6.5 Other issues to be reviewed
The evaluation will also include the following aspects:
- Comparative advantage of UNDP vis-à-vis other donors
- Assessing the linkages between and among the targets of the programme BOT/96/002 and how they complement other existing national environment programmes.

7. Products expected from the Evaluation/Outputs

- The evaluation mission will produce a report detailing the extent to which objectives of the programme have been met and drawing any lessons learned based on the implementation of the programme.
- The report will also make recommendations on the areas of focus for the next programme.
- Finally the report will recommend actions on the design of the next programme in terms of its main thrust, execution modality and implementation and management arrangements.
- Furthermore the report will recommend the appropriate resource mobilisation strategy for the successor programme.

8. Evaluation Approach/Methods

The evaluation should be retrospective and should explore how the programme has enhanced the multi-sectoral response and capacity building in all the implementing partners. In relation to retrospective the evaluation should take a serious reflection on what impact the programme has had. The nature of the assignment will necessitate the utilisation of both qualitative and quantitative methods. A desk review of relevant documents will be undertaken. Questionnaires, complemented by selected field visits, interviews and focus group discussion will be used to obtain the views of key persons in the programme.

9. Composition of Team

The evaluation will be undertaken by a gender- balanced team comprising five members, of whom at least two will be female. The members will be independent of the programme and be drawn as follows:

- Representative of the Ministry of Finance and Development Planning, to be identified by the ministry.
- Representative of the Ministry of Environment, Wildlife and Tourism.
- Representative of the environmental NGOs, preferably with expertise in CBNRM.
- A consultant who is an expert on the environment and has experience with conducting similar reviews.

All the representatives except the NGO representatives should have experience in programme evaluation. The representatives should not be involved directly in the execution or implementation of the programme. The consultant will be the leader of the mission.

10. Implementation Plan

The Government of Botswana and UNDP will coordinate the evaluation process. A reference group will oversee the evaluation process. However, UNDP will manage the evaluation.

11. Timeframe

The evaluation will take about four weeks, starting **1 February 2003 to 5 March 2003.**

12. Proposed Schedule

DATE	ACTIVITY
January 2003	Recruitment of the Team
1st to 8th February 2003	Desktop Review
11th February 2003	Submission of Inception Report
13th February 2003	Reference Group Meeting
14th to 21th February 2003	Further Consultations
24th February 2003	Submission of Draft Final Report
28st February 2003	Reference Group Meeting to Review Report
5th March 2003	Submission of Final Report

13. Consultation

The team will maintain a close liaison with UNDP Resident Representative in Gaborone and the National Conservation Strategy Coordinating Agency, Ministry of Environment, Wildlife and Tourism. Although the mission can freely discuss any matter relevant to the assignment with the authorities concerned, it is not authorized to make any commitment on behalf of The Government of Botswana and The UNDP.

ANNEX 2   SCHEDULE

as on SUNDAY 23/02, noon

BOTSWANA ENVIRONMENT PROGRAMME TERMINAL EVALUATION – SCHEDULE OF WORK (comprising activities already undertaken and activities forecast)

