

PD-ABQ 358

**Final Evaluation of the Botswana
Natural Resources Management Project
(690-0251)**

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Presented to
United States Agency for International Development/Botswana
under contract no. LAG-4200-1-00-3056-00

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January 1997

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Acronyms

BOC	Botswana Orientation Centre
BWTI	Botswana Wildlife Training Institute
CAMPFIRE	Communal Areas Management Project for Indigenous Resources
CAP	Community Action Plan
CBO	Community-based organization
CBNRM	Community-based natural resource management
CECT	Chobe Enclave Conservation Trust
CDD	Curriculum Development Division in the Ministry of Education
CORDE	Cooperative for Research and Development
CWT	Chobe Wildlife Trust
DLUPU	District Land Use Planning Unit
DOD	District Officer (Development)
DOL	District Officer (Lands)
DPSM	Department of Public Service Management
DTI	Domestic Technology International
DWNP	Department of Wildlife and National Parks
EU	European Union
FONSAG	Forum for NGOs in Sustainable Agriculture
GOB	Government of Botswana
HATAB	Hotel and Tourism Association of Botswana
HRDU	Human Resource Development Unit
IMC	Inter-ministerial Coordinating Committee
IRCE	Institutional Reinforcement for Community Empowerment
IUCN	World Conservation Union
KCS	Kalahari Conservation Society
KDT	Kuru Development Trust
M&E	monitoring and evaluation
M&U	Management and Utilization Division, DWNP
MCI	Ministry of Commerce and Industry
MFDP	Ministry of Finance and Development Planning
MLGLH	Ministry of Local Government, Lands and Housing
MOA	Ministry of Agriculture
MOE	Ministry of Education
NCS	National Conservation Strategy
NDP	National Development Plan
NGO	nongovernmental organization
NORAD	Norwegian Agency for International Development
NRMP	Natural Resources Management Project
OCAT	Operational Capacity Assessment Tool
PRA	Participatory Rural Appraisal

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PTTC	Primary Teacher Training College
SADC	Southern African Development Community (formerly SADCC)
SARP	Southern African Regional Program
SIAPAC	Socio-Economic Impact Assessment and Policy Analysis Corporation
SIDA	Swedish International Development Agency
SNV	Netherlands Development Organization
USAID/W	United States Agency for International Development/Washington
WMA	Wildlife Management Area

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Project Identification Data Sheet

Country	Regional - Botswana Subproject	
Project Title	Natural Resources Management Project	
Project Number	690-0251 33	
Project Dates		
	First Project Agreement	August 24, 1989
	Final Obligation Date	Fiscal Year 1996
	Most recent Project Assistance Completion Date	August 31, 1997
Project Funding (amounts obligated to date)		
	AID Bilateral funding	U S \$19,900,000
	Other Major donors	U S \$ 0
	Host Country Counterpart funds	U.S \$ 5,500,000
TOTAL		U S \$25,400,000
Mode of implementation		
	Institutional contract	Chemonics International
	Subcontractors	Conservation International Domestic Technology International Support grants to PVO/NGOs
	Cooperative Agreement	PACT
Responsible Mission Officials		
	Mission Director	Valerie L. Dickson-Horton
	Project Officer	Robert McColaugh
Previous evaluations		Midterm Evaluation, July 1993
Supplementary data		
	Project agreement signed	8/24/89 \$5 4 million
	Amended	1/18/90 3 5 million
		9/24/93 5 5 million
		9/30/94 5.5 million

Executive Summary

Throughout Africa, during the last 10-15 years, conservationists have been developing approaches to link conservation with development. The hypothesis was that allowing fuller participation of communities in natural resource management and providing for their development needs would positively impact the conservation of a particular resource or protected area. Most of these Integrated Conservation and Development Projects (ICDPs) substituted resources on the farm site for those lost due to the protection of an area (e.g., agro-forestry); gave people only limited, or no, access to the protected resources, and, at the same time, tried to increase their participation in the management of these resources. Incentives for participation were limited because, at the end of the day, communities had lost access to resources that their livelihoods depended on.

In Botswana, the United States Agency for International Development (USAID) and the Government of Botswana (GOB) have been supporting the Natural Resources Management Project (NRMP) since 1989. NRMP is actively promoting community capacity to manage their own natural resources, not by substituting natural resources on the farm, but through real economic returns based on the communities' use of resources. This focus on enterprise development has provided incentives for communities not just to participate in natural resource management, but to take responsibility over their resources and economic development. In Botswana, this approach is called community-based natural resource management, or CBNRM, and has attracted considerable interest among a wide range of donors, government agencies and officials and within the communities themselves as a vehicle for diversifying the rural economy, while maintaining or improving the environment.

The Botswana component of the NRMP, funded by USAID as part of its assistance to the Southern African Development Community region, aims to promote sustainable, conservation-based development on lands that are marginal for crop production and domestic livestock. In its work toward CBNRM the NRMP had the following set of goals, purposes and objectives:

Goal:

Increase incomes and enhance capability to meet basic human needs through sustainable utilization and conservation of natural resources, particularly wildlife.

Subgoal:

Promote sustainable development of communities on lands that are marginally suitable for agriculture.

Purposes:

1. Demonstrate, through practical examples, the technical, social, economic, and ecological viability and replicability of community-based natural resources management and utilization programs on marginal lands for increasing household and community income while sustaining natural resources.

- 2 Improve national and local capability to halt the decline in the wildlife resource base through training, education, protection, communication and technology transfer

Objectives

- 1 Demonstrate that sustainable natural resources utilization is a profitable and viable development option for rural communities
- 2 Increase local employment and incomes through diversifying employment opportunities in the sustainable utilization of natural resources
- 3 Strengthen local institutional decision-making and management units so as to empower them to become self-sufficient managers of their local resources
- 4 Improve the participation and role of women in resources management programs, thereby improving their incomes
- 5 Strengthen staff training and career development for employees of the Department of Wildlife and National Parks.

In 1993, a midterm evaluation was conducted for the NRMP that, *inter alia*, recommended an additional component to the project to support nongovernmental organizations (NGOs). This resulted in the Institutional Reinforcement for Community Empowerment (IRCE) amendment that provided additional technical assistance and added the following objectives:

- 1 Capacity building for nongovernmental organizations (NGOs) to empower communities to manage their natural resources in a sustainable manner
- 2 Development of a grant mechanism to support community-based natural resource management/utilization projects.

The NRMP consists of six components to achieve the above seven objectives, aimed at developing the capacity within governmental and non-governmental organizations to facilitate CBNRM

- (A) **Demonstration projects in community-based resource utilization** predicated on defining the resource base as a community asset. Community-based projects are based on wildlife utilization through tourism, hunting, processing and marketing of animal products, and the sustainable utilization of veld and forest products.
- (B) **Planning and applied research** to support the development of management plans for the northern national parks and reserves, and for the national network of Wildlife Management Areas (WMAs). The impact of project activities is also monitored under this component.
- (C) **Environmental education** activities to increase public awareness of environmental issues through curriculum development, teacher training, and non-formal education

- (D) **Personnel planning and training** activities to strengthen the Department of Wildlife and National Parks' (DWNP's) institutional capacity. Outputs focus on establishing a Human Resource Development Unit and an effective training program at the Botswana Wildlife Training Center
- (E) **NGO and community-based organization (CBO) support** activities to develop their capacity so that the communities themselves may implement CBNRM
- (F) **Policy support** to the GOB aimed at contributing to the enabling environment within the Botswana legal and regulatory structure affecting CBNRM

USAID funded the project in August 1989. The present grant completion date is August 31, 1997. This final evaluation is intended as a tool to plan for the completion of the project, with NRMP implementors and evaluators jointly reviewing the project's objectives and expected outputs. The scope of work for this final evaluation is to answer three basic questions

1. Has the project had the results for which it was intended? If not, why?
2. What project activities and results will yield significant local impacts and provide models for regional application?
3. What activities have not achieved the anticipated results or could have significantly greater impact if continued beyond the current PACD? How should this be accomplished?

Summary of Results

Demonstration projects in community-based resource utilization

The NRMP has exceeded the objective of demonstrating that sustainable natural resources utilization is a profitable and viable development option for rural communities, both in the number of sites receiving project input and in sensitizing people to the multiple benefits of CBNRM enterprises. Moreover, the NRMP has gone beyond the objective of demonstrating that CBNRM is a profitable and viable option for rural communities. It has also made substantial progress in establishing viable CBOs.

In terms of impact, the sensitization is more important for the future than is the number of people affected over the last five years. And, because there is evidence that increased local management of the wildlife base is slowing the decline of the wildlife resources base, NRMP has made substantial progress toward both purposes. Finally, while most of the benefits have accrued to Botswana, the NRMP is influencing how other countries in the subregion look at rural economic development.

Through its demonstration projects the project is working in over 50 separate villages or settlements and assisting in the range of 50,000 people. An increasing number of the CBOs are realizing new sources of revenues from a growing variety of enterprises. Demonstration projects fall under three main categories of resource utilization: consumptive use of wildlife and veld products and non-consumptive uses (mostly photographic tourism)

While it is difficult to get an accurate aggregation of revenues from all activities, a couple of examples demonstrate the strong rate of growth: The Chobe Enclave Community Trust (CECT) has a joint venture with a safari firm and has seen its revenues grow from around \$7,000 in 1993 to \$95,000 in 1996 (more than that if wages from the operator and gratuities from hunters are counted). The Sankuyo Trust also manages a joint venture with a hunter and phototourism firm and made \$80,000 last year, up significantly from previous years. While these are among the most mature CBOs, the trend of revenue growth reflects the rate in other communities.

The impact of the NRMP goes beyond the number of communities which have new sources of incomes. As is discussed in more depth in other parts of this report, the progress made by the CBOs in improving their livelihoods and managing the environment is impacting communities within Botswana, the government, the private sector within and outside of Botswana, and other governments in the subregion. At the other end of the spectrum, other donors are following NRMP's lead in investing in CBNRM.

An unexpected consequence of the NRMP is that the strength of the demonstration produced high expectations for what CBNRM can do. District GOB officials see the CBNRM approach as a way to more efficiently (and economically) serve the population. Donors see CBNRM as a way to invest in achieving results that have genuine people-level consequences. Officials in other countries visit to get a first-hand idea of what CBNRM is. The private sector sees new opportunities in having a new set of business partners. And, most importantly, people in rural communities are seeing--perhaps for the first time--that they have true options to doing what they always have done in the past, that they have choices and the right to exercise their choice, and that their voice counts.

But, at this time we cannot say that the expectations have been fully realized. A trust has not yet matured enough to have all the necessary skills and confidence to most effectively manage enterprises, manage a community organization, and fend off self-interested factions--both within and outside the CBO. Other threats were coming from policies such as game and livestock fences which were inadvertently isolating communities from the wildlife resource upon which their enterprise was based. Procedures for distribution of benefits have not yet been worked out for reinvestment in new opportunities which will increase the number of income generation projects and employment creation activities.

The trusts and other CBOs are at a critical stage and much hinges on whether the trusts become mature, viable organizations or not. Their members as well as people outside of the CBOs have

seen the impressive results accruing to joint partnerships and other CBO enterprises. They have also seen that each member has one vote and has as much authority as any other member. However, people are watching to see if the trusts will survive these threats or if they fall under the influence of small groups or disintegrate. Unfortunately, if they fail at this level of expectation, there is concern among many that the CBNRM concept will be put back farther than if the NRMP investment had not been made.

We recommend that the project continue to work with a critical number of CBOs in strengthening their capacity to manage enterprises and govern themselves under a rule of law established and implemented by the CBO. The project should continue to work with District governments and the private sector to strengthen the new partnerships among CBOs, the GOB and private sector. And, we recommend that the NRMP continue building the extension and outreach capacity of the DWNP so that the DWNP can respond to the growing number of communities interested in CBNRM.

Planning and applied research

A total of ten management plans have been developed for National Parks and Wildlife Management Areas (WMAs). Development of the management plans helped build the capacity of DWNP staff to identify management problems and options for their solution. Moreover, the process provided an opportunity to determine best development options for a specific area. The management plans should be further adapted to the normal evolution of protected area development and management by DWNP.

However, the WMAs do not yet have regulations to guide the exercise of authority. In the absence of regulations, contravention in gazetted WMAs goes unchallenged. Several WMAs, particularly those in Kgaligadi District, are not gazetted and have not implemented the management plans. The development of WMA regulations requires wide consultation within government and with the resident populations. For CBNRM to be sustainable in these areas, the project should emphasize the operationalization of WMAs and their management plans and support to establishing effective regulations.

The monitoring and evaluation component of NRMP provides a good mechanism for understanding the social and economic processes that shape how people use natural resources. The information being collected can be used as a planning tool by DWNP, other organizations and agencies with CBNRM implementation responsibilities, and the community organizations themselves. The information being collected by NRMPs monitoring and evaluation component also will permit testing and refining basic assumptions and hypotheses of CBNRM.

The sustainability of the system within DWNP and its continuing utility as a planning and management tool to support national implementation of CBNRM will depend on DWNP

adequately staffing its sociology office, and doing so soon enough to permit the people hired to acquire necessary skills and understanding before NRMP departs

Environmental education

Environmental education has traditionally fallen outside of the formal curriculum in most countries. Integration and awareness building are long-term processes (10-20 years) that require coordination and dedication by a wide array of professionals including teachers, publishers, curriculum development specialists, NGOs, government planners and natural resource professionals. The midterm evaluation of the NRMP recognized that focusing on the integration of environmental education within the curriculum was a necessary, but slow, meticulous process that would take many years to yield visible results to support CBNRM activities. Within the NRMP, a tremendous number of environmental education activities were tried based on strategies that have been used successfully in environmental education campaigns internationally. The Swedish International Development Agency is now providing environmental education assistance to the Ministry of Education. The original vision of the scope of work for the Environmental Education advisor and the Ministry of Education included a breadth and depth of activities that far exceeded the time frame and personnel available for implementation and follow-through. Sustainability at the original level of effort is clearly not possible, nor is it necessarily needed as participating organizations readapt the methods to fit their circumstances.

In response to recommendations of the project's midterm evaluation, a non-formal education advisor was recruited in October 1995 to build the capacity within the Conservation Education Division of DWNP to design and disseminate materials nationally that educate people about the department's new policies and practices. This effort was seen as complementary to environmental education activities within the Ministry of Education and viewed as strategic support for CBNRM/CBOs at the district and community level in the rural areas. In nine months, the team has been extremely effective in reaching critical stakeholders with relevant materials.

A vibrant, but skeletal staff has had a tremendous direct impact on CBO/CBNRM publicity and clarification of steps toward implementation of CBNRM concepts. They are currently called from all over the country with requests for information. To date, due to limited human resources, they have been concentrating in the southern and western areas of the country. The initial strategy has focused on awareness-building and knowledge of policies first for DWNP staff followed by workshops with district leaders and teachers, as well as NGO and CBO representatives.

Currently, there is insufficient staff to meet the demands placed on the unit for developing materials, designing and implementing workshops, conducting critical follow-up visits to support district officials and NGOs, and training for DWNP officers on policy issues. Given the high demand and need for these activities, there must be a corresponding increase in budget allocations from DWNP for workshops and materials as well as more staff seconded to the unit.

Future activities should continue to target audiences that are known to have a multiplier effect (i.e., NGOs, teachers, DWNP staff, District officials); however, quick extension follow-up is needed to maintain momentum. Networking with NGOs and the formal education sector has thus far been very successful in overcoming constraints of the government sector for quick, efficient responses. Strategic networking with selected organizations will continue to foster sustainability of the effort.

Personnel planning and training

Five years ago, DWNP agents were greeted with suspicion and distrust by people in rural communities. Today, agents are invited into communities to assist in developing management plans, conduct surveys which assist the community in making decisions, and provide problem-animal control. Before NRMP, the primary aim of agents was to police communities suspected of poaching. Some agents had a reputation for using rough measures on suspected poachers. Today, DWNP staff cannot keep up with the communities' requests for their services.

The change from suspicion to confidence is attributable to an orientation of the DWNP toward personnel which work in partnership with rural communities in managing wildlife. For example, the DWNP is one of the only, if not the only, wildlife services in the subregion which has social scientists on its staff. Their responsibilities include assisting communities in managing the CBO, determining the feasibility of various enterprises, conducting socioeconomic surveys and analyses, and obtaining critical information and appropriate training. As a measure of progress, the socialists and economists on the staff receive many more calls for assistance than they can respond to. The Problem Animal Control team is a second example of the new relationship. Agents trained to deal with animals that cause damage to crops or to people are much in demand and are proving to be a visible means to demonstrating the new partnership role of DWNP. A third example is the interesting fact that DWNP is not only the interlocutor for communities in developing wildlife-based enterprises, but also works on the behalf of communities in pairing them with partners for a variety of non-wildlife enterprises, such as veld and forestry activities. To quote one eloquent community member: "The DWNP used to be Paul the prosecutor; now the DWNP is Paul the preacher."

The substantial restructuring of DWNP to include personnel training and capacity-building supports the change toward a DWNP that is a partner to rural communities. These activities are supported by the combined efforts of the Human Resource Development Unit (HRDU) and the Botswana Wildlife Training Institute (BWTI). Appropriate training has been systematically provided for non-certificated tenured staff [with some limitations due to Department of Public Service Management (DPSM) regulations] and new recruits through a comprehensive induction and basic training program and selective pre-service training. A new revised national certificate program is underway, but some concerns must be addressed for the program to effectively meet the needs of the department. Namely, the length of time required to complete the program in relation to the number of people who need training creates a bottleneck, lack of appropriate

logistical arrangements by support staff seriously undermines the training effort, and collaboration with supervisors for on-the-job application of skills during the field projects needs further attention

Educational enhancement, career path alignment, and the development of specialized in-service training are key areas for further concentration which require coordination by BWTI staff and Conservation Education and Community Extension units with the HRDU. The Conservation Education unit's programs in conservation policy have provided critical policy information to district offices using innovative methods. The Problem Animal Control unit has been well developed through selective recruitment, training of instructors and scouts, and the transition of responsibility for program implementation to qualified Botswana counterparts. The importance of introducing the practice of "selective" recruitment must not be understated. If the DWNP is going to be strengthened, it will be by building a strong, motivated cadre which meets critical standards. There is a clear trend in all training components toward a transition in responsibilities from NRMP advisors to DWNP staff which is critical for sustainability of the programs. Procedures are needed within DWNP for continued institutional support of such programs.

Constraints in implementing the Personnel Planning and Training effort included high turnover rates of personnel within DWNP and DPSM, frequent post changes, training and delays in assignment of counterparts, incompatibility of proposed human resource development strategies with DPSM procedures, and non-implementation of compatible human resource development techniques by certain DWNP administration staff.

Future priorities identified by DWNP's administration unit include: a) skills transfer on management and use of computerized personnel records and implementation of performance standards for job descriptions, b) design and implementation of department training plan and c) team building within the administration unit toward creating a service orientation.

BWTI has implemented a complete transformation of facilities, quality, and focus of training effort and capacity of instructors. Curriculum revision was a participatory process involving all levels within DWNP. Professionals within DWNP see BWTI as an institute that is playing a critical role in raising the performance standards of the department. An evaluation of on-the-job application of skills is currently under review via face-to-face interviews and questionnaires completed by supervisors and IBT graduates. Success of the training will be undermined if supervisors at the districts do not support the application of the newly acquired skills on the job. However, institutional mechanisms are critically needed to support skills application or the program will not meet its objective of upgrading the capability of the department.

While the structure of DWNP has undergone a substantial transformation, the ranks are still thin and experience limited. We were told that several staff members have just returned from training, and that over a 100 people are still being trained. To realize the best return on this training investment, this evaluation recommends that these newly returned officers work side-by-side with

the NRMP personnel over the next two years with the NRMP personnel progressively taking on a consulting role

NGO and CBO support

Five years ago, wildlife management often was conducted under an adversarial relationship between rural communities and the DWNP. Private operators leased hunting areas from the GOB and the DWNP was charged with controlling poaching by people living in the leased hunting areas. While individual Batswana could obtain hunting permits, it was clear that only a small proportion of the total benefits from the wild game were accruing to rural communities. Today, CBOs work as partners with the DWNP and private operators in managing wildlife-based enterprises. Batswana who were admittedly poachers have seen the self-interest in the partnership and now work with the DWNP and operators to implement management plans in which poaching is reduced or eliminated.

Increasingly, people are electing to form into trusts because they can do more collectively than as individuals. But, according to reports and observations, people as members of trusts often act differently than they do as members of other community organizations. We were told that people, when they participate as trust members, are more likely to challenge the leadership and actively resist circumvention of the rules than when they participate as members of other community organizations. This seems to be related to the perception that trust members are full partners in the decision making process and that decisions have real consequences for the members. This participation and open debate is a sign that real governance is growing in a number of the trusts.

Communities that have never worked together before are now organizing as trusts and collectively making decisions that affect most people living in the area. The driving force is that these communities can do more things collectively than they can as single communities. In the case of the CECT, five communities work together and, in the case of Gweta, three are collaborating. The collaboration of communities, while not always smooth, is changing the way local government works.

CBOs within NRMP often have a different relationship with the GOB. In Botswana, the GOB is a generous benefactor with respect to rural communities. Many rural communities have good water systems, solid school buildings and other infrastructure provided by the GOB. But, while the GOB provides inputs that improve the quality of life, there seems to be an attitude that it is best to let the GOB take the initiative on many things, including setting priorities about which input has priority. The trusts formed under the NRMP have been transformed in this sense. It is they who select the enterprises and partners and decide how the benefits are distributed. The trusts decide the rules under which the enterprise will run and the CBO be managed. This transformation may be the wave of the future in Botswana (or elsewhere in the subregion where the central government cannot afford to be so beneficent). As we learned, under the next National Development Plan (NDP8), the GOB will start to withdraw its assistance to all

communities and start to focus on assisting those communities which take initiative and mobilize their own resources, i.e., which act as partners. Under the new plan, which is scheduled to be implemented next year, the trust communities will be in a relatively stronger position than other communities. It is anticipated that the new plan will increase the number of communities forming CBOs, which will increase demand for DWNP services (as well as push the policy agenda).

The midterm evaluation challenged several flaws in the original project design. Namely, replicable and transferable models of CBNRM existed and NGOs were in a position to mobilize communities for all facets of CBNRM. Given that neither the technology itself nor a viable technology transfer mechanism existed, the midterm evaluators recommended that a flexible funding mechanism be put in place to facilitate CBNRM activities and strengthen the technical and institutional capacity for CBNRM. The demonstration projects should be viewed as experimental with the goal of developing an array of approaches that could be achieved, replicated and sustained.

The project is also forming a CBO network to ensure sustainability of CBNRM activities. There is clearly potential for a more formalized structure, but care must be taken that the network does not become an end in itself, that it does not take on a life of its own which becomes more important than the goals of the individual CBO members and that their capacity is not diverted from their primary goals. Such a CBO network will have a grassroots constituency and negate the need for communities to have NGOs or other organizations act as "gatekeepers" to the community.

IRCE developed a participatory tool called Operational Capacity Assessment Tool (OCAT) to assess organizational development and identify where organizations sit on a continuum from nascent to mature. To date, eleven NGOs have opted to use the OCAT to set goals for organizational capacity enhancement and to track progress toward their achievement. The NGO support component should encourage those NGOs who find the OCAT tool useful to undertake OCAT assessments on a regular basis to track their progress. Throughout this process it should be born in mind that OCAT is an instrument designed for rapid participatory assessment that needs to continually be revisited to ensure that organizations are on track. This process should be adapted for CBOs as a way to track their progress toward institutional maturity.

Several mechanisms are possible to ensure CBNRM activities are supported. Partnerships between communities and district officials, NGOs, private enterprises and government agencies are examples of relationships that need to be nurtured to ensure that continued support is provided. However, these services must not lead to a dependency relationship between the service provider and the community as this may further disenfranchise the communities.

While the NGO community has many skills (both technical and organizational) many are not focused on building community capacity to manage their natural resources. In addition, they are constrained by lack of staff and financial resources. Several NGOs have skills to offer with respect to production and utilization of resources, conservation and marketing which should be

built upon. As the NGOs develop organizationally, they will be defining their mandates and capacities and may move into more community based initiatives. Rural based NGOs with a grassroots focus should be supported to work with communities as partners to develop CBNRM structures and enterprises. They will be most effective in areas where CBOs have not yet developed or where community processes are weak or subverted due to marginalization.

The NGO support component must stay focused on the goal of increasing communities' capabilities for self management. In this context it is recommended that resources within the NGO support component should be administratively separated into three components: capacity building for CBOs, grants for supporting CBNRM activities, and capacity building for NGOs. This will help clarify activities meant for long-term capacity building for NGOs and direct capacity building to the communities.

Policy support

The policy component of the project is part of the package of activities recommended in the midterm evaluation. The project had been working on departmental policy before this with such activities as drafting guidelines for community activities and the guidelines for joint ventures. Within the past year, two major policy initiatives have occurred. The first, the NGO Task Force for Conservation in Botswana, is a grouping of NGOs to support efforts to reverse declines in the nation's wildlife and achieve greater recognition of the role that wildlife, and its conservation, can play in the national life of Botswana. The second, a policy review on community-based natural resource management, will assist in the development of a coherent community-based natural resource management policy statement for review and approval by government.

Further policy work is needed to address the sustainability of CBNRM and ensure that services are provided to the communities. More resources (e.g., a set of district institutional guidelines) are needed at the district and subdistrict level for policy knowledge and awareness building. Other guidelines such as trust formation, benefit distribution, or accountability may be needed. Additional policy work is needed to develop regulations for the manging WMAs. The project should also direct increased attention to the open access question of veld resources so that communities have more ownership over the resources upon which they depend. Finally, the project should continue to assist DWNP and other policy stakeholders to complete the process of consensus building, amendment, adoption and implementation of the CBNRM policy document currently under preparation.

