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UNDP/GEF/SADC Terminal Evaluation
Project: Southern Africa Biodiversity Support Project
Project # PIMS 245, ATLAS 00043413

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Executive Summary

Programme design

The South African Biodiversity Support Programme (SABSP) project was designed in 2001 as a regional knowledge management initiative under GEF strategic project B-4, a focal area that no longer exists.^[i] The project performance was judged by whether it achieved the planned regional networking and environmental mainstreaming targets and outcomes. The project objective was to *strengthen institutional capacity and institutional mechanisms established to enable SADC members to collaborate in regional biodiversity conservation, control and prevention of Invasive Alien Species and application of access and benefit sharing.*^[ii]

Based on the SABSP mid-term evaluation (MTE) 2003, the project was refocused and management oversight and implementation arrangements were changed. However, the five project components/targets remained the same (2001-2007) including the five key components:

1. To improve cooperation and to build capacity of participating nations and between participating nations and to integrate sustainable use into biodiversity conservation and other sectoral projects. This is refined to capacity; an institutional mechanism was established to enable SADC members to collaborate in regional biodiversity management, control and prevention of invasive alien species and the application of Access and Benefit Sharing principles;
2. To achieve cross-sectoral, national and regional cooperation in biodiversity conservation and sustainable use activities;
3. To develop national and regional institutional capacity for co-ordination and implementation of biodiversity conservation and sustainable use activities;
4. To integrate effective practices of sustainable natural resource use into national and regional conservation and other sectoral planning and projects;
5. To develop a financing mechanism to ensure the sustainability of the regional support framework.

The regional approach is highly relevant for regional ecosystem management. The project supported global, regional and national environmental objectives by supporting regional mechanisms for knowledge networking and a dynamic (two-way) knowledge exchange. It provided a mechanism and resources for comparative experiences and best practices exchanges on ABS and IAS. It also piloted tested knowledge products and services, including the elaboration of a regional biodiversity strategy and guidelines for biodiversity problems.

Strengthening SADC's capacity was an important component for instituting innovative approaches for enhancing regional biodiversity planning services in the region. The new log frame (post mid-term) outlined indicators for achieving results around the five targets. However, those related to strengthening institutional capacity building (whose capacities, what

capacities and the approaches taken to build capacities) were not explicit and in cases were very vague.

In order to judge effectiveness, the evaluation considered the relationship between IUCN, the implementing agency, and SADC, the project executing agency. Initiative(s) taken or not taken for strengthening SADC's capacity for regional knowledge sharing for biodiversity management and the effectiveness of the approach for strengthening national capacities are discussed as a main focus of the report.

Effectiveness

SABSP effectiveness was judged based on performance around the stated objectives and indicators provided in the post mid-term 2003 log frame. Overall, the evaluation gave the project a rating of marginally satisfactory (MS). The project achieved most of its stated outcomes including piloting a successful knowledge sharing platform for regional knowledge and information exchange. It facilitated member states participation in the development of regional products and services and consequently supported national capacities and global benefits.^[iii] In time, the mechanism will translate into global benefit for preserving the unique ecosystems of Southern Africa and have a direct benefit in terms of preserving unique biodiversity and mitigating impacts of climate change. The understanding gained through the sharing of regional best practices will benefit beyond the end of the project for the countries and communities involved.

In terms of piloting institutional mechanisms for regional collaboration, the project made remarkable achievements (rationalizing new positions for biodiversity and environmental management at SADC and negotiating a highly relevant regional biodiversity strategy based on national strategies or vice versa, thus demonstrating the value of having a regional position on biodiversity at international forums). The mechanisms tested for developing regional norms and standards did support national biodiversity policies in some countries, and in general the approach was appreciated by the participating NFPs interviewed. The evaluator learned that national counterparts appreciated, in particular, peer support mechanism established (network of regional practitioners).

According to interviews, the mechanisms and approaches tested were instrumental for policy coherence and contributed to common position on biodiversity management, which then supported national policies. The project provided a good platform for cross-border learning and technical support, i.e. through knowledge networking and the technical working groups. The development of the regional strategy was a good example of the two-way learning process. For instance, while contributing actively to the development of the regional document, Botswana developed in parallel its national biodiversity strategy taking into consideration the content of the regional strategy and benefiting from the lessons learnt documented during its development. In addition, the development of the national biodiversity strategy was also

funded by GEF. The lesson from this exercise was that focused GEF intervention at regional level could add tremendous value to GEF investments at national level...

The project achieved its aim, laying the groundwork for effective regional cooperation and knowledge sharing through SADC, demonstrating the value of SADC services through developing norms and guidelines, i.e. regional strategy on biodiversity, etc. However, the capacity of the SADC to perform his regional biodiversity conservation functions remains very weak.

As such, the project challenge was strengthening SADC's capacity to facilitate regional knowledge exchange. The project was challenged by a narrow focus (for sustainability) on establishing Centres of Excellence (CoE) as the sole mechanism for providing technical and knowledge support to the regional expert teams on IAS and ABS. The failure to establish partnership arrangements strained possibilities for future regional collaboration and cooperation. The question arose, 'What then was the role of SADC for the knowledge services piloted?' Arguably, the role of SADC is that of facilitation, hosting and linking the key persons and information and supporting the regional networks to solve problems, the CoE being the host for knowledge sharing and learning activities based on their comparative abilities. Sustainability of the regional networks tested was a major concern in the 2004 MTE and unfortunately continues to be one.

Implementation and Management

The key implementation question raised was whether the project's management developed an exit strategy May 2007-July 2007. Secondly, why were elements of sustainability not built into the project implementation? In terms of management efficiency, SABSP was challenged by shortfalls in financial oversight and planning which also resulted in lingering tensions between partners involved in implementation, execution and oversight – IUCN, SADC, GEF, UNDP Botswana and UNDP Malawi. The Evaluation disclosed that the post Mid-Term Review choice to set up a dedicated project implementation unit located in the IUCN's offices and hence outside SADC was not ideal to support the institutional capacity building of the project. The enhanced capacity of the project to fast track implementation and produce the expected project outputs implied as a trade off reduced SADC ownership and limited focus on capacity building for the host institution

The project experienced an unexpected financial problem (April 2007) which led to a premature disruption of project activities at a very crucial time. This problem derived from shortcomings in the process of transferring the project from the UNDP Malawi to the UNDP Botswana country office in 2004, at a time UNDP was also migrating to a new financial management system (ATLAS). Uncertainties around project balance during the early stages of the transition to the UNDP Botswana CO and the unexpected financial crunch in April 2007 disrupted the closing stage of the project implementation and hindered relationships essential for project success.¹

The financial shortfall was initially covered by IUCN, the implementing partner.

The evaluation learned that critical exit-related activities were halted. Knowledge products were not integrated into SADC functions or divisions, and no follow-up strategy for the implementation of the regional biodiversity strategy was completed. In addition, the evaluator learned that decisions by the Environmental Ministers concerning the negotiation of the MOU between CoE and SADC to provide knowledge services on ABS and IAS were not finalized, and the Ministers are expecting a new proposal (interviews with SADC).

By the time additional funding became available by the UNDP to cover the shortfall in question (February 2008), the loss of face and the important relationship between the IUCN and SADC was compromised and exit strategy was left outstanding.

Performance indicators were adequate but, as mentioned earlier, the capacity building target needs more explanation for judging performance and for a management tool. In addition, most indicators were not met according to the timeline proposed in the amended log frame, implying that their time-scale was too ambitious.

The regional knowledge sharing platform and mechanism for policy development, cooperation and comparative experiences exchange will be lost unless these relationships are repaired. The project will need bridging support to develop a proper exit strategy. Sustainability is the biggest challenge.

Lesson learned

SABSP was based on an innovative approach to regional/national level capacity building, providing many lessons. Lessons have emerged in terms of strengthening country ownership/driven-ness, strengthening stakeholder participation, institutional structure and capacity building, application of adaptive management strategies, efforts to ensure sustainability, knowledge transfer and the role of M&E in project implementation. Lessons are summarized below and detailed in the body of the report.

General project specific

- The fundamental lesson was the need to ensure greater participation of member countries and to direct project funds to countries to strengthen national capacities and structures first, with the broader intention of facilitating common approaches and greater collaboration at the regional level. This meant a focus on building national capacities in the thematic area first.
- In hindsight, perhaps more facilitation of the national working groups on IAS and ABS would have supported this. Essentially the project was broadly stretched and perhaps in future initiatives should be decisive - to either focus on SADC capacities for knowledge sharing while supporting other initiatives that focus on national capacities in the

thematic areas. The alternative would have been more flexibility to accommodate the variable human resource and institutional capacities in the different countries to facilitate adaptive management in relation to those variations. The experience demonstrated inequities as some countries unable to move faster in supporting PMU did not receive equal amounts of funding and support.

- One of the key finding seems to be that the project focused on producing outputs without concentrating enough on SADC capacity to sustain them. In terms of project effectiveness, therefore, in advance of undertaking institutional capacity building (i.e., SADC), understanding about the nature of institutional capacity building is essential, as well as understanding and planning for associated risks. The project's experiences and key lessons learnt revolved around understanding SADC's absorptive capacity to undertake new roles, approaches and responsibilities. This included the implications for instilling innovative biodiversity knowledge support services (including negotiating partnerships with Centres of Excellence for the provision of those services).
- Another key lesson was that the SABSP regional products and services might have been linked to ongoing initiatives, such as the Clearing House Mechanism and the Regional Biodiversity Information System as these initiatives work on supportive ICT infrastructure.

Specific lessons included:

- √ Knowledge distillation does not mean knowledge absorption. Before the capacities can be strengthened or built, symmetries and asymmetries in existing national capacities must be understood and mapped. This knowledge is integral to setting realistic outputs and indicators (especially in their implementation time frame) and realising project goals. Activities must be designed to deal with the 'how' and the 'what' of institutional capacity building. Project strategies in the future might focus on strengthening capacities of a cluster of countries with similar needs. Communicating messages and assessing capacities and gaps (vertically and horizontally) through effective monitoring and evaluation is essential.
- √ Strategies for sustainability are multi-pronged. Depending on a single output to achieve many other project outputs was a high risk. That is, the project's success was dependent on negotiating partnerships with the Centres of Excellence as instruments for promoting regional collaboration and technical expertise and for delivering knowledge services, and the inability to negotiate agreement by the end of the project, impacted negatively on sustainability of a regional mechanism for knowledge services, the component which the project was restructured to address in 2004. The project should have been more balanced in this regard, as sustainability needs planning and consideration, especially early

negotiation with high level decision makers, advocacy and gauging of the political willingness for action.

- √ Knowledge management tools and approaches require technical inputs. The project design experimented with innovative knowledge management approaches (KMAs). KMAs employed effectively contribute to institutional learning (transformation of individual into institutional knowledge). A good knowledge sharing strategy, in which experiences are documented, validated and disseminated to the level of the implementing organisations—and in this case, member states—contributes to learning. When it is supported by effective networking and “working models” in which community members and partners are active, it can be highly successful as a capacity building and environmental management tool.
- √ The executing agency, SADC in this scenario, ought to take best practices up to a policy level. In a strategic dimension, good quality monitoring systems should be integrated into corporate vision, country strategy and results-based management at SADC. At an operational level, it should rather be based on the projects’ specific and localised logical frameworks (based on local stakeholder and problem analysis). They are the core of knowledge management, which contributes to continual institutional learning. A central aim was to strengthen relationships between experts, governments, community groups and to support them with extensive baseline studies for evidence, development of knowledge products and guidelines.

External learning

- √ Regional vs. national capacities. Regional level projects must be developed with clear, pertinent, practical and obtainable capacity building and other objectives. These must be clearly negotiated and understood so there is no room for confusion either by the regional implementing unit or by the national implementing teams.
- √ Institutional capacity building—SMART indicators. The challenge of strengthening institutional capacities is having good indicators. It goes without saying that identifying well-defined indicators for interventions in regional environmental governance is much more difficult than for other development initiatives. In any case, indicators must be SMART (Specific, Measurable, Achievable, Realistic and Time-bound) and adequately funded to obtain baseline and up-to-date data. Capacity building indicators whether regional or national must be explicit. In order to strengthen institutional capacities, managers must revisit the implementation approach and in the future take explicit actions to strengthen SADC’s capacity for regional networking and biodiversity knowledge sharing.
- √ Good practice approach led to common regional position for biodiversity in international fora. The project facilitated an innovative approach for addressing trans-boundary problems and supported a regional mechanism for developing a common position on biodiversity

which was successfully piloted for negotiating a regional position to the United Nations Convention on Biodiversity (UNCBD).

Recommendations

The following recommendations were developed based on the assumption that SADC has the capacity, ability to coordinate efforts, mobilize financial resources and to play a strong role in taking over and moving the project to the next level (integrating the project outputs). It is essential that SADC own the project outputs and integrate the learning for these recommendations to be feasible? The proposals below are to support SADC integrate the learning from the project into its new and ongoing initiatives.

- √ SADC requires technical assistance to develop a proper exit strategy. A consultancy might be considered to assist SADC develop a plan for implementing its regional biodiversity strategy, mobilize resources and link to other initiatives. The follow up plan should include initiatives for strengthening SADCs capacity to manage regional knowledge (include develop ICT infrastructure or link with the regional information management system) and how to provide leadership for managing the regional Biodiversity network
- √ The knowledge products and services piloted in SABSP should be finalized. Project products can be made available on the SADC website (which should be upgraded). Linkages need to be made to other initiatives, i.e. a regional information management system and the clearing house mechanism. Where appropriate, the project's products can be made user-friendly and more dynamic to facilitate the transfer of knowledge and networking;
- √ The regional expert network and stake holder's networks should be maintained by SADC. The networks address regional biodiversity issues and strengthen national capacities, i.e. Transboundary conservation, etc. Linking to the regional information management system is an efficient way to develop supportive infrastructure;
- √ SADC's capacity for knowledge sharing and supportive technology is an area that still needs to be strengthened in order to support its role as a regional knowledge facilitator and source of regional technical expertise. There is opportunity to build on the momentum gained from the project. In order to mobilise the regional stakeholder network around biodiversity problems in the region, the consultancy mentioned above can suggest improvements such as Community of Practice infrastructure. For example, a knowledge network facilitator might be helpful to oversee the implementation of the regional biodiversity strategy and support to manage the regional network for continued best practices exchange and management of a regional web portal on biodiversity.

- √ IUCN is planning a new project to support the regional biodiversity plan which offers a good opportunity to continue momentum and successes of the project (i.e. knowledge networks and products). UNDP/GEF, UNEP and UNDP Botswana can provide inputs to the IUCN project design mission, if feasible.
- √ SADC requested bridging assistance to complete the following outstanding activities- It is up to UNDP and IUCN to determine how best to support these requests in the context of developing the exit strategy:
 - Develop a regional concept for invasive species;
 - Develop/support proposal for implementation of the regional biodiversity strategy;
 - Make project products available electronically at SADC;
 - Print the regional guidelines on invasive species;

1. Introduction

1.1. Purpose of the evaluation

In accordance with UNDP/GEF M&E policies and procedures, each regular project supported by the GEF must undergo a final evaluation upon completion of implementation to assess the relevance, performance and success of the project and to contribute to global knowledge.

The Monitoring and Evaluation (M&E) policy applied by UNDP/GEF at the project level has four objectives: i) To monitor and evaluate results and impacts; ii) to provide a basis for decision-making on necessary amendments and improvements; iii) to promote accountability for resource use; iv) to document, provide feedback on and disseminate lessons learnt.

The evaluation was commissioned by UNDP and conducted according to UNDP/GEF guidance, rules and procedures for such evaluations. The overall aim is to review project achievements made by attaining the specified objectives and outcomes. It will establish the project's relevance, performance and success, including sustainability of results. The evaluation should identify specific lessons pertaining to the strategies employed and implementation arrangements, which may be accommodated in the design of similar projects in the region and elsewhere. It will, more specifically, assess the project's contribution towards addressing global environmental objectives, commenting on complexities of projects involving several countries.

1.2. Key issues addressed/objectives of the evaluation

The evaluation measured project achievements according to the project review criteria provided in the Terms of Reference (terminology is provided by GEF evaluation rules; also see TOR –annex).

Immediate and development objectives of the project

The goal of the SABSP is to improve cooperation, building capacity both within and between participating nations and integrating sustainable use into biodiversity conservation and other sectoral projects. Strengthened institutional capacity and institutional mechanisms established will enable SADC members to collaborate in regional biodiversity conservation, control and prevention of invasive alien species (IAS) and application of access and benefit sharing² in addition to key project outcomes as follows.

- To improve cooperation and build capacity of availability of participating nations and between participating nations and to integrate sustainable use into biodiversity conservation and other sectoral projects and other sectional project objectives;
- To refine to capacity and institutional mechanism established to enable SADC members to collaborate in regional biodiversity concertinos, control and prevention of invasive alien species and the application of access and benefit sharing principles;

- To achieve cross-sectoral, national and regional cooperation in biodiversity conservation and sustainable use activities;
- To develop national and regional institutional capacity for co-ordination and implementation of biodiversity conservation and sustainable use activities;
- To integrate effective practices of sustainable natural resource use into national and regional conservation and other sectoral planning and projects;
- To develop a financing mechanism that ensures the sustainability of the regional support framework.

1.3. Methodology of the evaluation

The evaluation was conducted August 1-October 2008 by an independent consultant, Ms. Stephanie Hodge, who received methodological guidance and expectations during a briefing session with UNDP Botswana office and the UNDP EEG /GEF Regional Technical Advisor based in Pretoria, September 22-26.

In accordance with GEF guidelines for conducting final evaluations, the consultant first assessed the overall relevance, efficiency and effectiveness (impact) against the global environmental/biodiversity outcomes and activities/indicators provided in the planning documentation. This was to determine whether the project captured what the UNDP and development partners achieved and, furthermore, whether the intended outcomes were relevant to regional and national needs. Once the overall assessment of progress towards the outcomes was concluded, an assessment of GEF/UNDP's project outputs followed for consideration of the external contribution, overall project intervention performance and relevancy to the national, global and regional biodiversity outcomes.

The consultant conducted a thorough desk review of the relevant project documents, August 1-September 21. An inception report outlining overall methods and approach was shared with UNDP in advance of the mission to the region. Specific methodologies included the following:

- Questionnaire and telephone interviews organized with national and other key stakeholders: national counterpart in 10 countries and PIU (see list of participating countries and interview in annex);
- Face-to-face interviews with the UNDP EEG/GEF Regional Technical Advisor, UNDP country officers and the remaining knowledgeable SADC staff;
- Correspondence, face-to-face or telephone consultation with stakeholders, including regional and sub-regional structures, and national government counterparts;
- Discussion with relevant NGOs, academic institutions and civil society representatives;
- Structured and semi-structured interviews with stakeholders (annex- list of meetings).

A preliminary documentation review was complemented by interviews (telephone and in-person where possible). Structured mechanisms, such as an electronic set of self-administered

questions (survey), were designed and disseminated to obtain feedback from the participating SABSP nations and the individual stakeholders (see annex).

Scope and Baseline

The baseline for the evaluation of impacts was the mid-term review (2003) log frame, but the study considered the original project design, management and implementation experiences since 2001 as well.

Field visits were not appropriate to individual project sites: none remained post-project. A platform was made available for participating member countries, other stakeholders and individuals to comment on involvement and provide feedback electronically concerning what they thought worked and did not work (evaluation questionnaire and the list of respondents attached in annex). Face-to-face interviews and observations followed where possible. For example, the consultant actually met with the Botswana national focal point person responsible for implementing project activities.

Limitations

The evaluation had been limited by the following constraints:

- 1.) The national response to the electronic questionnaire was very low; Botswana, Zambia, Angola and South Africa responded, out of 10 countries surveyed;
- 2.) Content would have been enriched if travel were possible to all of the participating countries, including Malawi, in order to interview the UNDP country officers responsible for the transition of project funds to Botswana.

1.4. Structure of the report

First, in section 2, the environment and development context are described, followed by the institutional basis, history and objectives (project concept and design), including analysis of current global and regional framework and relevant policy frameworks. Section 3 outlines evaluation findings and conclusions, including project formulation (strategies and design), considering the projects linkages, indicators and ownership considerations; stakeholders' participation; cost effectiveness, management and replication approach. Section 3 also highlights project implementation and considerations, such as financial planning, monitoring and evaluation, execution and implementation modalities, management by the UNDP country office and co-ordination and operational issues. Section 4 provides a summary of the main lesson learnt from this experience; section 5 provides detailed recommendations concerning the way forward.

