



REPUBLIC OF BOTSWANA

OFFICE OF THE AUDITOR GENERAL

## Performance Audit on Preparedness for implementation of Sustainable Development Goals



**SAVINGRAM**



**FROM:** Office of the Auditor General

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Auditor General

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**TO:** Hon. K. O. Matambo  
Minister of Finance and Economic Development

**DATE:** 19<sup>th</sup> March 2019

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**Submission of Performance Audit Report No. 1 of 2019 on Preparedness for Implementation of Sustainable Development Goals by the Ministry of Finance and Economic Development**

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I have undertaken a Performance Audit on the Preparedness for implementation of sustainable development goals (SDGs) by the Ministry of Finance and Economic Development pursuant to the Public Audit Act, 2012.

In addition to Section 124 (2) and (3) of the Constitution of Botswana, Section 7(1) of the Public Audit Act, 2012, gives the Auditor General the mandate to carryout performance audits in the public sector and that Performance Audit Reports are to be laid before the National Assembly by the Minister responsible for Finance.

Accordingly, I submit the Performance Audit Report No. 1 of 2019 on Preparedness for Implementation of Sustainable Development Goals (SDGs) by the Ministry of Finance and Economic Development to be laid before the National Assembly.

Thank you.

## **AUDITING FOR BOTSWANA GOVERNMENT**

The Auditor General is the head of the Office of the Auditor General, appointed under the Constitution. She carries out her duties under the Public Audit Act of 2012. She therefore, undertakes Performance Audits on the public sector bodies and submits reports to the National Assembly. The aim is to improve the public sector administration and accountability.

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## Abbreviations

**AAAA-** Addis Ababa Action Agenda

**BAPTEP-** Botswana Association of Private Tertiary Education Providers

**BOCOBONET-** Botswana Community Based Organisations Network

**BONEPWA-** Botswana Network of People living with HIV/AIDS

**CSOs-** Civil Society Organisations

**DDP-** District Development Plan

**GNoCS -** Ghanzi Network of Civil Society

**M&E-** Monitoring and Evaluation

**MFED-** Ministry of Finance and Economic Development

**MLGRD-** Ministry Local Government and Rural Development

**NDP-** National Development Plan

**NGOs-** Non Governmental Organisations

**NSC-** National Steering Committee

**NSO-** National Strategy Office

**SAI-** Supreme Audit Institution

**SDGs-** Sustainable Development Goals

**TTF-** Technical Task Force

**TWG-** Thematic Working Groups

**UB-** University of Botswana

**UDP-** Urban Development Plan

**UN-** United Nations

**UNDP-** United Nations Development Programme

**VDC-** Village Development Committees

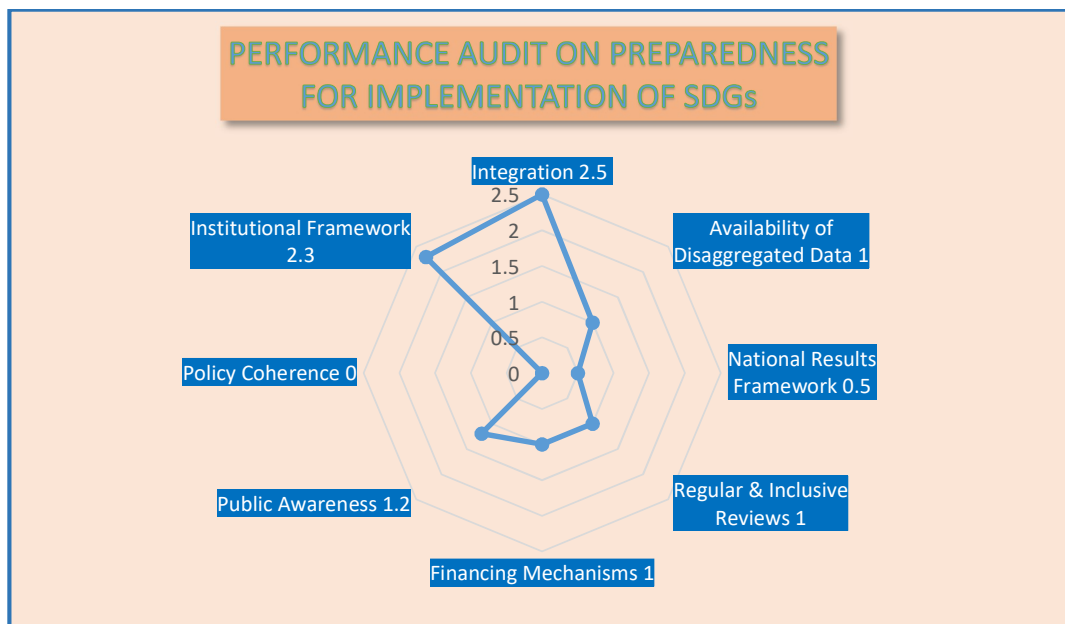
**VNR-** Voluntary National Review

## Audit at a glance

### National preparedness for SDG implementation

- The Ministry of Finance and Economic Development (MFED) had adapted the 2030 agenda into its national context though it had not fully integrated the component of Sustainable Development Goals (SDGs) targets, baselines and indicators into its national development plans.
- The MFED had not adequately identified and secured resources and capacities (means of implementation) needed to implement the 2030 Agenda as the only available source of finance was the national budget.
- Mechanisms to monitor, follow up, review and report on the progress towards the implementation of the 2030 Agenda are still not clearly defined.