The project has had substantial and fundamental impacts on multiple levels. At the regional level, it provided opportunities for government officials in Botswana to have a common ground on which to exchange ideas on working in partnership with communities with other countries in the region. It has facilitated the exchange of experiences on national policy, and it has supported the exchange of ideas amongst the rural populations of a number of countries and exposed Botswana

to training opportunities in other countries. Moreover, it has provided viable CBNRM models that can be transferred or replicated within the region.

At the national government level, it has contributed to joint efforts between various ministries and other GOB services for increasing support for CBNRM.

At the community level, it has been instrumental in forging a new partnership between the GOB and communities, in allowing communities and community members to see the advantages of working together, and in providing the opportunity for the private sector to form private partnerships with communities.

At the private sector level, it may contribute to the establishment of standards by which the private operators deal with CBOs and lead to joint venture partnerships that will increase community incomes.

Recommendations

This evaluation report makes numerous recommendations for each project component which are found in each appropriate section. These specific recommendations are consolidated in Section 7.2.

In light of the progress NRMP has made to date and the potential for a greater rate of return on present investment, this report makes the following general recommendations for the GOB and USAID to consider:

1. Extend the NRMP by at least two years and maintain the same team. Considering NRMP's excellent progress to date and its substantial contribution to the regional strategic objectives, USAID should consider a long-term commitment (five years or more) to community-based activities. This will capitalize on the investment by GOB and USAID.
2. Include lessons from NRMP as part of a development hypothesis for the sector that would be tested on a regional basis by RCSA and regional partners.
3. Shift responsibility for implementation of activities from the NRMP advisors to their counterparts and other DWNP staff as soon as possible. This requires DWNP to appoint appropriate, qualified counterparts and to budget accordingly.
4. Continue greater emphasis on capacity building at the district level for CBNRM. DWNP should hire additional staff to fill the district community liaison positions and NRMP management should consider opportunities to ease logistical constraints, i.e., housing for team members closer to the communities.

Final Evaluation of the Botswana Natural Resources Management Project

- 5 Provide overall monitoring of CBNRM replication and spin off activities within the project. This should be the function of the main NRMP contractor because they have a broader perspective and a wider range of technical staff USAID needs to develop a memorandum of understanding to the above effect

1.0 INTRODUCTION

Throughout Africa during the last 10-15 years, conservationists have been developing approaches to link conservation with development. The hypothesis was that allowing fuller participation of communities in natural resource management and providing for their development needs would positively impact the conservation of a particular resource or protected area. Most of these ICDPs substituted resources on the farm site for those lost due to the protection of an area (e.g., agro-forestry), gave people only limited or no access to the protected resources, and, at the same time, tried to increase their participation in the management of these resources. Incentives for participation were limited because, at the end of the day, communities had lost access to resources that their livelihoods depended on.

In Botswana, USAID and the GOB have been supporting the NRMP since 1989. NRMP is actively promoting communities' capacity to manage their own natural resources, not by substituting natural resources on the farm, but through real economic returns based on the communities' use of resources. This focus on enterprise development has provided incentives for communities not just to participate in natural resource management, but to take responsibility over their resources and economic development. In Botswana, this approach is called community-based natural resource management, or CBNRM, and has attracted considerable interest among a wide range of donors, government agencies and officials and within the communities themselves as a vehicle for diversifying the rural economy while maintaining or improving the environment.

This introductory section identifies the goals, evaluation team members, and methodology of the evaluation. Section 2.0 of the report contains a strategic overview of the institutional, policy and socio-economic context in which the project operates. This includes the socio-economic context in Botswana, policy and institutional environment and general descriptions of the regional NRMP and the Botswana component of that project.

Section 3.0 details key elements and progress to date, conclusions and recommendations for each of the major project components; policy development and institutional capacity building; monitoring and evaluation, planning and research; demonstration projects for community-based resource utilization; strengthening of NGO capacity; personnel planning and training; and formal and non-formal education.

Section 4.0 highlights the impact the project has had, or may potentially have, on community empowerment, policy, rural economies, environment, enterprise development and gender. Section 5.0 discusses various project management issues and makes recommendations where management could be strengthened. The document ends with a list of post-evaluation action recommendations (Section 7.0) and lessons learned (Section 8.0).

1.1 Evaluation Purpose and Statement of Work

The Botswana portion of the Regional NRMP evaluated in this report is a USAID funded project assisting the GOB to promote sustainable, conservation-based development on lands that are marginal for crop production and domestic livestock.

This final evaluation is intended as a tool to plan for the completion of the project, with NRMP implementors and evaluators jointly reviewing the project's objectives and expected outputs. In this document the Botswana portion of the regional project is referred to as the NRMP.

The scope of work for the evaluation is found in Annex 3. Generally, this final evaluation of the Botswana sub-project answers three basic questions:

1. Has the project had the results for which it was intended? If not, why?
2. What project activities and results will yield significant local impacts and provide models for regional application?
3. What activities have not achieved the anticipated results or could have significantly greater impact if continued beyond the current PACD? How should this be accomplished?

1.2 Team Composition

The evaluation team consisted of six individuals:

Peter C. Trenchard - Team leader and rural development specialist. Sixteen years experience in community conservation, natural resource management, park planning, natural resource policy, project design and evaluation in Uganda, Burundi, Rwanda, Central African Republic.

George E. Karch - Policy and economics specialist. Thirty years experience in NRM policy, resource economics, agroforestry, small enterprise development, project design and evaluation, in Africa, Central America, and the Caribbean. Peace Corps Senegal. M.Sc. California Polytechnic State University, San Luis Obispo.

Anne Todd Bockarie, Ph.D. Training, Curriculum Development and HRDU specialist. Curriculum Development Specialist at the University of Florida, Gainesville where doctoral work was completed in Forestry Extension. An applied forestry and natural resources scientist with ten years experience specializing in community extension and technical training design, delivery and evaluation in Africa, Latin America, the United States and the Caribbean. Agricultural and natural resources training implemented with USAID, USDA, JADF, OTS, NCAE, Peace Corps, MERGE, AWF, WCI and WWF.

Mike McGahuey - Natural Resources Management Policy Analyst/Monitoring and Evaluation
Natural Resources Management/Sustainable Agriculture Advisor, USAID Africa Bureau
(AFR/SD/PSGE)

Ruth Buckley - Operational Development of NGOs and CBO Specialist. USAID/Regional
Economic Development and Support Office, Nairobi

Disikalala M Gaseitsiwe Natural Resource Program/Project Specialist. Senior Planning
Officer, Ministry of Commerce and Industry, Gaborone

1.3 Methodology

This evaluation used standard evaluation techniques including key informant interviews, site visits, beneficiary interviews, document review and financial analysis. The team followed guidelines in the Supplement of Chapter 12, AID Handbook 3, *Project Assistance*, entitled "AID Program Design and Evaluation Methodology Report No. 7"

Three team members met in Washington, D.C. to hold discussions with organizations associated with the project including Chemonics International, PACT, World Resources Institute and USAID. The full team met in Gaborone on October 20, 1996. The first three days in Gaborone included initial briefings by Department of Wildlife and National Parks, NRMP staff and the RCSA mission. Additional insights were obtained through meetings with other donors and with representatives from the Ministries of Agriculture (MOA), Education (MOE), Local Government, Lands and Housing (MLGLH) and the Ministry of Finance and Development Planning (MFDP)

The team then split into three separate groups of two team members each for project site visits. Each group was accompanied by USAID/RCSA and project staff. One group visited Sankuyo, Kasane, Shororbe and Chobe over a seven-day period, as well as meeting with representatives from XaiXai. Another visited Tswapong Hills, Mmatshumo, Kubu Island, Gweta, Kuru and Ghanzi over a seven-day period. The third group remained in Gaborone to continue interviews and met the other teams for three days at Maun during which time they interviewed district staff.

Two of the team members left shortly after the field trip, and the other four remained in Gaborone conducting follow-up interviews with government and NGO representatives, reviewing documents, and preparing the preliminary draft report and executive summary. The rest of the team members left after the third week leaving the preparation of the draft final report to the team leader. The team leader held briefings with the USAID Strategic Objective Team, the Inter-Ministerial Coordination Committee and representatives from NGOs. Insight and comments obtained from these briefings were included in the final draft document which was left with USAID on departure of the team leader on November 22, 1996.

2.0 STRATEGIC OVERVIEW

2.1 Socio-economic Context in Botswana

Botswana, a landlocked country, bordered by Zambia, Zimbabwe, Namibia and South Africa, straddles the Tropic of Capricorn in the center of the Southern African Plateau. Botswana's is a rapidly growing, young population. In 1991 it was estimated at 1.3 million, with over half aged less than 15 years. With a growth rate of nearly 3.5 per cent each year, improved health facilities, declining infant mortality and increased life expectancy, the official population estimates for 2010 are at 2.5 million people. As Botswana's human population increases, it will clearly need more water, space to live, and resources to be employed for subsistence. Today Botswana's urban areas are growing at a rate of 10% per year, as more and more people come to the cities in search of the employment, water, and services which are disappearing in their villages.

Botswana remains, however, sparsely populated. The majority of the people live in the eastern region of the country, which has a somewhat less harsh climate and more fertile soils than the country's other regions. The northwestern area of the country contains the Okavango Delta, while the central northeast is a large area of calcrete plains bordering the Makgadikgadi Pans. The rest of Botswana is covered with the thick sand layers of the Kgalagadi Desert, which accounts for more than two-thirds of the land area. In most areas of the east there are 30 people per square kilometer, while in places in the Kalahari there are 30 square kilometers to each person.

Botswana's per capita GNP in 1993 was \$1,050. At independence, livestock, crops, hunting and gathering accounted for about 42% of the country's GDP. While mining of diamonds, gold, nickel, soda ash and coal brings significant foreign exchange assets, today the agricultural share of the GDP has dwindled to a mere 3%, reflecting a shifting dependence, economically speaking, from renewable to nonrenewable resources.

One contributing factor to the decreasing value of agricultural production in Botswana is drought. Drought has plagued Botswana for eight of the last ten years, threatening its land, wildlife habitats and ultimately its people. Drought has forced the national livestock herd down by one third. Additionally it has put Botswana's magnificent herds of zebras, impalas, giraffes and elephants under increased pressure for survival. These unique natural resources contribute to attracting almost a million foreign visitors annually who generate almost \$57 million in foreign exchange. It is evident that sustaining Botswana's wildlife populations in the face of environmental crises is crucial to the continued viability of the country's economy.

The people of Botswana are intimately and inextricably linked to the land on which they live. With approximately three quarters of the population living in rural areas, the livelihood of most Botswana is dependent upon the continued growth and development of the country's natural resources. When intensive grazing devastates areas around boreholes or when the sources of veld

products dwindle due to over consumption, the majority of Botswana must struggle to survive. People in the rural areas of Botswana can usually find no other employment near home and for most there is no alternative way of life.

2.2 USAID Structural Reorganization

During the life of this project USAID has undergone internal reorganization. The Botswana component forms a part of the regionally funded project assistance to the Southern African Development Community (SADC). It is based on a bilateral agreement between the USAID/Botswana Mission (now closed) and the Government of Botswana. On September 30, 1995, management was transferred to the new Regional Center for Southern Africa, based in Botswana.

Additionally, USAID is undergoing an internal re-engineering that is intended to increase its effectiveness and responsiveness to development problems. Under this new system, strategic objectives are set and a results framework developed that will lead to achievement of one or more of the strategic objectives. NRMP directly affects strategic objective three. *key regional conditions established that support sustainable increases in agriculture/natural resources productivity by small holders*, and, as this report discusses, it also contributes to the strategic objectives to support small and medium enterprises, democracy and governance. Shaikh (1996) gives a detailed analysis of the strategic objective linkages with the Botswana component of NRMP.

2.3 Botswana Policy and Institutional Environment

During the early 1970s the GOB recognized that the fate of its people and its resources were bound as one. Thus, the government began formulating approaches to striking a balance between human economic development and the conservation of Botswana's natural resources. The government developed a variety of policies and programs, presented to the public through nationwide consultations and aimed at improving the management of Botswana's range lands. While the programs did address Botswana's total resource base, they focused primarily on cattle, the lifeblood of the agricultural economy which accounts for three-fourths of the nation's combined livestock and wildlife. For instance, large-scale cattle owners were encouraged to move to "commercial areas" where they could establish fenced ranches in exchange for a rental payment to the District Land Board. Grazing pressure in the communal areas would be relieved, thus enhancing herd productivity while at the same time providing a more equitable distribution of land for rural people.

In the 1980s and early 1990s, government agencies and development organizations began suggesting that natural resources could provide a sustainable source of employment opportunities and rural income generation in Botswana. Projects incorporating community-based resource management were initiated in several parts of the country, including Mabutsane in Southern

District, Kedia and Nata in Central District and the Chobe Enclave. Analysis of these projects indicated that sustainable development could only be achieved if careful attention was paid to the resource base, participation of local people in decision-making, and strengthening of resource management institutions. A multifaceted approach to economic promotion and environmental conservation and education efforts is necessary.

The main bodies of law and regulations that govern resource management include the National Development Plan 7, Wildlife Conservation Policy of 1986, Tourism Policy of 1990, and the Wildlife Conservation and National Parks Act of 1992.

Botswana is in the process of developing its eighth National Development Plan (NDP8) which will encourage a partnership between the GOB and communities. NDP8 will favor communities that demonstrate initiative and commitment to sharing resources. To respond, the GOB will have to coordinate activities of GOB units in several Ministries. NDP8 will favor private sector initiatives to increase efficiency and reduce red tape. GOB units would facilitate the contacts between the private sector and CBOs.

The NRMP was established within this context in 1989 to apply the concepts of sustainable utilization to natural resources. The project was designed to promote sustainable, conservation-based development on lands that are marginal for crop production and domestic livestock.

2.4 The Regional Natural Resources Management Project

The SADC Regional NRMP was designed to facilitate regional cooperation through bilateral activities in Zambia, Zimbabwe, and Botswana as well as a regional coordination element located in Malawi. This \$54.60 million program is assisting community-based wildlife utilization projects that promote the conservation and sustainability of the local natural resource base and provide economic or nutritional enhancement. To do this, the project is supporting training, technical assistance, special studies and community pilot demonstration programs. The goal of the project is to improve the social and economic well-being of residents of targeted rural communities by implementing sustainable community-based wildlife and other natural resource conservation and utilization programs.

The project is funded by USAID as part of its assistance to the SADC to promote sustainable, conservation-based development on lands that are marginal for crop production and domestic livestock. Its five objectives are to:

1. Demonstrate that sustainable natural resource utilization is a profitable and viable development option for rural communities.
2. To increase local employment and incomes through diversifying employment opportunities in the sustainable utilization of natural resources.

- 3 Strengthen local institutional decision making and management units
4. Improve the participation and role of women in resource management programs, thereby improving their incomes.
5. Strengthen staff training and career development for DWNP employees

2.5 The Botswana Natural Resources Management Project

Outputs of the Botswana NRMP promote two purposes. The first is to demonstrate, through practical examples, the technical, social, economic and ecological viability and replicability of CBNRM and utilization programs on marginal lands for increasing household and community incomes while sustaining natural resources. The second is to improve national and local capabilities to ensure the maintenance of the natural resource base through training, education, protection, communication and technology transfer. DWNP is the key implementation agency

The objectives of the project were to be reached with the support of a six-person technical assistance team working with DWNP and three technical assistants working with BWTI. The team is supported by a chief of party and an administrator.

The goals, purposes and objectives for Botswana NRMP are as follows

Goal: Increase incomes and enhance capability to meet basic human needs through sustainable utilization and conservation of natural resources, particularly wildlife.

Subgoal: Promote sustainable development of communities on lands that are marginally suitable for agriculture

Purposes:

1. Demonstrate, through practical examples, the technical, social, economic, and ecological viability and replicability of CBNRM and utilization programs on marginal lands for increasing household and community income while sustaining natural resources
- 2 Improve national and local capability to halt the decline in the wildlife resource base through training, education, protection, communication and technology transfer

Objectives.

1. Demonstrate that sustainable natural resource utilization is a profitable and viable development option for rural communities.

- 2 Increase local employment and incomes through diversifying employment opportunities in the sustainable utilization of natural resources
- 3 Strengthen local institutional decision-making and management units so as to empower them to become self-sufficient managers of their local resources
- 4 Improve the participation and role of women in resources management programs, thereby improving their incomes
- 5 Strengthen staff training and career development for DWNP employees

The 1993 midterm evaluation of the Botswana NRMP recommended, *inter alia*, an additional component to the project to support NGOs. This resulted in the IRCE amendment that provided additional technical assistance and added the following objectives:

- 1 Capacity building for NGOs to empower communities to manage their natural resources in a sustainable manner.
2. Development of a grant mechanism to support community-based natural resource management/utilization projects.

The NRMP consists of six components to achieve these seven objectives, aimed at developing the capacity within governmental and NGOs to facilitate CBNRM:

- (A) **Demonstration projects in community-based resource utilization** which are predicated on defining the resource base as a community asset. Community-based projects to be supported will be based on wildlife utilization through tourism, hunting, processing and marketing animal products, and the sustainable utilization of veld and forest products
- (B) **Planning and applied research** will support the development of management plans for the northern national parks and reserves and the national network of WMAs. The impact of project activities will also be monitored and evaluated under this component.
- (C) **Environmental education** activities will increase public awareness of environmental issues through curriculum development, teacher training, and non-formal education.
- (D) **Personnel planning and training** to strengthen staff training and career development for DWNP employees
- (E) **Regional communication** to provide a way to share experiences through exchange visits, workshops, seminars and the establishment of an SADC regional data base.

- (F) **CBO/NGO capacity building** to strengthen the organizational capacity of CBOs/NGOs for community-based natural resource management

These project components are implemented by an institutional contract with Chemonics International, which provides twelve technical advisors to the project (see Annex 4) USAID entered into a cooperative agreement with PACT to implement the NGO support component of the project, commonly called IRCE. PACT provides one long term advisor and two local staff to implement this component.

2.6 Midterm Evaluation

The midterm evaluation confirmed that there were serious design flaws in the project design. It was stressed that the NRMP was hypothesis testing and that the following assumptions were incorrect

- 1 CBNRM had been developed, tested, and was ready for widespread demonstration with support from project funds
- 2 Wildlife numbers were adequate to permit community subsistence utilization on a sustainable basis.
- 3 There were sufficient NGO resources within Botswana who were both willing and able to work with communities and the project to mobilize CBNRM initiatives.
- 4 This process could take place within a five- to seven-year project cycle

The midterm evaluation challenged several flaws in the original project design. Namely, replicable and transferable models of CBNRM existed and NGOs were in a position to mobilize communities for all facets of CBNRM. Given that neither the technology nor a viable technology transfer mechanism existed, the midterm evaluators recommended that a flexible funding mechanism be put in place to facilitate CBNRM activities and strengthen the technical and institutional capacity for CBNRM. The demonstration projects should be viewed as experimental with the goal of developing an array of approaches that could be achieved, replicated and sustained

The midterm evaluation made a set of strategic recommendations to address the above-mentioned incorrect assumptions. Each of these recommendations had more detailed suggestions on how to implement the new strategies.

- Vigorously continue to strengthen DWNP and provide it with a more tightly focused action-research agenda; implement the NRMP training amendment with dispatch; undertake a coordinated program of systematic hypothesis testing to

develop viable integrated conservation and development approaches and methods that will yield demonstration results for extension across Botswana and potentially the region

- Undertake a new, expanded project component to strengthen local NGOs so that they participate effectively in the design and implementation of CBNRM, thus extending the effect of the NRMP and ensuring the sustainability of its results, implement a systematic program of NGO capacity building that will draw on both international and local expertise and will feed back and reinforce project activities over time
- Substantially increase the vigorous exchange of information, experience, and lessons learned among all key stakeholders in local communities, government, the NGO community, and regional activities through a program of professionally facilitated workshops, conferences, team-building activities, and non-formal education that is grounded in Botswana's national commitment to consensus-reckoning consultation

The recommendations supporting these strategies were

- Appoint a senior environmental policy analyst to facilitate integration of NRMP activities among key cooperating ministries and support implementation of the National Conservation Strategy, to be located as deemed by government.
- Involve a range of stakeholders, including the research division of DWNP, local community designates, representatives from the tourist industry, and researchers from the Ministry of Agriculture, in the assessment of Botswana's natural resource base to improve the quality of baseline information, establish sustainable levels of resource utilization for both wildlife and vegetative resources, and build a planning consensus among interested parties
- Clearly separate community mobilization and development initiatives and the process of socioeconomic monitoring and evaluation, appoint two senior advisors, one to each of these efforts, who are charged with developing prototype activities and strengthening institutional capacity within DWNP
- Work with communities to protect their resource base through collaborative enforcement and promote a major attitudinal switch from previous interactions between DWNP and local communities.
- Continue and accelerate the implementation of participatory rural appraisal methods as a key tool for extension and community mobilization As the indicator

of NRMP's commitment to the use and application of participatory rural appraisal methods, it is recommended that by PACD at least 50% of subproject activities in implementation or the planning phase should have been developed through such methods.

With the benefit of hindsight, it is obvious that if a senior policy advisor had been appointed, this person would have needed the full term of the appointment to build the trust necessary to begin functioning. It was much more efficient to assign this function to the implementing contractor's COP, who could proceed with the policy work without the long learning period a new assignee would require.

Involving a large, diffuse group in the specific task of determining the extent of the natural resource base of the country would dilute the core efforts of the project and should not have been a recommendation from the midterm. However, all the other recommendations have received action and the results have been quite positive, exceeding expectations in most cases as outlined in this report.

2.7 Other Donor Involvement

USAID and the GOB are the major contributors to the NRMP. Other donors provide substantial direct or indirect support to activities that complement the project. The other donors providing support include:

European Union (EU). The EU has two separate projects working in DWNP under its Wildlife Conservation and Utilization in Botswana Project - one dealing with the four northern parks/game reserves (Chobe, Moremi, Nxai/Makgadikgadi) and the other with the three southern parks/game reserves (Gemsbok, Central Kalahari and Kutse). These projects focus on improving protected area management and tourism development through improving and implementing management plans and infrastructure development.

Overseas Development Authority (ODA) - ODA supports institutional strengthening of the DWNP including the development of strategic plans, a mission statement, terms of reference and a code of conduct. The first phase of ODA assistance ends December 1996. Depending on government progress toward reform, ODA will continue supporting the institutional reform process in the next phase, including devolving authority to the districts.

Netherlands Development Program (SNV). Inspired by NRMP activities, SNV is becoming more involved in CBNRM. The organization supports four initiatives in the country based on wildlife and veld product utilization and a technical advisor at Veld Product Research.

Global Environment Facility/IUCN (GEF) Since 1993 GEF has been supporting community-based initiatives. It currently supports a total of 15 projects nation wide, six of which are CBNRM.

Royal Norwegian Embassy The Royal Norwegian Embassy supports GEF and IUCN in their capacity building projects and provides support to Kuru Development Trust. Most of the embassy's focus is on institutional cooperation and linking with Norwegian institutions.

Norwegian Agency for International Development (NORAD). NORAD has been active in supporting Permaculture to work with Basarwa communities and addressing rural poverty. NORAD supports the Remote Area Dwellers Programme, which is a major mechanism for government to address development issues in remote area settlements. Collaborative support with NGOs has led to several initiatives in NGO capacity building with the aim of strengthening national NGO advocacy for empowerment in Botswana's civil society.

Swedish International Development Agency (SIDA). SIDA supports environmental education activities at the University of Botswana.

Japanese International Cooperation Agency (JICA). JICA provided a video van for the Television Trust for the Environment (TVE) component of the environmental education activities of NRMP.

International Fund for Agriculture Development (IFAD). IFAD signed a protocol with the MFDP in 1995 that will support 25,000 to 50,000 people through CBNRM. IFAD also supported several studies including Geoffrey Tylers' report on *The Contribution of Community-Based Wildlife Tourism to Botswana*.

3.0 RESPONSE OF IMPLEMENTING AGENCIES: A REVIEW OF PROJECT ACTIVITIES AND COMPONENTS

3.1 Policy Development and Institutional Capacity-Building

3.1.1 Background

The policy component of the project is part of the package of activities recommended in the midterm evaluation. Although the project had been assisting with departmental policy before this by drafting guidelines for community activities and guidelines for joint ventures, no formal project component was designed for policy development.

Although not a specific component addressed in all project papers, NRMP's institutional capacity-building function is inherent in all of its activities. This section of the report highlights some of the accomplishments of the project and points out some of the opportunities available for the government and the project to increase the effectiveness of institutions for CBNRM. Nick Winer, the project Chief of Party, took the lead role on project policy initiatives with input from all project staff.

Given the nature of the project, building institutional capacity of communities to manage their natural resources has been the main focus. In this context, the project has undertaken activities for building technical and organizational capacity of communities and supported policy initiatives to institutionalize CBNRM. The extent of this capacity-building at the community level is dealt with in more detail in Section 3.3 and NGO capacity-building is addressed in Section 3.4.

3.1.2 Key Elements and Progress to Date

Policy

Two major activities have occurred within the past year:

The NGO Task Force for Conservation in Botswana is a grouping of NGOs that have come together to support efforts to reverse declines in the nation's wildlife and to help achieve greater recognition of the role that wildlife can play in the national life of Botswana. As a result of a meeting attended by NGOs, private sector and government representatives, a group of NGOs created a task force to bring these concerns to the attention of the President of Botswana.

The NRMP was asked to fund two consultants to report technical and legal options recommended for reversing the wildlife decline. The report was presented, and the NGO task force currently awaits the response from the office of the President.