2. The environment and development context

2.1 Introduction: project start and its duration

The Southern Africa Biodiversity Support Project (SABSP), begun in 1997, is a UNDP/GEF project executed by the Southern Africa Development Community (SADC) Forestry Sector Technical Coordinating Unit (FSTCU), initially located in Malawi and then restructured and transferred to the SADC Directorate of Food, Agriculture and Natural Resources, Gaborone, Botswana (2003). The initial estimated duration of the project was until 2004, but this was revised to July 2007, corresponding with the termination of the activities. The project, with GEF funding of US \$4.5 million over 5 years, started implementation in 2001. Following independent mid-term evaluation (2003), the project was refocused to address the following issues of common regional concern:

- (i) Access and Benefit Sharing
- (ii) Invasive Alien Species
- (iii) Regional Biodiversity Strategy and Action Plan.

Planning for SABSP began in 1993. Seven of the ten participating countries signed the project support document in 2000, two in 2001 and the last in 2002. Actual implementation of national activities began in 2001. Initially based in Malawi, the project was subsequently moved to Botswana. Since the 2003 revision, the project falls under national execution, with the International Union Conservation on Nature–Regional Office for Southern Africa (IUCN-ROSA) as the lead implementation agent. There were also significant changes in the project implementation modality. Prior to 2003, the project was directly executed by SADC and technical support was provided to national implementation by IUCN; when the project was moved to Botswana, the project created a dedicated implementation unit, and all the funds, including grants, were channeled through IUCN-ROSA.

According to interviews, there was a long delay between planning post mid-term activities and the actual implementation of activities. It was as if a new project was being set up, and there was also the problem of logistics and gaining the authority to spend from Malawi. This resulted in changes to circumstances, including the priorities of SADC officers. The table in Figure 1-Section xx) shows disbursement of funds and date and status of implementation at the national level at the time of mid-term review.

2.2. Problems that the project seeks to address

The biodiversity of Southern Africa is characterized by a very high country species richness (Angola, South Africa), a wide range of important sites of high endemism (Lake Malawi, Mount Mulanje, Namibia Desert, Maputo land and the fynbos of the southwestern Cape), many existing and potential RAMSAR and World Heritage sites, (Victoria Falls, Manas Pools,

Bengweulu Swamps, Kafue wetlands, Lochinvar, St. Lucia, Okavango Delta). There are a large number of rare and threatened species. The global biodiversity significance of southern Africa includes the following:

- Arid and semi-arid ecosystems (including the whole of the Karoo-Kalahari-Namibia region, which includes 38% of the world's succulent flora);
- The whole of the Mediterranean-type ecosystem of the Cape Floristic Kingdom—the richest centre of botanical diversity and endemism in the world;
- Coastal, marine and freshwater ecosystems (notably the whole of the Zambezi system, the Okavango delta and the Kafue wetlands);
- Forest ecosystems (including the Guineo-Congolian forests of Angola; the Usambara/Inhambane forests of Mozambique, the Afro-montane forests of Angola, Malawi, Mozambique, South Africa, Swaziland, Zambia and Zimbabwe);
- The Huambo mountain and Huila highlands of Angola, the Chimanimani of Mozambique and Zimbabwe, the Nyika of Malawi/Zambia, the Drakensberg of South Africa and Lesotho ecosystems (including Mt. Mulanje of Malawi.).

Much of this biodiversity exists within trans-boundary areas and/or exhibits trans-boundary migration patterns. Regional co-operation is therefore essential to address effectively the root causes of threats to biodiversity and to maintain the integrity of ecosystems that transcend national borders.

In addition, the Southern Africa Region shares common problems with respect to the physical decline and loss of biodiversity and underlying factors contributing to such decline and loss. The economies of all countries in the region depend on agricultural products to service global demands and are heavily dependent on their natural resource base. This in turn has had a significant impact on land. In particular, regional economic development is based on foreign exchange revenue from the export of mining, ranching and use practices and is a significant contributor to the conversion of natural habitats and, therefore, biodiversity decline and loss.

Weak/non-existent regional capacities for biodiversity management support and knowledge sharing

Various meetings of experts have noted that common social, institutional and policy problems are the paramount factors affecting the regional efforts to manage and conserve biodiversity. These problems are augmented by the limited and scattered information base as well as the lack of clear national and regional priority setting with respect to land use, development and conservation planning. Each nation within the region (with the possible exception of South Africa) has limited human and institutional capacity, but there exists a strong pool of regional expertise for countries to draw on for assistance on specific issues, notably sustainable use.

2.3. Project concept and design

Planning for SABSP began in 1993. Actual implementation started in 2001. The project, designed as a regional knowledge management intervention in the biodiversity support area

through SADC, was led by the Malawi Country office until the end of 2003. According to the mid-term evaluation, the ideas for the project were formalized following a workshop in Bulawayo in 1993 and came from the Biodiversity Foundation for Africa in Bulawayo which developed the idea with IUCN. They were later developed into a formal UNDP/GEF project proposal by IUCN-ROSA under a PDF grant. IUCN-ROSA was the lead agency for project formulation and was to be the project execution agency. However, in the final stage the SADC became the execution agency. The project was implemented through IUCN's Southern African Regional Office based in Harare, Zimbabwe (IUCN-ROSA).

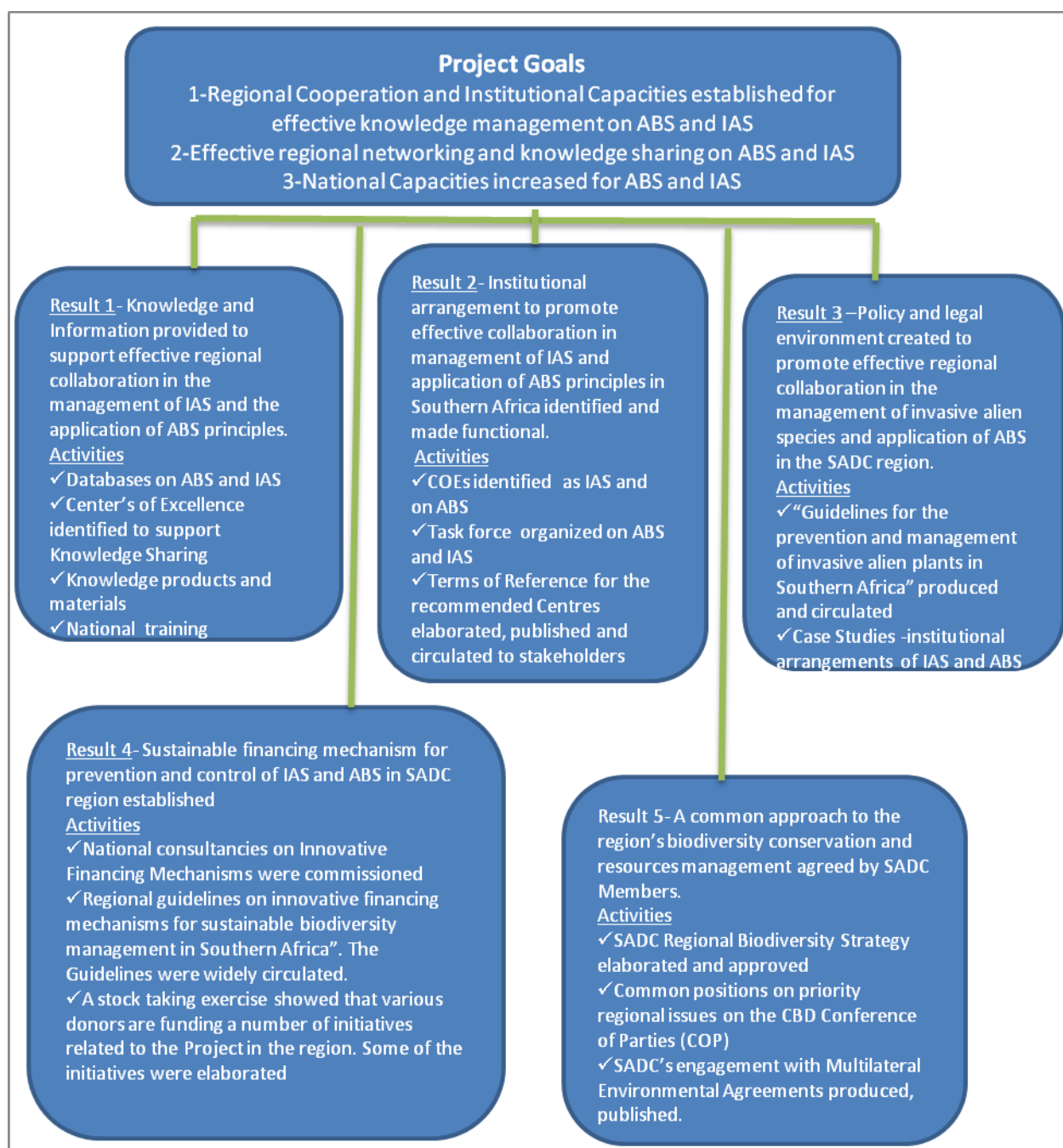
In 2003, following the closure of SADC sector co-ordination units and centralisation of operation at SADC headquarters in Gaborone, Botswana, an independent mid-term evaluation (MTE) of the project recommended its transfer from the UNDP CO in Malawi to Botswana. The recommendation was endorsed by a tripartite review meeting held in April 2003. Arrangements for the transfer of the responsibility of lead country from Malawi CO to the Botswana CO were initiated with a first communication from the Malawi CO in July 2003. Further correspondence at different levels facilitated the signing of an agreement concerning the co-ordination and the implementation of the Southern Africa Biodiversity Support Project by all the interested parties (UNDP Botswana, IUCN-ROSA and SADC) in January 2004 and then the project was transferred to the Botswana Country Office. A no-cost extension of the project until July 2007 on the basis of a US \$628,000 work plan was approved in 2007.

2.4. Stakeholders

The project stakeholders included ten countries: Angola, Botswana, Lesotho, Malawi, Mozambique, South Africa, Swaziland, Zambia, Zimbabwe and Namibia.³ In addition, regional institutions, including the South African Development Community and Centre of Excellence identified during implementation were to be key beneficiaries in terms of capacity building support (See Annex 1- List of Project Stakeholders).

2.5. Expected Results and Key Activities

Results expected and key activities implemented are included in this chart (see annex for quick view of ratings)



Result 1: Knowledge and information provided to support effective regional collaboration in the management of IAS and the application of ABS principles

1. Existing information and databases on IAS and on ABS in Member States were elaborated, posted on the project website (<http://www.sabsp.org>) and circulated to Member States. Types of data and database specifications (including software) for regional databases specific to IAS and ABS were established and host institutions for the two regional databases recommended.

The Namibia National Botanical Research Institute and the Mozambique National Institute of Health were recommended to host regional databases on IAS and on ABS respectively;

2. Awareness-building materials on IAS and on ABS were produced and launched by Member States with positive impacts in a number of cases, as shown by the following examples: Botswana included ABS issues into its Environmental Management Bill; Zimbabwe amended its Environmental Management Act to incorporate ABS provisions; Swaziland allocated \$150,000 for the control of major invasive alien plants in that country; the region used the Guidelines on SADC's engagement with MEAs to prepare for Conference of Parties (COP) meetings on Climate Change (2006) and on CITES (2007);

3. Regional rosters of experts on IAS and on ABS were compiled, published and circulated to Member States and individuals for networking purposes. Electronic versions of the rosters were prepared. National and regional Expert Working Groups on IAS and on ABS were established, providing a forum for information exchange amongst experts to advise governments and the region on topical issues through targeted meetings and the project newsletter. For example, South Africa's expert group on ABS gave useful inputs into that country's draft ABS regulations;

4. National training needs on IAS and on ABS were targeted. Institutions offering that training were compiled and circulated. High priority regional training needs on the two subjects were identified (and regional Centres of Excellence that should offer the required training) were recommended, published and widely circulated. Draft regional training modules on IAS and ABS were produced. South Africa published a school textbook on ABS. Targeted training and awareness was provided to project assistants from Member States at the Project Management Unit and to IAS and ABS experts at regional meetings and workshops.

Result 2: Institutional arrangement to promote effective collaboration in management of IAS and application of ABS principles in Southern Africa identified and made functional

1. Regional CoE were recommended for the high priority regional training needs on IAS and on ABS as follows:

IAS: the Department of Research and Extension Services in Zimbabwe—prevention, eradication and control and the Centre for Invasion Biology in South Africa—impact/risk assessment;

ABS: the African Regional Intellectual Property Organization—contract law, intellectual property rights and indigenous knowledge; the South African Council for Scientific and Industrial Research—bio prospecting; the Southern African Natural Products Trade Association—natural product processing, packaging and marketing.

2. Terms of Reference for the recommended Centres were elaborated, published and circulated to stakeholders. An emerging concern was the financial sustainability of such CoE and the need

to closely monitor their proliferation was raised due to their cost implications to the region. This contributed to delays in their endorsement.

3. Targeted Task Forces of IAS and ABS experts were established and provided technical oversight in the development of various products of the project. However, the recommended Centres were expected to set up their own Technical Advisory Committees once they became operational.

Result 3: Policy and legal environment created to promote effective regional collaboration in the management of invasive alien species and application of ABS in the SADC region

1. Guidelines for the prevention and management of invasive alien plants in Southern Africa were produced and circulated. The guidelines will be anchored on existing regional protocols.

2. A case study on ABS conducted in Botswana, Namibia, South Africa and Zimbabwe highlighted the absence of a well-resourced national competent authority with clearly defined Terms of Reference (TOR) and properly articulated linkages with other relevant national institutions and stakeholders as a major limitation of existing national institutional frameworks related to and on ABS in the region. The following recommendations were made to address the situation:

i) Ministries of Environment, or their equivalent, should be designated the National Focal Point on ABS issues;

ii) The Environmental Management Agency, under the National Environmental Management Act, its equivalent or a legally constituted multi-sectoral committee, should be designated as National Competent Authority (NCA) on ABS. The promulgation and day-to-day administration of sector specific ABS laws should, however, remain the responsibility of relevant sector departments with oversight from the NCA. Terms of Reference for the NCA were elaborated and widely circulated;

3. A document entitled 'Regional analysis and guidelines on ABS agreements, legislation and institutional frameworks for biodiversity management in Southern Africa' was produced, published and widely circulated. The guidelines will be anchored on existing regional protocols.

Result 4: Sustainable financing mechanism for prevention and control of IAS and ABS in SADC region established

1. National consultancies on Innovative Financing Mechanisms were commissioned in SADC Member States. Lessons from the country reports formed the basis for producing and publishing 'Regional guidelines on innovative financing mechanisms for sustainable biodiversity management in Southern Africa.' The guidelines were widely circulated;

2. An exercise for taking stock showed that various donors are funding a number of initiatives

related to the project in the region. Some of the initiatives were elaborated.

Result 5: A common approach to the region's biodiversity conservation and resources management agreed on by SADC Members

The project explored and implemented opportunities for mainstreaming its activities and products into ongoing national and regional initiatives. Some of them were elaborated:

1. An SADC Regional Biodiversity Strategy was approved by the Integrated Committee of Ministers (ICM) in June 2006 and endorsed by SADC Council in August 2006. The document was subsequently published, widely distributed and shared;
2. The project facilitated the region to develop common positions on priority regional issues on the CBD Conference of Parties (COP) 8 agenda and to participate as a bloc at the conference held on March 2006 in Brazil;
3. SADC positions on the 13 high priority regional issues on the COP 8 agenda were adopted as Africa positions at the conference as the latter had no pre-prepared positions. Furthermore, SADC's positions on key issues, such as an international regime on ABS, Genetic Use Restriction Technologies and the GEF Resource Allocation Framework (RAF), were consistent with those of G77 and China and were advanced as such at that higher level;
4. Based on experiences from COP 8, a document providing guidelines on SADC's engagement with Multilateral Environmental Agreements was produced, published and widely circulated. The guidelines were subsequently used by the region to prepare for COP meetings on Climate Change (2006) and on CITES (2007).

3. Findings

This section outlines main findings and preliminary conclusions, beginning with a discussion about the project formulation/design and approach, including the project's partnerships, the strength of the indicators employed, regional and national ownership considerations, stakeholder participation, cost effectiveness, management and replication approach. This is followed by a section on project implementation, which considers the financial planning, monitoring and evaluation, execution and implementation modalities, management by the UNDP country office and co-ordination and operational issues.

3.1. PROJECT FORMULATION/DESIGN/APPROACH

The evaluation determined the design to be appropriate for achieving success around the planned outcomes. This is attributed to three key reasons: 1) the project design provided for development of an effective regional and national learning platform and promoted a

knowledge sharing culture to promote cost-effective synergies and learning in and between countries on environmental outcomes; 2) the post mid-term refocus to solve two specific problems was a good approach for piloting a regional network to achieve environmental outcomes and mainstreaming; 3) the innovative approach of a regional learning mechanism could support countries with a diverse range of capacities to learn and act on issues. In the future the asymmetries can be considered more closely as to strategize on approaches activities, learning from the project show that participating nation did not have equal access to project benefits due to a capacity gap.

The design has not changed significantly since project inception (2001), and the refocus on ABS and IAS following the 2004 MTE was deemed to be appropriate for achieving project success. The experience of implementation, however, has demonstrated the unique challenges for design and implementation of interventions for strengthening regional capacity to support knowledge services delivery in the biodiversity support thematic area.

The project objective *'to strengthen institutional capacity and support institutional mechanisms to enable SADC members to collaborate in regional biodiversity conservation, control and prevention of invasive alien species and application of access and benefit'* supported a knowledge based response to initiate and meet regional demand for services in high demand areas such as ABS and IAS.

The amended log frame included 16 indicators, of which 13 were realized (see section 3.3.2). Even though target indicators were achieved, several (those upon which other project complement depended) were not realized, i.e. Centers of Excellence (log frame attached). In addition, based on the times provided in the amended log frame, the evaluation determined that at times the project was slow to accomplish outputs, and most indicators were met after the planned deadline.

Issues

Based on the experiences shared by national stakeholders interviewed, the evaluation determined that interpretation of the indicators for regional capacity building for knowledge management/experiences sharing was weak. In general, three issues emerged concerning the knowledge management design:

1. The singular and late focus on the project's sustainability, i.e. documentation, studies and instigating support of key stakeholder groups, including discussion with the Environment Ministers. The project should have perhaps, focussed more on providing more soft assistance for gaining consensus on proposed actions, this includes action to assess the political will for SADC reforms and the centres of excellence as partners.
2. Despite the insistence of project documentation that dissemination of knowledge products and information sharing with key decision makers be extensive, this did not happen. More focus on the products is needed for them to be more dynamic through

effective knowledge management and knowledge facilitation on the part of SADC.⁴ The design might have taken into consideration the need for decision maker's inputs on project outputs.

3. Face-to-face networking activity took excessive time and resources. In retrospect, the project could have set up a regional electronic knowledge network and web portal at SADC to facilitate consensus between stakeholder groups and consolidating positions in a comparatively shorter time for a small amount of money.

Project design included focus on refining the SADC mandate and new services orientation, i.e. networking stakeholders and mechanism for consensus on project outputs/functions vis-à-vis the regional and global policy realm. The design called for the creation of a regional community of practice—including a knowledge network of experts and stakeholders—and leverages the communities to work effectively toward project goals. Essentially, the bases for success, the personal relationships between all the necessary stakeholder elements (experts, governments, community groups) are in place and constitute the key success. These relationships will be lost in the absence of a sustainability plan to continue.

3.1.1. Regional and Country Ownership

To what extent did representatives of the participating countries (including governmental officials, civil society, etc.) become actively involved in project implementation?

By design, senior government officials from the ministries of environment in the participating countries that hosted the project at country level were members of the project steering committees. However at times, senior government officials (as steering Committee members) did not understand the project objectives according to those interviewed.

The project according to interviewees, was driven by the project management unit and the project co-ordination committee (UNDP/GEF, IUCN, , SADC and PIU). Meetings of the co-ordination committee, which addressed the operational activities, usually preceded those of the steering committee, which considered technical delivery. Issues of ABS and IAS are technical and specialized, and the steering committee meeting did offer them a good opportunity to voice concerns; therefore the forum was 'a rubber stamp' or simple formality. In hindsight, their role and terms of reference was not well designed, having simply been carried over from the project phase prior to the refocus phase (one informant identified this as a 'lost window for opportunity' for instilling ownership to SADC and Ministers).

