**Workshop on Environmental Mainstreaming and Sustainable Development**

**Gaborone, Botswana:**

**Summary report on outcomes and recommendations**

**Organised by PEI Botswana in cooperation with MFDP, DEA/MEWT, UNESCO, Harare and IIED, London**

**April 11-13, 2011**

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**Participants:**

There were 31 participants (including resource persons) from various ministries, the private sector, Malawi, Zimbabwe and international organisations (Appendix 1).

**Objectives**

The workshop aimed to:

1. Raise awareness, appreciation and understanding of environmental mainstreaming and sustainable development.
2. Provide an overview of tools and methodologies for environmental, poverty-environment (PE) and sustainable development mainstreaming.
3. Introduce participants to the various categories of mainstreaming tools for application in development planning, environmental management, and sustainable development, and explore opportunities for their application in Botswana.
4. Define further training and capacity building needs for environmental, PE and SD mainstreaming.
5. Identify changes that may be needed to the NSSD Roadmap including steps, actions and time schedule, and develop actions for the effective participation in the Rio+20 Summit preparations and negotiations.

**Programme**

The workshop included a mix presentations and discussions in plenary and working groups. The first two days focused on environmental mainstreaming, and the final day on sustainable development and the National sustainable Strategy Process (the programme is provided in Appendix 2).

**Notes on Poverty Environment Initiative (PEI-Botswana**

* The programme document was signed in 2010. Team now in place
* Project duration, Phase 1: 2 yrs
* Developed communications strategy. – recruiting communications specialist.
* Making presentations to key government committees.
* Started introducing PEI programme
* 2009 – undertook institutional analysis 2009 – detailed understanding of key policy, planning and institutional processes in order to understand institutional capacity, gaps and shortcomings and to identify PEI entry points for poverty and environment.
* Produced a Brief – joint GOB, UNDP (Botswana), UNDP/UNEP PEI project document (Jan 2010).
* Will develop mainstreaming guidelines, and support capacaility-building and training, eg on Tools, EIA, SEA.
* Conducted consultations with stakeholders – government departments, CSOs, Parliament Office, media, public debate.
* Commissioning study on contribution of natural resources to the economy.
* Undertook Poverty and Social Impact of ISPAAD (Integrated Support Programme for Arable Agricultural Development – Ministry of Agriculture) subsidises people to cultivate land with aim to increase food production and move people out of poverty.
* Many sectors are realising that they can make sectoral plans more economically viable than currently (eg Water Affairs – looked at dam development).
* Noted that new Environmental Management Act passed by parliament that day. Includes commitment to use of SEA.

**Drivers and constraints to environmental mainstreaming**

Participants identified the following drivers and constraints:

*Drivers*

DEA/Ministry of Environment

NGOs – eg Kalahari Conservation Society, Environmental NGOs

(Malawi – human rights NGOs)

Ministries of finance and minerals

Communities/local people

Media

Global conventions/organistaions (UN)

Bilatral aid agencies

Religious leaders

Politicians (Minister of Environment) – *if it benefits them*

Government in general

*Constraints:* politics, power, emotions, environment is not ‘sexy’.

**Environmental mainstreaming experience to date in Botswana**

There is a rich array of experience and practice relating to the environment in Botswana on which to build. Examples include:

* National Conservation Strategy (1983)
* EIA (initiated 1991) / SEA [now in new EIA Act but without detail to make it effective, eg standards]
* Land use planning / physical planning /land tenure / Protected areas
* NCSA (now = Department of Environmental Affairs)/ DEA action plan
* Sector plans (mining) [tax incentives for rehabilitation]
* National Biodiversity Strategy & Action Plan (NBSAP)
* Integrated development planning
* Ecosystem planning (ODPM, MNPMP)
* Environmental keynote paper (NDP IX and X)
* Natural resource accounting (water, minerals, livestock)
* Nantiaonal Development Plan audits
* Community Based Natural Resource Management
* National Environment Fund + other funds
* Environmental standards
* Polices and plans (wildlife, tourism, CBNRM Policy, etc)
* Eco-tourism strategy and eco-certification for tourism/safari companies (voluntary)
* ISO standards (private sector)
* Disaster management
* Parliamentary select committees (Environment and Natural Resources, Climate Change)
* Legislation (eg Environmental Management Act 2011), Meteorological Services Act, Wildlife, Tourism, Waste Management)
* State of Environment Report for Botswana (now Environmental Outlook)
* Environmental Management Systems
* Retro fitting energy + water friendly devices
* Reform of Building Regulations
* Climate proofing
* Market-based instruments / fiscal reform – resource royalties, levies (eg on plastic bags), fines, incentives, etc.
* Environmental research strategy – draft
* Ecological (Environmental) Reserve (in Water Bill) – setting aside minimum amount water needed to keep natural ecosystems functioning, eg as wetland