DATE	ACTIVITY			
	Philip Tortell	**Leonard Dikobe**	**Wazha Tema**	**Ignatius Oarabile**
Sat 01 – Sat 08 Feb	Documents Review Mission Planning Initial drafting Inception Report and Questionnaire			
Sun 09 Feb	Mission commences			
Mon 10 Feb	First Evaluation Team meeting, general briefing, logistic arrangements			
Tue 11 Feb	0900 Team meeting - plan of action, division of tasks for Inception Report; discuss Questionnaire; documents review Work on Inception Report			
Wed 12 Feb	1000 Team meeting - agree on Questionnaire, Finalize Inception Report, Documents review			
Thu 13 Feb	0800 Team meeting - Finalize Questionnaire, Distribute Questionnaire, Submission of Inception Report, Documents review			
Fri 14 Feb	Initial drafting of Draft Evaluation Report, Preparation for Steering Committee Meeting, Documents review			
Sat 15 Feb	Drafting of Draft Evaluation Report			
Sun 16 Feb	Drafting of Draft Evaluation Report			
Mon 17 Feb	Planning and drafting	1000 Veld Products Research		
	1300 Team meeting – Draft Report, Schedule update, Preparation for PSC Meeting 1430 meeting with Batsile Peloewetse			
Tue 18 Feb	0900 Steering Committee Meeting Questionnaires expected by today			
	1500 dep Gaborone on BP36 for Maun arr 1630 1645 Innocent Magole, Conservation International			1215 J Jacob, MFDP
Wed 19 Feb	0930 dep Maun for Seronga arr 1030 1230 Okavango Community Trust 1530 Bugakhoe Cultural Conservation Trust, Gudigwaa			0900 A Masedi, SADC Water Sector 1240 S Kgabi, MFDP (ex MLG) 1430 A Makepe, MLH (ex MLHE)
Thu 20 Feb	0630 dep Seronga across river to Sepopa, on to Shakawe 0930 meet Teemashane Community Development Trust 1700 dep Maun on BP33 for Gaborone arr 1830			1500 Batsile Peloewetse
Fri 21 Feb	0800 Team Meeting – progress with drafting, Continue drafting Evaluation Report			
	1400 Portia Segomelo, NCSA David Aniku, NCSA 1530 Dolina Malepa, NCSA Tuelo Nkwane, NCSA	Consultations	0930 Simon Thaga, CORDE 1030 Khulekani Mpofu, EU-DWNP 1400 Tracy Molefi-Mbuyi, KCS 1530 B Jay, DWA	1100 Mudongo, UNDP Finance
Sat 22 Feb	1200 Team meeting Team contributions in by lunchtime, continue drafting Evaluation Report			
Sun 23 Feb	1000 Team meeting - Final drafting of Preliminary Draft Evaluation Report			
Mon 24Feb	0900 Team meeting - Final discussions on Draft. Submission of Draft Evaluation Report			
	1000 M Sebina, Lands & Housing 1130 Masego Madwamuse, IUCN 1430 Edward Karkari, NCSA 1530 Edward Maloiso, NCSA 1600 Robert Mkwanda, NCSA	1000 M Sebina, Lands & Housing 1200 E Tshamekang, Bocobonet 1400 Modiri Mogorosi, DWNP 1500 Arabang Kanego, NCSA	1000 Stevie Monna, NCSA 1400 Dolina Malepa, NCSA Tuelo Nkwane, NCSA	
Tue 25 Feb	0900 Team meeting - Initial consideration of Follow-Up PSD			
	1400 Mushanana Nchunga, NCSA 1500 Juulia Ditlhong, NCSA 1545 Stevie Monna, NCSA	1000 Mokganedi Ntana, NCSA 1130 Emmanuel Otsogile, NCSA 1545 Stevie Monna, NCSA	Consultations	Consultations
Wed 26 Feb	0800 Monametsi Chiepe, Geoflux 0900 Mokgadi Monamati, NCSA 1000 Batsile Peloewetse 1100 Ruud Jansen, UNDP 1200 Wame Hambira, NCSA 1400 Isang Pilane, GEF/SGP 1445 Edson Selaolo, UNDP 1530 Comfort Tetteh, UNDP 1615, Rapelang Mojaphoko, UNDP	1400 Isang Pilane, GEF/SGP	Consultations	Consultations
Thu 27 Feb	Preparation for Steering Committee Meeting			
	Final Consultations	Final Consultations	Final Consultations	Final Consultations
Fri 28 Feb	0900 Steering Committee Meeting to review Draft Evaluation Report			
Sat 01 Mar	0900 Team meeting - Revision of Draft Evaluation Report Further consideration of Follow-Up PSD			
Sun 02 Mar	Finalization of Evaluation Report			
Mon 03 Mar	Finalization of Evaluation Report			
Tue 04 Mar	Delivery of Final Evaluation Report, End of Mission			

