United Nations Environment Programme

Final report of the UNEP-GEF subproject GF/2200-97-52 on enabling activities for the preparation of initial national communications related to the United Nations Framework Convention on Climate Change: South Africa

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Contents

Abbreviations

CDM	Clean Development Mechanism
CIDA	Canadian International Development Agency
COP	Conference of the Parties (to UNFCCC)
DEAT	Department of Environmental Affairs and Tourism
DME	Department of Minerals and Energy
DPDL	Division of Policy Development and Law (UNEP)
DST	Department of Science and Technology
DTI	Department of Trade and Industry
ESKOM	Electricity Supply Commission (South Africa)
GCM	global climate model
GHG	greenhouse gases
GTZ	Gesellschaft für Technische Zusammenarbeit – German Agency for Technical Cooperation
IPCC	Intergovernmental Panel on Climate Change
LEAP	long-range energy alternatives planning system
MARKAL	market allocation
NCCC	National Climate Change Committee
NORAD	Norwegian Agency for Development Cooperation
NRF	National Research Foundation (South Africa)
SADC	Southern African Development Community
STAP	Scientific and Technical Advisory Panel (GEF)
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNIDO	United Nations Industrial Development Organization
UNITAR	United National Institute for Training and Research
USAID	United States Agency for International Development
USCSP	United States Country Studies Programme
USIJI	United States Initiative on Joint Implementation
WSSD	World Summit on Sustainable Development

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I. Executive summary

1. The project was implemented under the auspices of the Department of Environmental Affairs and Tourism at the Ministry of Environment and Tourism of South Africa. The project was envisaged to run from July 1998 to June 2000. UNEP support for implementation of the project was rated as being generally unsatisfactory.

2. The project was implemented through a project manager at the Department of Environmental Affairs and Tourism under the direction of a subcommittee of the National Climate Change Committee specially constituted for this purpose. Under this subcommittee, a national study team was established for various studies. There was a limited involvement of women in the project.

3. The enabling activities project in South Africa was implemented concurrently with support on climate change studies from the United States Country Studies Programme (USCSP) and the German technical cooperation agency Gesellschaft für Technische Zusammenarbeit (GTZ). The project was carried out under very limited training of the technical team members.

4. The total Global Environment Facility (GEF) funding available for the South Africa Enabling Project was $321,000, but only $125,700 was disbursed from United Nations Environment Programme (UNEP) and the rest of the funds were not claimed for reasons discussed in this report.

5. Monitoring of project implementation was largely through reports from various task teams to the specially constituted subcommittee, which in turn reported to the National Climate Change Committee. The Climate Change Committee was the mechanism through which reporting was done to UNEP through the project manager at the Department of Environmental Affairs and Tourism.

A. Project constraints

6. Major implementation constraints included formulation of appropriate terms of reference for technical experts, data gathering, integration of individual study reports and finance management.

7. Preparation of the national communication was completed by 2000, but for political reasons, submission of the national communication was delayed until November 2002.

B. Project impact and sustainability

8. South Africa does not have a specific climate change policy, but has a unique opportunity for incorporating climate change into policy planning because most of the national policies in the country are still undergoing changes following the democratic elections of 1994.

9. Some of the development policy plans in which climate change issues have been featured significantly include the government white paper on renewable energy of 2003 and the integrated energy plan also of 2003. The Department of Minerals and Energy will soon be releasing the Energy Efficiency Strategy, another area where climate change will be taken into consideration.

10. An air quality bill that will include greenhouse gases (GHG) reporting is being considered. Currently, there is a government-industries initiative on GHG monitoring, including reporting of GHG emissions, appliance labelling, energy management practices in the industry, solar water heating among others.

11. In October 2004, the Department of Environmental Affairs and Tourism launched the National Climate Change Response Strategy, which is envisaged to create further opportunity for government departments and other relevant stakeholders actively to integrate climate change into development planning.

12. The fact that South Africa participates so actively in climate change negotiations and that its delegates are so well informed may be attributed to the reports of the climate change projects, including the enabling project. This level of commitment and interest is also reflected in such matters as the willingness of decision makers to sign climate change related international treaties and conventions, the hosting of the World Summit on Sustainable Development, the chairing of the Contact Group on articles 5 and 8 of the Framework Convention on Climate Change and others.

13. Most of the Department personnel that were involved in the enabling project have moved to other areas of employment, with the result that at least ten people who were highly qualified in climate change issues have since left. This has resulted in very little capacity within the Environmental Agency to carry out a similar project. At the time this evaluation was conducted the Department was in the process of recruiting four people to join the climate change section.

14. The long-term strategy of the Department of Environmental Affairs and Tourism aimed at building an enabling environment to deal with climate change issues includes recruitment of more staff and developing capacity widely within the agency though in-country training for sustainability instead of among a few qualified staff, developing a GHG reporting format for various sectors and the strengthening the national climate change committee.

15. The overall project performance was rated as good.

C. Recommendations

1. Internal communication

16. The Department of Environmental Affairs and Tourism should formerly convey the recommendations given in the initial national communication to the relevant department and institutions for consideration and corresponding policy planning. Such communications could cover all aspects of recommendations, from mitigation options, institutionalization of preparation of the national communication and related studies to management of the process. Needless to say, the Department would have to be the first to follow up on recommendations intended for its attention.

2. GHG inventories

17. An urgent need exists for an inventory database in the country. The determination of appropriate emission factors for local conditions and recognition of these in future Intergovernmental Panel on Climate Change (IPCC) guidelines is an issue requiring attention. This is particularly important in respect of the need to establish baselines for potential Clean Development Mechanism (CDM) projects under the Kyoto Protocol.

18. The low level of certainty attributed to emission data from some sectors needs to be addressed. It is believed that sound institutional arrangements will facilitate improvements in the levels of certainty, as these arrangements will ensure continuity thus building on an institutional knowledge base rather than establishing a new one for each inventory.

3. Vulnerability and adaptation

19. The vulnerability and adaptation assessment undertaken as part of the South African country studies programme should be regarded as the foundation for progressing to stage two adaptation studies.

4. Mitigation options

20. The preliminary investigation into potential mitigation options needs to be extended to include more specific macroeconomic modelling to evaluate the impact of different measures on the economy. Appropriate tools to model impacts and consequences of climate change need to be developed.

5. Capacity-building and development in government departments

21. Increased awareness on climate change issues within government departments needs to be created through personnel training programmes. Interaction of government personnel with other experts both within and outside the country should be encouraged, and policies and

directives that impede such interactions should be evaluated for reconsideration. In addition, better accessibility to reports and documents is necessary.

22. To facilitate improved awareness of climate change in government departments and among the general public in the country, it is recommended that South Africa host a meeting of the Conference of Parties in the near future.

23. A permanent intergovernmental technical structure should be established to ensure a sustainable approach to the coordination and preparation of future national communications. It was mentioned that there was to be a Cabinet memorandum assigning specific responsibility for various aspects of the Framework Convention on Climate Change. This initiative has to be followed through.

24. In line with the Cabinet memorandum, South Africa may wish to refocus on the focal area for climate change, at least for some of the activities. The defection of personnel from the Department of Environmental Affairs and Tourism who deal with climate change is often due to the diversity of their skills, and not necessarily the climate change skills. One may therefore wish to put climate change issues where they are highly related to the core profession of the staff for example, the South African Weather Service. This would ensure permanency of capacity built within the same institution. Meteorology is a highly specialized area, and it is well linked to climate change. It would therefore be very unlikely for staff at the South African Weather Service skilled in climate change to want to relocate to areas of employment that have nothing to do with meteorology or climate change.

6. Effective project management and coordination

25. The set-up of a proper and efficient communication system between UNEP and project management should be a prerequisite for future similar projects.

26. For the second national communication, frequent meetings between the subcommittee of the National Climate Change Committee and the technical teams should take place in order to ensure expedited completion of project activities. In addition, it is necessary when setting up such technical subcommittees to ensure they include members with relevant expertise that can provide backstopping support to the committee.

27. In the future, preparation of terms of reference for the studies should be the task of the project coordinator not the consultants.

7. Effective financial management and accounting

28. UNEP should request and receive the results of the audit report, mentioned as under preparation at the time of this evaluation. The Department needs to follow up on this matter and the subsequent preparation and submission of a final financial report to UNEP.

29. In future projects a simple and transparent system by an agency determined by the Department should be put in place well before implementation of the studies.

30. UNEP needs to ensure a proper fund management system has been set up before making the first disbursement of funds.

8. Future UNEP support on enabling activities

31. For the second national communication UNEP should ensure that terms of reference are developed for individual project activities. This measure would provide a first quality check on completeness of the project activities. UNEP could easily do this based on a bank of information from similar studies in other countries.

32. It is also recommended that, rather than waiting until the end of the project to evaluate them, UNEP could assist directly in defining a satisfactory structure for such projects, and this structure would then be modified in accordance with country circumstances. This would require a direct interaction by UNEP with the South African focal point on climate change. This, however, might necessitate the strengthening of the UNEP unit that deals with assisting in preparation of national communications. UNEP could also make use of the Framework Convention on Climate Change roster of experts, whereby experts could be contracted to provide technical backstopping for certain countries, depending on capacity.

33. In line with internal policy on international travel for government personnel, it was felt that UNEP needs to give enough time when inviting participants from South Africa to participate in training workshop or seminars.

34. The concern that UNEP has for effective implementation of enabling projects should also encourage the organization to facilitate the sharing of experience and knowledge among experts from different countries by bringing them together through workshops and seminars. It was reported that there was very limited training of the technical team members. This area needs to be properly addressed for subsequent national communications.

9. Overcoming data problems

35. In the future players in both industries and the Government should be educated through workshops about the nature of information required for national GHG inventories and why the revealing of such data cannot constitute a threat to industries or the Government.