Community utilization policy review The main bodies of law and regulations that govern resource management include the National Development Plan 7, Wildlife Conservation Policy of 1986, Tourism Policy of 1990, and the Wildlife Conservation and National Parks Act of 1992. These documents state various aspects of the government's desire to decentralize the management of natural resources, diversify the rural economy and improve the participation of Botswana in the tourism and wildlife utilization industry.

However, the existing laws and policies tend to contain overall intent but no guidance on the application of these policies. The NRMP is currently assisting the DWNP to review and consolidate existing procedures into a coherent CBNRM policy statement. Once vetted within the department, the new policy will be submitted to government for review and approval.

Conclusions

While Botswana has a substantial policy framework in place for the management of natural resources, some policy areas need additional attention. Most of these center on strengthening the national policy framework to govern CBNRM. Two key policy areas that need additional work to strengthen the sustainability of CBNRM are as follows:

- Development of a legal and regulatory structure that defines veld resources as **common property** rather than **open access** resources that can be managed by representative and accountable CBOs. The project, in its role as promoter of veld products utilization for community benefit, can play a central role in this policy development.
- Regulations to guide the exercise of authority within WMAs. In the absence of regulations, contravention in gazetted WMAs goes unchallenged. Several WMAs, particularly those in Kgaligadi District, are not gazetted and are lacking implementation of the management plans. The development of WMA regulations requires wide consultation within government and the resident populations. For CBNRM to be sustainable in these areas, the project should emphasize the operationalization of WMAs and their management plans and support for establishing effective regulations.

Application of existing policies needs to be strengthened across sectors so that government departments are working toward a common goal. An example of policy implementation is seen in the instructions to local officials issued jointly by the Ministry of Commerce and Industry and the Ministry of Local Government, Lands, and Housing, stating, among several other important community management policies, that the Joint Venture Guidelines are binding on all districts. While the application of existent policy at the action level is now being addressed by the project, this still remains one of the major aspects of the policy job remaining.

More resources are needed at the district and subdistrict level for policy knowledge and awareness building such as a set of district institutional guidelines. As more application of policy takes place, the needs will become apparent and can be addressed at that time. Additional guidelines such as trust formation, benefit distribution, or accountability may be needed.

A new opportunity for wider policy dialogue is the new Botswana Institute for Development Policy Analysis (BIDPA), a think tank/consultancy firm with a powerful board made up of representatives from the Bank of Botswana, Ministry of Finance and Development Planning, parastatals and private sector representatives. They are exploring how to help the government deviate from a mineral-based economy toward manufacturing, tourism and agriculture. The project should make regular contact with BIDPA to provide information on new tourism developments and wildlife utilization. On the other hand, BIDPA has macro-economic information that will benefit the project.

Implementation Issues

Policies supporting CBNRM are, by nature, multi-sectoral and therefore policy formulation needs to have wide consultations among the appropriate sectors. This should be recognized as a necessary, time-consuming process. In particular, increased dialogue with, and engagement of the Ministry of Agriculture, specifically the Range Ecology Section and the Agricultural Resource Board, needs to be improved.

Recommendations

1. The Chief of Party position should continue for two additional years. Part of the COP's terms of reference should include assisting DWNP to formulate CBNRM policies.
2. The project should continue to assist in policy development where possible. Examples of future policy work that may be needed include regulations for WMA management and cooperative management between parks and people.
3. As conditions warrant, the project should direct increasing attention to consideration of the open access question of veld resources. This should be done where this differs from the solutions being promoted for wildlife.
4. Assist DWNP and other policy stakeholders to complete the process of consensus building, amendment, adoption and implementation of the CBNRM policy document currently under preparation.

Institutional Development

National Level

The formation of the DWNP Community Extension Unit with assistance from the NRMP has been instrumental in developing and changing the function and mission of the DWNP. In the past, relations between the DWNP and people were extremely poor, as the department had a predominately law enforcement function. With the advent of the extension unit and a focus on community development, this role is changing. As opposed to being seen as only policemen, DWNP personnel are beginning to be seen as partners in the development of community-based enterprises and in controlling problem animals.

The Hotel and Tourism Association of Botswana (HATAB) provides a new opportunity to promote better relationships with tour/safari companies and the districts or communities. Tour operators that function without any standards raise two fears: 1) they may unfairly influence communities - preventing the communities from obtaining the highest profit possible, and 2) they may lower the quality of services available to tourists. HATAB has 120 member companies, but they are not licensed, nor are references checked to see if they are in good standing. The GOB has created conditions for private sector involvement, but no conditions have been set on how the tour companies deal with the communities. HATAB has the interest to become more involved in the regulatory part of the private sector and sees community tourism as a potential area. Communities need help in negotiating terms with the GOB for standards of tour operators, which HATAB could oversee and NRMP assist in.

District Level

Districts provide the most promising entry point for ensuring institutional capacity to further CBNRM. However, much work remains to be done in capacity-building and strengthening links between national institutions, districts and the communities. There is an opportunity to assist building a representational, accountable civil society by linking planning and implementation activities within the Village Trust Committee through the Village Development Committee and the district development planning process. Already, the Mababe community is poised to engage the Village Development Committee as the main vehicle for CBNRM.

The proposed Community-Based Program Strategy of the Rural Development Division of the Ministry of Finance and Development Planning is intended to contribute directly to the challenge of expanding rural economic activities and reducing poverty. The major objective will be to assist people living in rural communities by improving their livelihoods and reducing poverty. A further objective will be to introduce a more effective and sustainable approach to rural development by substantially increasing the role of community participation and community leadership structures. The Rural Development Division develops guidelines and directions for rural development, based on information provided by other agencies. NRMP provided information on

its experiences with establishing trusts to the Rural Development Division, thus moving sectoral development onto the national stage

The community-based program strategy includes the transfer of decision-making responsibility and control to communities, community action plans for increasing incomes and employment, and experimentation and refinement of approaches during an initial three-year pilot phase

The support activities to CBOs require that district units exercise coordination. Inter-departmental coordination tends to be easier at the district level. A district official spoke of four legs of a cow that must work together if objective is to be achieved. The four major pillars at the district level are 1) the District Administration as a coordinating unit, 2) the Land Board in dealing with Tribal Lands, 3) the Tribal Administration, and 4) the District Council (District Development Committee). The NRMP has played a role in helping these units work together. Training and capacity-building activities undertaken with communities often include active, direct involvement with relevant district officials in problem solving, decision making and leadership development.

The District Land Use Planning Unit (DLUPU) appears to be a viable governmental institution at the district level for integrating community activities since it brings all relevant departments together. However, integration will not happen where DLUPUs are weak or where policies have not yet been defined, or decentralized, by the home ministries. A case in point is the Kavimba (CHOBE) proposal to extract dead timber from the forest reserve. While the regional forestry officers have developed guidelines to facilitate such a project and have petitioned their Ministry to change the current policy which prohibits any development from taking place within the reserves, they are awaiting action by their headquarters.

Problem animal control is the first and most contentious point of contact between the rural public and wildlife and therefore is a major extension issue. In this context, the formation of the Problem Animal Control unit set a precedent for DWNP. The Problem Animal Control unit (formed in 1993, it has a total of 39 officers trained) selected people by standards set by the Department. DWNP lacked trained staff to deal with problem animals and their inability to respond led to bad relations with villages. District Officers are requesting more officers than have been trained. This assistance in dealing with problem animal control has been much appreciated by the districts and remains one of their primary concerns.

Village, Community-Based Organization Level

Sections 3.3 and 3.4 discuss this organization level more thoroughly. However, it should be emphasized that the goal of policy and institutional development at national and district level is in the context of providing support and services at the community level. More important, this includes establishing an enabling environment that allows communities to develop and thrive, with less dependence on government subsidies.

Implementation Issues

NRMP and DWNP have had considerable success in building institutional capacity for CBNRM considering the many constraints. A major constraint is the weakness of DWNP which has the responsibility for, but little authority over, the human, financial and material resources under its command. This is manifested by the sporadic presence of counterparts from DWNP over the life of the project

The Community Extension Unit is still weak in numbers and cannot respond to all the requests being made. As an example, non-extension people are frequently called upon to respond to community requests. Another indicator is the high, unmet demand for Problem Animal Control officers.

Moreover, there is not yet a critical mass of government staff at the district level in the District Land Use Planning Unit (which includes forestry, crop production, livestock, wildlife, lands, local government, Agriculture Resource Board and the Land Board) who understand and support CBNRM to provide the initial advice and support necessary for replication throughout Botswana.

Recommendations

1. To maximize institutional development within the DWNP for CBNRM, the department should permanently assign counterparts to NRMP advisors instead of sporadically. This must include the required resources necessary for the counterparts to work effectively. More than one counterpart for the advisors would be most beneficial. Moreover, input from NRMP on which counterparts are selected would be beneficial to ensure that the individuals have the appropriate skills and aptitude for the work
2. District Administrations should also appoint counterparts officially to project staff to maximize transfer of skills.
3. The project should focus more on building the capacity of the districts to assist communities in natural resource management and to incorporate community action plans in the district development plan. An obvious entry point is to work with a district/community team to formulate and implement community action plans. This will ensure inclusion of action plans into the district development planning process. All counterparts should be engaged in this process where possible. IRCE should provide support to ensure that this link between communities, district and national government is effective and responsive.
4. NRMP should assist HATAB to explore possibilities for defining and implementing standards for tour operators vis à vis the communities.

3.2 Planning and Research

3.2.1 Background

This component of the project includes two major outcomes: development of protected area management plans and the establishment of a monitoring and evaluation system. Deliverables for the components included:

- Management plans for four protected areas and 12 WMAs were drafted and approved by relevant District Land Use Planning Units.
- At least two case studies illustrated the utility of land use planning in Botswana. Cases were chosen from the natural resource land-use category.
- At least two socio-economic studies compared baseline and follow-up data from the selected sites for the demonstration projects and drew conclusions on the impact of the wildlife utilization program on residents.
- Project funds supported studies exploring the international markets for wildlife products.
- Policy support was provided to the Ministry of Commerce and Industry.

3.2.2 Key Elements and Progress to Date

National Park and Wildlife Management Area Management Plans

The project originally called for management plans to be produced for 16 protected areas. These included the 4 northern national parks/game reserves (Chobe, Moremi, Makgadikgadi, Nxai Pans) and 12 WMAs (Groote Laagte, Maitlo-a- Phuduhudu, Okwa, Kgalagadi, Southern, Kweneng, Kwando, Okovango, Nunga and Nata, Boteti and Ngamiland State Lands). To date, 10 management plans have been completed by the NRMP, four other plans will be completed within safari concession areas by the tenderers and the remaining two area plans have not been requested by the district. Table 1 shows the status of protected area management plans.

Table 1. Status of Protected Area Management Plans

Protected Area	Contractor	Comments
Makgadikgadi N P	IUCN	Completed. Includes Nxai Pan, two areas amalgamated into single Park
Nxai Pans N P	IUCN	Completed
Moremi N P	KCS	Completed
Chobe N P	KCS	Completed
Groote Laagte WMA	RPM	Completed
Maitlo-a-Phudubudu WMA	RPM	Completed
Okwa WMA	Mark Murray	Produced by independent consultant with DC funding
Kgalagadi WMA	Natural Resource Services	Completed
Southern WMA	N/A	MP not yet requested by District
Kweneng WMA	N/A	MP not yet requested by District
Ngamiland State Lands	N/A	Safari concession area. MP to be produced by tenderer
Kwando WMA	Okavango Community consultants	Completed
Okavango	Okavango Community consultants	Completed
Nata State Lands	N/A	Safari concession area. MP to be produced by tenderer
Nunga	N/A	Safari concession area. MP to be produced by tenderer
Boteti State Lands	N/A	Safari concession area. MP to be produced by tenderer

Conclusions

The number of management plans to be completed in the short-life span of the project was enormous and could only be accomplished, as NRMP/DWNP did, by contracting them out to qualified firms. Development of management plans provided a good opportunity for building the capacity of the implementing agency to identify management problems and options for their solution.

Legislation establishing WMAs was fundamental in enabling NRMP to begin management plan development as it established the legal and institutional framework for action. Further, although the WMA Act clearly places broad authority for WMA management with the Ministry of Commerce and Industry, no body of regulations has been developed to guide the exercise of authority. The DWNP has created the post of Wildlife Planning Officer to oversee the implementation of the WMA plans and to work on related land use issues affecting wildlife resources. In order for CBNRM activities in these areas to be politically sustainable, NRMP should emphasize the operationalization of WMAs and WMA plans by following the plans and supporting establishing effective regulations.

Through the contracting mechanism, the project ensured a community component and assessment in the plans. It is generally recognized by other partners and donors within DWNP that NRMP has developed skills and experiences that are of high value for the continued development of these plans. However, because of its workload, NRMP has not been in the position to offer substantial support for requests of assistance on community issues - particularly the Central Kalahari Game Reserve. The opportunity for the team to have this type of input is advantageous to broaden the scope of CBNRM within the department, particularly in areas that will assist communities to make a stronger link between resource use and conservation activities. The EU parks project wishes "they could use their expertise if they move into new areas." This is another example of the influence the project has had on other institutions.

The management planning activity has suffered from a lack of clear links between the planning and implementation components because of the time lag between management plan development by NRMP and implementation by the Northern Parks Project. This has increased the workload of the Northern Parks Project as it has to adapt plans that were developed without adequate knowledge of the implementation constraints.

Recommendations

1. The project should assist in developing management plans for the Kweneng and Southern WMAs if requested by the district, and if the plans can be completed before the project completion date.
2. As appropriate, the project should assist DWNP in incorporating community issues in management plan adaptations and implementation activities.

Community Action Plans and Participatory Rural Appraisals

The project has initiated the use of participatory rural appraisals (PRAs) to develop community action plans at the village level. The PRAs conducted by the project have measurably impacted community-level decision making. For example, in 1993, NRMP/DWNP personnel conducted PRAs in three of the five CECT communities. The findings of the PRAs contributed to the

establishment of Community Action Plans (CAPs) for each community and the selection of a CAP coordinator. Each CAP lists priorities to be achieved, actions to be taken, and people responsible. At the time of the evaluation, each community was actively pursuing its CAP with encouraging results. For example, leasing the Kavimba forest for salvage logging was high on the list of the CAP for the Kavimba Community Trust. Today, the trust is purchasing the lease and should soon launch the logging operation. (Since the forest is within the Chobe Enclave, the Kavimba Trust invited the other four communities to join it.) In addition to the PRA contributing to economic activities in Chobe, it has also contributed to increasing the awareness of people about the trust. During the follow-up baseline in Chobe (Ecosurv, 1995) it was found that the knowledge of CECT by villagers was higher where PRAs had been conducted

As another example, the PRA was used from the outset (1995) in the development and implementation of the Sankuyo Trust, and became the vehicle by which Sankuyo residents organized and managed their activities. The outcomes of these participating activities were detailed natural resource management plans and a community action plan. These led to the formation of Sankuyo Tshwaragano Management Trust, acquisition of resource management rights and a successful joint venture relationship which provides revenues to the trust and wages to its members. The CAP also defined a training program intended to provide village residents with skills to manage their area and its resources effectively. In addition, the PRA assisted the trust members in setting the voting age and making investment decisions in a community weaving enterprise

Broad Impact

NRMP's participatory rural appraisal efforts and their support to CAP coordinators has had a broad impact on government efforts to base development planning at the grassroots level. The MFDP report on its PRA pilot projects (1996) states "although PRA appears to be empowering in itself, the presence of follow-up through a CAP coordinator and support from national level doubles the extent to which individuals make claims on village based extension workers and triples the extent to which village based organizations make claims"

Since the introduction of the PRA, it has been refined and has become more widely adopted by others. A major two-year study has just been completed, commissioned by the Ministry of Finance, to determine if PRA, introduced in Botswana by NRMP, can and should be adopted by the GOB as a means of providing extension and incorporating village level input within the district and national development planning process. The primary recommendation of the research, carried out through the Department of Adult Education and the Department of Social Work at the University of Botswana, is "that the Ministry of Finance and Development Planning decide in principle to integrate PRA into the current consultation procedures and practice of coordinated extension activities."

The effect of the PRAs undertaken in Chobe Enclave in 1994 played a key role in the finding by the University. Comparisons were made across nine communities in the implementation of their CAPs. The Chobe PRAs are determined in the report to be far and away the most successful

among the nine sites considered in terms of progress in implementation of the community action plans. The report states that "the PRAs done by NRMP-DWNP in Chobe led to a progress score which is much higher" than the others ("a remarkable 90%, 74% and 71%" of tasks being implemented). The success of the Chobe model is attributed to its unique program for facilitating community-driven implementation involving a community-selected stipended volunteer as a CAP coordinator. This model will be the basis for recommended Ministry of Finance attempts to replicate the success of the NRMP-DWNP approach. This finding, if implemented by government, can have major impacts for democracy and governance issues by decentralizing development planning and placing initiative more squarely in the hands of rural residents.

In addition to the above training, the Botswana Orientation Centre, with support from NRMP, has created a Participatory Planning and Training Unit, which has carried out numerous participatory rural appraisals. Ongoing facilitation after the initial PRA activities is the major need for ensuring both sufficient institutional development and progress in implementation and evolution of CAPs that are created. The project has worked actively to promote the Botswana Orientation Centre as the national secretariat for participatory planning through the national committee chaired by the Ministry of Finance and Development Planning. IRCE has provided support, through the subgrant program and technical assistance for the development of a Community Mobilization Manual and a quarterly newsletter promoting dialogue on participatory planning and mobilization techniques. This support, coupled with related organizational development interventions, positions the Botswana Orientation Centre for an expanded role in participatory planning throughout the country.

Conclusions

PRAs should not be an end in themselves, but should be promoted only to the extent that they serve as a useful vehicle for managing community-driven development. The question becomes "how are these approaches being used" and "how effective are they on mobilizing and organizing village level planning and action." NRMP should continue liaising with the Rural Development Division of MFDP and the Botswana Orientation Centre to advise on strengthening the government's use of the PRA methodology. Moreover, ongoing facilitation after the initial PRA activities is essential for ensuring both sufficient institutional development and progress in implementation of community action plans. The project should continue efforts to ensure PRA follow-up becomes part of the overall PRA process.

While DWNP and project staff have a long-term vision of the benefits of CBNRM and potential uses of profits, the communities themselves must develop a vision. In this context, the project should assist community members to develop a vision of where they would be in the future - 20 or more years. This vision will help them work toward a common goal and provide insight on priorities for investment of trust funds.

Implementation Issues

Major turnover of personnel in the Botswana Orientation Centre has left that institution's facilitation capacity at a very low level currently. The Botswana Orientation Centre's unit manager left some six months ago and was replaced by another competent facilitator who left after four months. The position has recently been filled by a new unit manager with no training in participatory approaches. The unit currently has one junior staff person with PRA training and experience.

Another key constraint to wider use of participatory approaches is that while 16 DWNP and CBO personnel have been trained in participatory techniques, of these, only one has a sufficiently strong grasp of the issues underlying participatory assessment and planning to play an effective role as trainer/coordinator for participatory appraisals. This officer returned from two years' training in the United States in September and is currently on a back-to-duty orientation tour.

Recommendations

1. Continue the sociologist position for two additional years to strengthen the PRA process and liaise with the Rural Development Division and the Botswana Orientation Centre on PRA issues.
2. Continue strengthening DWNP and district capacity in participatory planning techniques.
3. Follow up on the trust members trained in PRA and assess the impact of their skills. Include them as part of the survey team in the next round of community surveys.

Monitoring and Evaluation - Socioeconomic Studies

The NRMP has made substantial contributions to linking the monitoring and evaluation (M&E) system to the achievement of results. To a lesser extent it has also made progress in developing systems for reporting on results. A primary contribution of the NRMP has been the adaptation and refinement of various informational tools designed not only to produce information for national-level planners and donors but also to help communities and institutions to make more effective decisions. The participatory rural appraisal PRA is one tool that was pioneered by the NRMP and has had measurable influences on a range of communities' decisions. This tool is being adopted by GOB institutions and other donors.

Before providing a summary of activities, it is worth noting that one major accomplishment of the NRMP helping the DWNP to develop a social science division with responsibilities for collecting and using information. As will be reported, the effect of this division has been to increase the

impact of community-based surveys on the decision making process of that community. The DWNP is one of the few, if not the only, Wildlife Department in the subregion which has a social science division. The results from this division make it a model for the subregion.

The M&E activities carried out under the NRMP include the following:

1. Survey data collected by SIAPAC, under the original socioeconomic baseline study conducted in the Chobe Enclave, in 1991, at the outset of CBNRM implementation efforts there.
2. Data collected through PRA exercises in the Chobe Enclave villages of Kavimba, Parakarungu, and Satau, which were a central element in the participatory planning exercises to build a consensus about how best to use the wildlife resource for the benefit of the local population.
3. Three socioeconomic surveys conducted to establish a baseline or assess the progress of CBNRM efforts. These include (a) an initial baseline in the Northern Kgalagadi subdistrict settlement of Zutshwa, in support of a CBNRM effort being implemented by SNV, (b) the follow-up to the baseline study conducted in the five Chobe Enclave villages by SIAPAC; and (c) an assessment of the progress of the cochineal project being implemented in eight areas of Ghanzi district by Kuru Development Trust, with NRMP support.
4. A socioeconomic study based on participatory data collection techniques (as opposed to a survey), in the Ngamiland village of Sankuyo, which was part of DWNP/BNRMP efforts to prepare the village to assume responsibility for managing its wildlife quota.
5. A topical study of the issues that will affect CBNRM implementation as a result of the need for DWNP to incorporate animals currently hunted under Special Game Licenses into the hunting quota system.
6. The elaboration of an explicit M&E framework.

As per the list of activities, most of the NRMP M&E activities concern socio-economic surveys and PRAs. These surveys have affected community-level decisions and assisted DWNP and USAID in using feedback to improve programming and policy making.

In addition to work on participatory appraisals, the NRMP has defined and implemented a framework for monitoring, evaluating, and reporting on CBNRM activities. This framework is based upon the premise that CBNRM seeks to establish conditions that increase incentives for people to use resources in sustainable ways. The M&E system is intended to be used as a

planning tool by decision-makers in DWNP and other GOB agencies with an interest in CBNRM, to help them understand the factors responsible for the success or failure of different experiences, so the successful experiences can be replicated and repetitions of the unsuccessful ones can be avoided. It should also be used as a way to report on results and to strengthen the capacity of people to advocate.

The weakness of the M&E system is the dichotomy between the survey system used to strengthen the decision-making capacity of communities (e.g., PRA) and the system used by the Mission and GOB for evaluating and reporting on results. The progress made in PRAs and other surveys does not seem to be benefitting the reporting and programming functions as much as it might. The Mission's last Results Report, for example, did not fully capture the results produced by NRMP nor did it provide a strong narrative on the significance and implications of the results. This has several implications. First, having one coordinated information system for all functions should improve programming, policy making, and reporting. Second, more effective reporting on results would strengthen DWNP's hand in advocating for more consideration for wildlife affairs in national planning fora. Third, by having more information and analysis about the effects of CBNRM on economic growth and governance as well as the environment, the Africa Bureau would be more effective in being an advocate for the natural resource management sector.

As the subregional plan is developed, the dichotomy will mean that lessons learned and experiences from the NRMP and other parts of the subregion will not inform the planning and implementation. This would result in a lower return to RCSA's investment. To attempt to get the full measure of value from experiences, the Mission has done the following:

1. NRMP worked with William Fiebig, who was brought to Botswana by USAID with support of the DESFIL project, to plug information about the project into a "results framework" structure that would allow the project to be assessed in terms of its contributions to strategic objective three and the other strategic objectives of the RCSA.
2. NRMP participated actively in a regional exercise conducted by the Project Coordinating Committee (PCC) to define an M&E framework for all of the NRMPs in Southern Africa. This included drawing on NRMP's M&E framework to help organize the conceptual basis for such a framework, and sharing its experience in working with Fiebig to organize project information into a results framework responding to strategic objective three and the other strategic objectives.
3. DWNP and NRMP will begin working with a USAID-sponsored effort by SACCAR to elaborate a methodology for assessing the economic costs and benefits of CBNRM in the area of wildlife management. The effort will involve NRMP's M&E advisor and DWNP officers from the Planning Unit, and will be

based on the data collected in the studies BNRMP has conducted in the Chobe Enclave and Sankuyo

The long-term effects of any system depends upon people with the skills to implement it. The NRMP has made progress in training people within the DWNP and the communities. Thus far 12 officers of the DWNP have been formally trained in PRA facilitation. Additionally in 1996, four CBO representatives (3 from Sankuyo, 1 Chobe) were sponsored for PRA facilitation training at Egerton University in Kenya. It is hoped that CBO facilitators will be able to team up with DWNP staff to provide facilitation for new participatory planning activities in villages moving toward CBNRM.

However, there are constraints to the rapid diffusion of participatory approaches. While some 16 DWNP and CBO personnel have been trained in participatory techniques, only one has a sufficiently strong grasp on the issues underlying participatory assessment and planning to play an effective role as trainer/coordinator for participatory appraisals. This officer returned from two years training in the United States in September and is currently on a back-to-duty orientation tour.

One DWNP sociologist has been made responsible for M&E and has made progress in understanding the conceptual basis of CBNRM and the M&E framework. She has also demonstrated her ability to draw on a range of data collection techniques that provide the information on which the framework rests, and she is assuming increasing responsibility for managing the M&E system. However, she is only one person, and she is a relatively junior officer in the DWNP organization. Therefore, DWNP does not yet have the capacity to respond to the need for socioeconomic data collection and analysis that will accompany the snowballing of CBNRM projects throughout Botswana. Furthermore, there is no one in DWNP's sociology office with the seniority needed to work with senior management to educate staff about how they can and should use the information collected through the M&E system as a planning and management tool.