**Some case examples of environmental mainstreaming in Botswana**

1. Framework Management Plan for Makgadikgadi Wetlands System

The Department of Environment Affairs (DEA) (Ministry of Environment, Wildlife and Tourism) has developed a Framework Management Plan for Makgadikgadi Wetlands System, covering the Sua and Ntwetwe pans in north-east Botswana. The aim is to improve people’s livelihoods through wise use of the wetland’s natural resources. The idea was based on the success of the Okavango delta management plan (ODMP).The area has a range of development and environmental challenges:

* Poverty and livelihoods insecurity
* Lack of understanding of resource trends
* Sectoral management, different land tenure regimes, insufficient coordination
* Resource degradation
* Fragmented institutional responsibilities
* Growing number of sectoral and resource conflicts
* Scarce water resource and water quality

Current development activities and organizations active in the area include:

* Soda ash and diamond mining
* Two national parks and several Wildlife Management areas (WMAs)
* Community Based Organizations
* Luxury tourist camps and lodges
* Heritage and archaeological sites
* Majority of the population is rural and relies on subsistence livestock and crop production.

The process of developing the plan took into account sustainable development, livelihoods and ecosystems; and involved public-private sector partnerships, multidisciplinary and integrated approaches. The process included:

* Inception (Nov – Dec 2009) and detailed studies (ecology, hydrology, wildlife, economic valuation, tourism and policy environment).
* Potential scenarios for the area were developed and valuated using Multi-Criteria Analysis (MCA)
* Analysis and plan component development (Jan-July 2010)
* Synthesis and plan development (Aug – Oct 2010)
* MFMP launch scheduled for the 4th June 2011 (World Environment Day).
1. Environmental assessment

In 1990, Parliament adopted an EIA policy and this was followed by several EIAs being undertaken for major projects. Although there was no EIA Law at this time, EIA was required under sectoral legislation (e.g. Section 65 (2) of the Mines and Minerals Act of 1999, requires an applicant to submit a comprehensive EIS as part of the project feasibility study report with the application for the licence).

EIAs were undertaken on an ad hoc basis as a result of ministerial decisions or to comply with donor requirements.

EIA legislation was enacted in 2005, providing for the establishment and strengthening of EIA in the decision making process, and also to ensure that the environmental implications of policies, programmes and projects, are evaluated before approval. The law specifies the general framework to be implemented through statutory orders and regulations from the Minister of Environment, Wildlife and Tourism.

The Department of Environmental Affair’s (DEAs) is the Competent Authority for EIA. It administers the EIA Act through reviewing and authorising EIA terms of references and EIS before the issuance of planning permissions proposed development activities by Licensing Authorities such as the Department of Mines, Councils, Town and Country Planning Board and the National Industrial Licensing Authority, etc.

The table below lists examples of projects with and without EIAs and their associated key issues.

|  |  |  |
| --- | --- | --- |
| **Project** | **EIA status** | **Issues / comment** |
| Trans Kalahari Highway | Carried out | appropriate mitigation: wildlife corridors, no fencing |
| North-South Water Carrier | Carried out | Appropriate routing including environmental and socio-economic factors |
| BUIST | Carried out | Issues related to treatment and discharge of sewerage |
| Gweta Hospital | Carried out | Location of sewage ponds on top of aquifer that supplies water to the hospital location |
| Gantsi Landfill |  | location of landfill on top of aquifer that supplies water to the village |
| Serowe sports complex |  | located on black cotton soils |
| Ramotswa wellfield | No EA | Pollution of underground aquifer (cumulative impact). SEA could have avoided the probelm |
| Gaborone Dam Catchment Area | SEA carried out | appropriate location and type of activities within catchment area |
| Mmamabula Development Plan  | SEA carried out |  |
| Regional SEA of coal fired power stations and related mines in the Botswana – some on South African side of border | SEA planned (World Bank support) | SEA planned. Prevailing wind will blow pollutants towards Botswana.  |

Under the EIA, directives have been issued (on what?), and initiatives undertaken to raise EIA awarenmess (meetings held with various institutions to explain the Act;s requirements: BHC, DTRP, TCB, DEBES, Councils, Land Boards, Oil Industry, Association of Surveyors, Schools, etc) - led by EE. Exhibitions at fairs – led by EE (still on-going). Training has been providedfor government officers on ISO 9001, 14001 and OHSAS 18001, and on EIA, SEA and report review methodologies.