ANNEX 3   **QUESTIONNAIRE**

BOTSWANA ENVIRONMENT PROGRAMME

programme of the Government of Botswana

supported by the United Nations Development Programme (UNDP)

TERMINAL EVALUATION OF THE UNDP SUPPORT TO THE BOTSWANA ENVIRONMENT PROGRAMME

ANALYSIS of QUESTIONNAIRES

FEBRUARY 2003

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BOX 1 : RESPONDENTS DETAILS

NAME	ORGANIZATION	POSITION	INVOLVEMENT
Stevie Monna	Dept Environment & Conservation	Principal Natural Resources Officer	Oversee execution of - Wetlands Policy & Strategy; Instit Review NCS; Env Management Act
Pedro O Kgobe	Botswana Bureau of Standards	Senor Standards Officer	Steering Committee of SOER, Env Mgmnt Act, Wetlands Policy & Strategy
Moses Samson	RIPCO (B)	Chief Extension Officer -- Surveys	Programme Assistant CBNRM
Kagiso Keatimilwe	Formerly UNDP	Former Programme Officer	Design and implementation of the Programme to July 2001
Sarah E A Kabaija	Central Statistics Office	Preincipal Statistician, Head Environment Statistics Unit	No involvement
Portia Segomelo	NCSA	Principal Natural Resources Officer	Particular involvement with Wetlands component
Rapelang Mojaphoko	UNDP, formerly NCSA	Programme Officer	Backstopping of Programme since Sept 2002
Isang Pilane	UNDP/GEF Small Grants Programme	National Coordinator	Participated in reviews; SGP cofunded some activities; applications for CBNRM projects
Innocent L Magole	Conservation International	Country Director, Okavango Prog	NGO facilitator of CBO projects
Felix Monggae	Kalahari Conservation Society	CEO	Review process, member of various Reference Groups
Emmanuel Otsogile	NCSA	Senior Natural Resources Officer	CBNRM implementation
Onkemetse Tshosa	University of Botswana	Senior Lecturer in Law	Consultant for Env Management Act
Ntsidzi Manyothwane	Ministry of Agriculture	Principal Agricultural Economist	Steering Comm for SOER and Wetlands
Diana Mompoloki	Ex-FONSAG, SW Regional Dev Agency	Coordinator FONSAG	NGO rep on Biodiversity component and APRs and TPRs
Russell Clark	Permaculture Trust of Botswana	General Manager	Received funds from GEF/SGP and Programme
Dolina Malepa	NCSA	Principal Natural Resources Officer	Coordinator for SOER since 2000
Fanile Mathangwane	Energy Affairs	Deputy Director	Steering Comm for EMS
Kaelo R Yane	Factories Inspectorate, Ministry of Labour and Home Affairs	Deputy Chief Inspector of Factories	Reference Group
B Jay	Department of Water Affairs	Principal Hydrological Engineer	Attending meetings as stakeholder
Edwin Mitchell	Former UNDP	JPO -- Programme Officer	Coordinating Programme past 3 years, particularly SOER and CBNRM
Baitsi Podisi	Dept Agricultural Research	Agriculture Research Officer 1	Some Reference Group Meetings, especially SOER
Edson Selaolo	UNDP	Sustainable Development Advisor	Programme Manager

AFFILIATIONS OF RESPONDENTS

Affiliation		
NCSA / Dep Env & Conservation	1111	4
Botswana Bureau of Standards	1	1
RIPCA	1	1
UNDP + former UNDP	11111	5
Central Statistics Office	1	1
IGOs + CBOs	111	3
Botswana University	1	1
Ministry of Agriculture	11	2
W Regional Dev Agency	1	1
Min Energy, Min, Water Affairs	11	2
Min Labour & Home Affairs	1	1

2 respondents in all out of about 80+ distributed
response rate about 25%

BOX 2: CAPACITY BUILDING

Has the Programme been successful in capacity building for environmental management in Botswana???