At the national level, the national IAS and ABS were more inclusive, drawing membership from government agencies, academia and the civil society who worked on ABS and IAS. However, according to the key informant and other interviews, the connectivity with the technical advisors at the regional level was weak and the national level's facilitation for their functioning was less adequate, presumably due to budgetary constraints.

Partnership arrangements established for implementation of the project with relevant stakeholders involved in the countries/region

The extent to which the partnerships can be measured as successful or not is related to overall sustainability, e.g., for project's management and implementation and for the long term sustainability of the knowledge services piloted which were central to its outcomes. The key partners included UNDP/GEF, SADC, CoE and NGOs (including IUCN as executing agency and national counterparts in participating countries). Partnership arrangements and roles were restructured following the 2004 Mid-Term Evaluation.

In general, partnerships were effective; however, a critical partnership for project sustainability between SADC and the CoE was not realized. The National Project Coordinator, the central agent for co-ordination and management of partnerships, gave the project satisfactory ratings in 2005, 2006 and 2007 PIRs, while the regional technical advisor's rating went from satisfactory in 2005, to moderately unsatisfactory in 2006, to moderately satisfactory in 2007. The ratings included considerations such as the smooth implementation of core partnerships between IUCN, SADC and UNDP for resource mobilisation and implementation and between SADC and the targeted CoE for the long- term sustainability of the regional services.

Elements of successful partnerships arrangements with SADC

The evaluation took note and agreed with the project staff's self analysis in the 2007 PIR, which states that, apart from achieving the overall outcomes, the project played a pivotal role in backstopping the SADC Secretariat and raising the profile of environmental issues to politicians and technocrats in the region. The region used the guidelines on SADC engagement with MEAs to prepare for COP meetings, and CITES (2007). In addition to the capacity building objective of the project, the project influenced several positive developments occurring within the SADC Secretariat during the life of the project to the extent that - based on evaluation of project activities and discussion with national focal points concerning the day-to-day interactions between SADC and the PMU - these achievements can be attributed to the project.

- In August 2006, SADC Council approved the unfreezing of three posts in the Environment and Sustainable Development Unit of the Food and Agricultural and Natural Resources (FANR) Directorate, under which the project fell. The posts had been frozen for about a year, making it difficult for the Secretariat to effectively supervise and facilitate activities of the project;
- A Senior Project Manager responsible for natural resources was recruited in 2007;
- The 2007 work plan was incorporated into the business plan of the FARN directorate;
- Recognising the cross-cutting nature of environmental issues, SADC Minister of Environment recommended that the environment and sustainable development unit should be a stand-alone unit so that it can more effectively link with other directorates of the Secretariat. At a meeting held in August 2006, SADC council referred the matter to a job evaluation exercise;
- At their meeting in Botswana in April 2007, SADC Ministers of Environment recommended

the creation of a trans-frontier conservation area (TFCA) post within the Environment and Sustainable Development Unit. This was in recognition of the increasing importance of trans-boundary biodiversity issues in the region.

Problems with sustainability; however, revolved around the failure of the establishment of CoE and the lack of regional training projects. The website is not dynamic nor is it completed to the best standard for knowledge sharing success as to date several resources are still not available electronically. In general, project co-ordination was not seamless, as evidenced in the unforeseen early termination of project funds which left some elements and outcomes in limbo and without concrete future financing to sustain activities and initiatives.

3.1.2. Co-financing

Did governments and other partners maintain financial commitments to the project and undertake a reconciliation of the co-financing pledged and realised?

Although there was a long list of co-financing commitments, there was no evidence of reconciliation or synergistic linkages drawn with the implementation of the SABSP refocusing phase and any of its products.⁵ Commitments were, however, honoured during implementation from government financing. The impact of the significant and abrupt termination of project funds on co-financing was problematic as member governments, like Swaziland and South Africa, also pledged additional funds toward activities beyond project objectives.⁶

The evaluation considered the project's possible financial sustainability in terms of the following events:

- The Japanese Policy and Human Resources Development Fund have put in \$3.7 million into the Tran Frontier Conservation Area and Tourism Fund Project. The project is aimed at conserving biodiversity in the Southern Africa region by maintaining large, intact natural ecosystems and ecological linkages that span national boundaries;
- IDRC has awarded \$543,716 to the Centre for Applied Social Sciences (CASS) at the University of Zimbabwe for a five-year project entitled 'Local level scenarios planning, iterative assessment and adaptive management.' The project is targeted at rural communities in Zimbabwe, South Africa and Mozambique living within the Great Limpopo Tran frontier Conservation Area (GLTFCA);
- SANREM/USAID awarded Zambia \$1.2 million for a multidisciplinary project entitled 'Developing a participatory socio-economic model for food security, improved rural livelihoods, watershed management and biodiversity conservation in Southern Africa';
- The Government of Botswana gave its Aquatic Weed Control Unit a budget of \$178,000 for the control of invasive alien aquatic weeds with emphasis on the Chobe River Basin.

3.1.3. Stakeholder Participation

Describe the level of public involvement in the project and comment as to whether the scope

of public involvement has been appropriate, given the broader goals and objectives of the project

According to feedback by the national project counterparts, the level of public involvement in the activities was fair, especially for achieving advocacy and making linkages. The project primarily focused on regional knowledge sharing for channelling ABS, IAS, policies and programmes at the national level. The intended beneficiaries were not, first and foremost, communities and individuals, but national and regional institutions and governments.

The evaluator learnt that a broad stakeholder range was consulted nationally during the development of the regional SABSP. During this process, for example South Africa and Botswana were developing their own national biodiversity strategy, which was circulated nationally and with civil society for comments. In the future, GEF regional projects should be designed to promote national consultations and more open access to information (available on the web, in town halls, face-to-face with community leaders and in print) so that communities can be more involved.

National focal points of South Africa and Botswana highlighted that in the negotiation of their national biodiversity strategy there was broad stakeholder consultation undertaken with active involvement of civil society and other groups.

To what extent did project benefits reach the intended beneficiaries?

Governments and nationally relevant institutions were active in the project, the role of SADC was strengthened as a new role and knowledge facilitation and co-ordination in the biodiversity focal area was successfully piloted. This was substantial in comparison with the 2004 MTE. The project website, while not meeting its target requirements, is online and contains concrete examples of the envisioned policy and advocacy. The 'Regional analysis and guidelines on ABS agreements, legislation and institutional frameworks for biodiversity management in Southern Africa,' and the 'Regional guidelines on innovative financing mechanisms for sustainable biodiversity management in Southern Africa' are the best examples of these project outputs.

However, the detraction was the failure to establish the Centres of Excellence and the subsequent negative effect that this had on maintaining services for regional collaboration, co-ordination, technical expertise base and advocacy on ABS and IAS. This was the case for many other parts of the project,

3.1.4 Cost effectiveness and replication approach

Cost effectiveness

Requirements for judging cost effectiveness include compliance with the incremental cost criteria (GEF funds used to finance a component of the project that would not take place without GEF funding and securing co-funding and associated funding) and the extent to which

the project has completed the planned activities and met or exceeded the expected outcomes according to schedule as cost effectively as initially planned. The project was cost effective in that the methods and appropriate piloting would not have happened without GEF assistance. In addition, advocacy from the project activities did support changes within SADC that are supporting the biodiversity outcome for the region. Due in part to advocacy by the project manager, there is a full time Natural Resources manager at SADC dealing full-time with trans-boundary issues.

The project demonstrated the following innovative practices that can be shared for replication:

1. Guidelines/lessons on SADC's engagement with Multilateral Environmental Agreements (MEAs). The guidelines/lessons highlight the specific processes that the region should follow during preparations for and participation at Conferences of Parties (COPs) of MEAs.

- i) The region is to adequately prepare for COP meetings through properly structured national/regional consultations involving all relevant stakeholders, including civil society and the private sector, as they are important partners in the implementation of MEAs;
- ii) SADC is to identify and take positions on fewer regional priority issues (up to five) for engagement at COPs. This is in recognition of the generally small size of the region's delegation. In addition, the delegation should include experts (including lawyers) who analyze draft decisions and advise negotiators accordingly;
- iii) A clear time-bound Regional Action Plan that addresses emerging issues from the COPs is to be formulated and implemented;
- iv) An implementation framework is to be developed that focuses on synergies amongst work programmes of various MEAs and minimizes the burden on the already stretched human and financial resources at national and regional levels.

The guidelines and actions of the project on forming consensus related above are certainly replicable objectives and activities that can be harnessed for other projects. Their cost-effectiveness was also well-considered, and the consultations that resulted in consensus, as well as the necessary composition of delegations, were effective in terms of expense and well worth the output.

2. Guidelines on the prevention and control of invasive alien aquatic plants

A considerable body of knowledge exists on the prevention, eradication and control or management of several IAS in Southern Africa. The guidelines recognize the importance of national and regional cooperation for the effective control of invasive aquatic weeds. Within this context, countries such as Botswana and Namibia are working closely to control them on the Chobe River. It is critical that such basin-wide cooperation is strengthened by well-coordinated and fully committed institutional structures at Member State level.

The approach regarding the development of the guidelines with strategies regarding IAS and the regional nature of the problem that they pose is worthy. However, the experience of the

project is that there was not as much value or attention as could have been given towards IAS, particularly concerning the regional and cross-border nature of the problem. Furthermore, many outputs, especially the 'Regional Training Needs and Designated Lead Institutions on Invasive Alien Species in Southern Africa,' which were unique to the region, are not replicable in other regions.

3. Guidelines on the establishment of regional databases

The guidelines recognize the utility of regional and national databases as well as the need to simplify them for ease of access and maintenance. SANBI's experiences with databases on medicinal plants concluded that those establishing databases should adhere to the following:

- i) Do not start too big, but focus on what the databases are wanted for;
- ii) Make the database fit the requirement/product/output;
- iii) Capture plant names against those found in literature in order to allow for taxonomic changes;
- iv) Keep track of plant names and software changes for long-term maintenance of the database;
- v) Relate information back to a source;
- vi) Use scientific names as a basis;
- vii) Include combinations of species and do not treat species separate;
- viii) Have data translated by highly skilled personnel.

The replication of the database experience of the project does not offer a particularly strong argument. The databases are to date incomplete and much information/products/project data is unavailable electronically; it would be unwise to follow a similar path to that of this project toward the construction of a regional database. Cost effectiveness is also not particularly impressive, despite being a major focus of the project, as the databases are incomplete.

4. Regional guidelines on innovative financing mechanisms for sustainable biodiversity management in Southern Africa

The guidelines provide best practice on innovative financing based on experiences from ten SADC Member States. The guidelines, though regionally specific, are thorough and would in essence provide a template for replication in other future projects.

5. Regional analysis and guidelines on ABS agreements, legislation and institutional frameworks for biodiversity management in Southern Africa

The guidelines or best practices are based on case studies on ABS carried out in Botswana, Namibia, South Africa and Zimbabwe. Due to the limited nature of participation in construction of the guidelines, with only four case studies to use as base data, any replication of these processes would need to include broader baseline data and studies. Cost effectiveness is also questionable, as a broader base of participation here would have offered more accurate and encompassing guidelines and systems.

Have any of the lessons or demonstrations from the project been adopted elsewhere?

According to the project documentation and interview testimonials, evidence attesting to cross-project learning, includes the following:

- a) Guidelines on SADC's engagement with MEAs were used by the region to prepare for the Conference of Parties (COP) and CITES (2007);
- b) Guidelines on ABS agreements, legislation and institutional frameworks influenced Botswana to include ABS issues in its Environmental Management Bill and Zimbabwe to amend its Environmental Management Act to incorporate ABS provisions.

Internal (to project)

An important lesson was recognizing a need to produce generic guidelines that informed all national and regional activities. Country level inputs need to form the basis of the regional sharing and be timely as building blocks for which the regional benefits can then follow. Countries are at different stages of development, making it difficult for equal templates for funding activities. For a large regional project, all stakeholders must be in agreement about the project indicators, goals and approaches and also how to achieve them.

Managers must have a good understanding of the political landscape and will to support project outputs.

The experience also demonstrated that to achieve capacity building goals, a project champion/driver must be apparent. The champion, i.e. SADC, is needed to strengthen country ownership/driven-ness, stakeholder participation, institutional coherence, structure and capacities, application of adaptive management strategies' efforts to secure sustainability and knowledge transfer and to instill M&E in project implementation.

3.2 PROJECT IMPLEMENTATION

3.2.1 Implementation approach

UNDP efficiently ensured that the financial resources were available for the refocused phase of the project. The SADC secretariat provided all necessary administrative and logistical support that facilitated regional communication, and IUCN-ROSA ensured that the technical team was, in place at the management unit on time. The management unit frequently put together task forces with which it worked on project products. Former project staff reported that the selection of the task force was arbitrary and there was a lapse in the adherence to the logic frame indicators, claiming that 'some were vague.' Also during the development of the products, task force teams were often not fully apprised of the relationship of the products and the log frame result area, key output and performance indicators. In hindsight, if the debate had been opened up, appropriate targeting of products to special key result areas would probably have been made.

With the project move to Botswana, leadership changed and the project log frame was amended to reflect refocused objectives. After a project MTE in 2003, the new project was signed on 24 July 2005 and original implementation arrangements were restructured. As a result of the MTE, the IUCN took a direct executing role through a dedicated Project Implementation Unit on behalf of SADC, while oversight and in-country support were provided by the UNDP Botswana Country Office (see section 1.1. for implementation arrangements).

From the revised project as per the 2004 review and amended log frame, a change in focus towards regional (and thereby global⁷) impact was prescribed,⁸ noting that the previous phase focused too much on national projects, limiting regional collaboration.. National beneficiaries include Angola, Botswana, Mozambique, South Africa, Swaziland, Zambia and Zimbabwe. The new phase of the project commenced its operations in January 2004, with an estimated duration of 25 months. Further extension was approved without cost until December 2006 and again until July 2007.

The evaluator determined that the tradeoffs generated by the new implementation arrangement (i.e. working outside of SADC in an effort to achieve outputs/results) were clear. IUCN as executing agency would test knowledge services and products that otherwise be the primary mandate of SADC. The physical location of the PIU outside of the SADC offices was therefore not ideal for sustainability or for strengthening capacity within SADC. As such, this is a classic NEX dilemma... that is whenever dedicated project staff is contracted the risk is to disempower/weaken ownership with the national counterparts. It is therefore a hard judgement to make concerning whether management might have better focussed on integrating the knowledge facilitation activities into SADC and developing supportive strategies for that role to emerge.

One problem identified was that project manager at times (due to lack of bodies in positions) wore too many hats and therefore, representing the IUCN, UNDP and SADC at key steering committee meetings was a problem for positioning and advocating ownership of decision making processes within SADC.

3.2.2. Financial Planning

This section considers the project's financial control systems, including reporting and planning, that allowed the project management to make informed decisions regarding the budget, the extent to which the flow of funds had been proper and timely both from UNDP and from the project management unit to the field and the extent of due diligence in the management of funds and financial audits.

a. Financial monitoring and controls

Following its transfer from Malawi to Botswana in 2004-5, the project experienced issues in terms of financial monitoring and control that resulted in a financial reporting problem that

affected the last few months of project implementation. A financial summary, inclusive of related comments that reconstruct in a chronological order the issues faced by the project is reported in the table below. Evaluator learned that the persistent uncertainties concerning the remaining budget prevented the project manager from focusing on implementation and negatively impacted on the project's sustainability. These problems essentially arose from the migration of the financial system into ATLAS and the problems (and consequent delays) that the Malawi Country Office faced with doing this. In the long-run they made the necessary financial adjustments and no GEF funding was in any way misused or misdirected. The biggest impact (negative) associated with the uncertainty about this matter was the final negotiation of a proper exit strategy.

The situation was likely elongated by a combination of factors including: 1) UNDP staff not being yet fully proficient with ATLAS as it had been just introduced; 2) Malawi CO being not fully on top of project transactions during the pre-ATLAS era; 3) lack of clear roles and responsibilities during the transition phase when the project was in a limbo between Malawi and Botswana COs; 4) failure to fully close the project under Malawi and open a new project under Botswana so to avoid duplication (i.e. the advance report run for the project in Botswana did not reflect the advance issued by Malawi).

However, the evaluator recognizes that the problem was a 'one-off' issue arising from the ATLAS migration and overlapped with the transfer of the project from Malawi to Botswana.

Figure 1: Financial Summary

Budget Summary PIMS 245 BD: SABSP	Malawi – ATLAS ID 00013616 (\$ USD)	Botswana – ATLAS ID 00050666 (\$USD)	Grand total	Comments
Total GEF approval			\$4,500,000.00	
Total Expenditure prior Atlas	\$1,560,130.00		\$1,560,130.00	The \$1,560,130 project expenditure as of the 31.12.2003 was communicated by the Malawi Country office to the Botswana Country Office in March 2005 after a series of exchange of letters and emails.
Project Balance as of Dec 2003			\$2,908,870.00	
Total Expenditure recorded in Atlas (2004-2007)				
CDR 2004	\$509,844.66		\$509,844.66	As evidenced in the CDR, a single entry in the amount of US \$495,562.91 was charged to the project in February 2005 under the expenditure account Miscellaneous. This entry was operated by the Malawi CO in cooperation with the UNDP HQ to account for pre-ATLAS expenditure that had not been previously accounted for. This entry was not communicated to, let alone authorized by the Botswana CO. Simultaneously, the Malawi CO failed to reconcile an advance of funds issued to IUCN-ROSA in 2004 in the amount of US \$262,710. While the Botswana CO expected the expenditure of

				\$262,710 to be accounted for in the \$509,844.66 showing in the CDR, the Botswana CO only realized that this advance had never been reported in ATLAS in April/May 2007, when the project was nearing its closure, causing an abrupt crunch in project finances.
CDR 2005	\$965,205.81		\$965,205.81	
CDR 2006	\$41,011.93	\$835,955.00	\$876,966.93	In 2006 Botswana finally created a separate project in ATLAS. The expenditure shown under the Malawi CO in 2006 are related purely to unrealized exchange rate loss generated in the system by the outstanding advance of funds issued in local currency by the Malawi CO in 2004.
CDR 2007	\$ 157,362.04	\$399,280.75	\$556,642.79	Expenditure recorded under Malawi in 2007 are related to 1) reporting of the \$262,710 advance of funds spent by the project in 2004; 2) exchange loss and gain generated when finally reporting on the advance (off-set previously generated unrealized loss)
Project Budget Balance as of December 2007			\$31,209.81	Only \$24,500.70 allocated to Botswana as the project under Malawi still reflects and outstanding NEX advance balance in the amount of US \$6,709. This amount is also probably related to exchange loss and gain that have not been cleared by Malawi.
Total project budget available in 2008	\$180,000	\$24,500.54	*\$224,500.54	In February 2008 the Malawi CO made available additional \$180,000 of its own resources to cover the financial shortfall for the project
CDR 2008 (as of 15/10/2008)	\$101,359.23	\$24,500.54		

***Total Project Budget, October 2008**

b. Annual NEX/NGO audit

In accordance with UNDP rules and regulations, the project was subject to the annual NEX audit in the years 2003 (Malawi) and 2005-2007 (Botswana). Apart from a qualified opinion in the 2005 Audit report - mainly caused by failure of the UNDP CO to reconcile different reports extracted from ATLAS (due to unfamiliarity with the newly introduced system) and by lack of supporting documents in IUCN with regards to the grants accorded to programme countries (both issues we later rectified) – the audits expressed unqualified opinion confirming that disbursement were made for the purposes of the project and in accordance with IUCN procedures and assets maintained properly.

In addition to the mandatory NEX audits, two SABSP audits were conducted by implementing agency IUCN since the 2003 MTE to check for compliance by the implementation countries in using project resources to achieve the objectives of the project in line with each country's work plan. All country projects reported a slow start due to the lack of project-dedicated staff.⁹ Countries most affected by this included Angola, Lesotho, Zambia and Mozambique. Projects

operating in government units, e.g. Malawi, have additional hurdles as they have to follow government tender procedures, which are in most cases very slow, delaying the implementation of some components. Delays in hiring staff mainly affected Angola, Mozambique and Lesotho. According to the IUCN SABSP country audits report, host countries complied with all the financial regulations in terms of procurement, processing of payments, opening of bank accounts and signatures. Resources were limited during the period covered by the audits; hence a 100% check of the vouchers was conducted.