If she continues to develop her skills and understanding as she has over the past 18 months, the DWNP sociologist will be able to assume full responsibility for managing the M&E system within two years. However, the sustainability of the system within DWNP and its continuing utility as a planning and management tool to support national implementation of CBNRM will depend on DWNP adequately staffing its sociology office, and doing so soon enough to permit the people hired to acquire necessary skills and understanding before NRMP departs.

Conclusions

The use of the PRAs by NRMP and DWNP have affected community decision making and have been adopted by other GOB institutions and by donors. The M&E component provides a good mechanism for understanding the social and economic processes that shape how people use

natural resources. The information being collected can be used as a planning tool by DWNP, other organizations and agencies with CBNRM implementation responsibilities, and the CBOs themselves. The information being collected by NRMP's M&E component also will permit testing and refining basic assumptions and hypotheses of CBNRM.

The reporting function is lagging behind the other M&E components. The last results report did not fully reflect the impacts of the project nor provide an analysis of the project's hypothesis. Moreover, there is a need to harmonize USAID's reporting requirements with those of DWNP. Often reporting requirements are based on different premises and cause USAID to ask different questions than do DWNP, NRMP, and organizations with CBNRM implementation responsibilities. Reporting requirements should be clearly outlined by all concerned institutions, including USAID, to ensure adequate reporting.

Recommendations

1. Maintain the M&E position for an additional two years.
2. Conduct socio-economic surveys as required both to establish baselines in new project sites and to judge impacts over time.
3. Clarify data requirements and intervals for reporting on project progress and impacts.

3.3 Community-Based Resources Utilization: Demonstration Projects

3.3.1 Background

Demonstration projects supported by NRMP include three main categories of resource utilization: consumptive use of wildlife, consumptive use of veld products, and non-consumptive uses (mostly photographic tourism). With the exception of Khwai, all the current community-based consumptive wildlife projects are earning part of their income from photographic tourism. Currently, this is a small proportion of the income derived. Through the NGO support component, the project has provided capacity-building support to ensure broad-based benefits, transparency and sustainability of activities.

3.3.2 Key Elements and Progress to Date

Thirteen different community-based resource utilization activities are underway at the moment as summarized in Table 2. These thirteen areas affect more than 50 separate villages or settlements and are benefitting in the range of 50,000 people. At the beginning of the project, activities for community-based resource utilization were mostly focused on wildlife utilization. The project is

now also working more actively on assisting communities to harvest and market veld resources which are potentially lucrative

Conclusions

The original project design and the midterm evaluation called for two wildlife utilization activities and four veld product activities. The formation of community trusts was not originally envisioned by the project. This model has only recently evolved as a method to give legal standing, and a more coherent structure, to community groups responsible for utilization activities. As discussed in this section, the apparent consequences of forming trusts have been increased accountability, increased community input on major decisions and a recognized entity that government agencies and NGOs can easily deal with. Finally the trusts, as legally recognized entities, partly ensure the sustainability of community-based initiatives commenced by the project.

At present there are no resource utilization activities or trusts that would run on their own. Of the five trusts visited by the evaluation team, each is at a critical stage in their genesis to becoming viable trusts that will manage enterprises, negotiate with other parties, and follow procedures either established by themselves or stipulated by law. Only when they reach this point will they be in a position to make collective decisions aimed at improving their livelihoods and reducing degradation. At this point, they will become models for other communities in Botswana and in the sub-region.

The time period stipulated in the original design for establishing viable trusts has proven to be too short. At the time of the original design, neither USAID nor other partners had sufficient experience to assess the time required for establishing viable CBOs. Because of the NRMP experience in Botswana and experiences elsewhere, we can say something more about the obstacles that must be surmounted before viable models are produced. First, perceptual changes have to occur among a number of groups. Up to now, the state has been the main benefactor in providing communities with essentials. There has not been a reason for communities to organize to deal with questions of prioritizing objectives and of mobilizing local resources. For example, many communities we visited had very good water systems and schools that came from the GOB. While this largesse has been a benefit, it also means that dependency on the state is quite high, and it has not encouraged communities to go through a process of setting priorities and mobilizing local resources for resolving constraints. However, the capacity for the state to provide essentials is reaching a limit and, under NDP8, the GOB will be moving toward a partnership relationship which will favor communities which show initiative.

Table 2 Summary of Community-Based Resource Utilization Activities				
Location	CBO	Partner Organization	Activity	Status
Chobe Enclave	CECT	N/A	Wildlife quota	Ongoing, IRCE conducting organization capacity building and training, Community Escort Guide training continuing, presence of a CDA
Ngamiland	Sankuyo Tshwaragano Management Trust	NACOBTA/ NAMIBIA	Wildlife quota, photographic Tourism	Ongoing, escort guide training and NRM advise, institutional capacity-building, IRCE training
Ngamiland	Okavango Community Trust	N/A	Wildlife quota Photographic tourism	Ongoing, responding to request for support
Ngamiland	Khwai Village Trust	University of Botswana/GEF	Wildlife quota for direct consumption	Ongoing, NRM plan and CAP completed, advice as requested
Ngamiland (west)	!Kokono Crafts Quota Management Committee	SNV	Wildlife quota for direct consumption Photographic tourism Ostrich eggs	Ongoing, run by SNV with input from NRMP on NRM
Kgalagadi (Ukwi and Zutswa)	None registered	SNV, Thusano Lefansteng, Maiteko Tshwaragano Development Trust	Wildlife quota Veld products	District interest in CBNRM
Ghanzi	None registered	N/A	To be determined	District approved utilization as development tool Okwa WMA chosen after exchange with peers Chobe NRMP will support DWNP extension officer Advise on NRM use options
Mababe	None registered	N/A	To be determined	Committee being formed, NRMP responds to request

Table 2. Summary of Community-Based Resource Utilization Activities				
Location	ORG	Participating Organizations	Use	Status
Kgalagadi (Ukwi & Zutswa)	None registered	SNV Thusano Lefatsheng	Wildlife quota Veld products Grapple, teas	Opposition from cattle interests demonstration plots established
Ghanzi	KDT	Unilever (potential buyer)	Cochineal Veld foods	Start-up grant provided, plots in eight settlements
Ghanzi, Kgalagadi	Craft Marketing Organizations	Klein Karoo Cooperative (supplier and potential buyer)	Ostrich eggs	Whole ostrich eggs distributed, links to a supplier made
Twsapong Hills	Local groups, women	KCS, WFH	Tourism (KCS) Phane worms (KCS, WFH)	Start-up phase
Gweta	Gweta Trust	Number of potential buyers and Joint Venture partners	Bottled water Tourism camp Marula fruit	Market test Site selected First year trials conducted

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A second reason that it has taken time for viable CBOs to form is the rhythm of the decision-making process at the community level. The NRMP team has been sensitive to this rhythm and has respected it. The NRMP shows us that a viable CBO is not formed in isolation of the overall dynamic of community life. To force a community to commit to an organization at a schedule dictated by a log frame may have produced the development of an artificial organization in which the community may have let the advisors write the constitution and set the agendas. The advisors did just the opposite. For example, in Chobe, only three of five villages were ready to conduct PRAs in 1994. Instead of forcing the issue (perhaps driven by project targets), the technical assistance went along with the decision and conducted the PRA in only three villages. Other advisors were asked to explain the CBO principles to Khwai and Mababe which they did. However, when the advisors found that these communities had to work through other problems, they did not force the issue. Both communities recently requested assistance from DWNP/NRMP but are unable to follow up because of the pending project completion date.

A third reason—linked to the first two—is a change in confidence in the concept. We were told several times that the perceptual change was produced at the community-level when the first check was put into the bank. In some cases this took more than a year. And, in each case the monies are still in the bank—except for those cases where operating expenses have been paid or a payment in the Kavimba Forest Reserve enterprise was made.

Related to the length of time necessary to produce viable CBO models is the array of the relationships that must be changed. The information produced by the NRMP about these relationships is an important intermediate result which has potential applications in the whole subregion.

Within Communities: At Chobe and Sankuyo, the communities are at critical points in making fundamental decisions. At Sankuyo the board chair is ignoring procedures which are stipulated in the Constitution on how to deal with operators. Members of the trust are concerned that his actions will put their current contract at risk and will change the way the trust is managed. They do not know what to do but 19 members approached NRMP expressing their concern and soliciting NRMP assistance in helping the trust to get back on track. At Chobe, there is confusion about how a contract was negotiated and about the roles of the members of the trust in negotiating a contract. In both cases, there is a failure to follow procedures that prescribe the responsibilities of the board to the trust and the rights of the general membership to know about and be part of the trust's affairs.

Among Communities: The Chobe and Gweta Trusts include multiple villages and decisions have to be made across these villages. These agreements and negotiations are new and people are still coming to terms with how to do it. For example, the Village Trust Committee in Kavimba, a member of the Chobe Trust, is interested in salvaging timber from a nearby Forest Reserve. The question has come up whether this should be an undertaking for the entire trust (involving all five

villages) or just something for Kavimba. The members of the trust have to determine this themselves.

Between Operators and the Trusts At both Chobe and Sankuyo, problems have arisen over the process of dealing with operators. At the heart of the issue is how the trusts see themselves: do they see themselves as business partners that share responsibilities as well as benefits, or do they see themselves as beneficiaries of a project in which they share little responsibility? At Chobe the three-year contract signed with the operator last year is being renegotiated because there were misunderstandings amongst members of the trust about what the contract contained. The misunderstandings arose in part from the failure of the Board to read the final version of the contract. Thus, even though the contract was signed by all concerned in the presence of GOB officials, the fact that it had not been read caused confusion. The operator, to his credit, agreed to renegotiate. These negotiations are currently under way and, to date, the operator has agreed to all the points requested by the Board. Something to watch over the year will be whether the contract is respected or whether the trust tries to get more out of the operator. From the perspective of the operators, there are questions on whether the trusts are reliable partners or not. The two operators with whom we spoke were willing to train members of the trust to be part of the operation and to invest in the enterprise. However, they need to have assurance that the trusts will follow procedures and live by the agreements. This is precisely the type of situation where HATAB will be able to assist, by developing standards of operations that will foster additional trust between the communities and the private sector.

Between Trusts and the GOB. Up to now, communities have been dependent upon the GOB for most basic services such as water and schools. While the communities have benefitted from these basic necessities, they have come at a price. Not only do the funds come from the GOB, but the ideas and initiatives come as well. As a consequence, communities in which trusts are forming have had little experience in exercising decisions which have had significant consequences.¹ In the three trusts noted above, each has resources generated which they can mobilize for their own priorities. How well these resources are used depends upon decisions by the trust, not by the GOB.

To succeed, the trusts also need to negotiate with the GOB and carry out their sides of the agreement. The GOB has already devolved authority to communities. For example, wildlife management concessions used to be negotiated between the GOB and operators and it has only been during the last few years that communities have been given exclusive use over hunting areas with the legal authority to negotiate contracts. As a partner with the GOB as well as the operator in the management of the wildlife and veld areas, a trust must be a responsible steward of the

¹However, the relationship is changing. In NDP8, which will come out shortly, the GOB aims to develop partnerships between itself and communities. Those communities that demonstrate commitment to helping themselves will be favored in receiving resources.

habitats and animals. To date this seems to be the case, but there is still a need to monitor the management capacity of the trusts.

As a partner with the GOB, trusts are developing negotiating skills. The development of these skills requires time and practice. The NRMP has facilitated the process of getting the trusts and the GOB personnel together at critical stages and has contributed to building the skills. As a recent example, the Chobe Trust is negotiating with the District Forestry Office for salvage rights to the Kavimba Forest Reserve. This will be the first partnership between the Forestry Service and a community, and the facilitating role of the NRMP personnel has been critical. Both sides count on the NRMP personnel to be an honest and disinterested broker whom they trust to provide advice at critical times. And, the NRMP has conducted a market survey for products from the salvage operation which strengthens the basis for honest negotiations.

The NRMP has also contributed to the development of the GOB partnership by helping to replace suspicion with trust and confidence. In each community we visited, we asked about the attitudes of the community members to DWNP, and in each case, we were told that peoples' perceptions of DWNP personnel have changed over the last five years. Before, they were not welcome and were met with skepticism. They were viewed as policemen who were sometimes draconian in their enforcement methods. Now, some of them are seen as facilitators and are solicited to come to assist communities. For example, a survey of communities' views about community-based wildlife management was conducted in 1992 in the five villages of the Chobe Enclave. Even though the DWNP had been promoting the idea of a community-based project for three years, the interchanges between DWNP personnel and communities' members reflected little confidence on the part of the communities that they would benefit from such a partnership. For example, several people stated that the Controlled Hunting Area assigned to them did not have animals and they felt that this was a plan to close better hunting areas to them. Another said, "it is a government trap on them that if they fail to manage the quota, they will be told next year that they have failed and the quota will be withdrawn from them." The communities did not want to make any decisions until their councilors had advised them. They were very unsure of what this new opportunity entailed. They wanted more time to discuss it with each other. They were clearly suspicious of the process and consequences. However, when we met with the Chobe Trust people, they were anxious to have both DWNP and NRMP people present. One person told us that, from the perspective of the trust, "DWNP had changed from Paul the prosecutor to Paul the teacher."

However, the trust was nervous about the possible end of NRMP technical assistance. When asked whether the new Community Development Advisor (CDA) hired by PACT could not fill the role of the NRMP advisors, the community was openly skeptical that the Community Development Advisor could replace the NRMP team at this point in time. They are confident that he will do his job well, but see the need for continued support from the NRMP team members.

Among Operators The idea of forming a partnership with communities instead of obtaining concessions from the GOB is new for operators. Although the two operators with whom we spoke expressed some uncertainty about how the arrangement would work out, both thought it was a positive development and both were cautiously optimistic. The idea of partnering with the people in whose territory people hunt seems to offer advantages to the old system. One of the most obvious is that self-interested community members would do a better job of providing stewardship to the habitat. But, operators are also wary of certain operators who would not play by the rules. In both Sankuyo and Chobe, operators have tried to circumvent the tendering rules and curry favor in ways that are illegal as per the constitution of the trusts. They see that this misbehavior on the part of a few could ruin it for everyone. Reportedly, the agenda of the next operators meeting includes discussions on CBO issues. Here again, the NRMP has had the unexpected outcome of bringing the private sector together to discuss new opportunities and how they would regulate themselves.

A momentum is starting to pick up as new communities become aware of the possibilities' of CBNRM. Exchange visits between communities have been fruitful in the sense that new communities are now requesting assistance to start their own resource use programs. In effect, people are becoming convinced that examples such as Chobe and Sankuyo work. This will reduce the amount of time required by the project to start activities in new communities, as a certain amount of trust and confidence exists because the communities can see clear examples of what CBNRM is all about. In this context, it is now easier to start up than before because the template exists.

However, NRMP should formulate a model(s) for community-based natural resource management to better articulate to government and potential partners its successful approach. Moreover, as discussed in more detail in Section 5.2, this model needs to be agreed upon, and followed by both NRMP advisors and IRCE for a unified approach. Such a document would also be valuable for other projects in the region and throughout Africa.

More effort is also needed to promote joint ventures, perhaps by linking it with the project's environmental education component. If awareness of joint ventures were increased both within communities and among the private sector, there would certainly be more partnerships created.

Additional time also needs to be spent by the project investigating new veld products, conducting market sampling, providing technical advice on markets and quality control to communities. Also, more cost/benefit analysis that would be useful to communities' needs to be done. One of the mileposts for the project in the next two years should be to develop a maturing trust such as Sankuyo or Chobe in another area, based on utilization of veld products and to show how to use income to improve management and improve incomes as an example for other communities.

Secondary benefits of profit distribution for secondary projects are starting to occur and will certainly increase as the trusts build up capital. However, procedures for distribution of benefits

have not been worked out. This is a major undertaking that needs additional effort to ensure maximum spinoffs of the project, and profits for communities. Each trust area has a broad range of options for resource use - so far the project has focused on those that have the most potential according to the communities desires. During an extension, the project could focus on how profits from the first option chosen can be used to start new opportunities. This reinvestment in new opportunities will increase the number of income generation projects and employment creation activities.

Implementation Issues

Both IRCE and NRMP work within the same communities. NRMP, through its advisors and counterparts, has the technical expertise for wildlife and veld resource utilization and community development, and is linked with national and local governments. IRCE's mandate is to build the institutional capacity of the trusts so they can function as independent, stable units. Originally intended to be under the same project, linkages between the two are becoming blurred due to different approaches and management styles. As stated, this is treated under Section 5.2 in the discussion about project management.

Strategies for Sustainability

Sustainability for community trusts depends on an enabling body of policies and regulations and adequate support services, especially during their start-up phases. The policy work and recommendations discussed in Section 3.1 will lead significantly to the sustainability of community initiatives in natural resource management.

The main issue for CBNRM sustainability is where support services will come from to assist trusts develop better technical and organizational skills. While DWNP is the most active player in supporting CBNRM activities, it has not yet placed sufficient staff within the Community Extension Division and the community liaison positions at the district level. Communities can receive support services from many sources: districts, government departments, consultants and NGOs. A project strategy to foster greater support from these institutions is warranted to increase the number of potential support services for the community.

A second strategy to ensure sustainability of CBNRM activities is the formation of a CBO network. Many advisors and the CBOs themselves see a need for an independent CBO association which is rooted in the rural experience of grass roots organizations. The CBO association or individual members, as appropriate, could help set the agenda to ensure that it meets the needs identified in their own training plans and development strategies. There is clearly potential for a more formalized structure, but care must be taken that the network does not become an end in itself, and become more important than the goals of the individual CBO members.

There is some opposition in the NGO community to this association, as they see it as another structure to compete with them. However, a CBO network would differ greatly from a NGO umbrella organization as it would have a grassroots constituency. The CBO network would also help prevent a situation where an outside organization becomes the "gatekeeper" to resources and expertise.

Recommendations

1. The four member NRMP technical team of community extension and development should be extended for an additional two years.
2. The The NGO support component should also be continued for an additional two years. Staff should be increased by two to work specifically in direct CBO capacity-building activities.
3. The project should continue to emphasize capacity-building and planning within the districts for community-based natural resource management. This will help ensure that community activities become part of the country's planning process and ensure some technical input into specific project activities.
4. Continued support from the project must be maintained to take community trusts from the start-up organizing stage through the establishment of routine administration of ongoing projects and ability to fund and implement secondary projects from benefits received.
5. The project should, through input from the trusts, develop general guidelines for procedures for benefit distribution from the trusts. The general guidelines should be adapted and adopted by each separate trust.
6. The project should assist trusts to develop procedures and plans for the use of trust funds. While DWNP and project staff have a long-term vision of the benefits of CBNRM and potential uses of profits, the community themselves must develop a vision. The project should assist the community to develop a vision of where their community would be in the future - 20 or more years. This vision will help them work toward a common goal and provide insight on priorities for investment of trust funds.
7. The above-mentioned communities should continue to be assisted with planned activities, as appropriate and as requested.

3.4 NGO Involvement in Community-Based Natural Resource Management

3.4.1 Background

The midterm evaluation recommended that a flexible funding mechanism be put in place to facilitate CBNRM activities and that technical and institutional capacity for CBNRM be strengthened. The midterm evaluation team also recommended that "conditions, understandings, and mechanisms be put in place for NGOs to participate effectively in the project."

To conduct this new project component, an project amendment (IRCE) was made. In addition to the above mentioned activities, this amendment also included additional support for policy, monitoring and evaluation and nonformal education to be implemented by the main contractor. A cooperative agreement was awarded to PACT to manage the NGO support component under this amendment. The NGO support component has taken on the name of Institutional Reinforcement for Community Empowerment (IRCE) under the Natural Resource Management Project. Its mandate is to assist in NGO capacity-building and training for CBNRM, establish a flexible grant mechanism to implement CBNRM, develop monitoring systems to measure impact, acceptance of CBNRM and replication of efforts, and facilitate the development of an NGO umbrella structure committed to NRM.

3.4.2 Key Elements and Progress to Date

Capacity Building

Since the commencement of the NGO support, its technical advisors have been working to build fences and partner with Botswana NGOs on the implementation of sub-grants, training exercises and the design and implementation of workshops. Some of these NGOs, recognizing their operational constraints, engaged external consultants to evaluate their operations and make recommendations on institutional change long before IRCE became operational. CORDE, which offers extensive programs in NGO management, for example, has a regular self-evaluation and strategic planning process which it engages in annually. A list of capacity building activities supported by the project is outlined in Table 3.

To identify training needs in organizational development IRCE used the Organizational Capacity Assessment Tool (OCAT) developed by PACT and modified by the Botswana NGO community. OCAT is used by NGOs to set goals for organizational capacity enhancement and to track progress toward their achievement. After this assessment, the organizations develop formal/specific plans setting targets for organizational development or benchmarks through which organizational capacity enhancement can be measured. Currently, several NGOs are beginning to use OCAT for their own monitoring and evaluation purposes. The NGO support component should encourage those NGOs who find the OCAT useful to undertake OCAT assessments on a regular basis to track their progress. Throughout this process it should be born in mind that

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TL Annual Work Plan/strategic plan (2)	Thusano Lefatsheng	Plan developed, being implemented
TL Production Processing	Thusano Lefatsheng	Underway
TL Marketing Study I	Thusano Lefatsheng	Underway
Somaraleng Tikologo Strategic Planning	Somaraleng Tikologo	Plan developed
Somaraleng Tikologo Financial Mgmt Training	Somaraleng Tikologo	Systems developed, installed, in use
Gantsi Craft Board Training (3)	Gantsi Craft	Leadership skills developed
Gantsi Craft Marketing	Gantsi Craft	Marketing skills transfer
Crafts Marketing I	8 NGOs	SWOT, plans
Kgalagadi Crafts Marketing II	Kuru, Gantsi Craft, Maiteko	Organisation formed, display at trade fair
CORDE Strategic Planning	CORDE	Plan developed
MBTC Strategic Planning	MBTC	Planning
Permaculture-Community Planning	Mmatshumo community	Community campsite planning
NGO OCAT Development	10 NGOs	OCAT approved
Organisational Assessments (OCAT)	11 NGOs	Organisational assessments undertaken
BOCONGO NGO Survey	35 NGOs	Strong feedback to BOCONGO
BOCONGO Strategic Planning/AGM	BOCONGO membership	Strategic plan, funding proposal
BOCONGO Sustainability/Fundraising	BOCONGO, NGOs	Manual being produced
Financial Management Training	10 NGOs/CBOs	Skills transference, follow-on
CECT Board Training (3)	CECT, VTCs, VDCs	Assessments, skills transference
CECT Annual Work Plan	CECT, PACT, NRMP	CECT staff plans developed
CECT Financial Training	CECT, VTCs, VDCs, CAPs	Skills transference
CECT PRA Training	CECT Staff	PRA skills training
Leadership Training	CECT, VDCs, VTCs	Skills transference
Pandamatenga Community Planning	Communities	Planning initiated
Empowerment (3)	NGOs, CBOs, XaiXai	Manual produced, theatre groups
Skills Training-Sankuyo	STMT, CI	Office skills transference
Skills Training-Sankuyo	STMT, CI	Enterprise development
Skills Training-Sankuyo (3)	STMT, KDT	Leather tanning
Skills Training-Sankuyo	STMT, CECT	PRA skills training
Skills Training-Sankuyo	STMT	Strategic plan-tourism
CBO Network Association	6 CBOs, NGOs, GoB	CBO network options
CBO Network Association	6 CBOs, NGOs, GoB	CBO network planning
Joint Ventures for CBOs, NGOs, district gov't	40 representatives	Need for follow up workshops
OOPP Methods	VPR, NGOs	OOPP methods applied with VPR

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OCAT is an instrument designed for rapid participatory assessment needs to continually be revisited to ensure that organizations are on tract. In addition to the development of OCAT, IRCE has supported several strategic planning workshops with individual NGOs

Eleven NGOs have opted to use OCAT and the results are shown in Table 4. As a result of this OCAT exercise, several individual and joint training workshops have been developed in collaboration with the Botswana training NGOs and umbrella organizations (BOCONGO and FONSAG). The content has focused on management practices including financial management, participatory techniques, empowerment and fund raising.

Table 4: Summary of OCAT Results				
	Present	Emerging	Developing	Mature
Governance		8	3	
Management Practices		10	1	
Human Resources	2	9		
Financial Resources		9	2	
Service Delivery		8	3	
External Relations		7	3	1
Sustainability		9	2	

Source: IRCE, September 1996.

Based on these findings, it was recommended by participating NGOs that IRCE and BOCONGO develop a comprehensive training plan for all NGOs in the broad areas of leadership and governance, participatory training methodologies and techniques of improving service delivery. It was also recommended that IRCE support an assessment of NGO manpower needs and development of appropriate skills transfer techniques. In this context, IRCE carried out an assessment of the training resources available from 16 organizations from the NGO community, parastatal organizations and international organizations. Both generic training and specific training tailored to the needs of each NGO (and CBO) are felt to be critical components in organizational development. The interim report is being reviewed and the next steps in this study are being developed.

Another recommendation was that IRCE promote NGOs to develop a Code of Conduct or guidelines for community development principles that might guide the NGO in their development practice. Also, IRCE would initiate dialogue between NGOs and government/private sector and donors to facilitate resource mobilization to support NGO activities and that they continue to support organizations with externally-financed self-evaluations and strategic planning processes.

In addition to capacity-building training and networking activities, IRCE has used several novel approaches such as using a theater group for the village of XaiXai to facilitate discussions on CBNRM, providing business training opportunities in Setswana to Sankuyo via the Maun Business Training Center and, with the advice of NRMP advisors, locating experienced local firms to work with community members to map the resources, identify current uses, and develop a plan based on potential resource uses. Within this framework, Community Escort Guides could become monitors for resource use and the trust could issue permits according to the plan. This is being done in Namibia and may be worth a trip for IRCE and community members. One spin-off of the training has been employment by Maun companies of the business trainees. To date, the people who received the business training have not had an opportunity to use it in the trust activities.