The following statistic indicate the level of EAactivity:

* Screening and processing of submissions
	+ - Total PEIA processed at H/Qs = 3777
		- Exemptions = 1905
		- EMPs = 545
		- EIAs = 1197
		- SEA = 130
		- These figures exclude information/documentation contained in old files at the registry
		- Several other PEIAs/EMPs/EISs/SEAs now being processed at DEA District offices

* EIA Guidelines developed and printed – distribution ongoing
	+ General guidelines developed – includes:
		- Structure and content of EIS
		- Structure and content of EIA ToR
		- Guidelines for scoping exercise
		- Guidelines and procedure for the manner of holding public meetings
		- Guidelines and format for monitoring
		- Guidelines and format for auditing
	+ Sector guidelines developed – not printed due to inadequate funding

An Environmental Impact Assessment Report Tracking and Document Management System (ERTDMS) has been set up to help DEA track reports and to ensure that assessments are completed within agreed timelines.

Continuing challenges include:

* + Lack of institutional capacity to facilitate the implementation of EIA by other Sectors; and by DEA at both HQ and District level;
	+ Gaps in the EIA Act and emerging issues such the need to regulate the conduct of consultants registered and certified under this Act and the charges for their services;
	+ Lack of legal basis (Regulations) to adequately enforce the EIA Act;
	+ Concerns that EIA is costly and delays projects implementation;
	+ Conflict of interest and lack of transparency in carrying out EIAs;
	+ The use of EIA as a tool for obtaining development permission and other licences;
	+ Inadequate quality of reports;
	+ In ability of other Technical Departments to comments on reports on time;
	+ Inadequate monitoring by Technical Departments and auditing by DEA
	+ Conflict of interest by government (means ??)
	+ Independence of Security, Health and Environment (SHE) Officers

An amended EIA was approved by Parliament on 11th April 2011 that addresses some of these concerns.

The Act also enables the establishment of the Botswana Environmental Assessment Practitioners Association (BEAPA) to regulate the conduct of EIA consultants, including their professional fees.

(c) Debswana’s Environmental management system

Environmental management efforts are governed by ISO14001. Debswana is now going through its 3rd cycle of certification. This is part of the wider approach of the de Beers family of companies. Commitment of top management is critical. An EMS is used to monitor/track EIAs and EMPs.

EIAs have been undertaken for two large projects before the EIA law came into force: Orapa expansion and Lletlakane mines. Debswana has developed a computer-based tool to help manage Botswana legislation and environmental legislation. This contains all impacts, objectives targets and EMPs, document control and monitoring activities. All actions are linked to a responsible person in each department, and the Head of Department can access to check. All incident are logged in – and, if investigated, reports and actions are included. The register can be searched by aspects and hazards. The web resource also contains a SHE (Security Health and Envir) Register. A lot of training has been provided to raise competence and awareness. Debswana has simulated emergency preparedness (for a train accident). It undertakes regular monitoring and measurements, eg environmental dust, water quality, energy use, compliance (ie with drinking water standard), checking and corrective actions. Periodic internal and external audits are also carried out. And an annual review of performance is conducted.

Debswana have also developed the following standards and guidelines.

|  |  |
| --- | --- |
| **Lifecycle Planning**  | * Developed a Project and exploration guidelines
* Implementation of the Social Impact Assessment Tool ( SEAT) to incorporate into our Closure Plans
 |
| **Biodiversity**  | * No exploration or mining takes place in World Heritage Sites
* All rehabilitation that can be implemented concurrently with mining is complete
* Both operations have private game parks, which provide recreation, environmental education and conservation.
* Development of Biodiversity Action Plans
 |
| **Water** | * No water used unless demonstrably required
* Water management Strategy Developed
* Compliance to water standards
 |
| **Climate Change** | * Energy Strategy has just been developed and signed of by MD
 |
| **Pollution Prevention & Waste Management** | * Non-hazardous or lower hazard alternatives have replaced all high risk hazardous substances are managed with developed procedures
* f operations manage effluents, wastes, emissions and hazardous substances to prevent pollution
* Waste management plans developed
 |
| **Environmental Reporting** |  operations report on environmental indicators to track performance and compliance |

Ongoing challenges include maintaining certification, the managment of contractors’ implementation of EMPs from EIAs carried out for projects, and EIA processes delaying projects.