3.2.3. Monitoring and Evaluation

An important insight arose: although the monitoring and evaluation structures were adequate for earlier project functions, the M&E activity intensified post-2004 MTE and the systems were still inadequate for process and outcome monitoring across all countries and regionally. The asymmetries of capacities left the project in a catch twenty two situation as the stronger countries got more support and attention while the weaker capacities got less. Project M&E systems consisted of traditional QPRs, TPRs and annual APR/PIRs, along inclusion of governmental perspectives in the form of steering committees and regional committee meetings under SADC mandates (the approval of strategies by SADC secretariat, including member state representatives). According to the revised project support document (2004), 'more comprehensive assessment of project impact should be undertaken annually with the support of the experts from the regional network.'¹⁰ Regional experts were to have provided more detailed analysis of the progress and impact with individual countries and recommendations for improving country level impact. However, evaluation found that most indicators, if achieved, were achieved after the intended deadline. This could result from either an overambitious log frame, M&E recommendations that were not gauged to project capacity in their recommendations or an insufficient implementation of M&E suggestions into project functions.

As such, the combination of these three shortfalls resulted in only partial completion of the project's intended goals.

Breakdown of meetings:

2004	2005	2006	2007
14-15 October Quarterly Project Co-ordination and 6 th Regional Steering Committee meeting. Attended by IUCN, UNDP Botswana, SADC, PMU	15 September Quarterly Project Co-ordination and 8 th Regional Steering Committee meeting attended by GEF, IUCN, UNDP Botswana, PMU	8 May Regional Steering Committee meeting attended by IUCN, UNDP Botswana, PMU, national representatives (title/position unknown)	
13 August Quarterly Project Co-ordination and 5 th	11-12 April Quarterly Project Co-ordination and 7 th	8-9 May Quarterly Project Co-ordination meeting and	

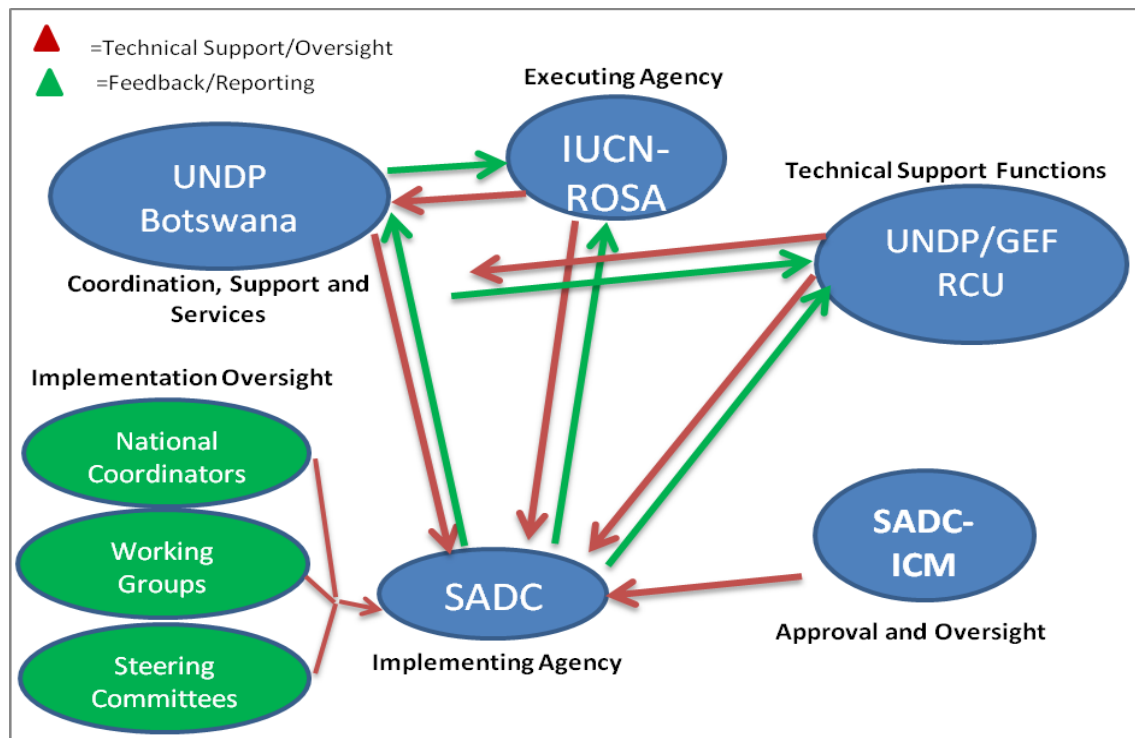
Regional Programme Steering Committee meeting attended by GEF, IUCN, SADC, PMU	Steering Committee meeting/Tripartite Review meeting attended by SADC, GEF, UNDP Botswana, IUCN, PMU national representatives (title/position unknown)	Regional Steering Committee attended by SADC, UNDP Botswana, PMU, IUCN national representatives (title/position unknown)	
3 May Quarterly Project Co-ordination meeting attended by GEF, IUCN SADC, UNDP Botswana		28 October Quarterly Project Co-ordination meeting	

Countries were expected to monitor their own progress and merge budgets into national budgeting and accountability measures, for example, SANB. The executing agency in South Africa has a process of reporting quarterly to its Board and to the National Department of Environmental Affairs and Tourism, so it was not a problem for this project to produce regular quarterly and annual reports for submission to the PIU.

Although titles were not supplied in TPR rosters, for some of the initial meetings, national project managers and focal points at times sent project assistants instead of attending themselves. This was a lost opportunity for achieving ownership/political consensus on the project progress, i.e. the CoE and the lobbying effort for additional capacity at SADC, and there was concern about it from stakeholders. It was agreed that PAs should not take the place of the required managerial staff in meeting functions.

3.2.4 Execution and implementation modalities

Implementation Co-ordination–PIR and TPR members



According to the SABSP Mid-term Evaluation (2003), IUCN would be appointed as executing agency on behalf of SADC and was to manage much more proactively around expected results as opposed to the former arrangement with SADC. This arrangement worked very well in terms of achieving outputs. The new PMU unit focused on improving delivery and rapid achievement of project objectives through proactive management. The project was now managed by a competent regional organisation in terms of accountability and financial management: IUCN-ROSA. The mid-term evaluation strategy worked, as it focused on commissioning necessary activities: quality control, co-ordination and systematisation of national level inputs and provision of regional training and country-level support through visits and technical advice.¹¹ However, evaluator also learned there were problems with this approach regarding the key aim to build institutional capacity—see implementation section for details.

The breakdown of roles and responsibilities of the stakeholders (individuals, agencies and institutions) and the level of co-ordination between relevant players included the following designations:

1. SADC—counterpart institution and first executing agency;
2. National Steering Committee (NSC)—provision of overall policy guidance to the implementation process, review of national reports, approval of national budgets and work plan, comprised of members representing different institutions;
3. National Focal Point (housed in the Ministry of Tourism, Environment and Natural Resources)—provision of secretarial services to the project, including convening meetings and chairing NSC and Expert Group Meetings;

4. Project Assistants—full-time project staff that coordinated the last phase of the project, following the change of focus to ABS and IAS;
5. IUCN—sub-executing agency on behalf of SADC. At the national level, there was much collaboration with the IUCN, which also managed, supported and audited the national project accounts;
6. Experts—part of the National Expert Working Groups (NEWGs). They emanated from different sectors, representing different disciplines. Their role was to deliberate on technical issues, including best practices, and they advised government accordingly;
7. National Steering Committee (NST) and National Environmental Working Groups (NEWG)—consultation during preparation of key documents, such as the Regional Biodiversity Strategy, through workshops, meetings, and peer review, etc.

Regional Level Co-ordination

(See also section 3.2.5 below)

National Level Co-ordination

The national project was directed by a steering committee (SC) chaired by the national biodiversity focal point or a delegated representative with technical advice from a technical advisory group (TAG).

National Steering Committees (SCs)

The primary task of the National Steering Committee was to set policies and provide guidance (institutional, political and operational) for ensuring the project remained within the agreed framework. The SC oversaw all the components of the project and facilitated communication to it from the public and private sectors, the donor community and vice versa. The SC regulated its own procedures as guided by the chairman, achieving its aims through the project manager, who was responsible for the implementation of SC policy and direction, reporting on progress of all aspects. Membership on the SC was honorary and no fee was paid. Expenses were reimbursed by the project. Membership comprised one representative each from the ministry of finance and development planning, the Ministries of Environment, Wildlife and Tourism and UNDP, together with other stakeholders.

Technical Advisory Groups

The TAGs ensured the quality control for the products that would arise from the project support and served as a source of objective technical advice to those involved at the policy, planning, management and implementation levels. Members were appointed by the Steering Committee according to required technical expertise, sitting in their professional capacities. They were accountable to the chairperson of the SC but were to be accessible to all SC members, the Project Manager and others involved with the project and requiring technical assistance.

The maximum number of core members was 8-10 and local experts were the norm. The core

could be augmented from time to time with temporary appointments. TAGs conducted business electronically but met once every six months to formulate advice before the Steering Committee meetings. The chairman of the TAG was to be appointed for the SC and, in addition to the duties of all members of the TAG; he/she was also required to provide independent assessment of progress on implementation of the project to the SC committee, with particular emphasis on the scientific or technical products.¹²

Summary

The new roles and responsibilities post-MTE 2003 were changed to reflect a stronger managerial effort from the PMU and technical advisors. With support from UNDP COs and the IUCN, they aimed toward producing key knowledge products and enhancing the capacity of SADC, the envisioned owners of the project initiative at the end of the project cycle and after project termination.

The evaluation determined that the approach to move executing authority to IUCN was appropriate in order for the programme to achieve long-awaited results and begin to deliver concrete outputs. However, the trade-off was sustainability of efforts and a system that stands outside of SADC that still needs to be institutionalized at SADC in order to achieve long-term benefits.

Technical advisory groups, as well as National Steering Committees, performed very valuable functions and are sure successes in project oversight and participation. These were some of the best efforts at management in a collaborative and inclusive way in the project experience. The re-tooled approach was also effective, showing a good managerial effort.

Essentially, changes to the project resultant from the 2004 amendments were positive. The changes provided a better management arrangement, streamlining the focus for accomplishments that would have been unrealised had the project remained on its original trajectory in its original location.

3.2.5. Management by the UNDP country office

UNDP's effort in support of the implementing agencies, regional and national institutions

According to interviews with IUCN project staff, UNDP's effort in support of IUCN-ROSA was above average. IUCN-ROSA provided a good reciprocal management service to UNDP, notwithstanding the persistent uncertainty about the status of the available funds.

According to the national focal points (interviews and questionnaire), at the national level IUCN was more involved with the project implementation than any other partner. At regional level, however, UNDP/GEF RCU was instrumental in giving policy guidance to the implementation process. In addition the UNDP Country Office in Botswana provided day-to-day oversight and

implementation support. However, according to the 2005 PIR and quarterly review minutes, there was delay and concern in the mobilization of resources and the backstopping of the SADC.

Recommendations for improving project performance in terms of effectiveness and efficiency in achieving impact on institutional and capacity development and the targeted conservation concerns

SABSP's underlying objective was to strengthen regional capacity by providing a slate of knowledge products and services in support of national capacities for biodiversity. The project promoted regional cooperation for biodiversity management, in particular to respond to the high demand areas of concern: ABS and IAS. According to the log frame, the project developed four targeted regional knowledge products and defined services: Regional Biodiversity Strategy, Regional Biodiversity Information System, Subsidiary Legally Binding Instruments on IAS and ABS and experiences on Innovative Financing Mechanism.

The first recommendation is to ensure a common understanding of the project's logical framework as this seems to have been the source of confusion during implementation. Related the implementing partners must agree on the nature of checks and balances. Secondly, for a large-scope project, an effective monitoring system was needed. Thirdly, based on interviews regarding the project implementation unit, consensus is that they would have gained from team building exercises.

The questions of ***effectiveness and efficiency in achieving impact on institutional capacity*** refer to building institutional capacity 'for what' and 'how?' Arguably, the project aimed to provide regionally relevant biodiversity knowledge services. The counterpart for capacity building support based on project documentation was noted as SADC (as delegated executing agency), yet the project emphasis on enhancing knowledge services was to be an elaborate partnership agreement between SADC and Centres of Excellence, not on SADC itself. In addition to the question of the approach for regional capacity for service providers, the evaluation raised questions concerning the rationale of why the project negotiated work with only selected CoEs (it should be open to any number of partnerships based on performance) and also questioned the timing of these inputs.

Partnering with a selected CoE, in principle, restricts SADC's freedom to negotiate service partnerships with any number of institutions based on performance. SADC is the core regional service provider and, therefore, should remain able to partner with any number of CoE, depending on the existing demand for regional biodiversity services and the performance of these institutions in providing regional knowledge products and services. Another principle is that SADC's capacity should have been strengthened to provide regional services and monitor support to design relevant products and services and to support national implementation of the regional biodiversity strategy as a core service. Better focus for the capacity building support aspect might be to strengthen SADC's general knowledge sharing and co-ordination systems

and role to promote regional biodiversity knowledge sharing and product development including ABS and IAS.

Centres of Excellence were to be service providers, and the failure to institute a partnership agreement with them affected project sustainability. In hindsight, the issue perhaps relates to lack of understanding of the role of SADC as the regional knowledge service provider and the key coordinator of the biodiversity support services—outcome number one—in the region.

Proposed Centres of Excellence

IAS

- The Department of Research and Extension Services in Zimbabwe for issues pertaining to Prevention, Eradication and Control;
- The Centre for Invasion Biology in South Africa for issues pertaining to impact/risk assessments.

ABS

- The African Regional Intellectual Property Organization for issues pertaining to Contract Law, Intellectual Property Rights and Indigenous Knowledge;
- The South African Council for Scientific and Industrial Research for issues pertaining to bio-prospecting;
- The Southern Africa Natural Products Trade Association for issues pertaining to natural product processing, packaging and marketing.

In hindsight, project management could have better focused on developing the regional infrastructure and protocols for effective knowledge sharing and networking at SADC, i.e. work with CoE and SADC pursued with greater voracity and engaged with greater importance as a central target for meeting many (if not all) of the projects other regional capacity building elements.

3.2.6. Co-ordination (of project activities) and operational issues

The project strategy focused on solving regional problems through activities aimed at strengthening national level capacities and mechanism for collaborating regionally. Co-ordination was driven by the Project Implementation Unit (PIU), with additional oversight from the IUCN for regional technical issues and UNDP Botswana for substantive, operational and logistical support. IUCN provided management and oversight of the project steering committee, which in practice would co-ordinate issues.

Co-ordination was essential to project objectives because of the regional outputs which involved substantial co-ordination and collaboration of national actors. Additionally, the large variance in stakeholders (geographically and capacity-wise) required co-ordination in order to

meet project goals, through in large part (although not necessarily intended for) national activities.

National

National co-ordination mechanisms varied as to the structure of the project, in which national implementation issues were primarily under local control and mandate. However, this proved to be a relevant hurdle to the project's goals, as national activities often did not translate into regional benefit, a concern that echoes the 2003 MTE.

Regional

A regional biodiversity strategy was produced, disseminated and partially integrated into national planning for some participating project countries. However, the key outcome of mechanism for continued regional collaboration (an integral element of the project as highlighted in the 2004 MTE) was only partially realized. The project challenge was coordinating project inputs between participating countries.

When considering the regional goals of the project, the effective co-ordination of knowledge exchange and the actual implementation of initiatives between the countries proved to be a challenge. The experience also provided lessons for the future. The asymmetrical nature of the capacities of involved countries (beginning with the 2005 quarterly report meeting, 11 April 2005) resulted in major pitfalls in terms of Objective 1.

During implementation, the suggestion arose (2005 quarterly report meeting) to cluster countries based on capacity. This was not implemented, possibly due to the contradictory nature of the fact that AIS spreads in a geographical nature. Given this, clustering countries in terms of capacity, and not geographical proximity, would overlook the basic nature of AIS and be difficult to coordinate effectively for results. Another option not utilized or under-utilized was breaking the countries into sub-regional clusters, thereby making geographic relationship a focus and reacting directly to the nature of AIS spread. This was perhaps intended to be addressed by CoE, but it was not realised due to the failure of the implementation of this objective.

A major upset occurred during implementation when the Centres of Excellence identified within the SADC region to implement capacity building projects were not ratified by SADC to operate. The databases planned for the SADC region are still outstanding, and key products are currently in paper form. If the project had functioned effectively from the start and not after the mid-term evaluation, more might have been achieved.

Co-ordination on the appropriate and cost-effective infrastructure for regional collaboration should continue, as project staff and stakeholders now realize that the project was not well-implemented for organization, agreement and cost-effectiveness.

3.3 PROJECT RESULTS

3.3.1. Overall project progress

In general, this section describes the evaluation findings concerning SABSP's progress towards attaining the environmental objectives and planned outcomes at all levels—global, regional and national.¹³ The overall rating given to the project against the project objectives is Marginally Satisfactory (MS). SABSP effectiveness was judged based on performance around the stated objectives and indicators provided in the post mid-term 2003 log frame. The project achieved most of its stated outcomes including piloting a successful knowledge sharing platform for regional knowledge and information exchange. It facilitated member states participation in the development of regional products and services and consequently supported national capacities and global benefits.^[iii] In time, the mechanism will translate into global benefit for preserving the unique ecosystems of Southern Africa and have a direct benefit in terms of preserving unique biodiversity and mitigating impacts of climate change. The understanding gained through the sharing of regional best practices will benefit beyond the end of the project for the countries and communities involved.

Detailed information and ratings are provided below as to the extent evaluators believed the project contributed to the following indicators:

a. The provision of knowledge and information to support effective regional collaboration in the control and prevention of IAS and application of ABS

In line with its key result areas, the SABSP achieved its objective of generating information and knowledge on ABS and IAS. According to interviews¹⁴ and the questionnaire disseminated to the national stakeholders and project staff members, the provision of knowledge to support regional collaboration was successful. This is evident in the number of publications that were produced, including a roster of experts on ABS and IAS, an inventory of Centres of Excellence for ABS and IAS and a regional database on ABS and IAS. Further, the project tested a newsletter and operated a website (<http://sabsp.org>) where information related to the project could easily be accessed, exchanged and shared. This point is described further in 3.2.1. Background and source documents were commissioned and created and strategies formulated, disseminated and agreed upon. Regional collaboration in global events was evident. There were also a few instances of cross-border collaboration¹⁵ in these manifestations and a significant provision of codified knowledge and information to support regional collaboration.

Effective information sharing and knowledge networking did facilitate implementation of national projects on IAS management and ABS application. For instance, Botswana and Zambia supported that it was possible to analyse best practices in various countries before a country could adopt an appropriate approach to the management of IAS and ABS. Where there has been need for expertise, countries were able to search the roster of regional experts prior to engaging consultants to assist in the implementation of national IAS and ABS projects.

Although the project focused on producing knowledge products and services and promoted the sharing of key knowledge and comparative experiences through regional workshops and regional steering committee meetings, more could have been done to promote the KM function at SADC. KM tools and approaches, employed effectively, can contribute to supporting all of the project's key objectives, including capacity development at SADC itself. Enhanced regional biodiversity management co-ordination and comparative experiences exchange, systematised information sharing and access to all of the developed knowledge products and services could be instigated through SADC facilitation and a common regional web portal. The focus on systems for enhanced knowledge sharing and co-ordination is also a powerful way to enhance the demand for SADC's biodiversity service on IAS and ABS and other key areas of common interest, such as protected areas.

b. The identification and functional establishment of institutional arrangements to promote effective collaboration in the management (prevention and control) of IAS and application of ABS principles in Southern Africa

The programme produced documents entitled 'regional products,' yet institutional arrangements to promote effective collaboration in the management of IAS and application of ABS principles were not established (according to key interviews and evaluation) although a stock-taking of relevant institutions was conducted. It did very little to set up processes and mechanisms for effective regional collaboration. The project successfully facilitated the establishment of the Regional and National Steering committees and Regional/National Experts Working Groups (R/NEWG) and identified Centres of Excellence to support knowledge services and gauge the demand for regional support on ABS and IAS. The Steering Committees met at regular intervals to provide overall guidance in the implementation of the project at national and regional levels. The evaluation raised two points concerning the project-supported institutional arrangement for effective knowledge sharing: 1) issues of SADC's mandate and capacity to undertake a leadership role in knowledge facilitation and 2) the rationale for partnering with only a certain number of CoE.