36. To that end, attention should be given to institutionalizing the preparation of GHG inventories and national communication. In order to facilitate the preparation of future communications, more permanent institutional arrangements need to be established. Institutional arrangements for preparation of national communications would need to start by transforming the collection of GHG data into a continuing process rather than a one-off requirement. From there, issues of inventory preparation would need to be properly mapped out, in addition to the current effort on corporate GHG inventory reporting.

37. Appointments and designation of well-resourced technical coordinators and technical focal points or a secretariat with a clear set of mandates for the preparation of national communications could prove to be very useful in preparing future national communications. Issues to be tackled would include who undertakes it, how it relates to central policymakers and other stakeholders, level of effort, budgeting and staffing, regulatory framework, integration with other national reporting systems related to climate change, among others.

II. Introduction

A. National circumstances

38. South Africa is a developing country located in the southern end of Africa. In 1999 it had a population of about 43.1 million people, with a 2.1 per cent annual growth rate, living on a land area of 1.2 million square kilometres. Its economy is highly hinged on energy production and use, with fossil fuels coal dominating more than 90 per cent of the primary energy demand. Coal provides 75 per cent of the fossil fuel demand and accounts for 91 per cent of electricity generation.

39. The climate in South Africa is generally warm and dry, with winter temperatures falling to below 0° C in some places, and maximum summer temperatures above 35° C in most places. It has a wide expanse of ocean on its borders, the Indian and Atlantic oceans, with a combined coastline stretch of 3,751 kilometres.

B. Climate change initiatives and activities in South Africa

40. In 1994, the year of the democratic elections, South Africa set up a National Climate Change Committee as an advisory body to the Minister of Environmental Affairs and Tourism to guide the Government on issues of climate change, at both international and national levels. In August 1997 the South African Government ratified the United Nations Framework Convention on Climate Change, and in July 2002 signed the Kyoto Protocol.

41. In order to fulfil its obligation under the Framework Convention on Climate Change, the South African Government embarked upon a number of projects that were related to a broad understanding of issues around climate change, including projects that were related to climate change capacity-building.

C. Background to the enabling project

42. The South African Government undertook the enabling activities for a first national communication to the Framework Convention on Climate Change, under funding from the Global Environment Facility (GEF) through the United Nations Environment Programme (UNEP). The project was implemented under the auspices of the Department of Environmental Affairs and Tourism at the Ministry of Environment and Tourism of South Africa.

43. The objectives of the Project were to carry out the following activities:

(a) Update the GHG inventory for the year 1994;

(b) Identify and assess mitigation options;

(c) Develop a comprehensive vulnerability assessment for various sectors;

(d) Identify stage I adaptation options;

(e) Build capacity to integrate climate change concerns into planning;

(f) Raise public awareness and provide other information.

44. The six major activities of the project were expected to attain specific outputs. In certain instances, the outputs were to provide an input to the compilation of the South African initial national communication.

45. Implementation of the enabling project in South Africa was envisaged to run from July 1998 to June 2000.

III. Enabling activities project evaluation

A. Scope and objectives

46. The objective of the evaluation exercise were as follows;

(a) To compare planned outputs of the project to the actual outputs and assess the steps taken to follow-up in the country in view of maintaining the capacity built;

(b) To highlight the lessons learned from the implementation of climate change activities and assess the appropriateness of this project in meeting the longer-term objectives of the country, UNEP, GEF and the Framework Convention on Climate Change);

(c) To review the national institutional and technical capacity built by the UNEP/GEF project and its linkages established with related existing activities in the country, such as the United States Country Study Programme (USCSP) and, in particular, GTZ;

(d) To recommend corrective and other practical steps required to strengthen and improve the institutional framework, specifically to ensure successful implementation of the following activities;

(e) Official submission of the initial national communications to the Framework Convention on Climate Change;

(f) Phase II climate change enabling activities to assess technology needs;

(g) Participation in regional climate change projects such as capacity-building for systematic observation systems and development of local emission factors.

B. Methodology of evaluation

47. The methodology employed in carrying out the evaluation involved the following activities:

(a) Review of background information, including enabling activities project proposal,

(b) Enabling activities implementation plan, initial national communication, individual reports under enabling activities project and other relevant reports;

(c) Interviews with project implementers, including, project coordinator(s), Framework Convention on Climate Change;

(d) Focal point, members of the National Climate Change Committee, government departments, policy makers, academics, industry representatives, research centres, non-governmental organizations, and other relevant stakeholders;

(e) Interviews with policy makers in different government departments;

(f) Report preparation.

C. Structure of the evaluation report

48. The present evaluation report comprises seven main chapters. Following the executive summary, the introduction gives the national circumstances and initiatives on climate change, followed by an overview of the evaluation of the enabling project in chapter III. Chapter IV deals with implementation aspects of the enabling project, and gives a general overview of the project reports. Chapter V considers the impacts of the project in South Africa, and these are followed by a review of the impact of the enabling project, in chapter VI, and the evaluation findings and recommendations in chapter VII. The last part of the report consists of annexes, including a list of interviewees, participants in the enabling project and questionnaires used in the evaluation exercise.

IV. Implementation of the enabling activities project

A. Appropriateness of the project

49. By ratifying the Framework Convention on Climate Change in August 1997, the South African Government basically agreed to fulfil all commitments under the Convention. One such commitment, in accordance with the Convention's article 4, is to develop, periodically update, publish and make available to the Conference of the Parties, in accordance with article 12, national inventories of anthropogenic emissions by sources and removals by sinks of all GHGs not controlled by the Montreal Protocol, using comparable methodologies to be agreed upon by the Conference of Parties.

50. South Africa, like most other countries, is quite vulnerable to climate change impacts. The energy intensive economy puts South Africa under the top 20 GHG emitters in the world. South Africa was one of the last countries to ratify the Framework Convention on Climate Change, and because of its previous isolation due to apartheid policy, probably the most ill prepared to deal with the issues at international, regional or country levels.

51. The importance of South Africa's involvement in initiatives to address the causes and impacts of climate change cannot be overemphasized, and the enabling activities project was a timely input to boost South Africa's involvement, understanding and responsibilities in matters pertinent to climate change and its impacts.

B. Institutional framework and financial matters

52. UNEP-GEF funding for the enabling project in South Africa was based on the "GEF operational guidelines for expedited financing of initial communication from non-Annex 1 Parties (February 1997)". The official commencement date of the project was July 1998. In South Africa the project was managed by a project manager under the direction of a subcommittee of the National Climate Change Committee, which was specially constituted for this purpose.

53. The subcommittee comprised three members of the National Climate Change Committee, who provided direction and guidance to the project management and reported on progress to the Committee. The subcommittee was made up of representatives from different sectors. Under this subcommittee, a national study team was established. This national study team consisted of members both with and without relevant expertise and experience. This approach facilitated capacity development for future implementation of climate change activities. Four technical study teams were formed in the areas of GHG inventory; vulnerability and adaptation; mitigation and research and development.

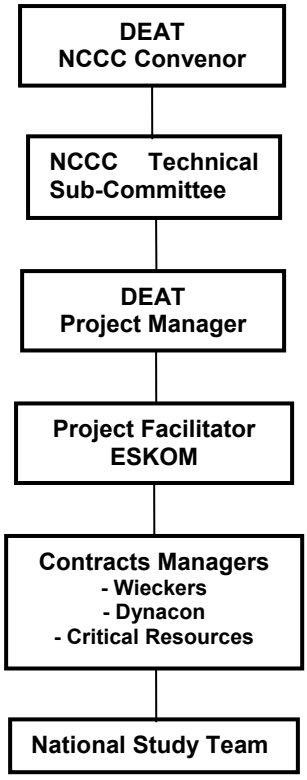

Figure 1: Project implementation structure

54. Figure 1 above shows the coordination structure for implementation of the enabling project. The organizational structure was not hierarchical in nature but rather facilitative in nature. The Department of the Environmental Affairs and Tourism, for example, did not have any hierarchical authority over ***the*** Electricity Supply Commission (ESKOM) as the project facilitator.

55. The institutional set-up for the project was therefore in place to coordinate implementation of the various project activities. The set-up of the project coordination team was a smooth and transparent operation facilitated by the National Climate Change Committee. This set-up was quite appropriate for providing feedback through the technical subcommittee to relevant stakeholders. Some respondents to the evaluation questionnaires felt, however, that the coordination set-up failed to involve all the relevant stakeholders in the different sectors of the climate change studies and activities, and that they were not even aware that such a programme and project were taking place.

56. The total GEF funding for the South Africa enabling project was $321,000. The South African Government was supposed to contribute in kind an equivalent of $75,000. At the beginning of the project, it was not quite clear how the project funds would be allocated to the teams involved in the technical implementation of the projects. Ordinarily, foreign funds received for projects like this would be channelled through the National Research Foundation (NRF). In the case of the enabling activities project NRF was not seen to be appropriately positioned to manage contracts with the technical teams.

57. A national power utility, ESKOM, volunteered to be the custodian of the funds. Even then, ESKOM did not enter into direct contracts with the technical teams, and they therefore used three consultants as the contract managers. One of the consultants, Wieckers Environmental Consultants, was also required to prepare progress reports for submission to UNEP.

58. The first disbursement of funds from UNEP in the amount of $65,000 took place in 1998 when the project started. The second disbursement from UNEP of $60,700 was made in August 2000. The second disbursement of funds was made on a goodwill basis, on the promise that the project was on track. There were no further disbursements after this.

59. Financial reports to UNEP were to be submitted on a quarterly basis, but it was not until 2001 that the first financial report was submitted, covering the period from 1 January to 31 March 2000, with an expenditure figure of $24,000. The second expenditure report covered the period from 1 April to 30 June 2000, with an expenditure figure of $46,000. This was a total of $70,000 out of the $125,700 disbursed from UNEP. A total of $195, 300 of the funds available for the implementation of the enabling project in South Africa ($321,000) was not claimed from UNEP. By the time the evaluation was being conducted there were some initiatives to prepare for an audit review of the financial aspects of the project.