YES	11111	5
NO	1111111111	10
MAYBE	11	2
DNK	11111	5

EXAMPLES OF CAPACITY BUILDING

at CBO level

improvement of NCSA service delivery

With the minor exceptions noted above, the comments were negative

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BOX 3 : OBJECTIVES

PROG SUPPORT TARGET	OBJECTIVE REACHED				EFFICIENCY
	YES	NO	MAYBE	DNK	
Support to institutional review of NCSA and ...oard	4	4	2	12	
Accelerating Community Based Natural ...esources Management	5	4	7	6	
Supporting maintenance of integrity of ...etlands	8	3	5	6	
Supporting efforts to meet global ...vironmental obligations	5	4	5	8	
Support preparation of National ...vironment Monitoring System	8	3	-	11	
Support contribution to SADC Water Sector ...und Table	-	4	3	15	

BOX 4 : IMPACTS

POSITIVE IMPACTS

Nil   1111111   7

- Mainstreamed environment in national planning at operational level
- Attracted wide stakeholder partnerships
- Provided relevant interventions to current natural resource problems
- Exposed the agency to available donor support and cooperation as well as their planning/guidelines systems
- Facilitate stakeholder interaction +
- Revealed lack of coordination in environment sector
- Raised awareness through consultations on wetlands and their importance
- Community projects assisted
- NCSA cemented partnerships with NGOs and CBOs
- Importance of wetlands conservation highlighted and placed firmly on agenda
- Better understanding of conventions at senior Government levels
- Strengthened NCSA – now has deliverables and can justify its existence
- Products of the various components +++
- Raised awareness at community level +++
- Sustainable utilization of natural resources
- Formulation of Government policies
- Formulation of EIA strategies
- Made environmental assessments mandatory
- Opened opportunities for NGOs and CBOs to get funding support
- Compliance with Agenda 21 requirements
- Improvement of livelihoods
- Environmental education is high on the agenda

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NEGATIVE IMPACTS

11111111111111 **15**

- Different reference groups consisted of same people – considerable meeting fatigue/apathy; attendance declined with time
- Has not improved coordination in environmental management
- Most components had little impact on the ground – focus was on policies and strategies
- Sustainability of some components not adequately addressed
- Raised communities' hopes regarding funding, but did not deliver much
- Frustrated staff
- Integration not achieved
- Lack of delivery may have affected Government image and credibility of NCSA
- Overdependence on outside consultants
- No more volunteering of environmental reporting, etc – demand pay even for participating at meetings
- Lack of coordination with other environmental programmes

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BOX 5 : LESSONS LEARNT

Nii   1111111   7

- There is a need for greater institutional understanding of all aspects of programme before implementation
- There is a need for careful assessment of institutions before programmes are dumped on them
- There should be clears understanding of the roles of the implementing agency and UNDP
- Capacity building is a crucial element for any programme
- The NSCA was not the right place to implement this programme
- Project development and implementation is a long and slow process. In order for it to be effective, we must invest time in the design of the projects, ensuring that the goals are clear, that all partners are on board, and have the capacity to provide the input required of them, and implementation will be relatively easy
- Serious consideration should be given to collaboration with more experienced national and regional institutions
- Implementing agency staff should play a more substantive role in the programme and should not limit their participation to managing processes
- UNDP should not take on every project that is proposed by HQ or other donors. Doing that continuously reduces the attention that can be given to the core programme
- Programme expenditure should not be a measure of programme impacts. The need to spend, detracts from ensuring that outputs are of good quality
- The programme should not have focused entirely on the NCSA. It should have included implementation by other institutions to spread risk, and help build capacity
- Periodic reviews help to keep track of things and attend to problems
- Capacity should be appropriate to handle the complex but seemingly straightforward programme
- Time and budget management are crucial to account accordingly
- Need for coordination of environmental initiatives
- Consultation for wetlands policy exemplary – good model to repeat for future policy formulation
- The substantial role played by civil society is a best practice that other departments could learn from
- There could be meaningful and output oriented reference groups – this was evident during the SoE process
- With capacity building and technical support to CBOs and communities, custodianship of natural resources can be guaranteed
- Failure or excessive delays in funding can be a disincentive to communities
- Community based projects need to have secure funding to ensure completion
- Partnership between Government and NGOs critical role in community mobilization and capacity building