Debswana’s efforts have led to raise environmental awareness. More is now being demanded from suppliers such as meeting minimum requirements, eg attention is now paid to where cars are bought from and what suppliers do regarding the environment and safety, waste management, etc., and their behviour is starting to change.

**Summary overview and conclusions on developing a National Sustainable Development Strategy**

Participants recalled that sustainable development was first defined in the 1987 report of the World Commision on Environment and Development (the Brundtland Commision) as *“development which meets the needs of the present without compromising the ability of future generations to meet their own needs”*. To consider how to achieve this goal, the UN organized the Summit on Environment and Development (the Earth Summit) in Rio in 1992. Here nations agreed the Agenda 21 accord in which they committed to develop National Sustainable Development Strategies (NSSD). This commitment was reconfirmed at the follow-up World Summit on Sustainable Development in Johannesburg in 2002.

To achieve the above vision of sustainable development (SD), it must be economically viable, environmentally sound and socially fair. It requires that the objectives a country sets for the economy, society and environment are balanced where possible - through mutually supportive policies and practices, and trade-offs sought between these objectives where balance is not possible. And this means making choices and taking hard decisions.

But it was concluded that there remains a fundamental lack of understanding – at all levels - that this is what SD is really about, and widespread lack of awareness of how the environment underpins the economy, livelihoods and wellbeing. As a result, progress towards SD in Botswana has been very limited. Development and actions continue to be encouraged and allowed that progressively degrade the environment and takes the country away from SD.

Particiapants reached consensus on a range of critical needs:

* to increase efforts to ***raise awareness*** about SD and the critical role of the environmental;
* to secure ***political and societal commitment*** to SD without which progress cannot be made: SD cannot be achieved by government all – all stakeholders (in government, private sector and civil society) have critical roles to play and must work together;
* to establish a high-level multi-stakeholder ***steering body*** to oversee the development of an NSSD. It was recommened that this be chaired by the Vice President with membership at PS level and respresentation from the private sector, paraststals, NGOs/CSOs, etc.
* to establish an ***NSSD Secretariat*** – guided by and responsible to the Steering Committee – to coordinate and manage the overall process of developing and implementing an NSSD. This will require staffing with a team with the relevant skills (economic, environmental, social, communications, analytical, etc) and an operational budget. It was recommended that the Secretariat be located as part of the National Strategy Office in the Office of the President – to give it weight and coordinating authority;

A key early step will be to build consensus on an overall ***vision*** for the sustainable development of the country and agree how to get there. But we do not need to start from scratch in developing an NSSD. ***Much is already in place*** in terms of structures/institutions, legislation and legal instruments, policies, plans, strategies, investment plans, etc. The NSSD should provide an ***overarching umbrella*** to cement and build on the synergies between these elements, to identify and plug gaps, and to smooth the inconsistencies and conflicts between them.