60. It was reported that there were still project funds remaining, to the tune of $60,000. The table below provides a summary of expenditure for the enabling project in South Africa

Table 1: Summary of project expenditure

Item	Date	Amount (ZAR)
*Opening balance; received from NRF (1st disbursement from GEF was $65,000, or R409,500)	12 Nov 1999	764,672.08
Balance as at end of 1999	1 Jan 2000	777,044.63
Disbursement from GEF ($60,700)	11 Aug 2000	382,410.00
Interest accrued less service fees up to 31 Dec 2000	1 Jan 2001	12,372.55
Payment to contractors 27 Nov 2000–17 Apr 2001	30 Apr 2001	-1,035,710.40
Interest accrued less service fees from 1 Jan 2001–31 Aug 2001	1 Sept 2001	164,484.13
Balance as at 1 Sept 2001	1 Sept 2001	288,228.36
Interest accrued less service fees from 1 Sept 2001–27 Nov 2003	27 Jul 2003	355,069.49

* The first disbursement from UNEP-GEF was $65,000, or ZAR 409,500 using the then exchange rates. It is not quite clear where the difference of ZAR 355,172 ($56,376) came from in the opening balance received from NRF.

61. Payments to contractors and their respective responsibilities are shown in the table below.

Table 2: Payments to consultants

Contractor	Duties	Amount (ZAR)
Wieckers Environmental Consultancy	Overall project coordinator	494,076.00
Critical Resources CC	Capacity-building needs assessment for government and private sector	85,635.45
Dynacon (Pty) Ltd	GHG inventory coordination	455,999.00
Total		**1,035,710.00**

62. Based on the past trend of the account, whereby significant interest was earned on the deposit, by the time the present evaluation was conducted in November 2004 the total amount available would amount to more than the balance as at 27 November 2003, owing to interest accrued.

63. In November 2003 ESKOM wrote to the Department of Environmental Affairs seeking guidance on how to handle the funds remaining in the account. ESKOM suggested that the balance should either be sent back to UNEP-GEF Nairobi or to a duly mandated South African government agency, or directly to the Department. No specific agreement was reached on this issue.

64. In the overall preparation of the South Africa's initial communication, funding was also received from GTZ and USCSP. Mitigation and vulnerability and adaptation studies were respectively funded under the two programmes.

65. There were a number of problems in the management of project funds, starting with the uncertainty as to who should have been the custodian of the funds. This caused delays in remittance of funds to the consultants, a problem that was solved by ESKOM advancing a core amount for later reimbursement by the project. It was recognized, however, that the delays in fund management issues did not have much impact on the implementation of the study because some funds from other similar initiatives (GTZ and USCSP) were used.

C. UNEP support in enabling project implementation

66. Most of those interviewed for the evaluation felt that UNEP support for implementation of the project was minimal. This could be due to the circumstances in which the enabling project was implemented in South Africa, in that by the time the project started South Africa was already receiving support from USCSP and GTZ. While the two studies were undertaken mostly by external experts, they assisted in imparting training to local experts in a number of areas. When the enabling activities project started it was felt that South Africa had acquired the expertise necessary to implement the project and as such there would be no need for UNEP to send experts. Relevant training was to be given to the national study team members on an as-needed basis.

67. It was also stated that there were cases where UNEP funded climate change activities in the country without involving or informing the Department of Environmental Affairs, the climate change focal point. Some of the training measures offered by UNEP were seen to be mostly provided on an ad-hoc basis, without giving enough time for interested people to make arrangements to participate. It was noted that Department policy requires personnel to give a minimum of three months notice before going on foreign travel to participate in events like training workshops or conferences. This issue has been discussed in the summary of findings and recommendations, contained in chapter VII below.

D. Public involvement and gender considerations

68. Implementation of the enabling project in South Africa involved a wide spectrum of institutions and organizations. This was attributable to the fact that it was effected through the National Climate Change Committee, whose membership cuts across a number of areas. The Committee provided a platform for different stakeholders to provide input into the implementation of the project.

69. It was noted that experts for the various studies were mainly drawn from government departments or parastatals, academic institutions and research organizations (see annex II to the present report).

70. There was a fair, though limited, involvement of women in the implementation of the studies. The Chair of the National Climate Change subcommittee was a woman, and so were the team leaders of the GHG inventory and mitigation study teams. At consultant level, the contract manager with Dynacon Consultants was a woman. Generally speaking, however, the overall participation in implementation of the project was dominated by men.

E. Skills requirement and procurement

71. Implementation of the enabling project, unlike USCSP, which depended on foreign expertise, was intentionally designed to be undertaken by relevant national study team members who were to be appointed through a transparent proposal call process. Transparency in contracting technical experts for the studies was limited, however, within the boundaries of the National Climate Change Committee. As such, all leaders or coordinators of the enabling project studies were somehow affiliated with the Committee. This made for more of an appointment process by Committee members rather than an open tendering system. Once the study team leaders had been appointed, with some guidance from the subcommittee under the National Climate Change Committee, they were required to identify and recruit other members of their teams.

72. The study team leaders were then required to submit budgets for the studies. It was noted that the initial proposals were between two and five times the available budget. This resulted in a request for resubmissions, with a limited scope of issues.

F: Training for project implementation

73. The enabling activities project implementation plan proposed a number of training workshops. While some of the interviewees said that workshops were held, there is no evidence in the documentation provided that support this assertion. Members of the GHG inventory team, for example, reported that they did not attend any training workshop at all. It was reported that there was one training workshop on mitigation issues.

G. Project monitoring and report quality

74. Monitoring of project implementation was effected largely through periodic reports on progress of implementation to the subcommittee under the National Climate Change Committee, which in turn reported back to the Committee. The Committee was also cited as having been the mechanism to report back to UNEP, presumably by providing feedback to the project manager at the Department of Environmental Affairs and Tourism. A number of quarterly progress reports were sent to UNEP from the project manager at the Department.

75. External review of reports was conducted mainly on GHG inventory and vulnerability and adaptation assessments. Some experts from USCSP were used for this task, and UNEP/RISO was used to review the GHG inventories.

76. A number of meetings, seminars, and workshops were also held in order to receive comments and feedback from stakeholders.

77. Monitoring of project implementation can also be seen in the project review that was carried out by representatives of UNEP-GEF in April 2000 (Salau, Ademola and Ramesh, Ramankutty, 2000: “Review of climate change enabling activities; report on country visit to South Africa”).

H. Technical and operational constraints

78. Prominent among the problems that were encountered was the need for clear and adequate terms of reference for the experts. It was generally felt that, in a number of cases, the terms of reference given to the experts did not cover all necessary aspects of the studies, and experts would sometimes have to use their own judgement to decide what was relevant to include. The National Climate Change Committee, in collaboration with the study coordinators, were responsible for preparing the terms of reference. Viewed from a different angle, this amounted to asking the study coordinators to prepare their own terms of reference.

79. Other operational problems were related to the management of finances of the project, since NRF was reluctant to manage the project funds. As noted earlier, the funds management problems were not particularly significant in the operation of the project since funds from USCSP and GTZ programmes were being used to achieve the same objective of eventually having an initial national communication.

80. The coordinators and experts involved in the project were also of the opinion that there was too much bureaucracy in the project coordination. One particular area cited was the inordinate amount of time that it took to get feedback on technical issues, and that the National Climate Change Committee's technical subcommittee took such a long time to review reports. In addition, very few meetings were organized between the National Climate Change subcommittee and the technical coordinators and experts.

81. Other constraints were related to data gathering and tools for data processing and analysis.

I. Timeliness of the implementation of project activities

82. The South African enabling activities project was implemented under somewhat exceptional circumstances in that the project started when most of the activities under it were already being carried out with funding from USCSP and GTZ. Studies funded under the two programmes included preparation of the GHG inventory, mitigation analysis, vulnerability assessment and identifying adaptation options. As a result, the project rating for those activities does not give a very accurate picture because they were partly carried out under a different programme that came to overlap with the enabling activities project. When interviewed, the GHG team, for example, reported that they were not involved in the enabling activities project but rather in USCSP.

83. The South African situation also posed some difficulties in assessing timeliness with regard to submission of the initial national communication to the secretariat of the Framework Convention on Climate Change. Preparation of the national communication was completed by 2000, about three years after South Africa ratified the Framework Convention. For political reasons, however, submission of the national communication was delayed until November 2002.

J. Completion of project activities

84. Evaluation of the completion of the project was to reflect on all major activities of the project; namely GHG inventory; mitigation assessment; the vulnerability and adaptation assessment; building capacity to integrate climate change concerns into planning; and public awareness and providing other information. It should be noted, however, that the last two activities, capacity-building and public awareness, are still under way.

K. Lessons learned

85. The overall objective of the enabling project was ultimately to prepare the initial national communication. Set against this specific criterion the objective was met. That said, however the differing extent to which the various activities contributed to meeting the overall objective brings out a number of issues and gaps that need to be addressed to ensure that the preparation of the second national communication is more effective. These gaps are discussed in the relevant sections of the present evaluation report.

86. There were a number of areas of strength in the enabling project in South Africa, including the availability of a number of experts and the willingness to participate in the project of various government departments, academic institutions, parastatals, research organizations, and others. Where management of the project is concerned, there were a number of areas that were found to be lacking, both in terms of coordination and project funds management. Other major areas of weaknesses included limited support from UNEP, non-transparent procurement of consultants and limited participation in the project activities of persons not affiliated with the National Climate Change Committee. Furthermore, terms of reference for the technical experts were not properly prepared, and there was inadequate project progress reporting and monitoring. These issues are discussed in more detail in the relevant sections.