The project design placed inordinate weight on the project's sustainability through the establishment of the CoE. According to the log frame, the failure to establish agreement on the CoE as development partners directly translated to failure of output 'identification and functional establishment of institutions' that will lead to regional collaboration. This means that the outcome was not met. The evaluator did not necessarily take this view but saw the issue more as a lack of capacity of SADC to perform these functions.

c. The creation of a policy and legal environment to promote effective regional collaboration in the prevention and control of invasive alien species and application of ABS in Southern Africa

At national levels, the project created respective committees on IAS and ABS: 'working groups' which were instituted to inform and influence policy and the legal environment at the national

level. For instance, in Botswana and Malawi, these groups ensured the relevant sections were actually inserted into environmental management bills. At the regional level, technical guidance documents were produced and advocated region protocols. There is, however, no indication or evidence that these guidelines ended up 'with people who were supported to use them' (project staff member). The success of this output was fair, for the success depended on the long term implementation of the regional strategies and the employment of the guidelines documents at the national level. Subsequent national implementation would involve the creation of a policy and legal environment on the national level, essentially enabling better regional cooperation. Interviews with national focal points disclosed good examples of how regional networking and effective knowledge sharing impacted upon national policies. For example, at project inception, Botswana's national strategy on biodiversity did not exist; the country learnt this during the process of developing the regional strategy, which impacted on the development of its subsequent work on a national strategy.

For Botswana the logical progression, for example, was participation first, in regional activities in order to learn before developing national legal and policy development. This was however dependent on the existence of a knowledge sharing champion and technical body for informing strong national legal positions and lobbying for new legal instruments. The project also projected the Centre's of Excellence would be the driving force for this type of evidence based lobbying. To create the regional legal and policy environment—regional implementation, best practices and technical knowledge sharing—would be developed and shared by the Centre of Excellence (in the absence of in-house expertise at SADC).

The project met this output, but moving the logical progression of strengthening national capacities and to the regional benefit as a sustained effort was challenging. National capacities are needed to realize the regional benefits, and for this effective knowledge sharing mechanisms must be built and maintained.

d. The establishment of sustainable financing mechanisms for prevention and control of IAS and the application of ABS principles in the Region

Sustainable financing mechanism cases were identified on national levels, compiled and turned into a policy document, 'Regional guidelines on innovative financing mechanisms for sustainable biodiversity management in Southern Africa,' which is a regional facilitation of sustainable financing mechanisms. Therefore, the project has achieved this output. However, to the extent to which these could be considered sustainable financing mechanisms other than merely case studies is questionable.

Questionnaire respondents advised the evaluator that the attempt to link up the IAS component of this project with the GISP initiative was not very successful. However, according to one respondent, the GTZ/Netherlands Government funding initiative to promote ABS capacity building in the SADC countries has continued successfully from where the SABSP left off and, according to that person, appears to be making some progress. In addition, there is not

much evidence of impact from the approach to SADC regional biodiversity conservation and resource management. Most of the initiatives taking place happened outside the SABSP efforts, e.g. Tran frontier parks, which thus seem to miss the principles, the need for co-ordination, effective knowledge exchange and network facilitation, amongst other components piloted by SABSP. The follow-up to SABSP should build upon SADC's role for knowledge exchange and be included in the Tran frontier parks thematic work.

(a) Agreement by members on a common approach to SADC regional biodiversity conservation and resource management.

This output was achieved, evidenced by approval of the regional biodiversity strategy by SADC Integrated Committee of Ministers and the endorsement by the SADC council in 2006. Furthermore, the consolidated regional position at global summits and events provides further evidence that the region is in agreement about its biodiversity strategy and the inherent priorities involved.

(b) To what extent did representatives of the participating countries (including governmental officials, civil society, etc.) become actively involved in project implementation?

The representatives of many countries participated in several aspects of project activity. Primarily, member countries provided input and status updates from TPRs and supporting negotiation and involvement of the Integrated Committee of Ministers in the approval of the SADC biodiversity strategy.

3.3.2. Progress against log frame and indicators

Project Components (also see Annex 2, 2007 PIR log frame, with indicators and ratings. Those below are abbreviated).

Objective 1: Knowledge and information provided to support effective regional collaboration in the management of IAS and the application of ABS principles

Indicator 1.1 Increase in the number of professionals with skills in the control and prevention of IAS and ABS

The target included a training needs assessment to agree on regional training priorities by February 2005. The project produced a targeted national training needs assessment in which high priority needs were identified from national inventories and published. However, the evaluation determined that this indicator could have been better defined by outlining the focus on the capacity of SADC to perform certain knowledge management functions: to facilitate partnerships for biodiversity conservation with any number of Centres of Excellence, to host a regional portal as platform for identifying and solving regional biodiversity-related problems and to anchor the regional network already strengthened as a result of all the project activities.

In this case, the regional strategy might be framed as the flagship product for the network and SADC's role as facilitator and implementer would be well-defined by project end.

Rating: MS

Indicator 1.2 Establishment of Centres of Excellence

Since the Centres of Excellence were not negotiated, the indicator was not fulfilled. Many of the project objectives depended on the CoE.

Rating: U

Indicator 1.3 Databases

Regional IAS databases were partially populated with relevant information as a result of the project; however, some of these databases are housed in different institutions and are not completely up-to-date.¹⁶ Furthermore, a decision was taken not to create specific ABS databases in the projects' countries but rather to assimilate ABS principles into other existing online sources.¹⁷ This choice, while minimizing project expenditure in light of a limited budget, also negatively affected the promotion of country ownership, an important condition in realizing regional cooperation. The housing of these databases is also partially problematic, as CoE were expected to play a role in their maintenance, population and stakeholder relevance.

Rating: MS

Indicator 1.4 Regional information systems

The project developed an expert roster on IAS and ABS, disseminated knowledge products and developed a well constructed website (www.sabsp.org) for the region. Although it does not house the expert's roster, it hosts the regional strategy and other products, such as the IAS/ABS poster and the strategy resource documents on IAS and ABS.

Rating: MS

Indicator 1.5 Expert networking

Regional rosters were created and distributed to member states. They are available only on CD at present.¹⁸ National working groups also took place, notably in South Africa, disseminating newsletters.

Rating: MS

Indicator 1.6 Awareness building

An accomplishment in terms of this indicator is the website, where the IAS poster is available, as well as newsletters, other strategic documents and collaborative products. However, the actual implementation of awareness building mechanisms was focused on a national level. This focus was highlighted as a problem in the 2004 mid-term review and persists as a downfall. Regional collaboration was evidenced at the 2007 SADC Ministers of Environment conference, where a Tran-Frontier Conservation Area was recommended. However, as this initiative is in its

initial stages, it is unclear whether or not it will become a mechanism of regional collaboration and a positive tangible result of the project.

Additionally, the representation of the region as one position at the COP meetings on Climate Change (2006) and CITES (2007) demonstrates the regional awareness building (see also indicator 1.7).

Rating: MS

Indicator 1.7 Training projects

The inopportune focus on national instead of regional needs and capacity building activities became evident as a theme. Some national consultations took place and regional activities were delayed until the later stages of the project, then unrealized. The failure to negotiate partnerships with the Centres of Excellence for services contributed to inability to provide regional training.

Rating: MU

Objective 2: Institutional arrangements to promote effective collaboration in management of IAS and application of ABS principles in Southern Africa identified and made functional

Indicator 2.1 Centres of Excellence

The failure to establish partnerships with the Centres of Excellence was a failure to accomplish the stated project objective. It also impacted negatively on other plans since regional focus could have been met by the establishment of agreements with the CoEs. Delays in their inception rippled through other indicators and expected results. Subsequently, there was no creation of MOUs, the target indicator for outcome 2.

Rating: U

Indicator 2.2 Technical advisory services

A task forces method was employed as the prominent advisory service. The actual activities of the 'task forces' are not referenced overtly in project documentation; therefore, it is a hard judgement to make in the absence of data and information. A member mentioned that the task forces were a successful mechanism, but the evidence to support this claim is small.

Rating: MU

Objective 3: Policy and legal environment created to promote effective regional collaboration in the management of IAS and application of ABS in the SADC region

Indicator 3.1 Regional IAS instruments and guidelines

'Regional guidelines and instruments' developed by the project are online at the SADC website. Specifically, the 'Regional Training Needs and Designated Lead Institutions on Invasive Alien Species in Southern Africa' are visible. The project therefore accomplished its intended goals in terms of this indicator.

Rating: S

Indicator 3.2 Analysis of ABS institutions and stakeholders

An analysis took place, but according to the reading, it was not regionally comprehensive. Four nations were studied in terms of institutional frameworks, institutions and stakeholders. The result was understood as an absence of regionally competent authority and a limited understanding of institutional linkages. This was a project success in terms of the original (modified) indicator, but it highlights the lack of realizing regional collaboration as the primary goal of the project.

Rating: MS

Indicator 3.3 ABS recommendations

Contingent on Indicator 3.1, recommendations for the improvement of ABS principles consisted of two elements, that ABS focal points be housed in respective national Ministries of Environment and that a National Competent Authority (NCA), in terms of national institutional arrangements and sectoral functions in government, should be designated. Furthermore, relevant TORs were published and disseminated, although the recruitment of staff is dependent on national budgets and may be problematic if financial resources are not earmarked for the post. The regional strategy entails promotion of ABS principles hosted in complementary MOEs as well as the NCAs, allowing for relatively easy exchange in cross-governmental meetings, notably in SADC functions.

Rating: S

Indicator 3.4 Regional ABS legal instruments and guidelines

This indicator was refocused based on the 2006 PIR. The PIR suggested, based on ¹⁹ the case studies, a lack of informed consent to mutually agreed terms, equitable benefit sharing, identified beneficiaries, community participation, information management and transparency. The lessons learnt following the case studies led to the production of the 'Regional analysis and guidelines on ABS agreements, legislation and institutional frameworks for biodiversity management in Southern Africa.' This document is not presently available online in its entirety. However, the 'Regional Training needs and Designated Lead Institutions on Access and Benefit Sharing in Southern Africa' is available on the project website, providing some information to stakeholders regarding ABS. Overall, the project achieved this target (conservatively based on future collaboration).

Rating: MS

Objective 4: Sustainable financing mechanism for prevention and control of IAS and ABS in SADC region established**Indicator 4.1 Sustainable financing strategies**

Country reports produced on 'Innovative Financing Mechanisms' were compiled to produce 'Regional guidelines on innovative financing mechanisms for sustainable biodiversity management in Southern Africa,' which satisfies the indicator prescribed in the amended log

frame. Because this document is not available online, distribution is slightly more difficult than need be.

Rating: S

Indicator 4.2 Post-project finances identified

A stock-taking exercise took place, identifying several sources of funding from institutions that consisted primarily of international development funds and national governments within the project area. This provided a relatively large base of funding (roughly \$5 million) for mainstreaming project goals into ongoing regional initiatives.

Further mainstreaming activities were discussed in 2006 and a task force for finance mobilization was created. The functions and outputs of the task force are not clear from the documentation and results of the questionnaire. Regional products were developed at the national levels. However, the extent and nature of the process was difficult to ascertain from the study. The 'Southern Africa Sub-Regional Action Plan' was adopted as a biodiversity strategy in the New Partnership for Africa's Development, and the Regional Biodiversity Strategy was incorporated into parts of proposed and ongoing projects of the SADC Forestry, Environment and Wildlife group, thereby allowing for the mainstreaming of the project's initiatives into a greater regional mechanism. Further expected concept notes on medicinal plants and IAS were not undertaken due to funding shortages. The project partially accomplished this indicator by identifying funding, but the extent of knowledge in the application of funding is limited.

Rating: MS

Objective 5 Common approaches to the region's biodiversity conservation and resources management established

Indicator 5.1 Adoption of Regional Biodiversity Strategy

The regional biodiversity strategy was drafted and approved by the SADC Integrated Committee of Ministers and endorsed by the SADC council in 2006. The document was then published and disseminated, a year overdue in terms of the log frame. However, its acceptance and dissemination satisfies the requirement for this indicator.

Rating: MS

Indicator 5.2 Process to establish common position

The project facilitated the agreement on priority issues and a regional action plan for the COP 8. The region participated as a bloc at the conference. Based on experiences arising from the conference, guidelines on Multilateral Environmental Agreements were drafted, circulated and used in the COP meetings on Climate Change (2006) and CITES (2007). The project has met this indicator fully.

Rating: HS

Indicator 5.3 Common position for COP and CBD related activities

As discussed in Indicator 17, a common position for the region (on 13 high priority items) was realized and enacted in relevant conferences. The indicator was met, although much later than the log frame's time requirement of September 2004.

Rating: S

Indicator 5.4 SADC CBD positions represented as African and G77 positions

This indicator shows the project surpassed expectations, as SADC's positions on key issues (ABS, Genetic Use Restriction Technologies and GEF's RAF) were adopted as Africa's positions in the G77 due to the lack of pre-prepared positions from other states and/or regions for the CBD.

Rating: HS

Project Components: Ratings	
Objective 1 Knowledge and Information provided to support effective regional collaboration in the management of IAS and the application of ABS principles	
Indicator 1.1 Increase in the number of professionals with skills in the control and prevention of IAS and ABS	Rating: MS
Indicator 1.2. Establishment of Centres of Excellence	Rating: U
Indicator 1.3. Databases	Rating: MS
Indicator 1.4 Regional information systems	Rating: MS
Indicator 1.5 Expert networking	Rating: MS
Indicator 1.6 Awareness building	Rating: MS
Indicator 1.7 Training projects	Rating: MU
Objective 2: Institutional arrangement to promote effective collaboration in management of IAS and application of ABS principles in Southern Africa identified and made functional	
Indicator 2.1. Centres of Excellence	Rating: U
Indicator 2.2. Technical advisory services	Rating: MU
Objective 3 Policy and legal environment created to promote effective regional collaboration in the management of IAS and application of ABS in the SADC region	
Indicator 3.1 Regional IAS instruments and guidelines	Rating: S
Indicator 3.2 Analysis of ABS institutions and stakeholders	Rating: MS
Indicator 3.3 ABS recommendations	Rating: S
Indicator 3.4 Regional ABS legal instruments and guidelines	Rating: MS
Objective 4 Sustainable financing mechanism for prevention and control of IAS and ABS in SADC region established	
Indicator 4.1 Sustainable Financing Strategies	Rating: S
Indicator 4.2 Post-project finances identified	Rating: MS
Objective 5 A common approach to the region's biodiversity conservation and resources management established	
Indicator 5.1 Adoption of Regional Biodiversity Strategy	Rating: MS
Indicator 5.2 Process to establish common position	Rating: HS
Indicator 5.3 Common position for COP and CBD related activities	Rating: S
Indicator 5.4 SADC CBD positions represented as African and G77 positions	Rating: HS

*Red indicates the most problematic area of project. As objective 2 was entirely focused on the establishment of CoE and their provision of products and resources main source of institutional

arrangement and collaboration—and as the CoE failed to be initialized, unsatisfactory ratings were given.

3.3.3. Sustainability

The project aimed to create standing institutional arrangements and infrastructure at SADC for regional knowledge exchange which would support national capacity building. To date, the structures are not in place for this. However, the project laid the groundwork for providing knowledge services, networking and policy. Knowledge products and case studies were developed and conducted that, if continued and made electronic, documented and networked, could lead to the realisation of project objectives and particularly outcome.⁴

The likelihood of the continuation of the project outcomes is low. Additional resources are needed to bridge the project to other related activities at SADC-Tran frontier peace parks, Regional Information Systems and Clearing House Mechanisms, and to finalize uncompleted project products at the SADC Secretariat level. SADC has the ultimate responsibility for the sustainability of the project outputs.

Pre-MTE, national activities were undertaken at the expense of the regional services gains. The project was refocused, emphasising the creation of a formal relationship between CoE and SADC, which was a risky strategy. The project budget and oversight may have been stretched to far to provide for the enormous need of strengthen national capacities and supporting the development of a regional mechanism for knowledge sharing. In the absence of the partnership for services delivery and despite recognized financing opportunities, the ways in which to disburse resources for optimum regional impact remains the question.

Financial

According to the final report produced by the project manager and the UNDP/GEF Regional Technical Advisor, the financing sources identified by project for biodiversity goals in the region were substantial:²⁰

- The Japanese Policy and Human Resources Development Fund put in \$3.7 million into the Tran frontier Conservation Area and Tourism Fund Project. The project is aimed at conserving biodiversity in the Southern Africa region by maintaining large, intact natural ecosystems and ecological linkages that span national boundaries.
- IDRC has awarded \$543,716 to the Centre for Applied Social Sciences (CASS) at the University of Zimbabwe for a five-year project entitled 'Local level scenarios planning, iterative assessment and adaptive management.' The project targets rural communities in Zimbabwe, South Africa and Mozambique living within the Great Limpopo Tran frontier Conservation Area (GLTFCA).

- SANREM/USAID awarded Zambia \$1.2 million for a multidisciplinary project entitled 'Developing a participatory socio-economic model for food security, improved rural livelihoods and watershed management and biodiversity conservation in Southern Africa.'
- The Government of Botswana gives its Aquatic Weed Control Unit a budget of \$178,000 for the control of invasive alien aquatic weeds with emphasis on the Chobe River Basin.

In addition, evaluation learned that IUCN has substantially downsized during project implementation, with the closure of the various country offices and concentration in the regional office in Pretoria. In this sense, the IUCN's presence in the region for important follow up and technical support needs to be verified.

3.3.4. Contribution to upgrading skills of national staff

According to the interviews and questionnaire respondents, national capacity would have been strengthened if more project staff were seconded from within the government. This had not been the case and the learning networks were not sustained as a result.

4. Conclusions

• Project Formulation and Design

The Knowledge Management approach employed throughout this project for supporting regional collaboration should continue and be enhanced. The project's problem was identified as the lack of an institutional driver and counterpart to complement the project's KM strategy and activities.

Supporting regional knowledge sharing is an excellent vehicle for UNDP, UNEP and GEF and other stakeholders to collaborate and leverage trans-boundary environmental and development outcomes. Supporting proliferation of regional knowledge networks is an excellent means to do this. Furthermore, the project built regional institutional capacity at SADC to enhance cooperation and support members with participatory policy guidance and learning concerning the ABS and IAS.

Additionally, the evaluation determined that negotiations at SADC concerning the Centres of Excellence are not concluded. The Minister's are expecting a resubmitted proposal, and these negotiations should be continued through to agreeable conclusion. UNDP should provide bridging support, helping SADC identify a follow-up project or an alternative solution for providing regional technical guidance and knowledge resources. This can be considered as an inclusive process with national governments and other stakeholders. More funding is needed to accomplish these tasks.

Project stakeholders should continue to interact and collaborate as many outputs of the project have included establishing connections and working collaborations between a variety of

stakeholders and experts. This is an element of the project's success that can live well into the future and allow for real accomplishments not only for ABS and IAS, but for other significant elements of biodiversity and non-environmental issues as well.

- **Management and Implementation**

Important aspects of management and implementation were problematic. Ongoing issues surrounding financial and programme management overshadowed the programme, which was moved and redesigned following the 2003 MTE. A new log frame was developed to demonstrate results. Although well-conceived with new management oversight and implementation arrangements in place, the project was still over-ambitious in terms of the time frame to meet regional and national capacity strengthening targets. Evaluation also identified co-ordination problems between SADC, the UNDP and IUCN concerning their relative roles and the intended result of capacity strengthening activities. Compounding these issues was the inordinate focus on national capacity instead of regional institutional infrastructure and capacities for knowledge sharing and facilitation support. There was, despite being noted in the 2003 MTE, an inappropriate focus on the national outputs instead of the regional outputs in terms of project activities and actually disbursement (see progress report).

The failure to establish planned partnerships with the CoE was also a programme management issue. The programme manager might better have taken measures to gauge the political readiness of ministers to agree to the critical partnerships before the end of the project. The evaluator learnt that part of the problem was that the Minister was not adequately briefed concerning the CoE during the ministerial meeting, and he turned down the CoE at that juncture. Since there were no further opportunities to negotiate, that was a serious fault.