- NCSA has limited capacity, therefore NGOs should continue to be involved
- Bureaucratic delays in releasing funds slows down progress and community commitment fades
- Environment protection should be a multisectoral approach
- The importance of wetlands to the country's economy
- The NCSA is an ineffective body and should be absorbed into the wider Ministry
- UNDP design appalling projects and they use Government as a delivery partner who is incapable of delivering
- UNDP cannot decide whether a hand-off approach or a micro-management response is better and they never act on TRPs or APRs
- Unfortunately no best practices
- Keep management out of things
- Many people care about their environment
- Practical measures can be taken to handle problems
- Various institutions can and must work together to better the environment
- Too much red tape and NCSA is toothless so not enough achieved
- Must empower an institution for the aspirations of UNDP and others to be achieved
- Government has to work hand in hand with other stakeholders such as NGOs as environment affects all levels of society
- NGOs are concerned about the environment – they must be supported by donors and the Government
- Environmental education must start in primary schools
- All stakeholders must be involved in identifying environmental issues, and ways to address them, participation not imposition
- Management/coordination arrangements must be clear from the outset to avoid conflicts and ensure smooth implementation
- A programme should be better integrated into existing programmes or activities of Government
- CBNRM activities should be harmonized with what is already going on rather than set up another system in parallel
- Consultancies must be monitored more closely to ensure delivery and capacity building
- Ensure collaboration with other funding partners
- National networking between different programmes to avoid duplication

he question often misunderstood – many proposals put forward as lessons were in fact results
ome just put forward their own personal ideas of what should happen rather than propose that a lesson had arisen out of the
rogramme

66

BOX 6 : MANAGEMENT

11111111   8

Are you aware of the management strategies applied   YES   111111111   9
                                                     NO   11111   5

What lessons can be learnt???

- NCSA suffered greatly from incompetent management. Total lack of interest from the Project Manager. Part of the reason why project did not have any significant impact is poor management
- NEX is appropriate but it can work only if Government is involved from the outset in defining the work and implementation schedule
- Build a system within the implementing agency to check progress and performance in addition to evaluation tools of UNDP
- Performance judged by expenditure per year per component
- Striking a balance between meaningful participation and meeting apathy remains a challenge
- Management strategies may not have been effective
- Monitoring and evaluation should be taken more seriously
- Some Government departments do not take NCSA seriously
- There is a lot of information in various institutions to write reports – no need for consultants
- They ought to implement what they learn from TPRs and APRs
- Programme progress hampered by unavailability of Programme Manager – decisions deferred. Those heading components should have more authority
- Management arrangements in NCSA not always effective
- Due to multisectoral nature of the Programme, other key players should have been engaged more effectively

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BOX 7 : RESOURCE MOBILIZATION

ill   11   2

Do you believe that UNDP has been successful in mobilizing funding resources???

YES	11111111111	**11**
NO	11	**2**
DNK	1111111	**7**

ther potential funding sources -

EF   +++++
NIDO
ECD
SAID   +
U   ++
FID
O
TZ
IDA
ADC
CF
DF
HF
ANCED
CSA
lobal Mechanism (UNCCD?)