87. With regard to the initial national communication document, those interviewed indicated that the information it contained was very general in nature, and it did not provide specific information to assist in making informed decisions. In certain instances, however, it was observed that this shortcoming was more attributable to the Framework Convention guidelines for the preparation of national communications rather than to any failure to provide detailed

information on the part of experts that were involved in the preparation of the initial communication. The Framework Convention guidelines for the preparation of non-annex I national communications are not explicit on the level of detail to be provided.

L. Rating of project success

88. The project was envisaged to start in July 1998 and be completed by June 2000. As described in chapter V above, activities that were to be implemented under the enabling project included updating of the GHG inventory, identifying and assessing mitigation options and a comprehensive vulnerability assessment for various sectors. Other activities included identifying adaptation options, building capacity to integrate climate change concerns into planning and providing public awareness and other information.

89. For rating of the success of the enabling activities project in South Africa, the following items were considered:

(a) Achievement of objectives and planned results;

(b) Attainment of activities and outputs;

(c) Cost-effectiveness;

(d) Impact;

(e) Sustainability;

(f) Stakeholder participation;

(g) Country ownership;

(h) Implementation approach;

(i) Financial planning;

(j) Replicability;

(k) Monitoring and evaluation.

90. Each of the above indicators was rated separately and then an overall rating given. The following rating system was applied:

1 = Excellent (90 %–100 % achievement)

2 = Very good (75 %–89 % achievement)

3 = Good (60 %–74 % achievement ")

4 = Satisfactory (50 %–59 % achievement)

5 = Unsatisfactory (49 % and below achievement)

Table 3: Evaluation of project implementation

Indicator	Attributes	1 Excellent	2 Very good	3 Good	4 Satis-factory	5 Unsatis-factory
Achievement of objectives and planned results	GHG inventory, mitigation options, vulnerability & adaptation assessment, capacity-building, integrating climate change concerns into planning, general public awareness raising, initial national communication		X			
Attainment of activities and outputs	Completion of activities in accordance to project plan			X		
Cost effectiveness	Project expenditure compared to project budget and output quality			X		
Impact	Inclusion of project results into policy and development planning		X			
Sustainability	Capacity built for future similar undertakings				X	
Stakeholders participation	Representation of all key stakeholders			X		
Country ownership	Participation and cooperation from government departments and institutions in the project		X			
Implementation approach	Implementation plans, strategic partnerships and coordination in implementation of project			X		
Financial planning	Planning and management of project funds					X
Replicability	Appropriate experience for similar projects			X		
Monitoring and evaluation	Internal and external evaluation		X			
Overall rating	Overall rating computed by averaging the above ratings			X		

V. Overview of project reports

A. GHG inventory overview

91. Work on the GHG inventory was limited by the availability of activity data in most sectors. This was true for both base years, 1990 and 1994. It was generally felt that there were significant data gaps in most sectors. In some cases it was for reasons of perceived confidentiality rather than the actual availability of data. Most information in the energy sector for example was regarded as classified before the democratic elections of 1994.

B. Mitigation options overview

92. The holistic approach to the development of mitigation options for South Africa was based on the principles of sustainable development. The sectors investigated were bulk energy, transport, residential, commercial, coal mining, industry, and agriculture. The ultimate objective of the mitigation study was to model the impact of various GHG mitigation options and scenarios of the macroeconomic situation in South Africa.

93. Mitigation was cited as one of the areas in which there was low accuracy of information reported because some of the data used were based on projections. This was especially true for the industrial sector, where there were significant confidentiality problems. It was also reported that it took relatively long to overcome these problems and in certain cases projection of data was the only solution.

94. The mitigation study was carried out by dividing it into several components under the coordination of different experts. The components included, among others, land use, industry and energy. One problem that was encountered was the harmonization of the mitigation options from the different components.

95. It was further reported that there was a presentation of the so called "Protocol document" to the mitigation experts in Johannesburg, with the objective of explaining how to prepare the mitigation reports. Some experts attempted to use market allocation (MARKAL) and long-range energy alternatives planning system (LEAP) models in the analysis of data but encountered problems due to lack of proper training. Efforts to use these tools were made on individual basis since there was no formal training for the group their use. Modelling of economic impact was cited as one of the biggest challenges. It has not been possible for the evaluator to verify, however, whether this training did in fact take place.

C. Vulnerability and adaptation overview

96. Areas of highest vulnerability due to climate change impacts were identified as the health sector, maize production, plant and animal biodiversity, water resources, and rangelands. Global climate model (GCM) computer simulations were used to develop regional climate change scenarios and to assess the potential effects of a changed climate. The potential changes to the South African climate over the next 50 years included a warming of between 1° C and 3° C; a potential reduction by approximately 5 to 10 per cent of current rainfall; increased daily maximum temperatures in summer and autumn in the western half of the country; increased incidents of flood and drought and enhanced temperature inversions exacerbating air pollution problems.

97. On adaptations the approach suggested was the establishment of improved national disaster coordination and management and the raising of awareness on the potential effects of climate change.

VI. Impact of the enabling project

A. Integration of project results into national policy planning

98. South Africa has a unique window of opportunity to include climate change into national policy planning. This is because most of the national policies in the country are still undergoing change following the democratic elections of 1994. There is no climate-specific policy in the country, but climate change has been incorporated into a number of newly formulated policies. In the energy sector, for example, some of the main objectives of the 1998 energy policy were to manage energy-related environmental impacts and to diversify energy supply sources from the traditional coal. Later, in 2003, the Government released a white paper on renewable energy, giving the Government's overall vision on the role to be played by renewable energy in developing an energy economy in which modern renewable energy increases its share of energy consumed, thus contributing to sustainable development and environmental conservation. The integrated energy plan of 2003 is another area where climate change issues were incorporated into planning. The Department of Minerals and Energy will soon be releasing the Energy Efficiency Strategy, and this was pointed out as another area where climate change has had an impact on policy planning.

99. In the industrial sector the air quality bill that will include GHG reporting was another area mentioned as significant in incorporating climate change into policy planning.

100. In October 2004, one year after government approval of the initial national communication the Department of Environment and Tourism launched the National Climate Change Response Strategy, an important document that was viewed as a follow-up to the

national communication. The document outlines a framework for different interventions in addressing climate change, including sectoral approaches, research, awareness and capacity-building, and legislation, among others. It is expected that the action framework of the response strategy will create an opportunity for government departments and other stakeholders actively to integrate climate change into development planning, from grass-roots to policy-making levels.

101. The integration of climate change into planning was also identified as extending to the private sector, in that a number of government-private sector initiatives are currently being considered, including the reporting of GHG emissions, appliance labelling, energy management practices in industry, solar water heating, and others.

B. Capacity-building and development

102. At the time of its implementation, the project provided an excellent opportunity for individual and institutional capacity-building, particularly within the Department of Environmental Affairs. South Africa's active participation in climate change negotiations and the well informed delegates are attributed to reports of the climate change projects, including the enabling activities project. Some areas of capacity-building cited included the active participation in the climate change negotiations by the former Minister of Environmental Affairs and Tourism, Mr. Vali Moosa, the willingness of the decision makers to sign climate change-related international treaties and conventions, the hosting of the World Summit on Sustainable Development, the chairing of the contact group on articles 5 and 8 of the Framework Convention on Climate Change, among others.

103. Areas of benefit in terms of capacity-building and development that were cited most to have resulted from the enabling activities project include climate change negotiations; GHG inventory preparations; incorporation of climate change into planning; mitigation of climate change and a generally increased awareness of climate change issues in various government institutions and other organizations.

C Capacity sustainability

104. Climate change at the Department of Environmental Affairs and Tourism is a subdirectorate within the Air Quality Management Directorate, which currently has only one experienced staff-member and that person is overwhelmed by work most of the time. There are significant problems posed by sustaining the capacity built by the enabling activities project. Most of the team members involved in the project have relocated to other areas of employment. This includes both senior and junior personnel. It was mentioned that at least 10 people who were highly qualified in climate change issues relocated to other employment areas between the inception of the project in 1998 and the end in 2003.

105. At the time of writing, for example, the Department of Environmental Affairs and Tourism, the focal point for climate change in South Africa, had only one staff member remotely involved in the project who was still working for the Department, in a section not directly related to climate change. The Department was in the process of recruiting four people to join the climate change section at the time of the present evaluation.

106. It is generally felt that even with the recruitment of four more people to join the climate change subdirectorate staff shortages will still persist. There is a particularly heavy volume of work around climate change issues. The Department requires additional capacity to deal with all facets of climate change. Training on GHG inventory preparation is particularly needed, for preparation of the second national communication.

107. Capacity sustainability across other government departments and other organizations has also been effected by involving different stakeholders in international climate change events. For world conferences of the Framework Convention on Climate Change for example, the national delegation to the Conference of Parties usually comprises members drawn from a number of departments and organizations, including minerals and energy, science and technology, agriculture, ESKOM and non-governmental organizations. It was stated that the job turnover problem creates an obstacle in maintaining continuation of expertise among members of the national delegation to the Conference of Parties.

108. The long-term strategy of the Department of Environmental Affairs on building an enabling environment to deal with climate change issues was reported to include recruitment of more staff, developing a GHG reporting format for various sectors to ease the GHG inventory preparation process and the strengthening of the national climate change committee. The Department is also planning to use the national climate change response strategy to raise awareness and enhance the involvement of other government departments on climate change issues. Availability of funds is regarded as a possible handicap in achieving the desired objective.

D. Public awareness

109. While awareness of general climate change issues amongst government departments and other organizations is quite high, awareness of the contents of the initial national communication report is relatively low. The Department of Minerals and Energy, a department actively involved in climate change activities and also host of the Clean Development Mechanism (CDM) office, rated it at 5 per cent amongst its staff. As a consequence, there was a general feeling that the initial national communication might serve very little purpose internally, apart from its function as information submitted to the Framework Convention secretariat. The obvious starting point for tackling a number of issues relating to climate change and the smooth preparation of subsequent national communications in South Africa would be to follow up the recommendations given in the initial communication.