The Botswana Orientation Centre is also providing a forum for the exchange of ideas and the sharing of lessons learned through its community participation newsletter supported by IRCE.

Grants Management

To date, 9 of the 13 sub-grants issued by IRCE have gone to seven NGOs predominately to provide support for community mobilization and planning for natural resource use strategies.² Two additional grants were given to provide technical assistance for market feasibility studies and to support pilot projects.³ Another two sub-grants have gone directly to CBOs and are managed by IRCE. The status of NRMP grants is outlined in Table 5.

Several other projects are progressing through the identification, feasibility and planning stages and it is expected that they will come online in 1997.

Proposals for grants are assessed by the Proposal Review Committee made up of the Director IRCE, Chief of Party/NRMP, the USAID/NRMP Project Manager and representatives of the NGO community. Proposals are reviewed, *inter alia*, on technical, social, institutional criteria.

²One of these grants went directly to the NGO Thusano Lefatsheng as a revolving fund for collection of grapple.

³In particular, the marula collection, processing and marketing studies which were managed by NRMP technical advisors involving the Gweta Trust and evaluated by IRCE.

Table 5. IRCE Subgrants

IRCE SUBGRANTS

No	Subgrantee	Subgrant Purpose	Subgrant Location	Subgrant Beginning Date	Subgrant Ending Date	Budget Pula	Budget US\$	Subgrant Status	Women as Primary Subgrant Beneficiaries	Potential for Regional Replication
1	Thusano Lefatsheng - Grapple	To provide seed money for NGO grapple revolving fund to increase rural incomes	Settlements in Kweneng and Kgalagadi Districts	15 Feb 1996	15 Feb 1997	129,190	43,063	P83,000 distributed in settlements Grapple sales underway	Yes	Yes
2	Sankuyo Tshwaragano Management trust	Build community capacity to manage resources through series of community-focused capacity building activities	Sankuyo village, NG 34	10 Jan 1996	30 June 1997	165,000	58 930	On schedule, very promising	Yes	Yes
3	Permaculture	To provide support for community mobilisation and planning for natural resource use strategies	Tidimalo and Masoko villages	30 Nov 1995	15 Feb 1996	245,500	87,700	Completed		
4	CECT	To provide organisational and infrastructural support to enable communities to sustainably manage natural resources	Five villages of Chobe Enclave	10 Jan 1995	30 June 1997	634,904	235,149	Moving as planned		Yes, components
5	Gweta - CSIR	On-site water quality assessment in Gweta area	Gweta area	02 Feb 1996	15 Apr 1996	8,327	2,974	Completed Follow on activities being designed		Yes
6	Gweta - Morula	Marula collection, processing and marketing pilot study	Gweta, Marula ma Ntse and Zoroga	12 Mar 1996	15 May 1996	28,070	7,972	Completed	Yes, potentially	Yes
7	Thusano Lefatsheng - Ukhwi	Support for implementation of CBNRM project in KDI, focusing on wildlife and domesticating veld products	Ukhwi, Ngwatle and Ncaang	15 Oct 1995	30 June 1997	162,500	58,036	Underway Delayed implementation but very promising	Yes	Yes
8	Kuru Development Trust	To conduct a participatory ecological and economic study for Kuru farm	Kuru Farm	02 Feb 1996	15 Nov 1996	130,893	46,748	Interim report delivered Promising	Yes	Yes
9	Kalahari Conservation Society	Strengthen capacity of KCS branch office to mobilise communities for sustainable resource use, initially focusing on phane	Tswapong Hills	15 May 1996	30 June 1997			Underway		Yes
10	Camphill Aloe Project	After determining economic viability of Botswana aloe, mobilise community harvest trials	Otse	October 1996	30 June 1997	21,000	6,000	Discussions with UB and US Aloe Association to certify aloe	Yes, potentially	Yes
11	Conservation International	Support for community facilitation in NG 32	NG 32, Maun area	October 1996	30 June 1997	210 000	60 000	Waiting for identification of candidate		Yes
12	Women's Finance House	To empower rural women through more effective utilisation of natural resources	Tswapong Hills area	October 1996	30 June 1997	880 000	251,429	Planning Subgrant signed Very promising design	Yes	Yes
13	Kuru Development Trust	To provide support for community facilitation and Trust formation in settlements in Ngamiland	Ngamiland District	Oct/Nov 1996	30 June 1997	310,000	88,571	Approved not yet signed	Yes	Yes
Total						2,925,384	946,572			

Conclusions

IRCE has been receiving an increasing number of requests for support from NGOs, district government officials and community organizations. This indicates an expanding interest in CBNRM and the types of services offered by IRCE in community mobilization, organizational development and training. Of the 13 sub-grants, only those given to CBOs (CECT, Sankuyo, Gweta and Thusano Lefatsheng) are currently at the stage where natural resources are being used for the benefit of communities.

Several mechanisms are possible to support CBNRM activities. The best (and the overarching goal of NRMP) are CBOs managing primarily on their own. However, CBOs will need support services (marketing channels, advocacy, technical assistance or training among others) for quite some time. These support services can be built by CBOs building partnerships in collaboration with district officials, NGOs, private enterprise or DWNP and other ministries. However, this may lead to a dependency relationship rather than empowerment which would further disenfranchise the communities. Where CBOs have not yet developed, or where community processes are weak, some of the best partnerships could be with rural-based NGOs with a **grassroots focus** (such as Kuru Development Trust).

However, evidence suggests that while the NGO community has many skills (both technical and organizational) many are not focused on building community capacity to manage their natural resources. In addition, they are constrained by lack of staff and financial resources. Several NGOs have skills to offer with respect to production and utilization of resources, conservation and marketing which should be built upon. Furthermore, as the NGOs develop organizationally, they will be defining their mandates and capacities and may move into more and more community-based initiatives. In this context, the best role for non-rural based NGOs are providing the specific services that they specialize. This is currently occurring with Women's Finance House which is providing its expertise on small credit schemes to Tswapong Hills.

Funding has also gone to support implementation of CBNRM with NGO facilitation rather than NRMP directly facilitating the CBO formation and development process. This approach only seems to be relevant in areas where communities are not well organized. Where community structures are in place, there is a strong feeling on their part that they wish to be empowered through advice and training to "go it alone." In addition, the grants mechanism has been used to conduct participatory studies which will lead to better strategic choices and pave the way for monitoring implementation, and to empower rural women through more effective utilization of natural resources.

Grants should not be used as leverage to get NGO involvement in the community activities. As stated elsewhere in this report, support activities to CBOs must be localized. In some areas it is not necessary, or even desirable, to have an NGO automatically become involved. In other areas, NGO involvement provides real benefit and services to the community. The key is that NGOs

should be involved when they have a real constituency in the community and/or are providing services (training, credit services, etc.) that the community needs

At some point, IRCE needs to evaluate whether or not the training workshops, designed as a result of OCAT, are achieving the intended purposes or whether organizations are being overloaded with so much information that they are unable to take the lessons learned home and transfer them into implementation on the ground. Gweta Trust is the only grant activity evaluated to date. The quality of the evaluation and its recommendations for the further development of this initiative, considered valid by all parties, suggests the need for more formal evaluation of sub-grants

IRCE grants mechanism does not meet USAID environmental impact assessment regulations. Although most or all of the grants would probably receive a categorical exclusion, a procedure should be established to ensure adherence to the regulations. In this context, IRCE should request USAID for assistance from the regional support office (REDSO) to assist it in establishing assessment procedures.

Some incorrect assumptions within the PACT Cooperative Agreement need to be rectified. First, concerning the ceiling for the amount of grants it states "other factors to consider are absorptive capacity of the NGO community and the number of grants that can be effectively handled by PACT and eventually the NGO structure." This is potentially limitless and misses the whole CBO context in which the project operates. It is the absorptive capacity of the CBOs that matter under the NRMP. The second is that an "NGO Structure should eventually have the mandate and the capacity to gradually assume the role currently played by NRMP." No one structure will take over the mandate of NRMP as it is multi-sectoral and a large amount of partners are needed to continue the CBNRM process. Moreover, NGOs do not have the mandate over land use - the most critical aspect of instilling responsibility for natural resource management with the communities. Finally, the districts are the most obvious entry point toward assuring overall support to community structures within their boundaries. This is not to say the NGOs don't have a role, their role is vital and they could provide services that may be lacking within government agencies. Again, this is evidenced in the Women's Finance House providing expertise on credit and Maun Business Center that can provide specific specialized training in business skills.

Strategies for Sustainability

One of IRCE's mandates is to create an umbrella "NGO structure" committed to CBNRM. A working group of NGOs was formed on behalf of USAID by the NGO/PVO/NRMS Project to develop a time line and work plan which is now being used as the basis for discussion with other donors notably DANCED. It is hoped that DANCED and USAID will collaborate to ensure that approaches and methods being employed support rather than contradict one another.

The development of an NGO structure would evolve from the consultative process among NGOs working on the NRM sector. This NGO structure is purposely not defined at this stage but it could be a consortium, a subcommittee of the existing NGO coordinating council, a single NGO, or a paid secretariat. It appears to the evaluation team that the NGO structure is worthy of support and can provide benefits, in the long term, for CBNRM. However, it can diverge from the main goals of NRMP. A better strategy for sustainability of CBNRM is building the capacity of CBOs themselves to manage their own affairs. IRCEs allocation of resources should reflect this. For example, specific funds should be earmarked for CBO capacity building and NGO capacity building.

Implementation Issues

As the project completion date nears, IRCE has felt pressure to spend its grant money before this date. This pressure, real or imagined, may obviously lead to funding activities that may not be appropriate or adequately thought out. While the evaluation team doesn't feel this occurred, the danger is there and should be dispelled.

As with the grants, the NGO component of IRCE has wrought some confusion among the project. While NRMP advisors are working directly with communities toward community empowerment, the Institutional Reinforcement for Community Empowerment component focuses on this goal through NGOs. Part of this confusion is caused by the different use of jargon but mostly it is caused, again, by the lack of a clear, unified vision or model agreed to by both IRCE and NRMP.

Distribution of IRCEs financial and human resources should reflect the focus of the project. The project should consider earmarking around 25% of IRCEs resources (financial and manpower) toward grants, 25% toward NGO capacity building and the remaining resources directly toward building capacity of grassroots community organizations.

Recommendations

1. IRCE should continue for two additional years with its dual mandate of building CBO capacity for CBNRM and grant management.
2. IRCE must stay focused on the goal of increasing communities capabilities for self management and therefore, emphasis on CBOs.
3. IRCE should facilitate, as requested, an eventual NGO structure but the establishment of one should not be considered as a deliverable.
4. IRCE should actively facilitate an eventual independent CBO umbrella structure.

5. The grants management procedures in place should become more transparent and ensure technical guidance from NRMP advisors. In this regard the following is recommended.
 - a. Criteria for proposals to be considered for funding should be "tightened up" to ensure proposals directly relate to NRMPs goals and objectives and that if a new partner is involved, it has a constituency in the CBO or is providing a relevant service.
 - b. The Proposal Review Committee should be expanded to include NRMP counterparts with assistance from the advisors and chaired by the USAID Project Manager. Decisions of this Committee should be final.
 - c. The Proposal Review Committee should pay particular attention that grants do not take away the responsibility for CBNRM from the communities, acts as a surrogate for community involvement or provides capital input that exceeds the absorptive capacity of the community. The Committee should also ensure proposals meet M&E and environmental impact assessment requirements.
6. IRCE should continue participatory monitoring of the institutional and technical capacity development of NGOs using OCAT and develop a similar instrument for monitoring CBOs.
7. IRCE should ensure that M&E systems are part of every sub-grant. This would include engaging NGOs and CBOs in the monitoring of income impacts and attitudes toward sustainable utilization. Regular reporting on the status of sub-grants should be done by IRCE and this information should be made available to the Proposal Review Committee.
8. IRCE should also ensure that EIAs are part of every sub-grant in accordance with USAID regulations and Botswana regulations. In this regard, it is suggested that IRCE request assistance through USAID for REDSO Nairobi to give assistance.
9. Training and workshop activities should include regular follow-up visits to monitor skills applications and impacts.
10. IRCE, USAID, NRMP should commission case studies on some of the cross cutting issues/ unintended consequences so that benefits of the lessons learned and models developed can be fully shared throughout Botswana and the region. Examples of case studies could include:
 - a. The different models and approaches being used for CBNRM.

- b The governance impacts, changing relationships of villagers to each other, communities to government, the way of doing business in committees other than trust committees, and the impact of additional members of communities taking on leadership and planning roles

3.5 Personnel Planning and Training Component

3.5.1 Background

The Personnel Planning and Training Component was added to support project activities at the recommendation of the midterm evaluation team in 1993. The purpose of this component is to strengthen the human resource capacity of DWNP to engage in sustainable natural resource activities. The strategy was to increase the number and caliber of qualified professionals within the department through long and short term staff training, to promote efficient management within DWNP through the application of human resource development techniques and to revitalize both the facilities and curriculum at BWTI for systematically training all game scouts at the district level in critical wildlife management and community extension skills. Transformation within DWNP was needed to create a cadre of well-trained professionals who were able to establish public confidence in the department as a service organization and facilitate institutional linkages between government, NGOs and the private sector at local, district and national levels to integrate the conservation and development of natural resources.

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3.5.2 Key Elements and Progress to Date

Table 6: Summary of Activities for HRDE and BWTI	
Activity	Status of Final Evaluation
Training Needs Assessment	Completed 314 assessments in 21 months with less than 10% of officers not participating. Scores currently used for selection and placement in IBT and Certificate courses at BWTI.
Annual Training Plan	Several division heads using techniques learned in a workshop and follow-up meetings. With a short term consultant developed DWNP's short term training plan. This plan was changed by Administration without consultation of Division head. DWNP did not submit completed plan to DPSM for 1996, therefore staff training opportunities for 1997 may not be allocated (except for USAID sponsorship slots which were submitted separately).
Supervisory Training Workshop	Successful, five-day supervisors seminar attended by 30 participants to review the BWTI training programs, solicit suggestions from DWNP professionals and discuss the development of regional in-service training programs for junior staff. Seven areas were suggested for specialized training including: public relations, problem animal control, computer training, statistics- research /monitoring, licensing procedures, community extension education and conservation education.
Rehabilitation of BWTI facilities	Completed key structures and DABS certified. Renovation and use of library facilities very successful. Problematic areas are laboratory, herbarium/museum and recreational facilities which were not the responsibility of NRMP.
Job Descriptions	Completed and given to Director but not yet approved by DPSM. Used by several senior game wardens and assistant directors within DWNP for staff deployment, skills and qualifications needed for a given position and decisions of training needs for division/unit.
Career Path Development Plan	New and under development with participation by division and unit heads to assemble in relation to scheme of service. Senior Game Wardens using for a transparent system of progression for staff within a particular division, but not distributed uniformly across DWNP by Administration.

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Table 6: Summary of Activities for HRDU and BWTI	
Activity	Status at Final Evaluation
Electronic Personnel Files	Previously all done manually and difficult to keep consolidated and updated. Not used in decision-making. Seen as a very useful service of Administration by several senior game wardens and assistant directors within DWNP to keep regularly updated and accurate lists of staff by district, used in decision-making for training, promotion and deployment.
Recruitment Process (Pre-service Training)	Selective pre-service training program successfully established at BWTI for new DWNP game scout recruits using DPSM guidelines. New recruits immediately complete IBT and are deployed to their posts knowing what the mission of DWNP is as well as having the necessary skills to carry out their job responsibilities. Further attention needed for streamlining/institutionalization of Administration unit procedures for recruitment process and timely deployment of newly trained staff. DWNP recruitment process for other positions remains problematic due to conflict of Administration/DPSM procedures.
International Training	Excellent logistical support and correspondence with staff on long-term training by advisor. Problematic selection process and budgeting of transportation expenses resulted in missed training opportunities for several DWNP staff. Training needs assessment indicated that supervisory staff needed leadership, management and development planning skills. Most programs focused on technical natural resource management areas. Advanced training as follows: CBO/NGO (5), Research (3), M & U (14), Conservation Education (4), Parks (8), Administration (3), Finance (1), and Forestry (1). Some of the staff on long term training programs have thesis topics which are directly relevant to CBNRM issues such as: 1) An assessment of formal and non-formal environmental education programming in rural communities in Botswana and 2) Indigenous wildlife management practices and contribution to CBNRM. For other staff that have had a more traditional wildlife management research oriented training there needs to be a reintegration plan for application of skills within DWNP to CBNRM upon return with report sent to DPSM.

Final Evaluation of the Botswana Natural Resources Management Project

Table 6. Summary of Activities for 1995	
Activity	Summary of Results
Specialized Problem Animal Control Training Courses (Problem Animal Control)	New unit developed and professionalism noted by senior DWNP staff. Excellent groundwork and foundation established for a service-oriented extension unit within DWNP in Problem Animal Control and Trackers Total of 39 Problem Animal Control officers trained. Instructors trained who have now implemented three courses on their own. Need animals for field component to be effective. Problem animal control training for communities requires start-up.
Induction & Basic Training	Designed and conducted six 8-week training courses for 151 game scouts with 85% pass rate. Seventh course in progress and responsibility/leadership for course by Botswana BWTI Training Officers. The IBT is a comprehensive field and classroom course with hands-on approaches to wildlife management.
Curriculum Workshop	Well attended by DWNP staff and others. Used as a basis for participatory development of curriculum in use at BWTI.
Train the Trainer Workshop	A thorough, intensive Train the Trainer course was held at BWTI from Oct 6- Nov 25, 1995 with 12 Training Officers participating. The workshop included teaching methods, lesson planning and hands-on micro teaching exercises which were peer evaluated. Workshop participants indicated that they found the workshop to be very useful. However, the staff were greatly disappointed by the inclusion of information from personal interviews in the final report.
Teaching Methods Workshop	Problematic attendance due to conflict with classes going on at the time.
Certificate Training Program	Selection process for admittance into program done by performance on assessment. Minimum score of 50% now a requirement. Revised curriculum with field emphasis as opposed to solely theoretical training started. Eight new modules with lesson notes and field applications include Departmental Objectives, Field Skills, Introduction to Natural Sciences, Introduction to Natural Resource Management, Parks Management, Community Extension Services, Management & Utilization and Leadership & Supervisory Skills. Currently the program is a semester based timetable, thereby making it impossible for other staff to enroll in a specialized subject area for a short, concentrated period of time. Relevant field projects such as visitation patterns for Gaborone Game Reserve are conducted and supervised by BWTI staff, not supervisors.

Conclusions

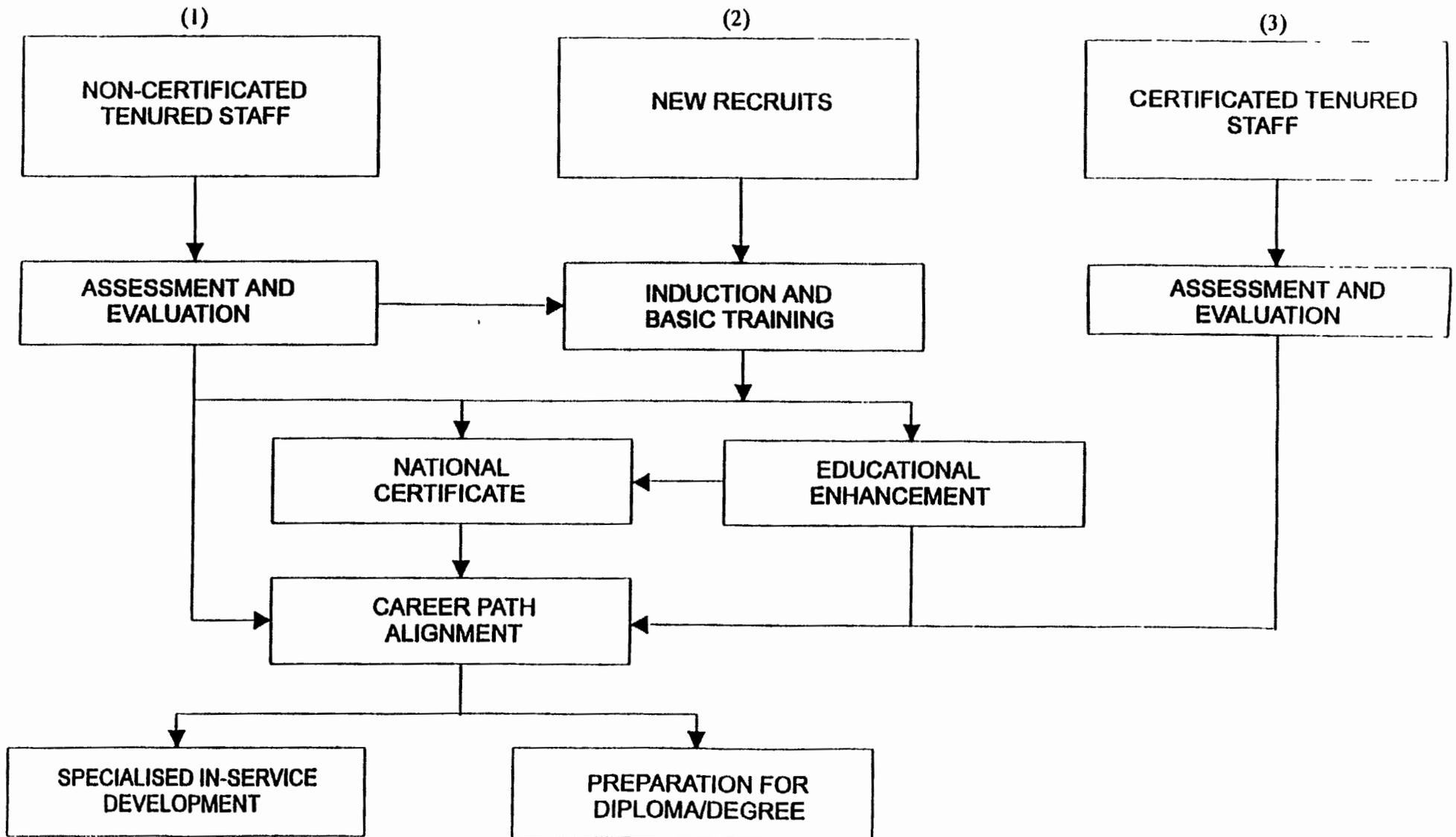
The combined coordination of HRDU with the BWTI has resulted in a substantial restructuring of DWNP toward personnel training and capacity-building. Appropriate training has been systematically provided for non-certificated tenured staff (with some limitations due to DPSM regulations) and new recruits through a comprehensive Induction and Basic Training program and selective pre-service training. A new revised national certificate program is underway, but some concerns must be addressed in order for the program to effectively meet the needs of the department. Namely, the length of time required to complete the program in relation to the number of people who need training creates a bottleneck, lack of appropriate logistical arrangements by support staff seriously undermine the training effort, and collaboration with supervisors for on-the-job application of skills during the field projects need further attention. Educational enhancement, career path alignment and the development of specialized in-service training are key areas for further concentration of efforts which require coordination by BWTI staff. Conservation Education and Community Extension units with HRDU. Excellent examples exist which should be built upon for meeting in-service and specialized course needs of the department. For example, the Conservation Education unit's programs in conservation policy have provided critical policy information to district offices using innovative methods. A second outstanding example of practical, specialized in-service training is the development of a Problem Animal Control unit which included selective recruitment, training of instructors, transition of responsibility for program implementation to qualified Botswana counterparts from the advisor and successful training of DWNP game scouts as Problem Animal Control officers. There is a clear trend in all training components toward a transition in responsibilities from NRMP advisors to DWNP staff which is critical for sustainability of the programs. Procedures are needed within DWNP for continued institutional support of such programs.

Human Resources Development Unit

Changing attitudes and procedures that have developed over many years is a very difficult process. It requires consistent and firm support from top management in order for any HRDU effort to be effective. The NRMP advisors services were not used to full capacity. As one Principal Game Warden said, "We have lost by not paying enough attention and recognizing the importance of this." Many DWNP officers expressed concern over how the information assembled (i.e., personnel records and job descriptions) will be managed after the advisor leaves. Several DWNP professionals hoped that the new Assistant Director of Administration would be able to facilitate and maintain new services. In a very short time, she has already designed and analyzed a questionnaire on efficiency and professionalism of Administration unit with the intention of instituting improvements. A transition period is required in which leadership and responsibility to update, maintain, interpret and provide critical personnel services to division heads within DWNP is taken over by several qualified Administration staff. Management and computer training is required for several staff to do this. There should be a review of linkages

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the-job The Training Needs Assessment clearly pointed out the supervisors were much more conversant with technical subjects than management skills such as development planning, leadership, and supervision. Continual problems with support personnel for timely and critical logistical support, vehicle maintenance and supplies for field component severely undermines program objectives and will jeopardize the quality of the program during the transition period if attention is not given to this aspect of the institution. Credibility of advisor position was undermined by problematic administration of first advisor in the position.

Recommendations

- 1 Continue the three BWTI instructor and the principal advisor positions for two years with continued emphasis on transition of all courses (pre-service, IBT, certificate). Advisors should have technical backstopping function and collaborate on evaluation of certificate course, training of instructors, and development of specialized short courses/modules that are linked to Certificate program.
- 2 Continue focus on: a) completion and acceptance of the Authority and Discipline (or Operations) Manual by BWTI, DWNP and DPSM, b) design of an academic enhancement program (i.e., night-time tutoring offered and required for game scouts in basic English and math skills at the library); and c) evaluation of certificate program and alternatives for streamlining it.
- 3 Continue transition of responsibility for IBT course to DWNP Training Officers including logistics, instruction, process evaluation, editing and production of the BWTI newsletter and on-the-job evaluations. The transition of secretarial support for courses also needs to be addressed.
- 4 DWNP training staff need practical field instruction experience Training should be sought through relevant intensive short courses or through structured internships with exceptional wildlife management departments in the region.
5. There is a need for an BWTI administrative liaison at Headquarters to coordinate follow-through of supplies, administration, paperwork, recruitment, and field placement to overcome bureaucratic obstacles. BWTI should work with the Administration unit, PPT advisor, HRDU, Director, principal and BWTI instructors.
- 6 There is a clear need for short, local management training of support personnel and a re-examination of DPSM procedure with regards to the requirements of implementing pre-service training courses.