The evaluation noted that the proactive movement taken by the PMU at SADC to generate a regional position in the international fora and generate a positive outcome. The PM was commended by peers for facilitating the behind the scene work at SADC for internal HR changes and also necessary foot work to strengthen the regional network.

The evaluator learnt about a loss of confidence between SADC, IUCN and the UNDP as a result of the perpetual uncertainties concerning project finances. The poor fiduciary capacity overshadowed the project success. The problem was a result of a poor financial transition during the time when the project was moved from Malawi to Botswana. There were no 2003-2004 audits at UNDP Malawi showing the project financial statements to elaborate this problem.

- **Project results**

Despite the findings of the 2004 MTE, project knowledge inputs and services, i.e. ABS and IAS knowledge sharing mechanisms, are focused on strengthening national capacities and not on regional co-ordination or SADC institutional capacities issues. Despite the readjustment of focus

to regional outputs post mid-term, there was still a lack of regional capacity strengthening initiatives. Furthermore, a design flaw or mis-interpretation of indicators was that successful knowledge sharing was dependent on negotiation of partnership for service delivery with the Center's of Excellence. The inability to establish these regional partnerships to deliver core regional knowledge services detracted from the proposed outcomes of the project and resulted in objectives not being met as the indicators for outcome were dependent on this.²¹ Most importantly, dependence of project on their establishment as the key mechanism for regional collaboration in the area of ABS and IAS dampened the long term outcome of the project considerably, especially in terms of the regional and global benefit.

5. Lesson learned

SABSP was an innovative approach to regional/national level capacity building, providing many lessons. Lessons have emerged in terms of strengthening country ownership/driven-ness, strengthening stakeholder participation, institutional structure and capacity building, application of adaptive management strategies, efforts to ensure sustainability, knowledge transfer and the role of ME in project implementation. Lessons are summarized below and detailed in the body of the report.

General project specific

- The fundamental lesson was the need to ensure greater participation of member countries and to direct project funds to countries to strengthen national capacities and structures first, with the broader intention of facilitating common approaches and greater collaboration at the regional level. This meant a focus on building national capacities in the thematic area first.
- In hindsight, perhaps more facilitation of the national working groups on IAS and ASB would have supported this. Essentially the project was broadly stretched and perhaps in future initiatives should be decisive - to either focus on SADC capacities for knowledge sharing while supporting other initiatives that focus on national capacities in the thematic areas. The alternative would have been more flexibility to accommodate the variable human resource and institutional capacities in the different countries to facilitate adaptive management in relation to those variations. The experience demonstrated inequities as some countries unable to move faster in supporting PMU did not receive equal amounts of funding and support. More rigorous M&E at the level of the PMU and country level might have supported this.
- In terms of project effectiveness, in advance of undertaking institutional capacity building (i.e., SADC), understanding about the nature of institutional capacity building was essential, as well as understanding and planning for associated risks. The project's experiences and key lessons learnt revolved around understanding SADC's absorptive capacity to undertake new roles, approaches and responsibilities. This included the

implications for instilling innovative biodiversity knowledge support services (including negotiating partnerships with Centres of Excellence for the provision of those services).

- SABSP regional products and services might have been more effectively linked to ongoing initiatives, such as the Clearing House Mechanism and the Regional Biodiversity Information System as these initiatives work on supportive ICT infrastructure.

Specific lessons included:

- Knowledge distillation does not mean knowledge absorption. Before the capacities can be strengthened or built, symmetries and asymmetries in national capacities must be understood and mapped. This knowledge is integral to setting realistic outputs and indicators (especially in their implementation time frame) and realising project goals. Activities must be designed to deal with the ‘how’ and the ‘what’ of institutional capacity building. Project strategies in the future might focus on strengthening capacities of a cluster of countries with similar needs. Communicating messages and assessing capacities and gaps (vertically and horizontally) through effective monitoring and evaluation is essential.
- Strategies for sustainability are multi-pronged. Depending on a single output to achieve many other project outputs was a high risk. That is, the project’s success was dependent on negotiating partnerships with the Centre of Excellence as instrument for promoting regional collaboration and technical expertise and for delivering knowledge services, and the inability to negotiate agreement by the end of the project, impacted negatively on sustainability of a regional mechanism for knowledge services, the component which the project was restructured to address in 2004. The project should have been more balanced in this regard, as sustainability needs planning and consideration, especially early negotiation with high level decision makers, advocacy and gauging of the political willingness for action.
- Knowledge management tools and approaches require technical inputs. The project design experimented with innovative knowledge management approaches (KMAs). KMAs employed effectively contribute to institutional learning (transformation of individual into institutional knowledge). A good knowledge sharing strategy, in which experiences are documented, validated and disseminated to the level of the implementing organisations—and in this case, member states—contributes to learning. When it is supported by effective networking and “working models” in which community members and partners are active, it can be highly successful as a capacity building and environmental management tool.

- The implementing agency, SADC in this scenario, ought to take best practices up to a policy level. In a strategic dimension, good quality monitoring systems should be integrated into corporate vision, country strategy and results-based management at SADC. At an operational level, it should rather be based on the projects' specific and localised logical frameworks (based on local stakeholder and problem analysis). They are the core of knowledge management, which contributes to continual institutional learning. A central aim was to strengthen relationships between experts, governments, community groups and to support them with extensive baseline studies for evidence, development of knowledge products and guidelines.

External learning

- Regional vs. national capacities. Regional level projects must be developed with clear, pertinent, practical and obtainable capacity building and other objectives. These must be clearly negotiated and understood so there is no room for confusion either by the regional implementing unit or by the national implementing teams.
- Institutional capacity building–SMART indicators. The challenge of strengthening institutional capacities is having good indicators. It goes without saying that identifying well-defined indicators for interventions in regional environmental governance is much more difficult than for other development initiatives. In any case, indicators must be SMART and adequately funded to obtain baseline and up-to-date data. Capacity building indicators whether regional or national must be explicit. In order to strengthen institutional capacities, managers must revisit the implementation approach and in the future take explicit actions to strengthen SADC's capacity for regional networking and biodiversity knowledge sharing.
- Good practice approach led to common regional position for biodiversity in international foray. The project facilitated an innovative approach for addressing trans-boundary problems and supported a regional mechanism for developing a common position on biodiversity. The project successfully piloted a mechanism for negotiating a regional position on biodiversity management.

6. Recommendations

The following recommendations were developed based on an assumption that SADC has the capacity, ability to coordinate efforts, mobilize financial resources and to play a strong role in taking over and moving the project to the next level (integrating the project outputs). It is essential that SADC own the project outputs and integrate the learning for these recommendations to be feasible? The proposals below are to support SADC integrate the learning from the project into its new and ongoing initiatives.

- √ SADC requires technical assistance to develop a proper exit strategy. A consultancy might be considered to assist SADC develop a plan for implementing its regional biodiversity strategy, mobilize resources and link to other initiatives. The follow-up plan should include initiatives for strengthening SADCs capacity to manage regional knowledge (include develop ICT infrastructure or link with the regional information management system) and how to provide leadership for managing the regional Biodiversity network.
- √ The knowledge products and services piloted in SABSP should be finalized. Project products can be made available on the SADC website (which should be upgraded). Linkages need to be made to other initiatives, i.e. a regional information management system and the clearing house mechanism. Where appropriate, the project' s products can be made user-friendly and more dynamic to facilitate the transfer of knowledge and networking;
- √ The regional expert network and stake holder' s networks should be maintained by SADC. The networks address regional biodiversity issues and strengthen national capacities, i.e. Transboundary conservation, etc. Linking to the regional information management system is an efficient way to develop supportive infrastructure;
- √ SADC's capacity for knowledge sharing and supportive technology is an area that still needs to be strengthened in order to support its role as a regional knowledge facilitator and source of regional technical expertise. There is opportunity to build on the momentum gained from the project. In order to mobilise the regional stakeholder network around biodiversity problems in the region, the consultancy mentioned above can suggest improvements such as Community of Practice infrastructure. For example, a knowledge network facilitator might be helpful to oversee the implementation of the regional biodiversity strategy and support to manage the regional network for continued best practices exchange and management of a regional web portal on biodiversity.
- √ IUCN is planning a new project to support the regional biodiversity plan which offers a good opportunity to continue momentum and successes of the project (i.e. knowledge networks and products). UNDP/GEF, UNEP and UNDP Botswana can provide inputs to the IUCN project design mission, if feasible.
- √ SADC requested bridging assistance to complete the following outstanding activities- It is up to UNDP and IUCN to determine how best to support these requests in the context of developing the exit strategy:
 - Develop a regional concept for invasive species;
 - Develop/support proposal for implementation of the regional biodiversity strategy;
 - Make project products available electronically at SADC;
 - Print the regional guidelines on invasive species;

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Annex 1: 2007 PIR (UNDP Botswana)

Project Objective and Outcomes	Description of Indicator ²²	Baseline Level ²³	Target Level ⁴	Level ⁴ at 30 June 2007
Objective: Capacity & institutional mechanisms established to enable SADC members to collaborate in regional biodiversity conservation, control and prevention of Invasive Alien Species and application of Access Benefit Sharing principles	1. Increase in the number of professionals (conservation, policy makers, immigration officials, etc.) with skills in control and prevention of IAS & application of ABS principles.	Regional training needs on IAS & ABS not well articulated.	a) Training needs assessment completed by Feb 2005 b) Regional training priorities agreed by Feb 2005.	a) Targeted national training needs on IAS & ABS were compiled and disseminated. b) High priority regional training needs were identified from national inventories & published. c) Draft regional training modules on IAS & ABS were produced. d) South Africa produced an ABS textbook, <i>The CDB: Biodiversity, Access and Benefit-sharing. A Resource for Teachers</i> (Grades 10-12). The book was widely circulated throughout the region.

	2. Relevant, quality knowledge & information on IAS & ABS is readily available to stakeholders.	No regional institution is mandated to offer training in identified high priority areas on IAS & on ABS.	<p>a) An agreement between SADC & regional CoE on IAS and ABS activities, supported by a Technical Advisory Committee by Aug 2006.</p> <p>b) Draft frameworks (e.g. MOU, protocol & model agreements) for regional cooperation on IAS & ABS are produced and circulated by Aug 2006.</p>	<p>i) Regional Centres of Excellence were recommended for each high priority regional training need on IAS & ABS as follows: IAS: the Department of Research & Extension Services in Zimbabwe: prevention, eradication & control; the Centre for Invasion Biology in South Africa: impact/risk assessment. ABS: the African Regional Intellectual Property Organization: contract law, intellectual property rights & indigenous knowledge; the South African Council for Scientific & Industrial Research: bio prospecting; the Southern African Natural Products Trade Association: natural product processing, packaging & marketing.</p> <p>ii) Targeted Task Forces of IAS & ABS experts were established & provided technical oversight in the development of various products of the project. However, the recommended Centres would be expected to set up their own Technical Advisory Committees once they become operational.</p> <p>i) Terms of Reference for the recommended Centres of Excellence were elaborated, published and circulated to stakeholders. SADC Directors of Environment recommended the Centres to SADC Ministers of Environment. The process of approving and designating Centres was not finalized due to reasons elaborated under Indicator 8.</p>
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Outcome 1: Knowledge and information provided to support effective regional collaboration in the control and prevention of IAS/application of ABS.	3. Regional databases on IAS and ABS developed and accessible throughout region by Sept 2004.	Regional databases on IAS & ABS non-existent & hence not accessible.	Databases available & being used.	<p>a) All Member States made an inventory of information on IAS & ABS that exist in their countries. The information was collated and disseminated.</p> <p>b) South Africa compiled a bibliography on IAS work undertaken in the country and circulated it.</p> <p>c) Existing national databases on IAS & ABS were elaborated and shared amongst Member States. Although there are no national and regional databases exclusively dedicated to ABS in the region, some databases contain elements of ABS. With respect to IAS, all Member States have some static IAS data and digitized photo/illustrations as a basic minimum. There are several regional & international databases on the subject although they are not always up to date for the region.</p> <p>d) Types of data & database specifications (including software) for regional databases specific to IAS & ABS were established and regional/host institutions recommended. They will be Metadata databases (Clearing Houses) with links to national databases. The regional database on IAS is focusing on invasive alien aquatic plants & that on ABS on traditional medicinal plants in the first instance. This will give the region much-needed experience in running & maintaining such databases.</p>
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	<p>4. Regional integrated information systems on IAS and ABS developed and accessible throughout the region by June 2005.</p>	<p>Regional integrated information system on IAS & ABS not yet developed, hence not operational.</p>	<p>Information system operational.</p>	<p>a) National documents with public domain information on IAS & ABS (e.g. national policies & technical interventions) & regional products of the Project were posted on the Project website (http://www.sabsp.org) & also widely circulated.</p> <p>b) All regional Project products were put on a CD that was widely circulated to key stakeholders. The products are elaborated under Indicator 6.</p> <p>c) Regional products of the Project were rolled out & popularized at national level for purposes of mainstreaming them into national planning processes and structures.</p> <p>d) Botswana, Namibia, South Africa and Zimbabwe conducted national Case Studies on 'Access to biological resources and benefit sharing from their use' & compiled reports that were shared with various stakeholders.</p> <p>e) The Namibia National Botanical Research Institute and the Mozambique National Institute of Health were recommended to host regional databases on IAS and ABS respectively. The databases could not be made operational due to abrupt termination of Project activities necessitated by lack of funds. The role of the recommended host institutions continued to be played by the project website. The site will be transferred to the SADC Secretariat web site at the end of the project.</p>
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	<p>5. IAS & ABS experts in Southern Africa are networked and actively exchanging knowledge by Aug 2005.</p>	<p>IAS & ABS experts in Southern Africa are not networked, hence not exchanging knowledge actively.</p>	<p>A register & network of national & regional experts and affiliated institutions and stakeholder groups available.</p>	<p>a) Regional rosters of experts on IAS & ABS were compiled, published & distributed to Member States & individual experts for networking purposes. Electronic versions of the rosters were also constructed to facilitate the updating of information on existing experts & the enlistment of new ones.</p> <p>b) National & Regional Expert Working Groups on IAS & ABS were established. The groups provided a forum for information exchange amongst experts & advised governments on topical issues through targeted meetings & the project newsletter. South Africa's national expert group on ABS, for one, made useful inputs into that country's draft ABS regulations.</p>
	<p>6. Awareness building projects on the prevention & control of IAS & the application of ABS principles in place by 2005.</p>	<p>No awareness building projects on the prevention & control of IAS & the application of ABS principles are in place.</p>	<p>Awareness building projects on the prevention & control of IAS and the application of ABS principles put in place.</p>	<p>a) The project produced an informational poster on IAS & ABS for use by Member States. Some countries, such as Zambia, adapted the poster to national needs and realities. The posters & other related materials (e.g. project calendar & newsletter) were used to launch awareness campaigns in Member States.</p> <p>b) The key project products (e.g. Guidelines on SADC's engagement with MEAs; SADC Regional Biodiversity Strategy; Regional databases on IAS & ABS; Regional training needs on IAS & ABS; Regional rosters of experts on IAS & ABS; Regional Guidelines on Innovative Financing Mechanisms; Regional Guidelines on ABS agreements, legislation & institutional frameworks & Regional Guidelines on the prevention and management of IAS) were rolled out & popularized in the Member States at various forums.</p> <p>c) The SADC Regional Biodiversity Strategy was presented at meetings of the SADC Directors of Forestry, Environment & Wildlife held in March and April 2007. Some of the focal areas of the strategy were incorporated into draft regional projects elaborated during the meetings.</p> <p>Amongst the impacts of the foregoing and related initiatives were the following:</p>

				<p>i) Botswana included ABS issues into its Environmental Management Bill. Zimbabwe amended its Environmental Management Act to incorporate ABS provisions.</p> <p>ii) South Africa & Namibia has formulated national legislation on ABS.</p> <p>iii) The Government of the Kingdom of Swaziland allocated \$150,000 for the control of major invasive alien plants in that country.</p> <p>iv) Realizing the trans-boundary nature of ABS agreements, Botswana and Namibia are considering collaboration in drawing up agreements with an international firm interested in the cultivation of Devil's Claw in the two countries. The firm had initially approached the two countries separately.</p> <p>v) At their meeting in April 2007, SADC Ministers of Environment recommended the creation of a Tran-frontier Conservation Area (TFCA) post within the Environment & Sustainable Development Unit. This is in recognition of the increasing importance of trans-boundary biodiversity issues in the region.</p> <p>vi) The region used guidelines on SADC's engagement with MEAs to jointly prepare for the COP meetings on Climate Change (2006) & on CITES (2007).</p>
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	<p>7. Training projects for targeted players on the prevention & control of IAS & the application of ABS principles being implemented by February 2005.</p>	<p>There are no targeted training projects on the prevention and control of IAS & the application of ABS principles.</p>	<p>Targeted training projects on the prevention & control of IAS & application of ABS principles in place.</p>	<p>a) Targeted national training needs on IAS & ABS & institutions that offer that training were compiled & disseminated. b) High priority regional training needs on IAS & ABS were identified, published & widely distributed. c) Draft regional training modules on IAS & ABS were produced. The drafts could not be finalized & pilot tested due to an abrupt termination of project activities necessitated by lack of funds. d) South Africa produced an ABS textbook, '<i>The CDB: Biodiversity, Access and Benefit-sharing. A Resource for Teachers</i> (Grades 10-12).' The book was circulated throughout the region. e) The Project Management Unit provided targeted training to Project Assistants from Member States. This helped them to implement their national project activities. g) Targeted training & awareness was provided to IAS & ABS experts during regional meetings & workshops.</p>
<p>Outcome 2: Institutional arrangements to promote effective collaboration in the management (prevention & control) of IAS & application of ABS principles in Southern Africa identified and made functional.</p>	<p>8. An agreement between SADC & regional Centres of Excellence on IAS & ABS activities, supported by a technical advisory committee entered into by August 2006.</p>	<p>No agreement between SADC & regional Centres of Excellence on IAS & ABS activities is in place.</p>	<p>MOUs for Centres of Excellence available by Aug 2006.</p>	<p>SADC Directors of Environment endorsed the five recommended Centres of Excellence on IAS & ABS in March 2007. However, Senior Officials of the SADC Ministers of Environment Meeting held in April 2007 suggested that the Centres be reduced in number before their endorsement. This reflects an emerging concern on the sustainability of regional CoE & the need to closely control their proliferation. Most of the already designated Centres under the United Nations Convention to Combat Desertification (UNCCD) are not operational due to financial constraints. In the case of South Africa, the Centres expect guaranteed government funding once designated. Regional consultations on the rationalization of the five recommended regional Centres could not be carried out due to abrupt termination of Project activities necessitated by lack of funds. Consequently, no MOUs were prepared but Terms of Reference for the Centres were elaborated, published & widely circulated.</p>

	9. Technical advisory structures on IAS & ABS activities in the region functioning by May 2006.	No Technical Advisory structures on IAS & ABS activities are in place.	Technical Advisory structures on IAS & ABS in place.	<p>Targeted Task Forces of IAS & ABS experts were established as the need arose. They provided technical oversight during the development of various products of the project & also gave valuable technical advice to Member States & the region on a need basis.</p> <p>The Task Force approach was deemed more productive & cost effective than establishing formal structures. It is, however, expected that once established, the Centres will set up their own Technical Advisory Committees, as was the case with similar regional Centres designated under the auspices of the UNCCD.</p>
Outcome 3: Policy & legal environment for the promotion of effective regional collaboration in the prevention & control of IAS & application of ABS in Southern Africa.	10. Regional legal instruments and guidelines on the prevention & control of IAS agreed upon & in place by Aug 2006.	Regional legal instruments and guidelines on the prevention and control of IAS are not available.	Regional legal instruments and guidelines on the prevention & control of IAS are drafted.	<p>The scope of this output was affected by changes to the status of regional protocols that were elevated to the level of the SADC Treaty. The changes were articulated in the 2006 UNDP-GEF APR/PIR & reflected in minutes of previous Project Co-ordination Meeting & Regional Steering Committee meetings.</p> <p>In light of the foregoing, the project produced & circulated a document entitled 'Guidelines for the prevention and management of invasive alien plants in Southern Africa.' The guidelines will be anchored on existing regional protocols.</p>
	11. An analysis of the authority & legal roles of national institutions and stakeholders on ABS available by May 2005.	An analysis of the authority & legal roles of national institutions and stakeholders on ABS is not available.	An analysis of the authority & legal roles of national institutions and stakeholders on ABS in place.	An analysis of national institutional frameworks & roles of various institutions and stakeholders involved in legislation related to ABS was carried out as part of a Case Study conducted in Botswana, Namibia, South Africa & Zimbabwe. The study highlighted the absence of a well-resourced national competent authority with clearly defined Terms of Reference & properly articulated linkages with other relevant national institutions and stakeholders as a major limitation of existing national institutional frameworks related to & on ABS in the region.