110. Public awareness-raising on general matters pertaining to climate change has been significant. This includes initiatives to include climate change in educational curriculums and dissemination of information on climate change on what were termed "Meteorology day" and "Weather day", coordinated by relevant government departments with contributions from various stakeholders, including non-governmental organizations.

111. The involvement of stakeholders in climate change issues in South Africa has been secured through the National Climate Change Committee, which draws members from a cross-section of government departments and other bodies, including academic organizations, the private sector, non-governmental and community based organizations and national companies. A forum was organized by the National Climate Change The Committee to evaluate the first national communication, once it had been completed. Dissemination of the initial national communication results beyond the Committee was heavily delayed by the inordinate length of time taken by the Government to approve the document. The three-year time lapse before government approval blunted the novelty of information in the documents and the initiative spirit.

112. The Department of Environmental Affairs is also developing a publicly accessible climate change web page within the department web site. It is envisaged that this web site will provide another platform for interaction with stakeholders and the general public on matters related to climate change.

E. Project impact on regional and global initiatives

113. The enabling project was not seen to have resulted in any particularly significant impacts on regional and global level. It was noted, however, that, because of problems encountered with accurate emission factors for GHG inventory preparation, ESKOM had initiated a regional project for the development of local and regional emission factors. Other countries involved in the project include Botswana and the United Republic of Tanzania.

114. Other regional and global initiatives relating to climate change involve systematic observation and modelling, carried out under the auspices of the South African Weather Service.

115. There have been a number of other regional and global initiatives on climate change in the country, but not necessarily linked to the enabling project. These projects were both government and donor-funded initiatives. The table below shows some of the major projects undertaken in the area of climate change.

Table 4: Major climate change projects in South Africa

	Title of project	Objectives	Support
1.	South Africa climate change country study	National GHG inventory, vulnerability and adaptation assessment, mitigation cost analysis	USAID, GTZ
2.	Enabling activities for first national communication to the United Nations Framework Convention on Climate Change	Updating GHG inventory, vulnerability and adaptation assessment, awareness-raising, capacity-building at policy level, preparation of initial national communication	UNEP/GEF
3.	National clean development mechanism strategy study	Understanding investment opportunities presented by the carbon offsets market	World Bank, Switzerland Government
4.	Capacity-building, leadership and action	Mitigation and CDM capacity-building project with a focus on industry.	CIDA
5.	Sustainable energy and climate change partnership: Earthlife Africa	Climate change advocacy	Danish Government
6.	United States-South Africa bilateral support for climate change	Climate change and development	USAID/South Africa
7.	Clean development mechanism capacity-building.	Capacity-building in the private sector	European Union
8.	CDM capacity-building for South Africa and Southern Africa	Capacity-building on CDM for non-governmental organizations and key industries	Shell Foundation
9.	Climate change and CDM	Capacity-building support to the Directorate of Climate Change, including support in developing a designated national authority	Norwegian Government (NORAD)
10.	Assigning climate change policy responsibility within the Government	Building awareness among decision makers	United States Initiative on Joint Implementation (USIJI)
11.	Climate change capacity gaps in South Africa	Identifying capacity gaps on climate change	UNITAR
12.	South-south-north project	To facilitate pilot CDM projects in South Africa	Government of the Netherlands
13.	CDM investor guide for South Africa	CDM capacity-building	UNIDO
14.	Carbon sequestration and conservation	Establishing sustainable tree farms of indigenous species as a substitute for mangroves harvested by local communities	USAID
15.	Global climate change awareness	Public awareness of global climate change in South Africa and to educate students about the importance of global climate	USAID

116. South Africa, recognizing that it is the largest GHG emitter not only in the southern Africa region but also on the whole continent, is well aware of the need for more joint regional activities and projects in climate change. Some of the areas mentioned for such joint activities include adaptation studies and energy projects. It was also pointed out that South Africa has technical and intellectual capacity that could be used for such joint regional initiatives.

VII. Summary of findings and recommendations

A. Initial national communication

1. Findings

117. By talking to members of different government departments and institutions, it was observed that there is very little follow-up internally, within South Africa, to recommendations made in the national communications. National ownership of the initial national communication is still very low and the document is regarded by most people as information to be submitted to the Framework Convention secretariat.

118. There were concerns that the initial national communication did not provide detailed information to facilitate informed follow-up decision-making. Compared to some national communications submitted to Framework Convention on Climate Change, South Africa's initial national communication can be regarded as having a significant level of detail. Lack of detailed information might perhaps result from an inherent shortcoming in the Framework Convention's guidelines for compiling national communications. It was observed that, while reports of the individual studies that were inputs to the national communication, for example, the vulnerability and adaptation report and the mitigation options report, were quite detailed, they were not published and were therefore not publicly accessible. It is understood that the national communication is only a summary of those reports, and the individual study reports would therefore provide a necessary source of back-up information.

119. Accordingly before discussing any other recommendations based on the evaluation of the enabling project in South Africa, it is important to highlight some of the recommendations that came out of the country's initial national communication. A number of these were seen to be quite pertinent to an effective and better preparation of the second national communication, and it is assumed that including these recommendations in the evaluation report will help ensure that they are followed up.

2. Recommendations

(a) Internal communication

120. The Department of Environmental Affairs and Tourism should formerly communicate recommendations to the relevant department and institutions for consideration and corresponding policy planning. Such communications could cover all aspects of recommendations, from mitigation options, institutionalization of preparation of the national communication and related studies to management of the process. Needless to say, the Department would have to be the first to follow up on recommendations targeted at them.

(b) GHG inventories

121. An urgent need exists for an inventory database in the country. The determination of appropriate emission factors for local conditions and recognition of these in future Intergovernmental Panel on Climate Change (IPCC) guidelines is an issue requiring attention. This is particularly important given the need to establish baselines for potential CDM projects under the Kyoto Protocol.

122. The low level of certainty attributed to the emission data from some sectors needs to be addressed. It is believed that sound institutional arrangements will help raise the levels of certainty, as these arrangements will ensure continuity by building on an institutional knowledge base rather than establishing a new one for each inventory.

(c) Vulnerability and adaptation

123. The vulnerability and adaptation assessment undertaken as part of the South African country studies programme should be regarded as the foundation for progressing to stage two adaptation studies.

(d) Mitigation options

124. The preliminary investigation into potential mitigation options needs to be extended to include more specific macroeconomic modelling to evaluate the impact of different measures on the economy. Appropriate tools for modelling the impacts and consequences of climate change need to be developed.

B. Follow-up activities

(a) Capacity-building and development in government departments

(i) Findings

125. As a result of loss of Department of Environmental Affairs personnel to other employment opportunities, the Department, as the focal point of climate change in South Africa, lacks the capacity to deal with climate change matters. There was only one staff member dealing with climate change matters when this evaluation was being conducted and this employee was consequently overwhelmed with work. Four more staff members are expected to be recruited for the climate change section by 2005.

126. There is a pressing need for an intensive capacity-building programme to enable Department staff to perform and play a more effective facilitative role with other departments, organizations and stakeholders in the area of climate change. There is a general feeling among various stakeholders that the issue of climate change at the Department has been marginalized. In the past it had the status of a directorate in the department, but climate change has now been reduced to a subdirectorate within the Air Quality Management directorate. It was learned that the Department has no plans to re-elevate climate change to its former position in the near future, and that climate change in South Africa is among a number of other major issues that require immediate government attention and funding, the list including poverty reduction, AIDS, access to energy, and other areas.

127. While this may be true, the fact remains that other government departments and other organizations are concerned that the Department of Environmental Affairs is not playing an effective role as the facilitator of work related to climate change in the country, and this failure was primarily attributed to the absence of a strong climate change section within the Department. The message remains clear that the Department cannot afford to be lax because climate change is not just a Department issue. It is a crosscutting issue that touches on many factors of national development. This is clearly seen in the document that the Department released in 2004, the National Climate Change Response Strategy.

128. The marginalization of climate change issues may also be one of the reasons behind the high job turnover rate for personnel involved in climate change at the Department. With a marginalized climate change section, it is not easy for personnel to see career development and advancement opportunities in climate change activities within the department, especially when there are issues that are perceived to be more important priorities than climate change in the Department.

129. Another area observed as impeding capacity-building and advancement in the area of climate change at the Department and probably some other offices , was the policy that requires personnel to give three months' notice for out-of-country travel. In addition, some internal Department directives make it difficult for senior officials to travel out of the country, including attending international events like conferences, workshops and seminars. This has proved to be quite problematic, because sometimes invitations to attend training workshops and seminars do not come with more than a three month lead time. This problem has also been raised in some United Nations climate change-related bodies, where it has been pointed out that it is difficult to get participants from South Africa for certain climate change related activities. On the South African side, it was explained that workshops and seminars are regarded as being individual rather than institutional capacity-building measures, and it is therefore thought preferable to have experts come to South Africa rather than send individuals to workshops. While there may be something in favour of this, it is not entirely practical when such training workshops and seminars are organized under the auspices of regional or international organizations like UNEP and the Framework Convention on Climate Change. It would be uneconomical and administratively difficult to send experts to individual countries to provide the required training.

Furthermore, individual capacity-building and development is a necessary input to institutional capacity-building.

130. The Department of Environmental Affairs is currently preparing for co-ordinating preparation of the second national communication. As pointed out in the initial national communication, expertise in the various studies making up the national communication exists in South Africa, but there is no permanent coordinating mechanism to facilitate the preparation of future national communications. Assembling a new team for the national communication preparation is now a matter of critical importance, if the delays and coordination gaps that were observed in the preparation of the initial national communication are to be avoided. The Department urgently needs the support of a team that can effectively coordinate and facilitate this work. The immediate requirement will be to train up the new climate change personnel that will soon be employed.

(ii) Recommendations

131. Awareness of climate change issues within government departments needs to be raised through continuous staff training programmes. In addition, better accessibility to reports and documents is necessary.