BOX 8 : PARTNERSHIPS

Nil   1111
DNK   1
NONE   11

Stakeholder – Stakeholder	
Government – Private Sector – NGO	++
UNDP – NCSA	+
NCSA – Other Departments	+++
NCSA – NGOs – Private Sector	+
NGOs – CBOs	
Government – NGOs	++
Donors – Government	
Donor – Donor	+
NGOs – UNDP – Government	
UNDP – Private Sector – University	+

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BOX 9 : RELEVANCE

How relevant was the Programme to Botswana's needs and problems in environmental management

Fail   111

Least relevant   1   1

2
3
4
5   1
6   11
7   1111
8   1111
9   111

Most relevant   10   1111

What else could have been addressed to become more relevant -

- Capacity and capability for civil society groups   +
- Specific socio-economic needs
- Capacity building   ++
- Strengthening of NCSA
- Structure to ensure sustainability
- More consistent and sensible support for NGOs
- Reflect Government needs better
- Address gender issues
- Environmental education and awareness
- Capacity assessment

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BOX 10 : NEXT COUNTRY PROGRAMME

Components for next programme

iii   111

- Institutional capacity at all levels of governance, including the local authorities   +++++++
- NCSA structure and mandate, institutional reform   ++
- Environmental Legislation   ++++++++
- Translation of the MEAs into programmes and projects for implementation at all levels
- Development of Wetlands Management Plans
- Environmental Rehabilitation
- Cleaner production promotion
- Environmental management standards (ISO 14000)
- Implementation of international conventions
- Transboundary movement of hazardous wastes
- Environmental rights (in Constitution)
- Sustainable production and consumption
- Trade and environment or business and environment
- Green productivity
- Environmental and sustainability reporting
- Enterprise development   +
- CBNRM   ++++
- Poverty   +
- AIDS   ++
- Gender mainstreaming
- Land issues
- Environmental data standards, indicators   +
- Integrated environmental database   ++
- Guidelines for natural resource extraction
- Integrated resource management
- EIA tools

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- A National Capacity self assessment +
- New program should develop processes started by the first one
- Implementation of both national/ Regional Biodiversity strategy and Action Plan particularly management of invasives
- Reflect MDGs and WSSD/WEHAB resolutions - Water, sanitation and Waste management, renewable energy, etc. ++++
- Mainstream gender, poverty, governance, (HIV/AIDs),etc as cross - cutting development issues
- Coordination of environment initiatives i.e. establish linkages and synergy between government, NGO and private sector
- Civil society participation in implementation of global conventions and Government programmes
- Entrench participatory approaches in government policy formulation
- Introduce action oriented programmes to address problems identified by NCSA
- Formulate a strong monitoring and evaluation framework and ensure its implementation ++
- Capacity building for CBOs +++
- Traditional natural products
- Urban pollution ++
- Forest conservation
- Institutional support bases in rural areas
- Environmental education ++
- Natural resource accounting system +
- Fire management +
- Natural resources inventory
- Control sand extraction
- Endangered species management, habitats
- National environmental research strategy
- Wetlands management +
- Socio-economic issues
- Water management
- Access and benefit sharing for biological resources +
- Transboundary integrated management plans
- Wastewater and sanitation management
- Public/Private partnerships
- Disaster risk management

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ANNEX 4   PERSONS AND ORGANIZATIONS MET AND CONSULTED

United Nations Development Programme (UNDP)
Mr Bjørn Førde, Resident Representative
Mrs Comfort Tetteh, Deputy Resident Representative and Director of Programmes
Dr Edson Selaolo, Sustainable Development Advisor
Ms Rapelang Mojaphoko, Programme Officer
Ms M. Mundongo, Finance Manager