**Appendix 1: Participants List**

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| --- | --- | --- | --- |
| **Name** | **Organisation** | **Contact** | **Email** |
| Ignatius K. Oarabile | Ministry of Agriculure | 3689027/3901070 | ioarabile@gov.bw |
| Margaret B. Mabjeng | MEWT | 3647982 | mmabjeng@gov.bw |
| Catherine Matongo | Ministry of Labour and Home Affairs | 3611166 | cmatongo@gov.bw |
| Rapelang Mojaphoko | MEWT | 3647919 | rmojaphoko@gov.bw |
| Emmanuel B. Kondowe | Malawi National Commission for UNESCO | 2651755194/144 | mnatcom@broadbandmw.com |
| Tshwaragano I. Mmereki | MFDP | 3950347 | timmereki@gov.bw |
| Guy Broucke | UNESCO | +265 776775 | g.broucke@unesco.org |
| Carl Bruessow | MMCT | +265 999935920 | carl@mountmulanje.org.mw |
| Lebogang Seitshiro | Environmental Consultant/Researcher | +263 774409191+267 72140042 (in Botswana) | lseitshiro@yahoo.com |
| Dube Alfred | Zimbabwe National Commission for UNESCO | +263 772487400 | alfred.dube24@gmail.com |
| Adonis Ntuli | Ministry of Economic Planning, Zimbabwe | +263 4 794013 | atntuli@gmail.com |
| Kutlwano Sebolaaphuti | MFDP – FPPC | 3950191 | ksebolaaphuti@gov.bw |
| J. Manga | DEA | +3902050 | jmanga@gov.bw |
| M. Ngakane | MLH | 3682000 | mngakane@gov.bw |
| Marea Mabina | MLH | 3682054 | mrmabina@gov.bw |
| Gertrude Kelebamang | DAPCMoA | 3689608 | gkelebemang@gov.bw |
| Selelo Alec Thuto | MKDP/EFPD | 3950256 | sthuto@gov.bw |
| Kakanyo Fani Dintwa | CSO | 3691398 | kfdintwa@gov.bw |
| Mokganedi Ntana | DEA | 3644621 | mntana@gov.bw |
| Phineas Kgosimotho | MTSC | 3682687 | pkgosimotho@gov.bw |
| Mmapula C. Keaiketse | Debswana Head Office | 3614206/71466816 | mkeaiketse@debswana.bw |
| D.B. Dalal-Clayton | IIED, London |  | barry.dalal-clayton@iied.org |
| Themba Kalua | PEI Africa |  | themba.kalua@unep.org |
| Anne Nielsen | PEI Africa |  | Anne.Nielsen@unpei.org |
| Boatametse Modukanele | PEI Botswana | 3671350 | b.modukanele@undp.org |
| Audrey Tembo | PEI Botswana | 3671350 | Audrey.Tembo@undp.org |
| Rudd Jansen | PEI Botswana | 3671350 | rjansen@gov.bw |
| M.B. Motlhako | MFDP | 39002756 | mmotlhako@gov.bw |
| Benny Mdluli | MMERW | 3956626 | bmdluli@gov.bw |
| Steve Monna | DEA | 3913655 | smonna@gov.bw |
| Gertrude Ngenda | UNEP/ROA | +254 7166 02358 | Gertrude.ngenda@unep.org |

**Appendix 2: Programme**

**Day 1**

***Morning:***  What is environmental mainstreaming? – Introduction to the basics, lessons and principles, etc.

* Welcome and introductions - *Rapelang Mojaphoko – Deputy Permanent Secretary MEWT*
* Official opening - *Disikalala Gaseitsiwe – Deputy Secretary MFDP*
* PEI Botswana and poverty-environment mainstreaming - *Boat Modukanele – Programme Manager PEI Botswana*
* Why mainstream the environment? - *Barry Dalal-Clayton – IIED, London*
* How to mainstream the environment - *Barry Dalal-Clayton – IIED, London*

***Afternoon***: exchange of experience of environmental mainstreaming in Botswana; what has worked (success stories), how it was undertaken, etc. (presentations and facilitated discussion)

* Environmental mainstreaming in Botswana – overview presentation- *Ruud Jansen – CTA PEI Botswana*
* EM Botswana case presentations
* Environmental Assessment - EIA / SEA - *David Aniku – MEWT-DEA*
* Ecosystems – Okavango / Makgadikgadi -*Mokganedi Ntana –MEWT-DEA*
* Environmental Management at Debswana - *Mmapula Keakitse – Debswana*
* Discussion of key lessons learned and issues requiring further exploration

**Day 2**

***Morning*:** Tools and approaches to environmental mainstreaming

* Recap on Day 1
* Feedback on key lessons learned and issues requiring further exploration
* Working Groups on (a) EM approaches/tools to build on, and (b) gaps to be addressed –followed by feedback and plenary debate

***Afternoon:*** Tools and approaches to environmental mainstreaming (presentations/discussion)

* Man-and-Biosphere Programme as an environmental mainstreaming tool *- Guy Broucke (UNESCO)*
* Planning for and managing a Biosphere Reserve: the case of Mt Mulanje, Malawi - *Carl Bruessow (Mt Mulanje Biosphere Reserve)*
* Strategic Environmental Assessment (SEA) – *Barry Dalal-Clayton (IIED)*
* Public Environmental Expenditure Review (PEER) - *Barry Dalal-Clayton (IIED)*

**Day 3:** linking EM with sustainable development and moving forward to develop an NSSD

* Sustainable development in Botswana: CSD, Rio+20 and NSSD – overview - *Steve Monna MEWT-DEA*
* Roadmap to an NSSD for Botswana – *Barry Dalal-Clayton (IIED)*
* Key initial steps in developing an NSSD for Botswana – working groups and feedback

Closure