132. Capacity-building through interaction of personnel with other experts both within and outside the country should be encouraged. Policies and directives that impede such interactions should be evaluated and, where necessary, reconsidered.

133. To facilitate improved awareness of climate change in government departments and among the general public in the country, it is recommend that South Africa host a meeting of the Conference of Parties in the near future.

134. A permanent intergovernmental technical structure should be established to ensure a sustainable approach to the coordination and preparation of future national communications. It was noted that a Cabinet memorandum was to be prepared, assigning specific responsibility for various aspects of the Framework Convention on Climate Change. This initiative has to be followed through.

135. In line with the Cabinet memorandum, South Africa may wish to concentrate its attention on the focal area for climate change, at least for some of the activities. The defection to other areas of Department personnel who deal with climate change is often due to the diversity of their skills, and not necessarily the climate change skills. It might therefore make sense to put climate change issues where they are most closely related to the core competence of the staff – namely, in the South African Weather Service. This would ensure permanency of capacity built within the same institution. Meteorology is a highly specialized area, and it is closely linked to climate change. It would therefore be very unlikely for climate change-skilled staff at the South African Weather Service to want to relocate to areas of employment that have nothing to do with meteorology or climate change.

C. Future project implementation

1. Effective project management and coordination

(a) Findings

136. The coordination structure that was put in place for implementation of the enabling project was cited as having been unsatisfactory by most of those interviewed. It was explained that it was complicated, with too many coordinators and consultants, and yet with no provision for all players to interact on a constant basis in the course of project implementation. This was observed to have had an impact on some of the studies. For example, the mitigation study was subdivided into several components that were in turn coordinated by different experts. It was explained that the amalgamation of the final mitigation report proved to be quite problematic owing to the different approaches used by the coordinators. A similar problem was observed between the vulnerability and adaptation and the mitigation studies. These problems could have been avoided if there had been more frequent interaction among the experts.

137. In the opinion of the technical experts there were delays in getting feedback from the subcommittee. The reasons for such delays are not entirely clear, but it is suspected that they were caused by lack of expertise and the large amount of work to go through.

138. While the technical experts involved in the study were adequately qualified, their recruitment was not sufficiently transparent. This was carried out as an internal process within the National Climate Change Committee. This might have denied other experts outside the ambit of the Committee the opportunity to participate in the studies. In addition, there was an indication that the technical experts were involved in preparing their own terms of reference.

139. Lack of a proper and transparent monitoring system was evident during the implementation of the enabling activity. There were no clear lines of responsibility, and this in some cases created confusion as to whom to contact for a particular issue. A number of quarterly reports were sent to UNEP, but these did not indicate from where they were being sent.

(b) Recommendations

140. The set-up of a proper and efficient communication system between UNEP and the project management should be a prerequisite for future similar projects.

141. For the second national communication, frequent meetings between the subcommittee under the National Climate Change Committee and the technical teams should take place in order to expedite the completion of project activities. In addition, it is necessary when setting up such technical subcommittees to ensure that they include members with relevant expertise who can provide backstopping support to the Committee.

142. In the future, terms of reference for the studies should be prepared by the project coordinator and not the consultants.

2. Effective financial management and accounting

(a) Findings

143. Financial management of the enabling activities project was somewhat ineffective. From the very start it was clear that there was no clear understanding about who would be the custodian of the project funds, and who would be responsible for providing quarterly expenditure reports to UNEP.

144. UNEP discontinued disbursement of funds for the project at some point because of the lack of submission of quarterly financial reports. If there had not been other sources of funds (USCSP and GTZ), this would have caused problems with the implementation of the project.

(b) Recommendations

145. UNEP should request the results of the audit report, which was apparently being prepared at the time of this evaluation. The Department of Environmental Affairs needs to follow up on this matter and the subsequent preparation and submission of a final financial report to UNEP.

146. In future projects a simple and transparent system by an agency determined by the Department should be put in place well before conduct of the studies.

147. UNEP needs to ensure that a proper fund management system has been set up before making the first disbursement of funds.

3. Future UNEP support for enabling projects

1. Finding

148. Support from UNEP was regarded as having been minimal. There are a number of areas where UNEP support would have been instrumental, and one of these areas is ensuring that the terms of reference for individual project activities were clear and adequate.

2. Recommendations

149. For the second national communication UNEP should ensure that terms of reference are developed for individual project activities. This measure would provide a first quality check on completeness of the project activities. UNEP could easily do this based on a bank of information from similar studies in other countries.

150. It is also recommended that, rather than waiting until the end of the project to carry out its evaluation, UNEP could assist directly in defining a satisfactory structure for such projects, and this structure would then be modified in accordance with country circumstances. This would

require direct interaction by UNEP with the South African focal point on climate change. It might also, however, necessitate the strengthening of the UNEP unit that deals with assisting in preparation of national communications. UNEP could also make use of the Framework Convention roster of experts, whereby experts could be contracted to provide technical backstopping for certain countries, depending on capacity-circumstances.

151. In line with internal policy on international travel for government personnel, it was felt that UNEP needs to give enough time when inviting participants from South Africa to enable them to obtain clearance to participate in training workshop or seminars.

152. If UNEP wishes to ensure effective implementation of enabling projects, it should endeavour to facilitate the sharing of experience and knowledge among experts from different countries by bringing them together through workshops and seminars. It was reported that there was very limited training of the technical team members. This area needs to be properly addressed for subsequent national communications.

D. Country-specific emission factors

1. Overcoming data problems

(a) Finding

153. One of the major problems faced during preparation of the initial national communication related to the availability of data. Even in some cases where data were available they were not made accessible for reasons of confidentiality. While a certain level of confidentiality is understandable in industry, it is questionable whether the kind of data that would be required to prepare a national GHG inventory would harm some of the industries. The preparation of national GHG inventories is a common practice now in many countries and South Africa's circumstances can hardly be considered exceptional.

154. The confidentiality of data might have been one of the reasons for the delay in the release of the initial national communication by the political system.

155. The Department of Environmental Affairs, as the climate change focal point, has been tackling this issue by collaborating with industries on corporate GHG reporting. What is not clear, however, is whether the political factors that caused delays in releasing the national communication have been addressed. If not, the second national communication might be vitiated by the same cycle of indecisiveness.

(b) Recommendation

156. In the future, the responsible persons in both industries and the Government should be educated through workshops about the nature of information required for national GHG inventories and why the revealing of such data cannot constitute a threat to their industries or to the Government.

E. Institutionalizing preparation of GHG inventories and national communication

1. Finding

157. No institutional arrangements exist in South Africa to ensure continuity in the preparation of future national communications. Such an institutional arrangement would facilitate the centralization of relevant data for the preparation of future national communications. The data that have been collated for the initial national communication are stored in a number of different data management systems, both in the public and private sector. The team that prepared the communication was composed almost entirely of experts from outside the government sector.

2. Recommendations

158. To facilitate the preparation of future communications, more permanent institutional arrangements need to be established. Institutional arrangements for the preparation of national communications would need to start by transforming the collection of GHG data into a continuing process rather than a one-off requirement. Moving on from there, the process of

inventory preparation would need to be properly mapped out, in addition to the current effort on corporate GHG inventory reporting

159. The appointments and designation of properly trained and equipped technical coordinators and technical focal points or a secretariat with a clear set of mandates for the preparation of national communications could prove to be very useful in the preparation of future national communications. Issues to be tackled would include who undertakes it, how it relates to central policy-makers and other stakeholders, level of effort, budgeting and staffing, regulatory framework, integration with other national reporting systems related to climate change, and so on.

Annex I

Terms of reference for the evaluation

Terms of reference: Evaluation of the UNEP-GEF subproject GF/2200-97-52: "Enabling activities for the preparation of initial national communications related to the United Nations Framework Convention on Climate Change: South Africa"

Under the guidance of the Chief of the Evaluation Unit and in close collaboration with the UNEP Task Manager for Climate Change Enabling Activities (CCEA), the evaluator shall undertake an evaluation of the UNEP/GEF sub-project South Africa: Enabling Activities for the Preparation of Initial National Communications Related to the UN Framework Convention on Climate Change (UNFCCC) GF/2200-97-52). This evaluation will be conducted during the period of 10 July 2004 to 4 September 2004 (3 weeks spread over 8 weeks).

I. Background

1. The project to be evaluated is being implemented internally by the UNEP Task Manager of Climate Change Enabling Activities, currently located in the Division for Policy Development and Law (DPDL) of UNEP. Nationally the project is executed by the project co-ordinator at the Department of Environmental Affairs and Tourism (DEAT) at the Ministry of Environment and Tourism of South Africa. This project provided financial assistance necessary for the following activities:

(a) Update the GHG inventory for the year 1994

(b) Identify and assess mitigation options

(c) Develop a comprehensive vulnerability/assessment for various sectors

(d) Identify Stage I adaptation options

(e) Build capacity to integrate climate change concerns into planning

(f) Provide public awareness and other information.

II. Scope of monitoring and evaluation

2. The scope of the evaluation will cover the activity UNEP undertook to implement this project and DEAT to execute it nationally.

(a) The consultant will compare the planned outputs of the project to the actual outputs and assess the steps taken to follow-up in the country in view of maintaining the capacity built.

(b) The consultant will also highlight the lesson learned from the implementation of climate change activities and assess the appropriateness of this project in meeting the longer term objectives of the country, UNEP, GEF and the United Nations Framework Convention on Climate Change (UNFCCC).

(c) The consultant will review the national institutional and technical capacity built by the UNEP/GEF project and its linkages established with related ongoing activities in the country, such as the US Country Study Programme (USCSP) and GTZ specifically.