	12. Recommendations for improving authority, roles and responsibilities of national & regional institutions in the application of ABS principles available by August 2005.	No recommendations on improving authority, roles & responsibilities of national & regional institutions in the application of ABS principles exist.	Recommendations for improving authority, roles and responsibilities of national & regional institutions in place.	Based on an analysis made under Indicator 11, the following recommendations were made: i) Ministries of Environment, or their equivalent, should be designated the National Focal Point on ABS issues; ii) The Environmental Management Agency, under the National Environmental Management Act, its equivalent or a legally constituted multi-sectoral committee, should be designated as National Competent Authority (NCA) on ABS. The promulgation & day-to-day administration of sector specific ABS laws should, however, remain the responsibility of relevant sector departments with oversight from the NCA. Terms of Reference for the NCA were elaborated and published.
	13. Regional legal instruments and guidelines for improvement of ABS and collaboration by key stakeholders agreed & in place by August 2006.	No regional legal instruments and guidelines for improvement of ABS and collaboration amongst key stakeholders exist.	Regional legal instruments and guidelines for improving ABS and collaboration amongst key stakeholders agreed upon.	The scope of this output was affected by changes to the status of regional protocols elevated to the level of the SADC Treaty. The changes were articulated in the 2006 UNDP-GEF APR/PIR & reflected in minutes of previous project Co-ordination Meeting & Regional Steering Committee meetings. In light of the foregoing, the project produced, published & widely circulated a document entitled 'Regional analysis and guidelines on ABS agreements, legislation and institutional frameworks for biodiversity management in Southern Africa.' The guidelines will be anchored on existing regional protocols.
Outcome 4: Sustainable financing mechanisms for the prevention & control of IAS & application of ABS principles in the region established	14 Draft strategies for longer-term sustainable financing of IAS and ABS available by Feb 2006.	Draft strategies for longer-term sustainable financing of IAS & ABS not available.	Draft strategies for longer-term financing of IAS and ABS are available.	National consultancies on Innovative Financing Mechanisms were commissioned in SADC Member States. Lessons from the country reports formed the basis for producing & publishing a document entitled 'Regional guidelines on innovative financing mechanisms for sustainable biodiversity management in Southern Africa.' The Guidelines were widely circulated.

	15. Finances to continue project initiatives at the end of the current phase identified.	Finances to continue the project's initiatives are not available.	Funding to continue the project after the current phase identified.	<p>a) A stock-taking exercise showed that various donors are funding a number of initiatives related to the project in the region. Some of them are elaborated below:</p> <p>i) The Japanese Policy & Human Resources Development Fund has put \$3.7 million into a Tran-frontier Conservation Area and Tourism Fund Project. The project is aimed at conserving biodiversity in the Southern African region by maintaining large, intact natural ecosystems & ecological linkages that span national boundaries.</p> <p>ii) USAID awarded Zambia \$1.2 million for a multidisciplinary project entitled 'Developing a participatory socio-economic model for food security, improved rural livelihoods, and watershed management and biodiversity conservation in Southern Africa.'</p> <p>iii) The Government of Botswana gives its Aquatic Weed Control Unit an annual budget of \$178,000 for the control of invasive alien aquatic weeds with emphasis on the Choke River Basin.</p> <p>iv) The Government of the Kingdom of Swaziland has allocated \$150,000 for the control of major invasive alien plants in that country.</p> <p>v) DGIS of the Netherlands Foreign Ministry & BMZ are funding an Access & Benefit Sharing capacity building initiative in Africa with a total budget of about \$1.2 million over 3 years.</p> <p>b) Opportunities for mainstreaming project activities & products into ongoing initiatives were explored & implemented as illustrated by the following examples:</p>
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				<p>i) At their meeting held on the margins of the GEF Assembly in August 2006 in Cape Town, SADC Ministers of Environment directed that a SADC Biodiversity Action Plan be developed from the SADC Regional Biodiversity Strategy for purposes of internal & external financial resource mobilization by the SADC Secretariat & Member States. They mandated a Task Team consisting of Botswana, Malawi, South Africa & Tanzania to oversee the process.</p> <p>ii) Key regional products were rolled out & popularized at the national level. This & other related processes enabled various national stakeholders to identify & streamline relevant products into their planning processes and structures.</p> <p>iii) The SADC Regional Biodiversity Strategy was adopted as a section under the Biodiversity Chapter of the Southern African Sub-Regional Environmental Action Plan (SREAP) of the New Partnership for Africa's Development (NEPAD).</p> <p>iv) The SADC Regional Biodiversity Strategy was presented at meetings of the SADC Directors of Forestry, Environment & Wildlife held in March & April 2007. Some of the focal areas of the Strategy were incorporated into draft regional projects elaborated during the meetings.</p> <p>c) The following concept notes were produced to facilitate the development of a follow-on phase of the project:</p> <p>i) Concept note on traditional medicinal plants.</p> <p>ii) Concept note on IAS.</p> <p>This activity was not finalized due to the abrupt termination of Project activities necessitated by lack of funds.</p>
Outcome 5: A common approach to SADC regional biodiversity conservation & resource management agreed upon by Member States.	16. A Regional Biodiversity Strategy adopted by all participating countries by Nov 2005.	No Regional Biodiversity Strategy exists.	Regional Biodiversity Strategy.	The SADC Regional Biodiversity Strategy was approved by the Integrated Committee of Ministers (ICM) in June 2006 & endorsed by SADC Council in August 2006. The document was subsequently published & widely distributed & shared.

	17. A process to establish common positions before the Conference of Parties (COP) & other CDB related meetings established and functional by November 2004.	No process to establish common positions before COP & other CBD related meetings exist.	National & regional workshops to establish a common regional position for COP 8 held by January 2006.	<p>a) The project facilitated the region to come up with common positions on priority issues on the COP 8 agenda & to participate as a block at the Conference.</p> <p>b) The Project coordinated the development of a SADC regional Action Plan to address a number of priority issues that emerged from COP 8.</p> <p>c) Based on experiences from COP 8, a document providing guidelines on SADC's engagement with Multilateral Environmental Agreements was produced, published & widely circulated. The Guidelines were subsequently used by the region to prepare for COP meetings on Climate Change (2006) & on CITES (2007).</p>
	18. Southern African countries take common positions at CBD meetings by September 2004.	No common positions are taken at CBD meetings by the region.	Common regional positions to be taken to the next COP of the CBD.	SADC formulated common positions on 13 high priority items on the COP 8 agenda & took them to the Conference in March 2006 in Brazil.
	19. SADC positions on pertinent CBD issues reflected in the African & G77 position by November 2004.	Region has no positions on pertinent CBD issues for reflection in the African & G77 positions.	SADC positions reflected in the African & G77 positions at the next COP of the CBD.	SADC's positions on the 13 high priority items on the COP 8 agenda were adopted as Africa positions at the Conference as the latter had no pre-prepared positions. Furthermore, SADC's positions on key issues such as an international regime on ABS, Genetic Use Restriction Technologies and the GEF Resource Allocation Framework (RAF) were consistent with those of G77 & China & were advanced as such at that higher level.

Annex 2: Stakeholders interviewed

Name	Position	Date interviewed and methods: in person, phone, e-mail etc.	Month questionnaire delivered to individual	Date completed (or not)	Comments
Steve Nanthambwe	SADC Secretariat Chair		August		No Answer
Nik Sekran	UNDP/GEF	Pretoria, September			Good brief
Eddy Russell	UNDP/GEF	Pretoria, September			Good brief
James Murombedzi	IUCN-ROSA		August		
Abias Huongo,	NFP Angola		August	Sent a reply with answers/comments on Mon 9/8/2008 3:09 AM	
Thulo Qhotokoane,	NFP Lesotho		August		
Dollina Malepa,	NFP Botswana	Interviewed in person in Gaborone during September	August	Acknowledged on Fri 9/12/2008 9:58 AM	
David Aniku,	Botswana government		August		
Kwashi Chigodora			August		
Ben Tassin	Malawi		August		No reply from Malawi
Anselmina Liphola	Mozambique		August		
Joyce Katjirua	Namibia		August		
Maureen Wolfson	NFP South Africa Research Services and International Relations South African National Biodiversity Institute		August	Received a detailed questionnaire reply – very informative.	Very Informative reply
Steve Zuke	Swaziland		August		
Allan Dauchi	Zambia		August	Zambia sent very positive evaluation of project via questionnaire	
Dominick Kwesha	NFP Zimbabwe		August		
Robert Ondhowe	Technical Expert PMU		August		
George Phiri	Technical Expert PMU	Conducted interview by phone - November 7	August	Full questionnaire completed on Nov 5.	Excellent reply by writing and by phone
Enos Shumba	Project Secretary PMU	Conducted interview by e-mail. Enos provided very detailed questionnaire answer.	August	Received full questionnaire in November	Very good
Leonard Dikobe	UNDP Botswana	Held two sessions during mission to Botswana	August		Excellent briefing to discuss project – open discussion
Tabeth Chiuta	Former Regional Programme manager for IUNC-ROSA	Responded to request, but she did not follow through	August	Acknowledged my request on 9/16	She did not follow through with a request for interview.
Margaret Nyirenda	SADC Secretariat	Did not meet about	Wed 8/27/2008	Replied to request for	Did not meet with me

Name	Position	Date interviewed and methods: in person, phone, e-mail etc.	Month questionnaire delivered to individual	Date completed (or not)	Comments
		project while in Botswana	12:38 PM	answers on Fri 8/29/2008 4:16 AM	in person while I was in Botswana. I met with her colleagues instead.
Luca Perez	UNDP Botswana	Met during mission to Botswana	August		Three days - Interviews and briefings to verify discussion with SADC and questionnaire replies
'Nyambe Nyambe' nnyambe@sadc.int	SADC Natural Resources Officer	Met face to face during mission to Botswana	Wed 8/27/2008 12:38 PM	Met face to face during mission to Botswana	
Moses ?	SADC /GTZ Forestry Officer	Met face to face during mission to Botswana	Wed 8/27/2008 12:38 PM	Met face to face during mission to Botswana	

Questionnaire Dissemination Letter

Dear UNDP Colleagues in the SADC region,

UNDP Botswana is currently carrying out the Terminal Evaluation of GEF-funded regional project Southern Africa Biodiversity Support Programme (SABSP), also known as SADC Biodiversity Support Programme, implemented by the IUCN Regional Office for Southern Africa (IUCN-ROSA) from 2002 to 2007.

Mrs. Stephanie Hodge – based in the USA and copied to this message – has been appointed as independent consultant for this assignment and is currently undertaking the required data collection. To this end, she has developed the attached questionnaire to be compiled by relevant stakeholders involved at different level in the project.

We would appreciate if you could:

1. Fill in the attached questionnaire and send it back to Mrs. Hodge at shodge1@gmail.com by the 5th September 2008. Even though your Country Office involvement in this regional project might have been relatively minor we believe your inputs will be extremely valuable especially with regards to the impacts of the SADC programmes at Member state level.
2. Forward this message and attached questionnaire to your respective Biodiversity/SADC national focal points involved in the SABSP. Since the project closed some time back and the project implementation unit has since dispersed we are struggling to get hold of the latest mailing list and would highly appreciate your support on this. According to our records these are some of the national focal points for the initiative but the list might not be complete:

Angola: Abias Huongo
 Lesotho: Thulo Qhotokoane
 Malawi: Ben Tassin
 Mozambique: Anselmina Liphola
 Namibia: Joyce Katjirua
 Sem Shikongo
 South Africa: Maureen Wolfson
 Swaziland: Steve Zuke
 Zambia: Allan Dauchi

Zimbabwe: Dominick Kwesha

We would like to thank you very much in advance for your cooperation.

Best regards,

Luca Perez

Programme Analyst

Energy and Environment Unit

UNDP Botswana

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Gaborone - Botswana

Tel: +267 3952121 Ext. 233

Fax: +267 3956093

Annex 5: Desk Review- Contents

- 1. Project Document**
- 2. GEF Evaluation TOR**
- 3. Mid-term Evaluation 2003**
- 4. Quarterly Meeting Minutes–2004 (3); 2005 (2); 2006 (2)**
- 5. Steering Committee Minutes–2005; 2006**
- 6. PIRs–2004; 2005; 2006; 2007 (Final Evaluation)**
- 7. Audits (2)**

Annex 3: Revised Project Logframe

Intervention Logic	Indicators	Means of Verification	Assumptions
Goal Biodiversity conservation and well-being of people improved	<ul style="list-style-type: none"> ✓ Rate of spread of invasive alien species reduced by 50%) and timeline by June 2010 ✓ Level of change in people's well-being caused by prevention and control related activities and programmes for selected communities by June 2010 ✓ Improvement in access to biodiversity and sharing of its benefits amongst stakeholders by June 2010 ✓ Noticeable reduction in the rate of biodiversity loss by December 2010 	<ul style="list-style-type: none"> ✓ Government reports to CBD on national status of biodiversity ✓ Specialist biodiversity survey and monitoring reports ✓ Programme reports 	<ul style="list-style-type: none"> ✓ Benefits to people and biodiversity conservation through ABS and IAS interventions will exceed losses from other threats such as unregulated trade, vagaries of the weather and uncontrolled aid-related imports (GMOs and food), inflation, disease epidemics, etc. ✓ Regional biodiversity conservation needs take priority over national needs ✓ Continued political support for SADC and regional approach to biodiversity conservation and natural resources management
Programme Purpose Capacity and institutional mechanisms established to enable SADC members to collaborate in regional biodiversity conservation, control and prevention of Invasive Alien species and application of Access and Benefit Sharing principles	Target is December 2006 for all the following 17 indicators <ul style="list-style-type: none"> ✓ Institutional collaboration mechanisms for control and prevention of alien invasive species agreed and functioning ✓ Increased collaboration between sectors and nations on IAS (e.g., joint programmes of trans-boundary ecosystem conservation) ✓ Increase in numbers of professionals (conservation, policy makers, migration officials, etc.) with skills in control and prevention of IAS 	<ul style="list-style-type: none"> ✓ Monitoring reports ✓ Country reports to CBD ✓ Regional Programme report ✓ A functional SARBS document 	<ul style="list-style-type: none"> ✓ Cooperation amongst participating member states ✓ SADC member states continued commitment to the CBD (IAS and ABS issues) ✓ Investment in biodiversity conservation wins over conflicting economic interests ✓ Continued political and financial support from donors and member states ✓ Regional priorities for control

	<ul style="list-style-type: none"> ✓ Relevant, quality knowledge and information on IAS readily available to stakeholders ✓ Regional legal instruments and guidelines for prevention and control of IAS by key stakeholders agreed and being implemented ✓ Alternative and sustainable financing mechanisms for prevention and control of IAS in the region identified and funding sourced ✓ A draft strategy for the regional control of IAS available ✓ A regional SARBS adopted by all participating countries ✓ Southern African countries take common positions at CBD meetings ✓ A process to establish common positions before COP and other CBD related meetings established and functioning ✓ SADC positions on pertinent CBD issues reflected in the African and G77 position ✓ Increased collaboration between sectors and nations on ABS (e.g., joint programmes of trans-boundary ecosystem conservation) ✓ Increase in numbers of professionals (conservation, policy makers, migration officials, etc.) with skills in application of ABS principles ✓ Relevant, quality knowledge and information on ABS readily available to stakeholders ✓ Regional legal instruments and guidelines for ABS by key stakeholders agreed and being implemented ✓ Alternative and sustainable financing mechanisms for application of ABS in the region identified and funding sourced ✓ A draft strategy for the regional application of ABS principles available 		<p>of invasives are not undermined by national interests and priorities</p> <p>✓ That availability of knowledge and information will induce/influence behaviour on IAS and ABS</p>
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<p>Result 1: Knowledge and information provided to support effective regional collaboration in the control and prevention of IAS and application of ABS</p>	<ul style="list-style-type: none"> ✓ Regional database on IAS developed and accessible throughout the region by Sept 2004 ✓ Regional integrated information systems on IAS developed and accessible throughout the region by June 2005 ✓ IAS experts in Southern Africa are networked and actively exchanging knowledge by Aug 2005 ✓ Awareness building programmes on the prevention and control of IAS in place by Feb 2005 ✓ Training programmes for targeted players on the prevention and control of IAS being implemented by Feb 2005 ✓ Regional database on ABS developed and accessible throughout the region by Sep 2005 ✓ Regional integrated information systems on ABS developed and accessible throughout the region by June 2005 ✓ ABS experts in Southern Africa are networked and actively exchanging knowledge by Aug 2005 ✓ Awareness building programmes on the application of ABS principles in place by Feb 2005 ✓ Training programmes for targeted players on the application of ABS principles being implemented by Feb 2005 	<ul style="list-style-type: none"> ✓ Monitoring reports ✓ Country reports to CBD ✓ Regional Programme report 	<ul style="list-style-type: none"> ✓ Willingness of experts to provide their expertise ✓ Problems of data compatibility and differences in software are surmountable at reasonable cost ✓ Improved connectivity / communication networks in and between all countries
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<p>Results 2: Institutional arrangement to promote effective collaboration in the management (prevention and control) of IAS and application of ABS principles in Southern Africa identified and made functional</p>	<ul style="list-style-type: none"> ✓ An agreement between SADC and regional centres of excellence on IAS activities, supported by a technical advisory committee agreed by Aug 2006 ✓ Draft frameworks (e.g., MoU, protocol, model agreements) for regional cooperation on IAS are produced and circulated by Aug 2006 ✓ Technical advisory structures on IAS activities in the region functioning by May 2006 ✓ An agreement between SADC and regional centres of excellence on ABS activities, supported by a technical advisory committee agreed by Aug 2006 ✓ Draft frameworks (e.g., MoU, protocol, model agreements) for regional cooperation on ABS are produced and circulated by Aug 2006 ✓ Technical advisory structures on ABS activities in the region functioning by May 2006 	<ul style="list-style-type: none"> ✓ Monitoring reports ✓ Country reports to CBD ✓ Regional Programme report 	<ul style="list-style-type: none"> ✓ The current political and support for ABS and IAS continue ✓ Individual states honour their obligations/commitments
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Result 3: Policy and legal environment created to promote effective regional collaboration in the prevention and control of invasive alien species and application of ABS in Southern Africa	<ul style="list-style-type: none"> ✓ Regional legal instruments and guidelines for prevention and control of IAS by key stakeholders agreed and in place by Aug 2006 ✓ A regional CHM on IAS is developed and accessible throughout the region by May 2005 ✓ An analysis of the authority and legal roles of national institutions and stakeholders in ABS available by May 2005 ✓ Recommendations for improving authority, roles and responsibilities of national and regional institutions in the application of ABS principles available by Aug 2005 ✓ Regional legal instruments and guidelines for improvement of ABS and collaboration by key stakeholders agreed and in place by Aug 2006 	<ul style="list-style-type: none"> ✓ Monitoring reports ✓ Country reports to CBD ✓ Regional Programme report 	<ul style="list-style-type: none"> ✓ The current political and institutional support for ABS and IAS continue ✓ Differences in policies and legal procedures in different countries are surmountable at reasonable cost and time ✓ Regional priorities for control of invasives are not undermined by national interests and priorities ✓ Regional collaboration in the application of ABS principles not undermined by national priorities
Result 4: Sustainable financing mechanisms for prevention and control of IAS and application of ABS principles in the region established	<ul style="list-style-type: none"> ✓ Draft strategies for longer-term sustainable financing of IAS available by Feb 2006 ✓ Draft strategies for longer-term sustainable financing of ABS available by Feb 2006 ✓ Finances available by Feb 2006 to continue the Programme initiatives when current funding phases out 	<ul style="list-style-type: none"> ✓ Monitoring reports ✓ Country reports to CBD ✓ Regional Programme report 	<ul style="list-style-type: none"> ✓ The current political and institutional support for IAS and ABS continues and can be translated into actual funding ✓ States optimise the added value of IAS and ABS interventions (mainstreaming)
Result 5: A common approach to SADC regional biodiversity conservation and resource management agreed by members	<ul style="list-style-type: none"> ✓ A regional SARBS adopted by all participating countries by Nov 2005 ✓ A process to establish common positions before COP and other CBD-related meetings established and functioning by Nov 2004 ✓ Southern African countries take common positions at CBD meetings by September 2004Nov ✓ SADC positions on pertinent CBD issues reflected in the African and G77 position by Nov 2004 	<ul style="list-style-type: none"> ✓ A functional SARBS document ✓ State of the Environment reports ✓ Programme reports 	<ul style="list-style-type: none"> ✓ Regional biodiversity conservation needs take priority over national needs ✓ Continued political support for SADC and regional approach to biodiversity conservation and natural resources management