National Conservation Strategy Coordinating Agency (NCSA)
Mr Mushanana Nchunga, Executive Secretary
Mr Edward Maloiso, Deputy Executive Secretary
Mr Batsile Peloewetse, Environment Programme Officer
Ms Portia Segomelo, Principal Natural Resources Officer
Mr David Aniku, EIA Section
Ms Dolina Malepa, Acting Head, Environmental Research & Monitoring Division
Ms Tuelo Nkwane, Environmental Research & Monitoring Division
Mr Edward Karkari, Principal Natural Resources Officer
Ms Julia Ditlhong, Natural Resources Officer
Mr Stevie Monna, Principal Natural Resources Officer
Ms Arabang Kanego, Natural Resources Officer
Mr Emmanuel Otsogile,
Mr Mokganedi Ntana,

Conservation International
Mr Innocent Magole, Country Director, Okavango Programme

Okavango Community Trust, Seronga
Mr Kesefilwe Thomologo, Office Manager

Bughakoe Cultural Conservation Trust, Gudigwa
Mr Balepi Mokwane, Secretary
Mr Sekgopi Jackson, Vice-Secretary
Mr Ketshabile Thamaga, Manager

Teemashane Community Development Trust
Mr Jesi Segole, Manager
Mr Sefako Chumba, Past Secretary

Trust for Okavango Cultural and Development Initiatives (TOCADI)
Ms Santy Montshiwa, Extension Officer (Savings & Loans)
Ms Esther Ramasimo, Bookkeeper

Ministry of Finance and Development Planning
Mr J Jacob, Principal Finance Officer
Ms S Kgabi, Senior Planning Officer

IUCN Botswana
Ms Masego Madzwamuse, Country Programme Coodinator

Mr Ruud Jansen, former Country Coordinator

Ministry of Lands and Housing
Mr A Makepe, Principal Planning Officer

Ministry of Minerals, Energy and Water Resources
Mr O Masedi, Chief Water Engineer, International Waters Unit
Mr B Khupe, Co-ordinator, International Waters Unit
Mr Baraedi Jay, Principal Hydrologist

CORDE
Mr Simon Thaga, Programme Coordinator

Department of Wildlife and National Parks
Mr Khulekani Mpofu, Community Services Advisor
Mr Modiri Mogorosi, Senior Wildlife Ranger I

Khalahari Conservation Society (Every River Project)
Ms Tracy Molefi-Mbui, Project Coordinator (Every River Project)

Botswana Community-Based Organisations' Network (BoCoBONet)
Mr Douglas Lecholo, Training Coordinator
Mr Ernest Tshamekang, former Executive Secretary

TOCaDI
Mr Geoffry Matlapeng, Former Senior Extension Officer

ANNEX 5 DOCUMENTS REVIEWED AND WEBSITES CONSULTED

Bureau for Management (2003) *Country Office Support for Effective Project Management – Working Paper Version 3*. UNDP Work Improvement Tools Project.

Dintho, M, Ian Tema, Thomas Mpofu and Winston Mathu (1999) *Mid-Term Evaluation of the UNDP Support to the Botswana Environment Programme: BOT/96/002*. UNDP-Botswana, Gaborone.

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UNDP Evaluation Office (2002) *Handbook on Monitoring and Evaluation for Results.*
UNDP, New York.

Annual Programme Reports – 1997 - 2001
Tripartite Review Reports – 1997 – 2002
Presentation on NDP 9 Chapters by Honourable Minister of Environment, Wildlife and Tourism
Botswana's Environmental Challenges and the United Nations Development programme.
Institutional review of the National Conservation Strategy and the NCS Advisory Board Consultancy Report.
Botswana National Ecotourism Strategy, 2002, Botswana Government
Botswana Tourism Master Plan
Draft Final Report on the Preparation of Drafting Instructions for the National Conservation Strategy Act

UNDP Evaluation Office : www.undp.org/eo/
UNDP Office in Botswana : www.unbotswana.org.bw/undp
Environment Programme : www.unbotswana.org.bw/undp/environment.html
Government of Botswana Site : www.gov.bw
New Zealand Ministry for the Environment : www.mfe.govt.nz