(d) The consultant will recommend corrective and other practical steps required to strengthen and improve the institutional framework, specifically to ensure successful implementation of the following activities:

(i) Official submission of the initial national communications to the UNFCCC;

(ii) Phase II Climate Change Enabling Activities to assess technology needs;

(iii) Participation in regional climate change projects such as capacity-building for systematic observation systems and development of local emission factors

III. Terms of reference for the evaluator

3. The evaluator shall:

- Analyse the quality and usefulness of the planned and current project outputs, and determine how these contribute to the attainment of results and overall objectives identified in the approved project proposal in meeting its UNFCCC commitments. It should determine whether the project has been able to answer the identified needs and problems in South Africa.

- Measure the impact of the planned and current results of all the activities to prepare the Initial National Communications to the UNFCCC. The consultant will consult the members of the National Committee on Climate Change (NCCC) which includes government departments, universities, research institutions, private sector and NGOs.

- Assess the decision making process and the criteria used to attract qualified consultants for the implementation of the various project components and identify the lesson learned providing recommendations on how such involvement could be improved.

- Assess the role the project made in building the capacity of the participating national institutions in the area of reporting to the UNFCCC and assess the long-term sustainability of the benefits of this capacity-building.

- Determine the future assistance required from UNEP and GEF, specifically in ensuring successful implementation of future GEF funded projects identified in Section II. Identify the lessons learned and provide recommendations that might improve the delivery of similar assistance in similar projects.

- Review the adequacy of national and international monitoring and evaluations systems developed to supervise and implement the project and based on the lesson learned, provide recommendations that could improve current procedures related to monitoring and evaluation.

- Review the effectiveness of the institutional structure, management and financial systems, which played an important role in the implementation of the project, investigating the staffing, administrative arrangements and operational mechanisms with an emphasis on co-ordination within and outside of UNEP. The evaluator will solicit the views of relevant UNEP staff members on the usefulness of the project in enhancing both UNEP's and GEF's work in the area of climate change.

- Identify any technical and/or operational constraints encountered during project implementation including those that contributed to delays in implementing the approved work plan. Identify further the actions required by UNEP and the national executing agency to overcome the constraints, and any appropriate alternative measures that needs to be taken.

- Identify and assess any measures that national institutions have initiated to integrate the results and recommendations of the initial national communications into national policy making and/or planning. The evaluator should also make specific recommendations regarding follow-up measures that would enable longer-term benefits and sustainability of project activities.

- Determine the potential contribution of the project to furthering the objectives of the relevant global, regional, and national environmental assessments, policy frameworks and action plans, and to strengthen the United Nations Framework Convention on Climate Change.

- Evaluate whether the actual results of the project compare with the long term and short-term results identified in the project document and what needs to be done further.

- Determine the extent to which gender considerations were incorporated into the various technical and operational aspects of the project.

- Propose concrete suggestions or recommendations, to the national executing agency and UNEP and advise them in undertaking them as appropriate.

IV. Format of the evaluation report

4. The evaluator will prepare the report in full consultation with the national executing agency (DEAT) and UNEP. The evaluator shall also prepare his or her report in the form of:

(a) Concise summary (4 pages); and

(b) Detailed evaluation report (about 30 pages) addressing sections II and III.

5. Rate the implementation success of the project on a scale of 1–5 with 1 being the highest rating and 5 being the lowest. The rating criteria are:

6. The evaluation rating will be based on a scale of 1–5, with 1 being the highest rating and 5 being the lowest. The following items will be considered for rating purposes:

- Attainment of objectives and planned results
- Attainment of activities and outputs
- Cost-effectiveness
- Impact
- Sustainability
- Stakeholder participation
- Country ownership
- Implementation approach
- Financial Planning
- Replicability
- Monitoring and evaluation

7. Each of the items should be rated separately and than an overall rating given. The following rating system is to be applied:

1 = Excellent	(90 %–100 % achievement)
2 = Very Good	(75 %–89 % " " ")
3 = Good	(60 %–74 % " " ")
4 = Satisfactory	(50 %–59 % " " ")
5 = Unsatisfactory	(49 % and below " ")

V. Schedule of the evaluation

8. The evaluation should begin on 10 July 2004 and last for a period of approximately two months. While conducting the evaluation, the consultant should communicate by telephone or e-mail with the UNEP Headquarters in Nairobi, to discuss the project with the relevant staff in

UNEP i.e. the Division for Policy Development and Law, the UNEP/GEF Co-ordination Unit and the UNEP Evaluation and Oversight Unit (EOU).

9. The consultant will discuss aspects of the project with the national project co-ordinator and selected members of the National Committee on Climate Change (NCCC) and the staff of DEAT in South Africa.

10. The consultant will send the draft evaluation report by 6 August 2004. The UNEP Climate Change Enabling Activities in the Division of Policy Development and Law and the UNEP/GEF Co-ordination Unit will provide written comments of the draft evaluation report to the consultant through the UNEP/EU to the consultant by 20 August 2004.

11. The consultant will incorporate responses to these comments in the report and present a final version of the evaluation report to UNEP in English by 4 September 2004. This report should be presented in written form and in electronic (MSWord) format. The core report should not exceed 30 pages. All Annexes should be typed.

VI. Consultant

12. The consultant should preferably be on the GEF/STAP Roster of Experts, has an advanced university degree in a relevant discipline and have demonstrated expertise in the area of climate change and GEF projects. Previous experience in the evaluation of UN programmes will be an advantage. The candidate should have 10 years experience in the field of climate change or in a related environmental field.

Annex II

Participants of enabling project studies

1. Agricultural Research Council
2. Chamber of Mines
3. Chemical and Allied Industries Association
4. Council for Scientific and Industrial Research
5. Department of Agriculture
6. Department of Health
7. Department of Minerals and Energy
9. Department of Trade and Industry
10. Department of Transport
11. Department of Water Affairs and Forestry
12. Environmental Justice Networking Forum
13. ESKOM
14. Industrial Environmental Forum
15. Medical Research Council
16. National Botanical Institute
17. National Committee for Climate Change
18. National Research Foundation
19. Statistics SA
20. University of Cape Town
21. University of Natal
22. University of Pretoria

Annex III

List of interviewees

	Name	Organization
1	Bill Rowlston	Department of Water Affairs and Forestry (DWAF)
2	Bob Scholes	Centre for Scientific and Industrial Research
3	Clive Tuner	ESKOM/DEAT
4	Didintle Motsuenyane	Department of Trade and Industries (DTI)
5	Festus Luboyera	UNFCCC Secretariat; Former Climate Change Deputy Director, DEAT
6	Gina Downes	ESKOM
7	Harald Winkler	Energy Research Centre (ERC), University of Cape Town
8	Henk Roodt	Department of Foreign Affairs
9	Herman Wieckers	Wieckers Environmental Consultants
10	Ibrahim Seedot	Department of Transport
11	Joanne Yawitch	Department of Environmental Affairs and Tourism
12	Kevin Nassip	Department of Minerals and Energy, DME
13	Lorraine Lotter	Chemical and Allied Industries
14	Mampiti Matsaby	Dynacon Consultants
15	Mark Howells	Energy Research Centre (ERC)
16	Marna van der Merwe	CSIR
17	Randall Spalding Fecher	Climate Change Consultant, Cape Town
18	Ravi Sharma	UNEP Nairobi
19	Raymond Hauptfleisch	Department of Water Affairs and Forestry, DWAF
20	Reginald Mabalane	DEAT
21	Richard Worthington	South Africa Climate Change Action Network
22	Samuel Manikela	DEAT
23	Segbedzi Norgbey	UNEP Nairobi
24	Shirley Moroka	DEAT
25	Victor Ogbuneke	UNEP Nairobi
26	Xolile Mtwa	Department of Trade and Industries (DTI)

Annex IV

Evaluation questionnaires

I. UNFCCC focal point: DEAT

1. What are the perceived as DEAT functions as the UNFCCC Focal Point in South Africa?

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2. What is the capacity (manpower) in carrying out the functions?

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3. What are the gaps?

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4. What are the reasons for the gaps?

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5. How extensive is the job turnover for climate change experts in DEAT? What areas have been mostly impacted?

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6. What are the areas that the Enabling Project helped to strengthen capacity within DEAT?

---

7. How many people in DEAT were directly involved in the Enabling Project activities? How many are still working for DEAT?

---

8. What are the areas that still need capacity strengthening on the climate change area?

---

9. How would you rate the effectiveness of UNEP support in carrying out the Project (Please tick)

Excellent---------Very Good--------Good----------Satisfactory-------Unsatisfactory------

10. How could future UNEP support for Climate Change initiatives in South Africa be improved?

---

11. What are the areas that need immediate attention for the success of the 2nd National Communication initiative?

---

12. What is DEAT doing/has done to address the capacity gaps mentioned in (11)?

---

13. What is the long term DEAT strategy in effective carrying out its functions as the UNFCCC Focal Point in the country?

---

14. What major Climate Change donor/government funded projects/initiatives have been undertaken in South Africa since ratification of the UNFCCC?

---

15. How does DEAT monitor/get feedback on climate change studies taking place in the country?

---

16. What has been the average number of South Africa delegation to UNFCCC Conferences?

---

17. What institutions have the delegates been drawn from for the UNFCCC Conferences?

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18. What are the main challenges in effective national representation to the Conferences?

---

19. What major regional climate change projects has South Africa been part of in the areas of capacity-building for systematic observation systems; development of local emission factors; CDM or adaptation?

---

18. What are the areas where the results of the Enabling Activities Project have been incorporated in national policy making/development planning?

---

19. What are your recommendations for strengthening South Africa ability in dealing with climate change issues; institutional; policy; technology transfer issues.