Table 1: Result 1: Knowledge and information provided to support effective regional collaboration in the management of IAS and application of ABS principles

Sub-result 1.1: Skills in control and prevention of IAS increased in the region				
Activities:				
1.1.1 Define national and regional stakeholders in IAS in SADC region	√	National and regional stakeholders defined by Aug 2005	<input type="checkbox"/> Published priorities and strategy	<input type="checkbox"/> Agreement can be reached on priorities for training across the region
1.1.2 Carry-out training needs assessment for professionals in the SADC region	√	Training needs assessment completed by Feb 2005	<input type="checkbox"/> Published training needs assessment report	<input type="checkbox"/> Institutions and governments will release staff for existing and new training opportunities
1.1.3 Define training programme and identify appropriate training institutions and/or arrangements	√	Regional training priorities agreed by Feb 2005	<input type="checkbox"/> Progress reports and curricula from existing training courses and institutions	<input type="checkbox"/> Institutions and governments will accept and incorporate technical input from IAS to existing courses
1.1.4 Agree regional training priorities (in a participatory process) and develop specific courses with selected institutions to cover identified priorities areas	√	Training opportunities communicated within the region by Feb 2005	<input type="checkbox"/> Consultants' reports	<input type="checkbox"/> Capacity exists or can be created to staff and run new training courses
1.1.5 Assess capacity of target training institutions (identified in 1.1.3) to deliver training programme, identify and fill gaps in capacity and provide technical support to selected training programmes and institutions	√	One to two new short courses designed and implemented per year of Programme implementation by Feb 2005	<input type="checkbox"/> Published lists of existing courses sent to target groups	<input type="checkbox"/> Target groups will respond to information disseminated on new training opportunities
1.1.6 Facilitate implementation of training programme	√	Training programme monitored and evaluated by Feb 2005	<input type="checkbox"/> New training course reports and lists of participants	• Institutions, governments, and communities willing to undertake experiments
1.1.7 Conduct experiments on IAS	√	Experimental reports by Feb 2005	• Monitoring and evaluation report	
1.1.8 Monitor and evaluate implementation of training programme			• Experimental reports	

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Table 2: Result 1: Knowledge and information provided to support effective regional collaboration in the management of IAS and ABS application principles

Sub-result 1.2: Information on control and prevention of IAS made readily available			
Activities			
1.2.1	Compile a draft regional protocol on best practices for management of IAS	√ Draft on regional protocol on best practices available by May 2005	√ Best practices report
1.2.2	Develop a register and network of national and regional experts and affiliated institutions and stakeholder groups	√ A register and network of national and regional experts and affiliated institutions and stakeholder groups available by May 2005	√ Computer programme
1.2.3	Develop a database collating and linking available scientific and popular literature and all existing databases on Southern African invasive species including a unified IAS database and a prioritized list of the major invasives of greatest current concern	√ Data base available by May 2005 √ National sets for data base available and being used by May 2005 √ Technical group functioning by May 2005 √ An awareness building programme on the prevention and control of IAS in place by May 2005 √ Training programme for targeted players on the prevention and control of IAS in place by May 2005	√ Programme reports √ Technical committee reports
1.2.4	Negotiate and agree regional standards for data sets, information management procedures and use of software		
1.2.5	Agree protocols and methods for exchange of data sets and other communication between individuals and institutions within and		

1.2.6	outside the network and the region Establish mechanisms and responsibilities for dissemination of IAS information to end-users, including planners and managers			
1.2.7	Set up a technical group to monitor and advise on information management and dissemination			

Table 3: Result 1: Knowledge and information provided to support effective regional collaboration in the management of IAS and application of ABS principles

Sub-result 1.3: Advocacy and awareness of the importance of control and prevention of IAS increased among relevant stakeholders				
Activities				
1.3.1	Undertake a stakeholder analysis at regional and national level to determine target groups	√ Key target groups identified by Aug 2005	√ Programme Communication strategy document	
1.3.2	Design a communication strategy (develop communication messages for each target group and determine the best communication modes, using information generated in 1.2)	√ Communication strategy available by Aug 2005	√ Programme reports	
1.3.3	Implement the communication strategy	√ Number of people reached by the communication strategy by Feb 2006		

Table 4: Result 1: Knowledge and information provided to support effective regional collaboration in the management of IAS and application of ABS principles

Sub-result 1.4: Information on ABS made available				
Activities				
1.4.1	Document best practices in ABS in the region	√	Draft best practices in ABS available by Feb 2005	√ Best practices report
1.4.2	Develop a register and network of national and regional experts and affiliated institutions and stakeholder groups on ABS	√	Resource materials on ABS available by Feb 2005	√ Computer programme
1.4.3	Develop a database collating available literature on ABS and linking	√	A register and network of national and regional experts and affiliated institutions and stakeholder groups available by Feb 2005	√ Programme reports
1.4.4	Negotiate and agree regional standards for data sets, information management procedures and use of software	√	Data base available by Feb 2005	√ Technical committee reports
1.4.5	Agree protocols and methods for exchange of data sets and other communication between individuals and institutions within and outside the network and the region	√	National sets for data base available and being used by Feb 2005	
1.4.6	Establish mechanisms and responsibilities for dissemination of ABS information to end-users including planners and	√	Technical group functioning by Aug 2004	
		√	An awareness building programme on the importance of ABS in place by Feb 2005	

1.4.7	managers Set up a technical group to monitor and advise on information management and dissemination			
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Table 5: Result 1: Knowledge and information provided to support effective regional collaboration in the management of IAS and application of ABS principles

Sub-result 1.5: Awareness and advocacy of the importance of ABS increased among relevant stakeholders				
Activities				
1.5.1	Undertake a stakeholder analysis at regional and national level to determine target groups	√ Key target groups identified by Feb 2005	√ Programme Communication strategy document	
1.5.2	Design a communication strategy (develop communication messages for each target group and determine the best communication modes)	√ Number of people reached by the communication strategy by Feb 2005	√ Programme reports	
1.5.3	Implement the communication strategy			

Table 6: Result 1: Knowledge and information provided to support effective regional collaboration in the management of IAS and application of ABS principles

Sub-result 1.6: Skills in the application of ABS improved among SADC region stakeholders				
Activities:				
1.6.1 Define national and regional stakeholders in ABS in SADC region	√	National and regional stakeholders agreed by Dec 2004	<input type="checkbox"/> Published priorities and strategy	<input type="checkbox"/> Agreement can be reached on priorities for training across the region
1.6.2 Carry-out training needs assessment for professionals in the SADC region	√	Training needs assessment completed by Feb 2005	<input type="checkbox"/> Published training needs assessment report	<input type="checkbox"/> Institutions and governments will release staff for existing and new training opportunities
1.6.3 Define training programme and identify appropriate training institutions and/or arrangements	√	Regional training priorities agreed by Feb 2005	<input type="checkbox"/> Progress reports and curricula from existing training courses and institutions	<input type="checkbox"/> Institutions and governments will accept and incorporate technical input from ABS to existing courses
1.6.4 Agree on regional training priorities (in a participatory process) and develop specific courses with selected institutions to cover identified priorities areas	√	Training opportunities communicated within the region by Apr 2005	<input type="checkbox"/> Published lists of existing courses sent to target groups	<input type="checkbox"/> Capacity exists or can be created to staff and run new training courses
1.6.5 Assess capacity of target training institutions (identified in 1.1.3) to deliver training programme, identify and fill gaps in capacity and provide technical support to selected training programmes and institutions	√	One to two new short courses designed and implemented per year of Programme implementation by Aug 2005	<input type="checkbox"/> New training course reports and lists of participants	<input type="checkbox"/> Target groups will respond to information disseminated on new training opportunities
1.6.6 Facilitate implementation of training programme	√	Training monitored and evaluated by Sep 2005	• M & E report	• Institutions, governments, and communities willing to undertake experiments
1.6.7 Conduct pilot activities on ABS	√	Pilot studies on ABS undertaken by Dec 2005	• Experimental reports	
1.6.8 Monitor and evaluate implementation of training				

programme			
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Table 7: Results 2: Institutional arrangement to promote effective collaboration in management of IAS and application of ABS principles in Southern Africa identified and made functional

<p>Activities</p> <p>2.1 Draft a criteria (proposed structure and terms of reference) for the centres of excellence on IAS and ABS and negotiate with participating member countries</p> <p>2.2 Draft criteria for technical committees (to support center of excellence) and negotiate with participating member countries</p> <p>2.3 Undertake institutional assessments to select centers of excellence (using criteria developed above to select) and identify technical committee members</p> <p>2.4 Formulate MoUs for centres of excellence, negotiate contents with member countries and facilitate signing</p>	<p>√ Structure and ToRs for centre of excellence available by Aug 2006</p> <p>√ Technical committees functioning by Aug 2006</p> <p>√ Institutional capacity assessment related to centres of excellence available by Aug 2006</p> <p>√ MoUs for centre of excellence available by Aug 2006</p> <p>√ Centre of excellence functioning by Aug 2006</p>	<ul style="list-style-type: none"> • ToRs • Programme reports • MoUs • Technical Committees • Technical Committee meeting minutes 	<ul style="list-style-type: none"> • Commitment by SADC and other signatories to sign agreements • SADC secretariat will take the draft protocol and the funding proposal forward • A basic structure exists on which to build a centre of excellence at reasonable cost
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Table 8: Result 3: Policy and legal environment created to promote effective regional collaboration in the management of invasive alien species and application of ABS in the SADC region

Sub-result 3.1: Policy and legal environment created to promote effective regional collaboration in the prevention and control of invasive alien species the SADC region			
Activities 3.1 Assess national laws and policies and identify areas that hinder regional collaboration in the control and prevention of IAS 3.2 Negotiate recommendations to promote good practices and address the gaps identified in 3.1 3.3 Draft criteria for selecting a technical team to negotiate and draft a regional legal instruments and guidelines for prevention and control of IAS among key stakeholders 3.4 Facilitate the drafting of the regional legal instruments and guidelines for prevention and control of IAS by the team 3.5 Develop and negotiate a clearing house mechanism 3.6 Explore usefulness and potential of forming a partnerships with NEPAD 3.7 Integrate NEPAD priorities around prevention and control into programme of work	✓ Assessment of national laws completed by June 2005 ✓ Recommendations to build on good practices and address gaps agreed by Aug 2006 ✓ A technical team functioning by Aug 2006 ✓ Regional legal instruments and guidelines for prevention and control of IAS drafted by Aug 2006 ✓ A clearinghouse mechanism functioning by June 2005 ✓ Partnership with NEPAD operational by June 2006	<ul style="list-style-type: none"> • Programme reports • Institutional assessment report • Regional legal instruments document • Clearing house report • Minutes of meetings with NEPAD 	NEPAD's willing ness to participate in IAS issues of Southern Africa

Table 9: Result 3: Policy and legal environment created to promote effective regional collaboration in the prevention and control of IAS, and application of ABS in the SADC region

Sub-result 3.2: Policy and legal environment created to promote effective regional collaboration in the application of the concept of access and benefit sharing in the SADC region			
Activities 3.8 Assess national laws and policies and identify areas that hinder regional collaboration in the application of ABS 3.9 Negotiate recommendations to promote the good practices and address the gaps identified in 3.1 and 3.8 3.10 Draft criteria for selecting a technical team to negotiate and draft a regional strategy for the application of ABS among key stakeholders 3.11 Facilitate the drafting of the regional strategy and guidelines for its application by the team 3.12 Explore usefulness and potential of forming a partnerships with NEPAD 3.13 Integrate NEPAD priorities around ABS into programme of work	✓ Assessment of national laws completed by June 2005 ✓ Recommendations to build on good practices and address gaps agreed by Aug 2005 ✓ A technical team functioning by Aug 2006 ✓ A draft SADC Strategy on ABS is developed and presented by Aug 2006 ✓ Partnership with NEPAD operational by Feb 2005	<ul style="list-style-type: none"> • Programme reports • Institutional assessment report • Regional ABS draft report • Minutes of meetings with NEPAD 	<ul style="list-style-type: none"> • Stakeholders can agree on recommendations to improve application of ABS • NEPAD will be interested in ABS

Table 10: Result 4: Sustainable financing mechanisms for prevention and control of IAS and ABS in the region established

Sub-result 4.1: Sustainable financing mechanisms for prevention and control of IAS				
4.1	Undertake an assessment of potential sustainable ways of funding for IAS work	✓	Assessment report available by Feb 2006	<ul style="list-style-type: none"> • Programme documents and reports • Project proposals
4.2	Draft a strategy for longer-term sustainable financing of IAS management	✓	Longer-term alternative financing mechanisms strategy available by Feb 2006	
4.3	Facilitate sourcing of funding from identified sources and mechanisms	✓	Finances to continue the Programme initiatives after the end of the Programme available by Feb 2006	

Table 11: Result 4: Sustainable financing mechanisms for prevention and control of IAS and ABS in the region established

Sub-result 4.2: Sustainable financing mechanisms for application of ABS principles				
4.4	Undertake an assessment of potential sustainable ways of rIASing funding for ABS work	✓	Assessment report available by Feb 2006	<ul style="list-style-type: none"> • Programme documents and reports • Project proposals • Current political support and goodwill towards application of ABS continues • Long-term benefits of applying ABS concept can be seen to be greater than the immediate cost
4.5	Draft a strategy for longer-term sustainable financing of ABS work in the region	✓	Longer-term alternative financing mechanisms strategy available by Feb 2006	
4.6	Facilitate sourcing of funding from identified sources and mechanisms	✓	Finances to continue the Programme initiatives after the end of the Programme available by Feb 2006	

Table 12: Result 5: A common approach to the region 's biodiversity conservation and resources management agreed by SADC Members

Sub-result 5.1: A regionally agreed SARBS developed and implementing frameworks agreed
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Activities			
<p>5.1.1 Constitute a task force to guide the SARBS development process</p> <p>5.1.2 Engage consultants to develop the SARBS</p> <p>5.1.3 Conduct a situational analysis on biodiversity conservation and sustainable use in the SADC region</p> <p>5.1.4 Develop a draft constrain based regional strategy</p> <p>5.1.5 Obtain buy in of the strategy through national and regional consultations</p> <p>5.1.6 Produce a final draft based on issues from the consultations</p> <p>5.1.7 Review and approval of SARBS document by the regional programme steering committee</p> <p>5.1.8 Facilitate document approval through the SADC processes</p>	<ul style="list-style-type: none"> ✓ A Task Force constituted by Oct 2004 ✓ Consultants appointed by Oct 2004 ✓ Missions to selected countries done by Feb 2005 ✓ Regional situation analysis completed by Mar 2005 ✓ National and regional workshops to obtain buy-in from member states held by Jul 2005 ✓ Final SARBS document produced by Oct 2005 ✓ Final draft SARBS approved by RPSC by Dec 2005 	<ul style="list-style-type: none"> • An operational task force with clear TOR • Record of meetings of Task Force • Signed contracts for the consultants • Mission reports • Regional situation analysis report • Draft SARBS document • National and regional workshop reports • Final SARBS document • RPSC meeting report • Inter-ministerial Committee and Council records 	<ul style="list-style-type: none"> • Programme Management Unit created at the SADC Secretariat on time. • Member states will cooperate with consultants • Differences in national priorities on biodiversity conservation and natural resources management can be resolved and a common approach agreed

Table 13: A common approach to Region 's biodiversity conservation and resources management agreed by SADC Members

Sub-Result 5.2: SADC member countries present regional and national level biodiversity conservation issues with a common approach at the CBD meetings and processes			
<p>Activities</p> <p>5.2.1 Support COP preparatory meetings by SADC</p> <p>5.2.2 Establish and support regional expert groups dealing with targeted COP decisions</p> <p>5.2.3 Establish a SADC framework for continued support country and regional preparation for the CBD activities after Programme completion</p>	<p>√ Preparatory meetings for COP held two month before the COP</p> <p>√ At least two regional expert groups established and operational by Nov 2004</p> <p>√ CBD activities mainstreamed in SADC programmes by Dec 2005</p>	<p>√ Preparatory meeting reports</p> <p>√ Expert group reports</p> <p>√ SADC programmes containing CBD activities</p>	<p>√ Governments agree to collaborate</p> <p>√ Governments continue honouring their commitments to the CBD and its processes.</p>

[i] GEF restructured in 2004 and this focal area was discontinued. Focal Areas since 2006: • BD: \$768 million in grants, \$959 million in co-financing, 130 countries, 108 new protected areas • CC: \$644 million in grants, \$950 million in co-financing, 120 countries, potential CO2 reduction of 123-196 million tones • IW: \$309 million in grants, \$1 billion in co-financing, 103 participating countries in 15 lake/river basins, 11 large marine ecosystems, and 5 global projects • LD: \$118 million in grants, \$252 million in co-financing, 87 participating countries including 47 in the Global LDC/SIDS LD Umbrella Programmed • POPs: \$32 million programmed covering 25 countries • Ozone Layer Protection: in CIS countries

[ii] SABSP PIR 2007, p. 3.

[iii] Marginally Satisfactory (MS)–According to the GEF criteria, project is expected to achieve most of its major relevant objectives but with either significant shortcomings or modest overall relevance. Project is not expected to achieve some of its major global environmental objectives or yield some of the global environmental efforts.

¹ The evaluator learned that after the transfer from UNDP Malawi the project was shadowed by a persistent uncertainty about the available project budget balance, with obvious implications in terms of project planning.

² See SABSP PIR 2007, p. 3.

³ Namibia had not endorsed the project at time of project submission but had been endorsed at the SABSP Regional Consultative Workshop in July 1999. It was resolved that a. GEF be asked to approve Namibia's inclusion on a no cost basis; b) that the current programme budget should cover the initial nine countries only and c. SADC-FSTCU with Namibia should seek co-financing to support Namibia's entry. Following this, SADC-FSTCU would request UNDP/GEF to ask GEF extend the programme budget to cover Namibia's involvement.

⁴ Demonstrated by the Centres of Excellence and the unexpected disapproval of their inception by the SADC Integrated Committee of Ministers (ICM) very late in the project (May 2007?).

⁵ This was confirmed during interviews with former project staff.

⁶ IE Swaziland's \$150,000 allocation to fight invasive plants–SADC closure report, pg. 3

⁷ See SABSP Mid Term Evaluation Report, pgs 11, 12

⁸ Same above - pg. 16

⁹ IUCN SABSP country audits report (200?),

¹⁰ Audit report (2005)

¹¹ Mid term Evaluation (2003)

¹² SABSP guidance note for TORs–NSCs and TAGs

¹³ The indicators provided to measure performance against the overall environmental goal, include the following:

- Rate of spread of invasive alien species reduced by 50 % and timeline June 2010
- Level of change in people's wellbeing caused by prevention and control-related activities and programme for selected communities by June 2010
- Improvement in access to biodiversity and sharing of its benefits amongst stakeholders by June 2010
- Noticeable reduction in the rate of biodiversity loss by December 2010

[iii] Marginally Satisfactory (MS)–According to the GEF criteria, project is expected to achieve most of its major relevant objectives but with either significant shortcomings or modest overall relevance. Project is not expected to achieve some of its major global environmental objectives or yield some of the global environmental efforts.

¹⁴ See questionnaires disseminated to project stakeholders – Last Annex

¹⁵ See indicator 6.c.iv in Annex 2

¹⁶ See questionnaire, South Africa response

¹⁷ 2006 PIR, pg. 4 – Outcome 1; indicator 3.c

¹⁸ See 2007 PIR, pg. 6. Indicator 4b

¹⁹ Indicator 3.2 – 4 nations which participated in Case Studies - Botswana, Namibia, South Africa, and Zimbabwe

²⁰ See Annex 2 – Indicator 15

²¹ See Annex 2 – Outcome 2

²² This should describe the quantitative indicator

²³ This should be a quantitative numerical value