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An environmental education advisor was employed to coordinate these activities from October 1991 to March 1995. A plethora of activities were initiated including a National Planning Conference for Environmental Education; a thorough environmental education needs assessment at the primary, secondary and teacher training colleges; development of supplementary environmental education teaching materials; production of teaching videos by Curriculum Development Division/TVE to support the National Conservation Strategy; and a series of teachers training workshops in conjunction with a multitude of agencies at the Gaborone Game Reserve. After the conclusion of the environmental education advisor's service, a series of three consultancies to support a new environmental education officer within Curriculum Development Division were planned. The consultancies have been delayed in anticipation of the post being filled.

In December 1995, the status and future sustainability of environmental education activities within the Ministry of Education were reviewed. Many of the projects initiated by the NRMP were at a standstill, yet hovered on the verge of completion. A major shift in educational policy occurred in 1993 which among other things completely revised the entire junior secondary curriculum as well as incorporated a student-centered approach for all subjects. In the flurry of activity needed to completely revise the entire curriculum, the initial environmental education momentum was lost as the educational community shifted its focus toward implementing the new policy. As of 1995, the curriculum review programme for the Primary Teacher Training Colleges, College of Education and in-service training were delayed when the Basic Education Consolidation project closed.

3.6.2 Key Elements and Progress to Date

Summary of Key Elements and Progress to Date	
National Planning Conference for Environmental Education	The Ministry of Education, the Faculty of Education, UB and the Kalahari Conservation Society organized the national conference which was sponsored by NRMP/USAID, SIDA and UNESCO. Policy recommendations from the conference were adopted by the Curriculum Development Division in the MoE and NRMP as program guidelines including curriculum development, needs assessments, teacher workshops and a National Tertiary Environmental Panel.
Needs Assessment Studies	Comprehensive needs assessments on the status of environmental education themes and teaching techniques were completed for primary school teachers, JSS teachers, and PTTC Lecturers. The findings were reported to MoE, TTC and Faculty of Education at UB.

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Table 2: Summary of Environmental Education Activities (Phase II Focus: Empowerment)	
Activity	Status at Final Review
NCS/TVE Video Series	Over a two year period, the Curriculum Development Division in conjunction with TVE produced a series of five videos with teacher notes to support the National Conservation Strategy in response to recommendations of the 1991 Environmental Education conference. The videos have been duplicated and will be disseminated through a series of teacher workshops when the teacher notes have been completed.
Curriculum Development Division Environmental Education Officer Position	This newly created junior level (C1) post within Curriculum Development Division remains unfilled. It has been advertised several times over the last three years, but likely candidates have taken other higher-paid teaching positions. Discussions continue on how to fill the post.

Conclusions

Environmental education is a topic that in the past has traditionally fallen outside of the formal curriculum in most countries. Integration and awareness building are long-term processes (10-20 years) that require coordination and dedication by a wide array of professionals including teachers, publishers, curriculum development specialists, NGOs, government planners and natural resource professionals. The midterm evaluation of the NRMP recognized that focusing on the integration of environmental education within the curriculum was a necessary, but slow, meticulous process that would take many years to yield visible results to support CBNRM activities. Within the NRMP, a tremendous number of environmental education activities were tried based on strategies that have been used successfully in environmental education campaigns internationally. The original vision of the scope of work for the Environmental Education advisor and the Ministry of Education included a breadth and depth of activities that far exceeded the time frame and personnel available for implementation and follow-through. Sustainability at the original level of effort is clearly not possible, nor is it necessarily needed as participating organizations re-adapt the methods to fit their circumstances.

The wide range of activities supported by the NRMP over several years in collaboration with a multitude of government, private and NGOs have acted as a catalyst and support to the development of environmental education activities in Botswana. For example, Action magazine published an edition devoted to ecosystems, an effective shopping bag campaign focused attention on recycling, and world environment day expanded during this period to a full month of activities including activities such as essay contests, conservation spelling bees, and radio programs. The University of Botswana Environmental Education Project (UBEEP) coordinated by the Faculty of

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conjunction with the UBEEP project and the Faculty of Education-UB could generate lessons learned and capitalize on experience gained regarding which environmental education strategies were effective, a follow-up sample of teachers who participated in the wide range of environmental education activities could be conducted to measure how the workshops, conferences and materials stimulated them to infuse environmental education in their teaching programs. It will be important to document how activities and perceptions have changed in relation to the baseline needs assessments that were done in 1992. This type of project would make an excellent Masters level thesis.

The project would build upon linkages and networking between environmental education activities and the efforts of the Conservation Education division to generate a multiplier effect for the spread of specific CBO/CBNRM information by selectively using the posters, videos and booklets developed by the Conservation Education unit of DWNP. For example, use and impact of the NCS videos could be capitalized on in several cases if more copies of the videos (particularly the Veld products one) are available to other groups to extend through the DWNP Conservation Education, CBO and NGO networks instead of being limited primarily to the formal education sector. Several options exist:

1. Use the Veld products video by NGOs (Thusano Lefatsheng/Veld Products Research) with stop video techniques at capacity-building workshops, BWTI and by the Conservation Education division of DWNP
2. Coordinate and maximize the multiplier effect of teachers using the NCS videos by having a DWNP representative provide a brief presentation using participatory methods at already organized teacher training events. This would be valuable skills practice for new community liaison officers and/or interested game scouts and would require a minimum of effort or cost.
3. Coordinate distribution of materials with the environmental education efforts at Mokolodi and other active centers. This facility services 7,000 children-days/yr including teachers. Distribution of materials (NCS videos, posters) to their staff would again increase the multiplier effect with a minimum of cost or staff effort.
4. Participate in the 1998 regional environmental education conference. The potential exists for BWTI/DWNP, NGOs, CBOs to participate in this conference. Development of a display and brief (1 page) examples with one or two photographs of the different Veld products/Wildlife utilization efforts would be useful products to share both within the educational community nationally and in the region.

Table 3: Summary of Conservation Education Activities (Phase II: Non-Formal Emphasis)	
Activity	Summary of Final Evaluation
Materials Development	<p>Sets of large, laminated posters on WMAs, CHAs and quotas were developed and distributed to DWNP district offices. Training provided in the use of the posters at all workshops. Three limitations for the present set of posters include 1) some DWNP staff are hesitant to use some of the posters because they transmit a controversial message for a non-literate audience which requires advanced facilitation skills to manage effectively, 2) bulkiness makes them difficult to hang on the wall or transport and 3) cost prohibited large numbers of posters from being produced.</p> <p>Extremely useful booklets in English and Setswana on CHAs, WMAs, Quotas and Joint Venture Guidelines have been reprinted already three times (21,000+) and there is still a demand for more</p> <p>An interactive video in Setswana with English subtitles describing what CBNRM is, why it is important, and how to implement different projects together with examples of successes and management options of current CBNRM activities is under production.</p> <p>Radio broadcasts are in the planning stage</p>
Wildlife Management Policy Workshops	<p>Four workshops in Ghanzi, Tshabong, Molepolole and Gaborone with a total of 102 DWNP staff. Each participant received file with all relevant policy documents, innovative training techniques such as joint venture role play and land-use mapping exercise, as well as training in how to use posters. Coordination with HRDU to record workshop participation for officers. Ghanzi district has initiated staff training to discuss implementation of concepts as a result of initial workshop. Requests for follow-up workshops, further training and support by Ghanzi and Molepolole. Need to localize message in each district for actual implementation.</p>

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Implementation Issues

Currently, there are insufficient staff to meet the demands placed on the unit for development of materials, design and implementation of workshops, critical follow-up visits to support district officials and NGOs, and training for DWNP officers on policy issues. Given the high demand and need for these activities, there must be a corresponding increase in budget allocations from DWNP for workshops and materials as well as more staff seconded to the unit. There have been some delays and logistical problems due to the timing and distribution of funds by the Administration unit (DWNP). Budgetary planning and more efficient distribution mechanisms are needed.

Recommendations

The conservation education component has had a direct impact in a very short period of time. This critical communication and extension function to support CBNRM/CBO and relevant NGO activities definitely needs to be bolstered. Future activities should continue to target audiences that are known to have a multiplier effect (i.e., NGOs, teachers, DWNP staff, District officials). However, quick extension follow-up is needed to maintain momentum. Networking with NGOs and the formal education sector has thus far been very successful to overcome constraints of the government sector for quick, efficient responses. Strategic networking with selected organizations will continue to foster sustainability of the effort.

The aim of this communication effort is for all CBNRM stakeholders to fully understand their rights, roles and responsibilities. Awareness is a first step toward implementation of policy. To move from awareness to actual implementation, the GOB needs to quickly review institutional, manpower and budgeting allocations required given that 23% of the country's land area is in WMAs. There is a clear need for capacity-building at the district and community levels.

1. Extend the contract of the current Conservation Education advisor for two years.
2. Permanently assign more DWNP staff (game warden or above with at least one per district) to the Conservation Education and/or newly-created Extension unit for training by the advisor and counterpart to form an information dissemination team. The members of this team need to be posted to key districts throughout the country while the advisor and his counterpart should be mobile.
3. Continue strong support by the director and senior staff to emphasize the necessity, importance, and visibility of Conservation Education effort throughout the department. Widely promote the concept that the department now has an extension function which means that all staff are expected to use and distribute materials when they participate in public forums as well as provide follow-up services and answer questions by the public following events. Participation should

of efforts at a minimum of cost while at the same time increasing sustainability by increasing networking

- 10 Continue materials development in Setswana whenever possible, for displays, simple brochures, and expand topics to include veld products, relation with agricultural policy and the range of CBNRM options. Localize information to suit the needs of the target audience and speed actual implementation on the ground (gazettements, management plans, maps with boundaries, quotas)

Reprint a large number of selected posters using a smaller, non-laminated, less-costly production method to have broader coverage. Posters should be prominently displayed in as many places as possible including DWNP Headquarters, every district office, every active educational center, every active environmental education or conservation-oriented NGO should have a set of posters and/or display. Every game scout leaving BWTI should have a set of materials to use. Game scouts and other senior DWNP staff already attend and participate in a wide number of capacity-building workshops done by IRCE, NGOs and CBOs. Conservation education materials should be used whenever possible at these events.

- 11 Continue the production of the CBNRM video as rapidly as possible and put into immediate use.
- 12 Maximize publicity to build awareness in the general public by expanding the multiplier effect and networking potential of key target audiences. Strategically use available resources by broadening the variety of activities to include shorter, less-expensive, less time-demanding forum than only three day workshops. Explore the use of media channels for press releases, radio, TV, video, newspapers. Again, being selective by emphasizing those media that result in a minimum of staff effort for a maximum of publicity to reach the target audience.

4.0 ANALYSIS OF THE IMPACTS OF THE NATURAL RESOURCE MANAGEMENT PROJECT

4.1 Impacts on the Regional Natural Resource Management Project Objectives

Objective One: Demonstrate that natural resources utilization is a profitable and viable development option for rural communities

By several measures, the NRMP has demonstrated that natural resources utilization is a profitable and viable development option for rural communities. Supported by the NRMP, CBOs are deriving new and substantial sources of revenues from CBNRM enterprises, and the benefits accruing to these CBOs have moved other communities to engage in the formation of their own CBOs. More significantly, the progress of the CBOs associated with the NRMP is moving beyond the demonstration phase. At least two CBOs (Chobe and Sankuyo) are within a few years of being independent and self-sufficient.

To understand the progress made by CBOs under the NRMP, it is necessary to compare the conditions and prospects for rural communities today with those prior to the project. Five years ago, rural communities had few prospects to derive substantial incomes from management of local natural resources. The DWNP had complete management responsibility for most natural resources, including wildlife. Hunting and safari entrepreneurs would lease areas directly from the DWNP. Often times the private operators would bring in their own guides and camp labor so the community did not benefit even from wages. Today, at least three CBOs have entered into contracts with private hunting or tourism firms for wildlife-based enterprises. A fourth CBO has entered into contracts with private operators for the sale of veld products. Several other CBOs are near signing contracts for a variety of NRM-based enterprises.

A measure of viability of these enterprises is the growth in revenue. The Chobe Enclave Community Trust (CECT) is the most advanced CBO. Its revenues from a contract with hunting operators have grown from around \$7,000 in 1993, to \$18,500 in 94; \$57,000 in 95; and \$95,000 in 96. Last year the Sankuyo Trust made \$80,000 from a contract with firms operating hunting and photo tourism enterprises. This year, in its first year of operation, the Xai Xai CBO has started to earn revenues from tourism and had additional revenue from the sale of handicraft. In addition to the enterprises noted above, CBOs in the NRMP are on the verge of entering into enterprises based on marula, grapple, forestry salvage, tourism, etc.

It is worth repeating that these are new sources of revenues for the communities, several of which had been receiving much of their livelihoods from subsistence agriculture, livestock management and drought relief. The value of these new enterprises to communities goes beyond the increases in income. They have substantially changed peoples' expectations for the future of their communities and their households. In more than one village, the evaluation team was told that an important expectation from CBNRM was to keep their children in the community.

Objective Two: Increase local employment and incomes through diversifying employment opportunities in the sustainable utilization of natural resources.

Because of the NRMP, the rural poor have significantly more economic opportunities today than five years ago. In the NRMP-supported CBOs both the size of the revenues and the diversity of their sources has increased over the last three years. And, based on the market research for veld products, training, provision of technical assistance, and the investments being made by CBOs, the size and diversity of the rural economy should continue to grow. More importantly, the benefits from the NRMP activities extend beyond increases in revenues. In NRMP-supported communities, groups formerly disenfranchised from the rural economy--e.g., women and the Basaruwa--are playing increasingly more important roles in CBNRM enterprises.

As noted above, CBOs are investing revenues in new enterprises, some of which were not envisioned by the NRMP. These enterprises will produce new sources of income for rural dwellers. For example, the CECT is purchasing a lease from the Forestry Service to salvage logs. Not only will members of the CECT gain new sources of wages, but there is the potential for value-added activities. The CECT is also considering ventures such as a fuel station that would be situated along a newly improved road running through the game park. While this particular enterprise is still in the exploratory stages, it is indicative of a new vision--and rising expectation--held by rural communities.

While wildlife-based enterprises of Chobe and Sankuyo and the marula enterprise in Gweta are the largest and best known enterprises, incomes from handicraft are important new sources of income. From wildlife enterprises, communities gain revenue from both fees paid to the trust and from wages paid to the members of the trusts. In the case of Sankuyo, the contract between the operator and the trust stipulates that the operator will hire members of the trust for all camp labor positions such as chefs, laundry, etc. In instances where there is no one qualified to fill a position (such as a chef), the operator will hire a qualified person to train a member of the trust in that skill. Hunting guides in both Chobe and Sankuyo are paid by the trusts from revenues paid by the operator. In addition to a salary, these guides generally receive gratuities from hunters.

In Gweta, individuals receive income from the sale of marula fruit to the trust which sells it to the Oasis Brewery. This is not a new source of enterprise for many--marula beer making is a traditional source of income--but the size of the new market is promising. There are plans to bring in machinery to do some of the processing in Gweta and increase the value gained on this resource.

As noted above, the NRMP activities have opened up the rural economy to people who are traditionally disenfranchised, such as women and Basaruwa. In XaiXai, the SNV volunteer organized the Kokari Cooperative for the sale of handicrafts by women. The cooperative gave them increased marketing leverage. For example, the cooperative was able to negotiate an agreement with a shop in Maun that gave them a greater share of the price. In addition, a

As discussed above, the NRMP has amply demonstrated the benefits of legally recognized CBOs (such as trusts) members of the CBOs have greater authority to manage wildlife and forest resources and earn greater incomes and revenues as members of CBOs than they would as individuals. And members receive training in a variety of skills such as financial and organizational management or in wildlife and forest management. Few members could do the same as individuals outside of the trust.

The CBOs formed under the NRMP have gone through a participatory, transparent process to select their leadership. Some such as the CECT, Sankuyo and Gweta have gone through a participatory process with legal assistance in developing a constitution and having their Trust Deed approved by the government. As a consequence of the process, they are a legally recognized entity authorized to enter into contracts. The Trust Deeds generally stipulate procedures for tendering bids and managing enterprises. For example, the Chobe and Sankuyo Trusts use an open and transparent process in selecting their partners. The trust tenders bids which are opened in front of everybody and discussed publicly before the partner is chosen by a vote of the general membership. The Trust Deed also charges the leadership with making regular and open reports to the general membership on the financial and business status. These provide models for the growing number of communities which are initiating their own CBOs.

As noted above the trusts in Chobe, Sankuyo, and Gweta as well as CBOs elsewhere which have yet to achieve trust status have made impressive progress in initiating and managing enterprises. In addition to the increases in revenues from wildlife and veld activities, CBOs are investing in other NRM-based enterprises such as forestry salvage (Chobe), handicraft boutiques and general stores (Shorobe, Chobe, and XaiXai), Tourism (Gweta and XaiXai), and bottled water (Gweta). Other trusts are looking into enterprises that are not directly related to NRM such as petrol stations (Chobe).

Some of the progress achieved in building CBOs is in people establishing new relationships among members of the community, among communities, between communities and the GOB, and between communities and the private sector. Within communities, the idea of democratic participation is catching on. For example, we learned that the leadership is challenged more in Trust meetings than in other community meetings, and that people speak up more frequently. Groups are also working together more closely now than before, both within communities and

**Important Changes Over the Last
Five Years**

1. Suspicion has been changed to cautious confidence. Communities did not trust DWNP in beginning. Now, communities solicit the advice and counsel of DWNP personnel.
 2. Incipient partnerships have been formed between communities and the GOB and between the communities and the private sector.
 3. Some district officials feel that the NRMP provides services that helps them to be more responsive to communities. They specifically cite problem animal control and training on effective management of natural resources.
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loss at how to deal with the problem, nearly two-dozen members of the trust have requested assistance from NRMP/DWNP personnel.

In the case of the CECT, a three-year contract was signed last year with an operator and was recently renegotiated after members objected to portions of the contract. As it turned out, the Trust Executive Committee members responsible for the negotiation had not read the final version of the contract before signing and were not aware of some critical changes. The operator agreed to renegotiate but voiced concern about the trust's view toward legal agreements. Both the trust and the operator requested assistance from NRMP/DWNP personnel to help sort out the confusion.

The evaluation committee considered these lapses more as part of the learning process. We see the more significant change as the initiatives by members of the trusts to get the process back on track whereby rules and procedures are followed. There are some self-interested groups within trusts and some operators outside the trusts that appear to be trying to circumvent the rules and procedures of the trusts to serve their own interests. But, the majority of people apparently have seen the benefits of an open and transparent process where every stakeholder's input counts and are very interested in strengthening the rule of law instead of giving into the self-interests of a few.

It is the opinion of the evaluation team that a critical contribution of the NRMP will be to ensure the establishment of independent and self-sufficient trusts at Chobe, Sankuyo, and Gweta. These will serve as models not only for communities in Botswana but in the rest of the subregion. As will be discussed in greater detail in other sections, CBOs have important roles to play in the subregion in economic rural development, environmental conservation, and governance. And, as Shaikh (1996) noted, Botswana is the leader in the development of CBOs.

At both Sankuyo and Chobe, we were told by the community as well as by the GOB officials that the trusts are on their way to independence and self-sufficiency, but that if the NRMP personnel were to leave next year, the probability of the trusts becoming fully independent would be less than if they were to stay for an additional period of time. In two years each will be at a critical transition where the stakes are substantially increased. The Sankuyo Trust, now eligible to enter only single-year contracts, will be eligible to enter into three-year contracts. The CECT, currently under a three-year contract, will graduate to being eligible for a fifteen-year contract. Making mistakes in selecting operators or signing contracts under a one-year contract is painful but not fatal. Making serious mistakes under a three or fifteen-year contract may be fatal for the CBO--as well as for the CBNRM concept.

We were also told by other donors that terminating the NRMP before viable trusts were established might be worse than not having started the project. Expectations have been raised very high at the levels of the communities, GOB, operators, and other donors. The NRMP has successfully demonstrated the linkages between CBNRM and increases in the rural economy and

decision-making heretofore denied them. The impacts of this will be seen in a more equitable division of wealth and labor by gender over time

One can make a similar argument for disadvantaged ethnic groups, people who have lost access to cattle to recession, cultivation land, which of course also include women.

Batswana women in communities appear to be respected and empowered. Although they may not be equally represented in the political arena, they do take leadership positions on village committees and are the prime beneficiaries of most veld product enterprises. They also benefit as community members from the jobs, meat and income provided through wildlife utilization joint ventures. Furthermore they are equal partners in training activities, exchange visits and such like.

Despite the apparent inclusion of women in decision making, NRMP needs to ensure that as enterprises are developed women continue to remain in a driving seat and that they are not disempowered or disinherited as veld products which have always been considered women's goods are commercialized. NRMP also needs to understand what incentives women require to participate more fully in the economic enterprises being proposed. Finally NRMP should encourage the greater involvement of women in the various government departments in the project (the civil service appears to have less gender balance which results in more of the government advisors seen in villages being men). Civil service women also need to provide role models in the village setting.

Objective 5. Strengthen staff training and career development for employees of the Department of Wildlife and National Parks.

The NRMP has made substantial progress against the fifth objective. However, a major problem is the lack of standards and selection criteria for personnel within DWNP. Under the NRMP the Problem Animal Control Division initiated the use of strict selection criteria and field training for its officers. This was a first in the DWNP. Now that one unit use selection criteria, there is a model for which to use for other units. It will take several more years to get this process used in other sections of DWNP.

The role of the DWNP is changing from policing and regulatory to outreach. For example, they play a support role in a trust's selection of an operator. They review the technical proposal and provide an assessment to the trust's selection committee. They do not assess the financial proposal. The trust selection committee takes the DWNP's assessment into account but it is up to the committee to make the final selection.

As another example, the DWNP is one of the few wildlife Departments in the subregion to have a social science division. While the division is still relatively small and young, its members are in demand by communities to conduct surveys and facilitate the operation of the CBO. The

expended. In this case activities are replicated until year 2002 at which point all the relatively easy community projects would be in place, and all community wildlife management projects would be in place. The cochineal sub-project was not replicated as this type of very high value niche is limited. The other activities were used as illustrative of the type of returns that could be expected from further activity

Options	Millions US Dollars			Internal rate of return	Benefit cost ratio
	Investment	Additional Investment	Return		
End project	\$19.89	0	\$50.39	5.60%	2.5
Two-year extension	\$24.68	\$4.79	\$70.98	6.90%	2.9
Five-year extension	\$30.22	\$5.54	\$167.08	10.34%	5.5

Note: This table includes community benefits *only*, and does not include secondary benefits, indirect benefits, district government benefits, individual benefits, nor reinvestment benefits

The internal rates of return of the analysis are seen in Table 9. The two year and the five year cases are more than acceptable for a private sector venture considering the conservatism of the analysis. Considering that it is a bilateral aid project housed in a government agency, it is astounding. However, the two year case is still picking the fruit before it is ripe.

Over the economic time frame, project investment in community resource management capacity will have economic and financial benefits far exceeding break-even for the investment made by USAID and other donors. In addition this capacity may be used in other non-resource based sectors of the economy and the society to further advance rural people. From the view point of benefits to rural poor, the extension of five years makes the most sense. From the point of view of consolidation of investment and economic efficiency, a five year extension makes the most sense. From the point of view of balance of payments and economic stability, a five year extension is the best choice.

4.3 Regional Impacts

The project is inherently regional in nature from an economic point of view. Botswana enterprises develop high value products for trade with South Africa and the international market. The entire gamut of project activities, including veld products, wildlife harvesting, and tourism, produces

In addition to finishing the development of a viable model for CBO-government-private sector models, continued assistance to communities like Chobe could be implemented on a sub-regional basis. For example, Namibian communities bordering the area managed by the CECT are interested in the experiences of the CECT. The same case may be the same for communities in Zimbabwe and Zambia. While not compromising support to the CECT which will carry it to the point of being a viable and independent organization, a multinational team could be formed in the four-country area around Chobe that would include representatives from the communities, governments, NGOs, and private sector in all four countries. The TA team supported by the RCSA would be stationed in Chobe, but would facilitate exchange of information and experiences across borders. Regular exchanges of information and ideas would be occur.

5.0 PROJECT MANAGEMENT ISSUES

5.1 Contractor Performance

The main contractor for the NRMP is Chemonics International, with two sub-contractors [Domestic Technologies Incorporated (DTI) and Conservation International (CI)] which provide some of the long term advisors. DTI provides advisors for problem animal control/NRM, resource economist, and BWTI trainers; CI provides the Community Extension Advisor. USAID also has cooperative agreement with PACT whose activities fall under the overall Botswana component of the NRMP.

In general the performance of the contractor has been exemplary. The project has consistently documented its progress and constraints encountered. The constant analysis of current problems and open discussions on potential solutions is evidenced in the amount of team work involved in the project. The professionalism and expertise of project staff has been a consistent, glowing observation by all partners and stakeholders interviewed. In addition to competently conducting their tasks as per their scope of work, each project member engages in a wide variety of activities which go beyond their scope. This willingness to be flexible and respond to opportunities has been instrumental in producing the results of this project to date.