II. Policy makers

1. Level of awareness on climate change issues among high government officials
   (a) How informed are policy makers during climate change deliberations
   (b) What are the gaps?
   (c) What are the plans to fill out the gaps in view of future commitments and the coming into force of Kyoto Protocol?
   (d) How effective have international agencies like UNEP/GEF, UNFCCC been in assisting countries to deal with climate change issues, and what could be done to improve the situation?
2. Weight that climate change issues are accorded in the Ministry/Department
   (a) What is likely/need to be changed at Ministry/Department level in order to give climate change more weight?
3. The South African initial national communication:
   (a) What is the level of awareness of this document within policy makers?
   (b) What has been the impact of this report on government policy/decision making?
   (c) It took two years for Government to approve submission of the Initial National Communication; what could be done to expedite the process of approval?
4. At regional level; e.g., SADC
   (a) What could be done to effectively address climate change issues?
   (b) What are the major obstacles for such regional cooperation on climate change issues?
5. Climate Change Negotiations under the auspices of UNFCCC:
   (a) What are the areas of strength?
   (b) What need to be improved for more effectiveness?
6. What are your overall recommendations for strengthening developing countries' ability in dealing with climate change issues, at policy-making level?
7. Has the enabling activities project contributed to the establishment of a national institutional arrangement for coordinating climate change issues in South Africa?
8. To what extent have climate change issues been incorporated into national priorities since the preparation of the national communications?
9. Do you think the enabling activities have enhanced the development of local capacities?
10. How are policy makers kept informed of climate change issues?
11. Do any mechanisms exist for dealing with staff turnovers in the institutions dealing with climate change issues?
12. How can UNEP's role be strengthened on matters related to Climate change in South Africa?

III. Project management

1. What organizational structure within South Africa was put in place for implementation of Enabling Activities Project? (Please use separate paper)

2. How effective was the South Africa institutional structure for implementing the Enabling Activities Project? (Please tick)

   Excellent------Very Good-----Good-----Satisfactory-----Unsatisfactory-----

3. What improvement in the South Africa institutional structure, management and coordination of Enabling Activities Project could be made to have better outputs in future

   ……

4. How would you rate the effectiveness of UNEP support in carrying out the Project (Please tick)

   Excellent-----Very Good------Good-----Satisfactory------Unsatisfactory-----

5. How could future UNEP support be improved?

   ……..

6. What South African institutions/organizations were involved in carrying out the enabling project studies?

   ……..

7. How would you rate the willingness of local support (other departments, academic institutions, private sector, NGOs etc) in carrying out the Project? (Please tick)

   Excellent----Very Good-----Good------Satisfactory----Unsatisfactory-----

8. What mechanism was there to link the Enabling Project studies with other similar initiatives/projects/studies, e.g. GTZ, UNITAR, USCSP, etc.

   ……

9. What provisions were made for interactions among technical team members of the Enabling Project studies

   ……

10. Please comment on the following issues around skills requirement for carrying out the Project studies;

    (a) Adequacy/quality----------

(b) External sourcing (expatriates)----------

11. Please comment on the following issues around skills and training of members of the technical teams of the Enabling Project studies

(a) Timing of training workshops----------

(b) Procedures for contracting technical experts----------

(c) Availability of experts after they had been trained----------

(d) Women participation----------

(e) How could the recruitment process of experts be improved----------

12. Please comment on the following issues around Project finance management

(a) Timing of funding----------

(b) Adequacy of funding; budget Vs expenditure----------

(c) Management of Project funds----------

(d) Adequacy of payment to consultants----------

(e) Submission of expenditure reports----------

(f) Recommendations for effective Project funds management;----------

13. Please comment on the following issues on Project timeliness

(a) Timely commencement of project components/studies;----------

(b) Meeting of deadlines; individual studies and overall project (were deadlines set and met?)----------

14. What mechanism was there for Monitoring, Quality Control and Reporting of Project Progress? (within South Africa and to UNEP)-----

15. How would you rate the quality of individual reports submitted (Please tick)

Excellent-----Very good-----Good-----Satisfactory-----Unsatisfactory----

16. Technical and operational aspects of the Project

(a) What were the main areas of strength----------

(b) What were the major technical and operational constraints----------

(c) What were the conflicts during the project (internal/external) and how were the problems resolved? ----------

17. Please comment on whether and how the Project study results communicated to following institutions

(a) Government institutions----------

(b) Academic institutions----------

(c) NGOs, Civil societies and general public----------

18. What measures were taken or could have been taken to ensure that there would be sustainability of experiences gained form the project in order to carry out future preparations of National Communications?

---

19. Please comment on the level of incorporation of project results into national development planning or policies

---

20. What are the areas where the results of the Enabling Activities Project have been incorporated in national policy making/development planning?

---

21. In order to learn from past experience, how would you rate the success of the implementation of the Enabling Project on a scale of 1 to 5, with 1 being the highest rating and 5 being the lowest?

(a) Meeting of Project objectives

(i) Updating of the GHG inventory for the year 1994 --------

(ii) Identifying and assessing mitigation options ----------

(iii) Developing a comprehensive vulnerability/assessment for various sectors ---

(iv) Identifying Stage I adaptation options----------

(v) Building capacity to integrate climate change concerns into planning -----

(vi) Providing public awareness and other information ----------

(b) Overall Project rating: Quality of Project Results using rating shown below;

1 = Excellent (90% -100% achievement)

2 = Very Good (75% - 89% " " ")

3 = Good (60% to 74% " " ")

4 = Satisfactory (50% to 59% " " ")

5 = Unsatisfactory (49% and below " ")

Your rating: ----------

22. Based on experience gained in preparation of the 1st national Communication, what would you recommend for effective implementation of the second National Communication initiative?

IV. Technical teams

1. Among the Enabling Activities Project studies listed below, which ones were you involved in (Please tick)

   (a) Update the GHG inventory report (1994) ……..

   (b) Mitigation options report……

   (c) Vulnerability/assessment report…….

   (d) Identify Stage I adaptation options……..

   (e) Report on building capacity to integrate climate change concerns into planning……..

   (f) Report on providing public awareness and other information…….

   (g) Initial National Communication overall report…….

2. Please explain how you were recruited into the team of experts for the Enabling activities Project studies

   ……

3. How would you describe your skills capacity in dealing with the studies you were involved in, before being provided with any form of training in order to carry out the studies?

   Good…….Average……..Not adequate…….

4. Was there any training conducted to help you conduct your part of the studies?

   Yes……No……

5. Adequacy of training, if there was any:

   Excellent.....Very Good…….Good…....Satisfactory…….Unsatisfactory.……

6. What area of training did you find/would have been most suitable to enable you conduct your part of the studies

   ……

7. What specific constraints did you encounter in undertaking your part of the studies?

   ……

8. In conducting your section of the studies, how would you rank the following (Please rank on a five level scale; Excellent, Very Good, Good, Satisfactory and Unsatisfactory)

   (a) Availability of data and other information…….

   (b) Analysis tools; adequacy, applicability and user friendliness……..

   (c) Interaction with other technical team members…….

   (d) Support from the Project Coordination (DEAT)…….

9. Please comment on whether and how the Enabling Activities Project helped to build capacity of your institution or organization in any way, apart from your own personal capacity, on matters related to climate change.

……

10. What do you recommend for effective implementation of the second phase of Enabling Activities studies, with reference to your section of the studies?

…….

V. Government departments

1. How would you rate the involvement of DME in climate change issues at national, regional and international levels on a scale of 1–5, with 1 being the highest rating and 5 being the lowest?
   (a) National ----------
   (b) Regional----------
   (c) International----------
2. What role does DTI play on fulfilling South Africa commitment to the UNFCCC

   ---
3. What is the DME capacity on the areas of Climate Change

   ---
4. What are the gaps in capacity on Climate Change issues

   ---
5. What are the areas that need immediate attention

   ---
6. What effort is DME undertaking to fill the capacity gaps

   ---
7. Was there any involvement by DME on the Enabling Activities Project
   (a) Areas of involvement----------
   (b) Number of staff involved----------
   (c) Number of staff involved that are still with DME----------
8. What other climate change activities have the above mentioned staff been involved in after the Enabling Project?

   ---
9. How would you rate the current level of incorporation of climate change concerns in policy and development planning at DME? (Please tick)
   (a) Not present----------
   (b) Very little----------
   (c) Adequate----------
   (d) Significant----------
   (e) Very significant----------
10. What would you recommend to improve the situation incorporating of climate change concerns in the planning?

    ---
11. What would you recommend to improve DME capacity in dealing with climate change issues at national, regional and global levels

    ---

VI. Non-governmental organizations

1. What is the involvement of your organization in Climate Change in South Africa

   ---

2. How would you rate the interaction and cooperation between NGOs in South Africa and government institutions involved in climate change (Please tick)

   Excellent……..Very good……Good……Satisfactory……Unsatisfactory……

3. What measures would be important to improve interaction and cooperation between government institutions and NGOs on climate change?

   ---

4. Please mention initiatives or studies on climate change that you know of in which government institutions have cooperated with NGOs in carrying them out

   ---

5. How would you rate government effort to build NGOs capacity on climate change?

   Excellent……..Very good……Good……Satisfactory……Unsatisfactory……

6. What are your recommendations for effective contribution of NGOs in helping South Africa to fulfil her responsibility as a party to the United Nations Framework Convention on Climate Change (UNFCCC)?

   ---

7. South Africa was one of the recipients of the UNEP support for preparing the national communication, an initiative called the Enabling Activities Project for preparing the Initial National Communication and studies under it, e.g GHG Inventory, Mitigation study, Vulnerability assessment, Adaptation study etc,;

   (a) What was your involvement (or that of your NGO) in the Enabling Project?

   (b) Using a scale of 1-5, where 1 presents the highest score and 5 the lowest score, please rate the following aspects with respect to the Enabling Project;

   (i) Organization of the Project ----------

   (ii) Capacity-building to NGOs----------

   (iii) Incorporation of Project results into national policy making/planning---

   (iv) Project results dissemination to stakeholders and general public-------

   (v) Platform for government-NGO cooperation----------

   (vi) Quality of the results of the Project----------

   (c) What are your recommendations for effective carrying out of similar initiative for preparing the second national communication?

   _____