The evaluation team was continually impressed by the amount of leveraging the project has done to produce more than the allowed budget. NRMP deserves to be recognized that the team did not just go for points, but consistently strove to have input and a voice for CBNRM whenever the opportunity arose, even if the team didn't get full credit for it. As part of its assistance the NRMP provided economic analysis and a survey on the potential of the forest (A mill operated up to 1993). As further assistance to the CECT and Forestry Service, NRMP helped conduct a market survey for wood that would be salvaged. This survey showed a good potential for wood and wood products and is indicative of the broad range of assistance being provided by the various advisors.

IRCE has made an exemplary effort during a quick start-up phase to initiate capacity-building exercises and develop a grants management mechanism. This start-up phase was positively affected by the highly competent and professional Botswana staff recruited by PACT.

However, a competitive atmosphere appears to exist between NRMP and IRCE that works at cross-purposes to the common agenda of both agencies. Both chief of parties are working hard on this relationship but it may be time for the USAID project manager to step in to promote more effective team building and a greater degree of information sharing and collaboration. IRCE should not see itself in competition with NRMP advisors nor should either component see itself as having all or even the right answers. Similarly, NRMP and USAID should not see IRCE as a funding body.

- 1 Greater leadership and facilitation role to unite the team. Regardless of regular USAID/ project staff meetings (usually on a weekly basis) there could be more cohesiveness in team approaches to CBNRM, especially between IRCE and the rest of NRMP staff. In this context, the project manager needs to take a more assertive role in ensuring communication and coordination of all project components.
2. RCSA management needs to become more fully aware of project developments in the field as they have significant impacts on other strategic objectives (Democracy and Governance and Small, Medium Enterprises). This will provide insight for management to improve linkages between the strategic objectives.
- 3 The RCSA and Strategic Objective team leader's failure to communicate their concerns creates an apparent lack of interest and communication with project staff. This atmosphere makes project staff question the degree their opinions are considered and may lead to demoralization.
- 4 This apparent lack of support has raised substantial concerns among government officials and other donors. They fear that if the project is not supported in the future it will "muddy the waters" for all future CBNRM activities.
5. USAID must provide clear guidance on what data it expects the project to collect to feed into its own reporting procedures. It is recommended that the project manager and project staff develop, and agree upon, appropriate data requirements to determine progress toward results. The Fiebig report should form the basis of these discussions as well as the socioeconomic studies already conducted under the project.

5.3 Partner Participation

5.3.1 Department of Wildlife and National Parks

As this report documents, DWNP is in the process of implementing one of the most successful natural resource management projects in Africa. It is also implementing the largest effort to diversify the rural economy. However, the department has internal structural problems that preclude it from expanding more effectively toward implementing CBNRM. Staff shortage and the fact that potential counterparts have been sent on long-term training programs have made DWNP's involvement in ensuring long-term sustainability of the project sporadic.

To solidify gains and progress to date, more governmental support needs to be given to DWNP to strengthen its staffing at headquarters and in the district. The lack of counterparts to the advisors has been the single most important detriment to sustainability of some of the community activities.

6.0 LESSONS LEARNED

1. **The number of CBOs is not as critical as the viability of the ones which operate.**

CECT is attracting considerable attention from other communities and from outside of Botswana. Because it has increasing revenues and is getting involved in more enterprises, other communities are becoming interested in initiating their own trusts. The finding is that it is better to have a few CBOs which are capable of convincing other communities to commit themselves to developing their own CBOs than it is to have a number of CBOs which are less than compelling.

2. **Working at the rhythm of the communities is effective in developing CBOs.**

The approach of the NRMP/DWNP to supporting the development of CBOs built CBOs that were more committed to being independent and self-sufficient. NRMP/DWNP personnel worked at the rhythm of the CBOs and did not try to force a schedule driven by outside factors such as annual targets or budget pipelines. This approach let them avoid the trap of having to provide communities with exogenous incentives to entice them to form or operate a CBO. For example, the NRMP/DWNP team worked in several communities which were not ready to commit to forming an openly transparent and participatory CBO. Instead of forcing the issue, the team walked away and did not go back until the communities indicated that they were committed to making and following participatory and open processes. As a second example, when PRAs were carried out in the Chobe Enclave, only three of five communities were genuinely interested. The team limited the PRA to those interested communities. Today, these three communities have created community development plans which have served as models for rural development.

The Mission is also to be commended for calling in a team early on in the project to critically assess the basic assumptions of the design when more CBOs were not being formed. The finding of this evaluation was that basic assumptions were incorrect. By applying the lessons learned, the design of the NRMP was changed and results achieved.

The approach taken by the Mission and the NRMP team has lessons for programs in the subregion and throughout Africa. There are too many times when projects and programs are graded on targets such as numbers of CBOs formed in a given year which drives them to provide artificial incentives. In many of these cases, the results of the projects are very short-lived after the withdrawal of the project.

3. **Time is required to overcome uncertainty and vested interests in establishing independent and self-sufficient CBOs.**

The initiation of each CBO has been linked to changes in peoples' attitudes and perceptions. These changes have manifested themselves in new relationships among communities members,

4. Confidence and trust among players were essential parts of the process of developing, approving, and operationalizing trusts.

Confidence and trust contributed to the District Land Board's taking the responsibility of signing the lease with the operator in the place of the Chobe Enclave CBO, and it contributed to different ethnic groups coming together in Xai Xai to operate an enterprise. We also found that trust and confidence is not automatically conferred upon foreign technical assistance teams, and that it takes time to build this. In Chobe we estimate that it took about a year. It may have taken a little less time in XaiXai. In any case, a consequence of a break in the work of the current team would cause a hiatus in this level of trust at this critical time. A hiatus would require 1 year or more to build up trust and confidence at all levels.

5. While substantial progress has been achieved in building CBOs, they are not yet operating in a self-sufficient, independent manner.

The Chobe and Sankuyo Trusts are at a critical stage. The Chobe Trust is entering the second season of a three-year contract with a private operator. Within two years, they would be eligible to enter into a fifteen-year contract with private operators. This will be a critical test of whether the trust is viable or not. The way that the current contract is being handled indicates that the trust has growing to do. For example, the contract between the trust and the operator was signed last year but was renegotiated after the first hunting season. It turned out that the trust committee did not read the final contract offer before signing, and the operator had put language in that had not been fully negotiated. This discrepancy was not noticed until after the first season when the trust did not receive the full level of payments which it had been expecting. A critical question facing the trust is whether it accepts responsibility for carrying out the terms of a contract in which it entered into or whether it sees itself as a passive beneficiary of the project. If the former, the trust will figure out ways to follow the rules and procedures which it itself established. If the latter, groups of people in the trust will try to circumvent the process to achieve short-term advantages at the risk of violating the spirit and letter of the trust's constitution and contract. Whether it goes one way or the other depends upon whether people have enough confidence that following processes and honoring agreements will provide more benefits than could be gained in the short-term by treating the contract as a project.

A constraint to developing strong CBOs is the restrictions that many have imposed on the members of the Executive Committees. For example, rules that guard against conflict of interest preclude board members from receiving training and taking paying jobs within the trust. While the rule of many ments, it poses a disincentive to being a board member.

8. **There is a generally-held concern that if the project ends now, high expectations will have been undercut.**

At a donor meeting, the evaluation team was told that establishing a viable CBNRM program requires 15-20 years. Donors also noted that the NRMP has been successful in demonstrating the benefits of CBNRM and in raising expectations about its potential. But, if viable and self-sufficient CBOs are not established, then it would have been better not to have initiated a CBNRM project. Failing to follow through at this point will be worse than if nothing had been done because it will be harder to start.

9. **The need to diversify the rural economy is becoming more apparent.**

The economy of several communities which we visited had narrow foundations and needed to diversify the sources of their livelihood. Livestock, for example, is a major pillar of the economy but is being concentrated more and more in the hands of a few. On the other hand, the NRMP has been successful in expanding the options available for people and increasing the points where people can enter the cash economy.

Even traditional sources of livelihood are at risk. In some hunting communities, there is not sufficient game to accommodate quotas. The drought and lack of adequate extension has put agriculture at risk. Farmers are paid to plow and provided with subsidies for fences and fertilizer, but yields do not seem to be increasing. With new emphasis on self reliance and awareness of the poor economic return and effects on the environment, these subsidies may be reduced or ended in the future. When they are, the types of enterprises being created under NRMP will become increasingly more important for the rural economy.

10. **CBOs play critical roles in the development of the rural economy and in the sustained management of the natural resource base, both at a national and subregional level.**

Rural people are the interface between national and subregional policies and the natural resources base. Experiences from the NRMP and other initiatives show that no matter how good an environmental/natural resources (ENR) policy, it will likely fail if it goes against the interests of the rural population. There simply are not sufficient means to alter the final outcome. These same experiences show, however, that if a policy is in the interest of the rural population, success is likely. (For example, in the Chobe and Sankuyo Trusts, ex-poachers work hand-in-hand with the GOB to responsibly manage wildlife.)

As noted above, members of CBOs have more incentives to provide stewardship to the natural resources base than they would as individuals outside of CBOs. For example, CBOs can produce revenues through joint ventures with hunting and tourism operators. Wildlife become much more

increased access to resources and decreased independence, government officials face uncertainties about their roles in dealing with CBOs. As the NRMP and other CBNRM have demonstrated, the roles of government officials will change: instead of being an authority concerned with regulation or providing extension prescriptions, the civil servant becomes a partner that facilitates a process in which much of the authority and decision making resides with the rural people. Just as in the case of the community member, government officials can confer with their GOB peers to make informed decisions about the implications of strengthening CBOs and in establishing them.

While lessons from the CBOs in Botswana may not have universal application across the subregion, it appears that many lessons have importance. For instance, the District Commissioner of Kasane recently visited with his peers in Zimbabwe where, due to differences in government structures and philosophies, he found it difficult in the beginning to have a meaningful exchange. But, when he discussed the CBO experience, he found common ground with his colleagues. They were particularly interested in how the CBO approach made the job of delivering services to communities much easier. The fact that communities were much more effective in setting their priorities and were willing to commit their own resources made it much easier to target how the GOB would participate. For example, he noted that the CECT, as priorities, requested assistance in training in managing natural resources and in managing enterprises.

To reiterate, the trusts established under the NRMP are invaluable assets for those in the subregion concerned about rural economic development and natural resources management. They are some of the few cases where people from all the various groups can find for themselves answers to questions which are the source of much of the uncertainty and resistance. In this sense, they are not templates for others to mimic, rather they are resources. The current trusts (Chobe, Sankuyo, Gweta, etc.) are examples of what a CBO can do, what they look like, and how they are established. They also reveal what obstacles have to be overcome and what types of activities are most effective for overcoming them. People in these communities are resources which people from other communities in the sub-region can come and learn first hand about the advantages and disadvantages of a CBO. Private operators from the subregion will be able to learn first-hand from their colleagues about the benefits and constraints of working with CBOs. Government officials will be able to find out what the new relationships between CBOs and District governments mean in terms of their authority and in terms of what they can deliver to rural populations.

Additional lessons that may be distilled from this evaluation of the NRMP seem to be relevant:

1. Project planners must acknowledge that community capacity-building should foster responsibility and not just participation. This is a time consuming process that normally goes beyond the typical project life span.

7.0 POST EVALUATION CONSIDERATIONS AND ACTION RECOMMENDATIONS

7.1 General Recommendations

1. Extend the NRMP by at least two years and maintain the same team.

The NRMP has successfully demonstrated that CBNRM is a viable approach to developing the rural economy and decreasing environmental degradation, but more time is required before it will establish self-sustaining and independent trusts which set their own priorities, commit their own resources, and competently manage enterprises. Based on experiences elsewhere, the true payoff from the NRMP will come when these are established and serve as models for other communities and governments in the subregion. Considering NRMPs excellent progress to date and substantial contributions to the regional strategic objectives, the evaluation team feels strongly that USAID should consider a long term commitment (5 years or more) to community-based activities. This will capitalize on the investment already made by the GOB and USAID. The potential value added of an extension for each component of this investment is outlined in Annex 1

The Chobe and Sankuyo Trusts are both are at a critical stage which likely will determine whether they become self-sufficient or not. Both are two years away from being eligible for a longer-term joint-venture contract. The stakes for both are growing: the revenues from the main enterprises are growing and the options for the diversifying the activities are increasing. Members from both are becoming more aware of the benefits as well as the consequences of not following the rules and procedures agreed to in the Trust Deed and in the contracts. Members are also becoming more aware of the need to train members in financial management and natural resources management. But, the experience is still new, and people told us that they are still uncertain how to deal with such issues as vested interests and the operation of the trust. In interviews and meetings members of the trusts were clearly concerned about the possible departure of the NRMP team. In addition to specific requests for assistance, there seemed to be a desire for an honest broker.

In addition to the desire expressed on the part of trust members, GOB officials also expressed concern about the team leaving next year. While much of the trust and confidence in CBNRM held by the GOB officials was produced by the progress of the trusts, some is still linked to the technical assistance team. This will probably be the case until the trusts reach the self-sufficient stage. In Chobe, there is particular need to maintain some continuity because GOB officials key to the development of the CECT are leaving. The District Commissioner, the Land Board official, and the head of DWNP—all who have been in Kasane since the beginning and played key roles—are all leaving.

The team should be extended at least two years to provide assistance to the Chobe, Sankuyo and Gweta Trusts during this critical period. Also, the same team should be maintained. In addition to

would come from the DWNP personnel--using their experiences from the CECT--and their counterparts in the neighboring country. In the beginning, the DWNP personnel--with minimal assistance from the NRMP team--would probably be providing most of the technical assistance. But, personnel from the other countries would also have constructive insights into how the CECT may work better. The primary expenses to the Regional Program would be training for CBO members and per diem and travel for the national personnel from each country.

The four-country activity in the Chobe area would also protect the investment in the CECT as well as diffuse the CBNRM concept and strengthen subregional collaboration. First, the viability of management plans in border communities is depends upon the policy in the adjoining country. Since much of the wildlife crosses several borders, a poor wildlife management policy in one country could put all plans in jeopardy. Or, fishermen in one country might use a smaller-mesh net than fishermen in other countries, effectively nullifying benefits of good plans. Second, even an uniform policy does not guarantee evenly good management. Communities without the capacity to make the policy work to their advantage will not respect it. But, the CECT offers a model for others to use to establish CBOs that benefit from good management.

3. Shift responsibility for implementation of activities from the NRMP advisors to their counterparts and other DWNP staff as soon as possible.

Naturally, the viability of CBNRM for conserving resources depends on an active, dedicated support network and extension service for communities encompassing many sectors. NRMP is assisting in the creation of this support network through its capacity building activities with DWNP, districts and NGOs. To its credit, DWNP has taken on the lead role in providing support to communities to manage and economically benefit from their natural resources. In doing so, it has acquired the obligation to ensure that this support continues in the long term and is of the highest quality possible.

As discussed in this report, a major constraint on the continuity of NRMP activities has been the lack of appropriate, qualified counterparts and a departmental budget for CBNRM. The responsibility for project implementation cannot be productively shifted to counterparts until they are duly appointed full time and trained in their responsibilities. Although there has been a marked improvement in this situation during the later half of 1996 (mostly due to better DWNP management and counterparts returning from overseas training) there are many positions that are left unfilled at headquarters and the district level. To remedy this situation, and as a condition for further USAID support, DWNP should appoint appropriate, qualified counterparts and budget appropriately.

2. The project should continue to assist in policy development where possible. Examples of future policy work that may be needed include regulations for WMA management and cooperative management between parks and people.
3. As conditions warrant, the project should direct increasing attention to consideration of the open access question of veld resources. This should be done to the extent of where this differs from the solutions being promoted for wildlife.
4. Assist DWNP and other policy stakeholders to complete the process of consensus building, amendment, adoption and implementation of the community-based natural resource management policy document currently under preparation.
5. To maximize institutional development within the DWNP for CBNRM, the department should permanently assign counterparts to NRMP advisors instead of sporadically. This must include the required resources necessary for the counterparts to work effectively. More than one counterpart for the advisors would be most beneficial. Moreover, input from NRMP on which counterparts are selected would be beneficial to ensure that the individuals have the appropriate skills and aptitude for the work.
6. District Administrations should also appoint counterparts officially to project staff to maximize transfer of skills.
7. The project should focus more on building capacity of the districts to assist communities in natural resource management and to incorporate community action plans in the district development plan. An obvious entry point is to work with a district/community team to formulate and implement community action plans. This will ensure inclusion of action plans into the district development planning process. All counterparts should be engaged in this process where possible. IRCE should provide support to ensure that this link between communities, district and national government is effective and responsive.
8. NRMP should assist HATAB to explore possibilities for defining and implementing standards for tour operators vis a vis the communities.

7.2.2 Planning and Research

1. The project should assist in developing management plans for the Kweneng and Southern Wildlife Management Areas if requested by the district, and if the plans can be completed before the project completion date.

- 5 The project should, through input from the trusts, develop general guidelines for procedures for benefit distribution from the trusts. The general guidelines should be adapted and adopted by each separate trust.
6. The project should assist trusts to develop procedures and plans for the use of trust funds. While DWNP and project staff have a long-term vision of the benefits of CBNRM and potential uses of profits, the community themselves must develop a vision. The project should assist the community to develop a vision of where their community would be in the future - 20 or more years. This vision will help them work toward a common goal and provide insight on priorities for investment of trust funds.
7. The previously mentioned communities should receive continued assistance with planned activities, as appropriate and as requested.

7.2.4 NGO Involvement in Community-Based Natural Resource Management

1. IRCE should continue for two additional years with its dual mandate of building CBO capacity for CBNRM and grant management.
2. IRCE must stay focused on the goal of increasing communities capabilities for self management and therefore, maintain emphasis on CBOs.
3. IRCE should facilitate, as requested, an eventual "NGO Structure" but the establishment of one should not be considered as a "deliverable."
4. IRCE should actively facilitate an eventual independent CBO umbrella structure.
5. The grants management procedures in place should become more transparent and ensure technical guidance from NRMP advisors. In this regard the following is recommended.
 - a. Criteria for proposals to be considered for funding should be "tightened up" to ensure proposals directly relate to NRMPs goals and objectives and that if a new partner is involved, it has a constituency in the CBO or is providing a relevant service.
 - b. The Proposal Review Committee should be expanded to include NRMP counterparts with assistance from the advisors and chaired by the USAID Project Manager. Decisions of this Committee should be final.
 - c. The Proposal Review Committee should ensure that grants do not take away the responsibility for CBNRM from the communities, act as a surrogate for community involvement or provide capital input that exceeds

- c) team building within the Administration unit toward creating a service orientation
2. DWNP/DPSM should officially assign the Assistant Director of Administration as a counterpart to the advisor.
 3. The computer records post should be immediately filled by a qualified person of the appropriate rank and authority. Several officers within the Administration unit, however, should be competently trained to use the records.
 4. Selectivity of training toward community development/extension orientation and administration skills should be increasingly emphasized, as opposed to traditional wildlife management technical subjects as outlined in the training needs assessment.
 5. Senior staff within DWNP and DPSM need to revisit the selection process for training opportunities so that the appropriate staff are trained to further the capacity of the department to implement its mission statement. An action plan by the trainee and supervisor of how the training will be used on the job should be developed and evaluation made within six months of return to service
 6. The pre-service training program should be continued and refined. For example, adding a pretest to the recruitment process would prescreen applicants and minimize cost.
 7. Local contractors should be used to supply in-house services for training of administration unit and senior district supervisory staff in management principles, team-building and computers. This should not be classroom training, but rather practical, on-the-job training that contributes to solving current problems with evaluation and follow-up to insure skills transfer.
 8. Interfacing with other donor and government agency HRDUEfforts should continue on organizational development for the implementation of job descriptions, career path development procedures and performance standards.
 9. Two BWTI instructions should be continued for two years with continued emphasis on transition of all courses (pre-service, IBT, certificate). Advisors should have technical backstopping function and collaborate on evaluation of certificate course, training of instructors, and development of specialized short courses/modules that are linked to Certificate program.

- 19 Accreditation of the certificate program needs to be secured officially from DPSM within Botswana and relevant wildlife training institutes in the region
- 20 Use or coordinate with trained Problem Animal Control instructors in M & U for the BWTI specialized module.
21. Effective qualified Problem Animal Control officers should have experience working with animals to service communities. Otherwise, there is a tremendous safety risk to both the officers and the public. The Problem Animal Control unit in M & U in consultation with the NRMP advisor should be given full support from Headquarters and the districts in designing procedures for appropriate training venues with animals.
22. Community escort guide training should interface with BWTI, if possible, and training should be extended to incorporate monitoring skills in all natural resource utilization.

7.2.6 Formal and Non-formal Environmental Education

1. Use the Veld products video by NGOs (Thusano Lefatsheng/Veld Products Research) with stop video techniques at capacity-building workshops, BWTI and by the Conservation Education division of DWNP.
2. Coordinate and maximize the multiplier effect of teachers using the NCS videos by having a DWNP representative provide a brief presentation using participatory methods at already organized teacher training events. This would be valuable skills practice for new community liaison officers and/or interested game scouts and would require a minimum of effort or cost.
3. Coordinate distribution of materials with the environmental education efforts at Mokolodi and other active centers. This facility services 7,000 children-days/yr including teachers. Distribution of materials (NCS videos, posters) to their staff would again increase the multiplier effect with a minimum of cost or staff effort.
4. Develop the potential for BWTI/DWNP, NGOs, CBOs participation at the 1998 regional environmental education conference. Development of a display and brief (1 page) examples with one or two photographs of the different Veld products/Wildlife utilization efforts would be useful products to share both within the educational community nationally and in the region.
5. Extend the contract of the current Conservation Education advisor for two years.

2) initial application thwarted by barriers encountered which results in negative reinforcement and then the participant is unlikely to try again.

12. Relate follow-up activities to the recommended actions that participants have listed as part of the wildlife policy workshops. Record-keeping is critical, but can be simplified using a standardized form which can be periodically reviewed to evaluate the impact of the extension efforts and spin-off activities. The monitoring and evaluation component of NRMP could assist in developing a simple follow-up strategy to monitor and record results. Time given for writing must be part of the process.
13. Continue cosponsoring events at the district level and expand participation in the events of other agencies (NGOs/CBO, teacher training). This expands the impact of efforts at a minimum of cost while at the same time increasing sustainability by increasing networking.
14. Continue materials development in Setswana whenever possible, for displays, simple brochures, and expand topics to include veld products, relation with agricultural policy and the range of CBNRM options. Localize information to suit the needs of the target audience and speed actual implementation on the ground (gazettements, management plans, maps with boundaries, quotas).

Reprint a large number of selected posters using a smaller, non-laminated, less-costly production method in order to have broader coverage. Posters should be prominently displayed in as many places as possible including DWNP Headquarters, every district office, every active educational center, every active environmental education or conservation-oriented NGO should have a set of posters and/or display. Every game scout leaving BWTI should have a set of materials to use. Game scouts and other senior DWNP staff already attend and participate in a wide number of capacity-building workshops done by IRCE, NGOs and CBOs. Conservation education materials should be used whenever possible at these events.
15. Continue the production of the CBNRM video as rapidly as possible and put into immediate use.
16. Maximize publicity to build awareness in the general public by expanding the multiplier effect and networking potential of key target audiences. Strategically use available resources by broadening the variety of activities to include shorter, less-expensive, less time-demanding forum than only three day workshops. Explore the use of media channels for press releases, radio, TV, video,

Annex 1: Value Added and Constraints to Project Components with an Extended PACD

Annex 1: Value Added and Constraints to Project Components with an Extended PACD

Personnel Planning and Training

- DWNP will have developed a personnel planning and training program
- Increased effectiveness of the DWNP extension service that has the tools and commitment to work in support of CBNRM
- Increased training for district officers in CBNRM initiatives
- Creation of adequately staffed and trained sociology office as part of an adequately staffed and trained community extension unit
- BWTI directly addressing vocational skills of DWNP staff

Constraints.

- Civil Service regulations that prevent DWNP from hiring staff, buying vehicles, decentralizing budgets need to be reformed so political will, when it exists, is not undermined by bureaucracy
- Need a strong commitment on the part of BWTI to carry through standards of training and discipline

Policy and Institutional Development

- CBNRM policy will have been vetted, adapted, approved and implementation started
- Additional CBNRM guidelines will have formulated (i.e., trust formation, district institutional guidelines for CBNRM, benefit distribution, accountability)
- Development of a strong CBO network capable of articulating interest and initiating action
- Creation of policy which transforms current open access resource regimes to a common property, community managed regime
- Increased CBO/NGO participation in national policy areas
- Policies will be adopted and not just in discussion stage
- Policies will become more broadly understood

Constraints

- Policies can be produced but will not be implemented without commitment
- Inadequate extension capacity of institutions at community level to manage resources
- Lack of a public awareness/relation outreach forum

CBNRM - Wildlife and Veld Resources

- If DWNP/NRMP succeeds in bringing ownership to open access resources (all veld), CBNRM raises the intrinsic value to users. This added value can translate into improved incomes for marginal, impoverished people and improved mgt practice
- A number of communities will have the capacity to deal with their own problem animal control problems, thereby alleviating a hard-pressed DWNP

units at MLGLH, MOA, to facilitate and integrate research on all natural resource use, and provide a linking and capacity building forum

Constraints

- Where based? Currently 1 person in DWNP wit- no authority What forum is appropriate?
- Management must see information as a tool not a threat
- EIA - legislation and how M&E is linked

CBO/NGO Development

- Governance (Board training), management practices, financial management, leadership skills, community facilitation skills, technical advise on a consistent basis from stakeholders DWNP/NRMP/IRCE enhanced.
- CBOs would have been in existence for a long enough period of time to resolve organizational conflicts and to establish an approach that "works"
- A vibrant CBO network giving them a united approach and political clout. This cannot be done in two years -it might be possible in 5 years.
- NGOs- key role as neutral coordinating agencies(watch dog role) between community and venture partners should already be brought into process
- Expanded number of CBOs/NGOs working toward CBNRM and community empowerment through provision of capacity building support, skills transfer and advocacy.
- Small group of NGOs capable of facilitating CBO strengthening
- Increased policy formulation and implementation initiated by CBO network or CBOs individually - product of the institutional development referred to under that section.
- Develop an organizational development plan coming up with deliberate intervention plans for existing NGOs, have effective NGOs and this could be achieved through the OCAT also for CBOs

Constraints

- how to make it Botswana driven?
- How to get service to CBOs?- combination of services-
- gov't limitations/civil service
- NGO limitations/conflict as gatekeeper
- formation of NGO that respond to real constituency base -could provide services

ENVIRONMENTAL EDUCATION

- Formal- institute programs through agencies such as Curriculum Development Division- build on existing material
Wildlife clubs, etc. supported (possibly taken into the hands of Education Department)
- Non-formal- NCS potentially important role player in information dissemination and coordination of environment related extension

Annex 2: Macro and Micro Economic Analysis

***ECONOMICS* Macro**

Botswana is fortunate to have received the services of two world renowned economists looking at the role and potential of natural resources in the national economy. The following section draws heavily from Shaikh, 1996 and Tyler, 1996. Unless specifically stated, all of this section is referenced to these two authors.

Godfrey Tyler looked at the role and potential based on the Social Accounting Matrix (SAM) which is a system for placing the costs and benefits of the various sectors of the national economy in a balanced account similar to the way a small firm uses double entry bookkeeping for its accounts. He used the SAM to construct a modeling framework called the Computable General Equilibrium Model. This allowed the observation of potential effects resulting from changes in assumptions. It is a big "what if" model.

Tyler ran a base case and six simulations with this model as follows.

1. Increase beef export demand by P 14 million
2. Increase hotel services demand from visitors by P 14 million
3. Increase hunting demand from visitors by P 14 million

The complete effect of these three simulations on the base case for various sectors of the economy can be seen in Table 1.

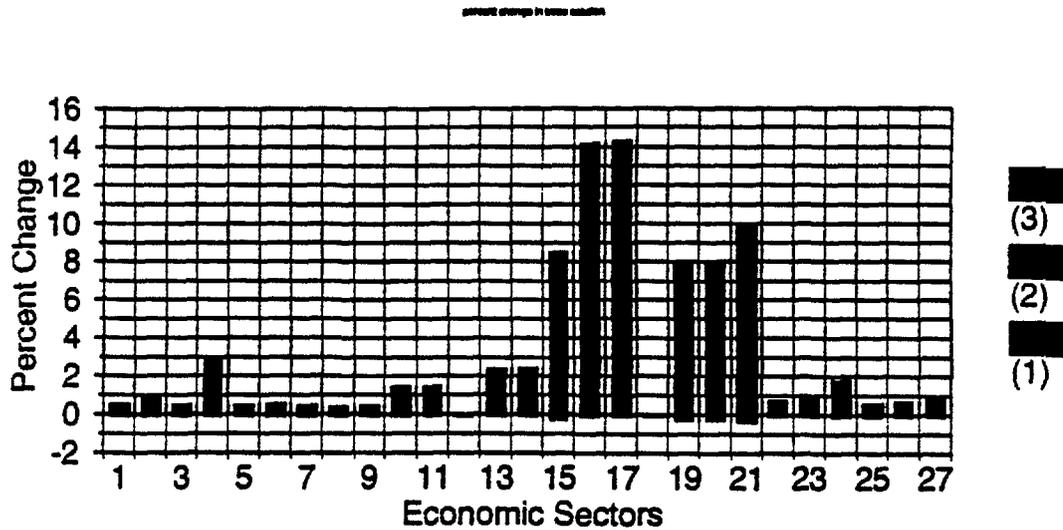
18	1.4	0.00	0.00	1100.00	1100.00	0.00	2100.00
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Table from Tyler 1996. Line 18 was dropped to the bottom to facilitate graphing

Fourteen million Pula is about 10% of the foreign exchange earnings of both the agriculture/beef/processing and the hotel sectors. The sectors involved only form a small part of the national economy thus the effects on other sectors and on the GDP are relatively small. Hunting does the best by increasing the GDP by 1.2%, followed by hotels. These two sectors also outperform agriculture/beef/processing in balance of payments, and budget surplus, has equal effects on skilled labor, and waged rural; has smaller benefits on unskilled labor

Sector 18 was omitted as the magnitude of change is so large that other sectors cannot be seen in the resulting scale of the graph.

Increase Beef, Hotels, Hunting by 10%



4. Shift proportions of hunting value added from .2 informal .8 profit to .5 and .5.

This shifts some benefits from export hunting from commercial operators to local communities. This increases returns and employment in the informal sector which grows by 7.9%. The hunting sector expands by 14.9%, cattle expands by 1.35% for local consumption, and agric/processing by 8.4% for the same reason. The overall effect is an expansion of the GDP by .4% the highest of

"In many parts of rural Botswana the comparative advantage lies in marketing the rural resource base in ways which generate much higher levels of income than would subsistence use of the same resources. Wildlife and veldt products may still allow northern populations to eke out a subsistence living, at least until demographic pressures make it unsustainable. However, these same resources have a much higher value for tourism than for subsistence." (Shaikh, 1996)

"The new regional economy in Southern Africa fundamentally alters the potential returns on Botswana's stock of natural capital. High value commercial uses (both consumptive and non-consumptive) offer real alternatives to subsistence, and low value uses. Therefore, the best economic strategy for rural Botswana is a regionally-oriented strategy which capitalizes on Botswana's comparative advantages in that market." (Shaikh, 1996)

There is an opportunity cost for a shift from subsistence use to marketing of the resource base at a sustainable pace. The rural populations must give up their traditional life style as subsistence and market use cannot occur with the same resources. The cattle interests must give up a very lucrative activity where benefits go to very few for an activity where the benefits are widely shared. The policy makers must shift from giving concessions to the moneyed interests to acting for the population in opposition to the moneyed interests.

Conclusions

If the resource base is managed and not destroyed, the long term potential for earning foreign exchange, maintaining a high GDP, and increasing rural income and employment, and serving the majority of the people of Botswana, lies within the Hotel and Wildlife sectors and associated rural enterprise development as demonstrated by the activities of the Natural Resources Management Project.

MICRO ECONOMIC ISSUES

What are the direct economic results of project activities to date, where are we on the economic time line, and what are the reasonable projections?

The economic time line of the project has little connection with the project time line. The short term vision of USAID administration requires looking at long term effects far beyond any PACD. The usual time frame of economic analysis of around twenty years is also not sufficient when dealing with natural resources which, if the project is successful, may continue until society decides a different use of the resource base may be appropriate. This nebulous future actually causes no discomfort in the analysis as future benefit fade into time as their present day values decrease through discounting. There are schools of economic thought that support zero or negative discounting when dealing with unreplaceable bio-diversity or nonquantifiable esthetic values. Both cases would apply in this analysis, however, the returns and the potential returns of

The time line chosen is fifty years. For sustainable natural resources this is a conservative time frame. Shorter time lines could have been chosen but would require resource salvage value calculations that would result in roughly the same values.

On the costs side of the equation The costs to USAID from the NGO cooperative agreement, the Chemonics contract, AID direct costs, were included along with the costs of the government of Botswana. These were not audited costs, in several cases they are estimated costs.

Results

Options	Millions US Dollars			Internal rate of return	Benefit cost ratio
	Investment	Additional Investment	Return		
end project	\$19.89		\$50.39	5.60%	2.5
		\$4.79			
two year extension	\$24.68		\$70.98	6.90%	2.9
		\$5.54			
5 year extension	\$30.22		\$167.08	10.34%	5.5

Table 2. Community benefits only, no secondary benefits, no indirect benefits, no district government benefits, no individual benefits, no reinvestment benefits.

The internal rates of return of the analysis are seen in Table 2. The 2-year and 5-year cases are more than acceptable for a private sector venture considering the conservatism of the analysis. Considering that it is a bilateral aid project housed in a government agency, it is astounding. However, the two year case is still picking the fruit before it is ripe.

The Internal Rate of Return is a poor measure for development. It is the return on the investment over time. A better measure for development is the Benefit Cost ratio. If this ratio is greater than one, it means that the project has at least covered its cost by generating returns. In the case of the two year extension it generated benefits totaling 2.9 times greater than the costs. The five year extension generated 5.5 times more benefits than costs.

The analysis is most sensitive to change in the cochineal price which in the past seven years has varied from \$23 to \$170 per kilo. This can vary the IRRs as follows

	Worst case	Midpoint	Best case
No extension	0.6%	10.4%	11.6%
2 year extension	2.9%	11.6%	12.8%
5 year extension	8.0%	13.7%	14.7%

investment made by USAID and other donors. In addition this capacity may be used in other non-resource based sectors of the economy and the society to further advance rural people. From the view point of benefits to rural poor the extension of five years makes the most sense. From the point of view of consolidation of investment and economic efficiency a five year extension makes the most sense. From the point of view of balance of payments, and economic stability a five year extension is the best choice.

Recommendations: There is need for a detailed cost benefit analysis from the producers (resource user community) view point. This will point out incentives, sensitive variables, and possible policy needs, and can be used as a tool for the management of the resources.

Extend the project for at least five years. More important than the sustainability of present communities activities is the sustainability of the process that enable communities to undertake these activities

Regional Economic Aspects

There is no question about the regionality of this project. The entire gamut of project activities including veld products, wildlife harvesting, and tourism, produce returns from across national borders. All of these products and services are exported. Tourism is an export sector. Veld products markets including carmine dye, Marula fruit products, bottled water for tourists, and even Mopane caterpillars, are across borders and produce foreign exchange. Probably less than 10% of project economic benefits are local origin. With this in mind, one of the major areas that RCSA could address is assistance in organization of the regional tourism industry. Regional solidarity and pooling of marketing in regional tourism circuits would do much more for the economies of Southern African states than many so called development activities.

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Other donor representative and international organizations

Ruud Jansen	IUCN
Paula Chalunder	ODA
Britt Hilde Kjoelaas	Royal Norwegian Embassy
James Aitken	LTS International, Ltd
Jan Isaksen	Executive Director, BIDPA
Mr Makweetsi Masisi	Assistant Project Officer/Education UNICEF
Heli Perret	IFAD consultant
Mr James Carney	Consultant, NLT Institute
Ms Candace Conrad	Senior Vice President Africa, Chemonics
Ms Christine Elias	Senior Associate Africa Program, World Resources Institute
Ms Roshana Lite	Project Assistant Africa, Chemonics
Ms Leslie Mitchell	Director, PACT Washington
Mr Asif M. Shaikh	President & CEO International Resources Group
Mr Anthony Pryor	USAID AFR/SD/PSGE

Annex 5: Partial List of Contacts

Government of Botswana

Ministry of Commerce and Industry

Tswelopele C Moremi Permanent Secretary

Department of Wildlife and National Parks

S C Modise	Director, DWNP
Ms Peiaelo	Assistant Director of Personnel, DPSM
Mrs Pelani	Assistant Director of Administration, DWNP
Mr Kgoberego Nkawana	Principal Game Warden, DWNP (Conservation Education)
Mr B S Pheto	Principal Administrative Officer, DWNP
Mr Moemi Batshabang	Game Warden, DWNP (Conservation Education)
Mr Unaugone Bulayani	Temporary Game Scout, DWNP-Gaborone Game Reserve
Mr Duncan Keabetsue	Senior Game Scout, Molepolole
Mr M. J. Kethoiwe	Environmental Education Officer, Mokolodi
Dr David Lawson	Principal Game Warden, DWNP (M & U)
Mr Innocent Magole	Senior Game Warden, DWNP (Parks)
Ms Rapelang Masogo	Senior Biologist, DWNP (Research)
Mr Tom Modisane	Game Warden, Kweneng District
Ms Poppy Monyatsi	Principal Game Warden, DWNP (M & U)
Ms. Selebaleng Morubana	Senior Administrative Officer, DWNP (M & U)
Ms Muaseritse Setshuro	Senior Administration Officer, DWNP (M & U)
Mr O T Thakadu	Game Warden Community Extension, DWNP (M & U)
Mr Isaac Theophilus	Principal Game Warden, DWNP (M & U)
Ms Magdelene Tshupeng	Game Scout, Gaborone Game Reserve
Mr David Shannon	Organizational Development Advisor, ODA
Mr Julius Mangubuli	Principal, BWTI
Ms Mary Kalikawe	Deputy Principal, BWTI
Mr Rex Mokandla	Training Officer, BWTI
Mr Steve Sekhute	Training Officer, BWTI
Ms D. Gopolong	Principal Administrative Officer, DPSM
Ms Mokosi	Assistant Director of Training, DPSM
Ms Mulalo	Principal Administrative Officer Recruitment, DPSM
Mr K. O Mpuan	Senior Personnel Officer, DPSM

Ministry of Finance and Development Planning

M Ngidi	Deputy Secretary for Economic Affairs
Joyce Anderson	MFDP/RDCD (rural development coordinating department)
C.K. Dekop	MFDP
Robinson Dimbungu	District, Council Economic Planner
Amos Hubago	District, Assistant Economic Planner
Zenzile Saul	District, Assistant Economic Planner
Basipo Madandume	District, Assistant Economic Planner

Ministry of Local Government, Lands and Housing

Victor Rantsbabeng	Director, Department of Lands
Soblem Mayane	District Commissioner, Chobe
S S. Maroba	SLO-LU/ Dept. of Lands
Mr. Ntungana	Tawana Land Board, Community lands Lease Officer
Ian Tema	District, Senior Lands Officer

Final Evaluation of the Botswana Natural Resources Management Project

Ministry of Agriculture	
Raymond Kwerepe	Principal Range Ecologist
Dipholo K.P. Dipholo	Secretary, Agriculture Resources Board
N Manyothwane	Senior Agric Economist
E B Karkari	Senior Agric Economist
Ministry of Education	
Mrs F. Leburu-Sianga	Principal Education Officer, CDD/MoE
Conservation International	
Karen Ross	Director, Okavango Project
Natural Resources Management Project	
Chemonics International Staff	
Mr Nicholas Winer	Chief of Party, NRMP
Ms. Laura Vinoly	Administration Specialist
Mr Gary Clark	HRDU Advisor for NRMP
Dr Bill Kelly	BWTI Advisor, Chemonics
Mr Wilf Slade	Non-Formal/Conservation Education Advisor
Michael Painter	Monitoring and Evaluation Specialist
Jonathon Habarad	Sociologist
Mark Johnstad	CBNRM Policy Specialist
Conservation International	
John Hazam	Senior Extension Officer
Domestic Technologies International	
Mr. Pete Hancock	BWTI Instructor
Mr. John Lubrook	Community Extension Specialist
Mr. Frank Potts	BWTI Instructor
Richard Hartley	Resource Economist
PACT	
Mr. Daniel Walz	Director, IRCE
Morongwe Ntloedibe-Disele	IRCE Facilitator
Mr Khulikani Mpofu	IRCE Facilitator
Non-governmental organization and private sector	
Modisa Mothoagae	Director, HATAB
Mr. Tony Johnson	Business Advisor, Maun Business Training Center
Jacob Tshweneyagae	Training Manager, Maun Business Training Center
Ms. Ketsile Molokomme	Training Officer, CORDE
Mr. Wazma Tema	Education Officer, KCS
Dr Keith Leggett	Kalahari Conservation Society
Joyce Thobega	General Manager Women's Finance House Botswana
Vivian Mazunga	BACONGO
G Phorano	General manager Thusano Lefatsbeng
Richard Kashweeka	FONSAG
Frank Taylor	Veld Product Research
Charlie Motshubi	DWNP
Mr. Sebina	Education Officer, NCS
Daisy Wright	Game Safaris
Lloyd Wilmore	WL Tourism Operator

**BOTSWANA NRM PROJECT
SHORT-TERM LOCAL HIRES**

	<u>NAME</u>	<u>POSITION</u>	<u>LOE (days)</u>
1	Regina Ver Heyen	BWTI Assistant	13
2	Isaac Monyatsi	Procurement Specialist	72
3	Khulekani Mporu	Gweta NR Internim Com. Assist.	22
4	Rosina Masilo	SGL Consultant Assistant	44
5	Vivienne Harvey	BWTI Assistant	2
6	Tessa Jane Bott	BWTI Assistant	15
7	Kathy Blane	HRDU Data Entry	10
8	Mothibedi Gaefele	NGO Task Force on Environment Legal Advisor	36

Annex 4: Project Personnel

Position	Current Advisor	Current Completion Date	Recommended Completion Date
Chief of Party	Nick Winer, Chemonics	08/97	08/99
Administrative Officer	Laura Vinoly, Chemonics	08/97	08/99
Sociologist	Jonathan HaBarad, Chemonics	08/97	08/99
HRD Advisor	Gary Clark, Chemonics	02/97	02/98
BWTI Principal Advisor	Bill Kelly, Chemonics	02/97	02/99
Monitoring & Evaluation Specialist	Michael Painter, Chemonics	08/97	08/99
Non-formal Education Advisor	Wilf Slade, Chemonics	08/97	08/99
Community Extension Specialist	John Hazam, Conservation International	07/97	07/99
Community Extension Specialist	Spud Ludbrook, Domestic Technology International (DTI)	07/97	07/99
Natural Resources Economist	Richard Hartley, DTI	07/97	07/99
BWTI Faculty Advisor	Pete Hancock, DTI	04/97	04/99
BWTI Faculty Advisor	Frank Potts, DTI	05/97	05/99
Administrative Assistant	Maureen Hirschfeld, Local Hire	08/97	08/99
Project Assistant	Ester Collyer, Local Hire	08/97	08/99
Administrative Assistant (BWTI)	Cecilia Putterill, Local Hire	08/97	08/99
Director, IRCE	Daniel Walz, PACT	08/97	08/99
IRCE Facilitator	Morongwe Ntloedibe-Disele, Local Hire	08/97	08/99
IRCE Facilitator	Khulikani Mpofo, Local Hire	08/97	08/99

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**BOTSWANA NRM PROJECT
SHORT-TERM EXPATRIATES ADVISORS**

1.	David Campbell	Conservation Ed. Specialist
2.	Irma Allen	Env. Ed. Training Needs Assessment
3.	Francis Lelo	PRA Training Consultant
4.	Richard Ford	PRA Training
5.	Jim Carney	Workshop/AWP Facilitator
6.	Vance Martun	Non-Institutional Dev. Advisor
7.	Karl Lane	Wildlife Advisor
8.	William Kelly	Ed. Organ. Specialist
9.	Scaff Brown	Team Leader/PP Supervisor
10.	John (Jack) Creswell	Curriculum Dev. Framework Planner
11.	Richard Paley	Induction & Basic Training Instructor
12.	Robert Hitchcock	Soc. Scientist Research Special Game License Advisor
13.	John Woods	Training Plan Consultant
14.	Gerrit Booyens	Veld Products Marketing Consultant
15.	Jack Reed	Training of Trainer and Skills & Knowledge Advisor
16.	Doug Crowe	NGO Task Force on Environment Advisor
17.	Mark Johnstad	CBNRM Policy Formulation Advisor
18.	Nico Rozemeijer	WMAs Management Plans Development

P/MONTHS

TOTAL ST LOE IN

51.37

ARTICLE I - TITLE

Final Evaluation of the Botswana Natural Resource Management Project (NRMP) Botswana Component (690-0251.33).

ARTICLE II - BACKGROUND

The Botswana portion of the Natural Resources Management Project is a USAID-funded project of assistance to the Government of Botswana and promotes sustainable, natural resources-based development on lands that are marginal for crop production and domestic livestock. USAID funded the project on 10 August 1989. The present grant completion date is 31 August 1997. The original project amount was US\$ 5,340,000, which was increased to the revised amount US\$ 19,900,000.

A. Purpose

The Natural Resources Management Project (NRMP) aims to improve the social and economic well-being of residents of targeted rural communities by implementing sustainable community-based wildlife and other natural resource conservation and utilization programs.

B. Background

The Botswana component to NRMP serves as one of four laboratories for developing and demonstrating the viability of community-based natural resources management (CBNRM) under the NRMP. The primary hypothesis tested by the Project is that conservation of natural resources will occur when those populations who most directly bear the cost of conserving the natural resource are empowered in their management and most directly accrue the benefits therefrom. This is a significant change from traditional conservation programs which excluded local populations from their traditional resource base; a process which alienated them and which ultimately came to threaten the very resource which the program was designed to protect. The project was initiated in 1989 with a funding level of \$5,340,000 and became fully operational in 1991. Implementing agents (contractors and grantees) are Chemonics International; Domestic Technologies, Inc.; Conservation International; and Pact. Implementing governmental agencies are Department of Wildlife and National Parks as part of the Ministry of Commerce and Industry; Ministry of Local Government, Lands and Housing; Ministry of Finance and Development Planning; Ministry of Education; and the National Conservation Strategy (Coordinating) Agency.

C. Description

The NRMP consists of six components aimed at developing the capacity within governmental and non-governmental organizations to facilitate CBNRM:

1. *Demonstration projects in community based resource utilization predicated on sustainable exploitation of the resource base as a community asset. Community projects are based on wildlife utilization through tourism, hunting, processing and marketing of animal products, and the sustainable utilization of veld and forest products.*

should determine if further investments beyond the PACD by USAID are warranted, given the RCOSA regional mandate.

A. Focus Areas

1. Assess progress in achieving the projects's planned outputs or results (performance);
2. Determine if the present implementation strategy has met the original project goal, purpose, outputs and if these activities remain valid in terms of present needs;
3. Assess the degree to which target beneficiaries are receiving revenues or other benefits from wildlife or veld product activities;
4. Gauge the efficiency and effectiveness of the different collaborative arrangements between the project's implementing agencies;
5. Estimate total project benefits in quantitative and qualitative terms;
6. Assess the effects of changes in national and international policies regarding wildlife use on community-based resource utilization, as well as the reverse: the effects of the demonstration projects on national policies;
7. Assess the economic factors which increase or decrease the importance of sustainable CBNRM as it relates to wildlife and veld or forest products.
8. Assess the capability and capacity of local and national institutions in Botswana for self-management and self-determination regarding CBNRM;
9. Identify causal factors if the project is not achieving the expected results with recommendations for immediate actions to be taken in order to enhance performance during the current life of project and orderly close out;
10. Recommend follow-on actions which may mitigate the effect of the cessation of activities at the current PACD;
11. Estimate the added value of the various Project components given an extended PACD;
12. Outline the process, methodology, desired results, and financial implications of these recommendations. In particular, advise whether any components should be continued beyond the completion date to achieve desired impacts? What implementation structure (contractors and/or grantees) should be used to implement follow-on activities?
13. Ascertain the potential and sustainability of the program as presently designed; and
14. Determine relevance of existing activities to RCOSA strategic objectives, particularly to determine the relationship of local activities to regional applications.

two members of the team may spend up to three days in Washington for this purpose.

3. Interviews and discussions with collaborating Government agencies and other organizations, such as NGOs, communities, relevant private enterprises, other donors, and USAID/RCSA which are involved in the Project. Where appropriate, examine their work documents, reports, survey results, and internal reviews or evaluations that may be of significance;
4. Review the management and administrative policies and procedures of the project, with an emphasis on coordination and/or sub-projects including resource allocation issues when relevant;
5. Analyze baseline data sets and impact indicators developed by the project for use in determining project accomplishments;
6. Where possible, interview intermediate and final beneficiaries from the project, both in the public and private sectors, and particularly community members;

ARTICLE VI - REPORTS AND DELIVERABLES

- A. The Contractor shall comply with Sections C, D and F of the basic IQC.
- B. The format of the evaluation report will follow AID guidelines established in "The Supplement of Chapter 12 of AID Handbook 3, and will include an executive summary, recommendations, lessons learned (with local, national, and regional relevance), a table of contents, the body of the report, and appropriate appendices (e.g., logical framework or results framework, evaluation scope of work, contact list, bibliography, etc.).
- C. The evaluation team will specify conclusions based upon the findings of the study and prepare a set of recommendations for assuring the sustainability of project results. These recommendations will serve as design guidance to Government and USAID in any follow-on or extensions associated with the Project. The report will be written jointly by the evaluation team under the coordination of the team leader who will be responsible for organizing and conducting the final meeting to present the evaluation findings and for submission of the final document to the USAID Project Officer.
- D. The original approved draft, with 15 additional hard copies and one electronic digitized version (WordPerfect 5.2) of the evaluation is due prior to the team's departure from Botswana.
- E. The final evaluation shall be submitted to the USAID Project Officer, as stated in Block 5 of the cover page of this delivery order, within 30 days of the team's departure from Botswana. The Contractor shall submit one original hard copy and one copy in digitized format (WordPerfect 5.2).

ARTICLE VII - TECHNICAL DIRECTIONS

The duty posts for this delivery order are Washington, DC and Gaborone, Botswana.

ARTICLE XIII - LANGUAGE REQUIREMENTS

No foreign language capabilities are required.

ARTICLE XIV - ACCESS TO CLASSIFIED INFORMATION

The Contractor will not have access to classified information.

ARTICLE XV - LOGISTICAL SUPPORT/GOVERNMENT-FURNISHED PROPERTY

USAID/RCSA will provide office space and in-country transportation. Travel within Gaborone will be provided by the USAID-funded project vehicle. All other logistic support necessary for the successful completion of the activities required under this delivery order shall be the responsibility of the Contractor.

ARTICLE XVI - WORK-WEEK

The Contractor is authorized up to a six-day work-week with no premium pay.

ARTICLE XVII - INSPECTION AND ACCEPTANCE

Inspection and Acceptance of deliverables required by Article VI of this delivery order will be performed by the Project Officer, as stated in Block 5 of the cover page of this order.

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