Figure 1; Level of preparedness for implementation of SDGs in Botswana

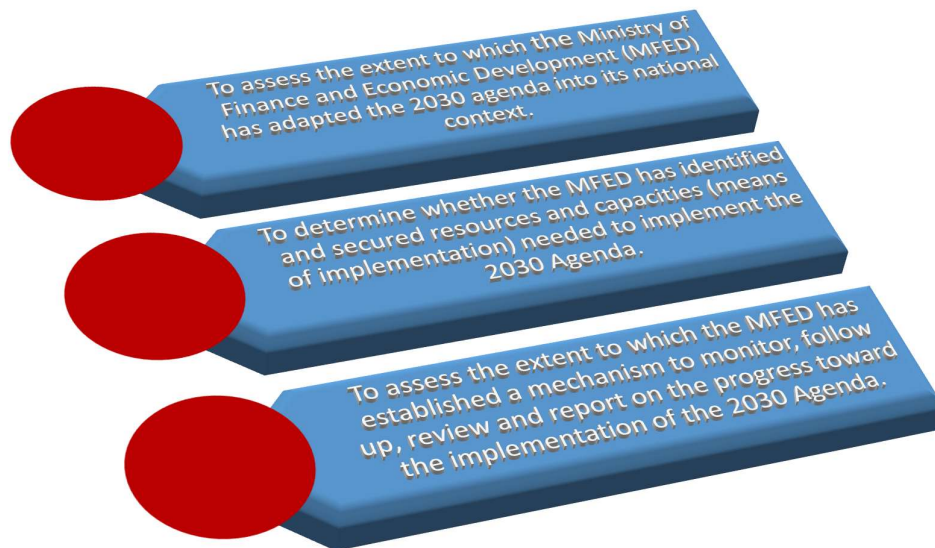


Source: OAG analysis of level of preparedness for implementation of SDGs

The above SDG radar shows the level of preparedness for implementation of SDGs in Botswana in terms of national ownership, means of implementation and monitoring, follow up and review. A scale of 0-3 was developed based on the auditors' analysis of the efforts made by the MFED. According to the scale, 0 indicates nothing done, 1 indicates low, while 2 indicates medium and 3 is high.

## Executive Summary

The ambitious 2030 Agenda is comprehensive in scope and calls for an integrated approach. Therefore, in order for it to be a reality, it is critical that Botswana as one of the 193 United Nations member states that endorsed the 2030 Agenda for sustainable development, effectively prepares for its implementation, in terms of adapting the agenda to her national context, securing resources and capacities for implementation as well as devising robust and comprehensive mechanisms for monitoring, review and reporting on the progress of the agenda and the SDGs. Therefore, an audit on preparedness for implementation of SDGs was undertaken to:



The audit assessed strategies/actions put in place by the MFED regarding preparedness for implementation of SDGs from September 2015 to March 2018. It also assessed the actions and strategies about nationalisation of the SDGs into national development plans and policies, means of implementation and mechanisms put in place for review, follow up and reporting on the SDGs.

## Key Findings and Recommendations

1. The MFED had not developed national baselines. Lack of national baselines will impact negatively on the monitoring and evaluation of SDGs as there will be no basis for measuring performance relating to implementation hence delays in achieving the goals.

### **Recommendation**

- ✚ The MFED in collaboration with Statistics Botswana and relevant stakeholders should develop SDGs baselines. This can provide the basis for setting targets and for evaluation of SDGs implementation status.

2. The SDG Secretariat was constrained with institutional capacity to ably deliver on its mandate. The MFED Management had not undertaken capacity assessment to determine if implementation of the SDGs would be effective under the current structure.

### **Recommendation**

- ✚ The MFED should develop a capacity needs assessment of the SDGs Secretariat in order to determine the effectiveness of the current structure and where necessary strengthen its capacity to enable it to effectively lead and coordinate the SDGs implementation across the country.

3. There was no policy coherence, which indicated that policy review and assessment of the existing policies had not been undertaken to manage trade-offs and balance conflicting policy priorities. The Government ministries operated in silos with standalone policies, which could stretch the limited resources at the Government disposal and ultimately defeat the 2030 Agenda intent of Whole of Government Approach (WoG).



## **Recommendation**

- ✚ The MFED Management in collaboration with NSO should review and assess the existing policies to ensure policy coherence within the Government. Harmonised policies will consequently, promote Whole of Government approach (WoG).

4. The MFED had not intensified awareness on SDGs through communication and public awareness on 2030 Agenda. Therefore, there was low level of awareness.

## **Recommendations**

- ✚ The MFED Management should develop a communication strategy which will enhance continuous awareness of the universality of the agenda to ensure full understanding and public buy-in.

5. The MFED had not explored other financing mechanisms and secured innovative financing of the 2030 Agenda and the SDGs to augment the national budget.

## **Recommendation**

- ✚ The MFED should adopt, domesticate and implement the Addis Ababa Action Agenda (AAAA) on financing for development. This can provide innovative ways of funding for the effective implementation of SDGs.

6. There were no mechanisms or systems set by the MFED to integrate monitoring, follow-up & reporting into actions of all parts of the government and other stakeholders.

## **Recommendation**

- ✚ The MFED in collaboration with NSO and Statistics Botswana should fast-track the development of the National Monitoring and Evaluation Framework.

7. There was limited quality, accessible, timely and reliable disaggregated data to the lowest level by gender, age and other salient characteristics for monitoring the 2030 Agenda and the SDGs, due to ineffective data collection systems at both National and Local levels to collect, analyse and disseminate high quality data.

### **Recommendation**

- ✚ The MFED Management should strengthen data collection systems at both National and Sub national levels to generate disaggregated data in a timely and reliable manner.
  
- ✚ The MFED Management should also take stringent measures to operationalize the National SDGs Roadmap which calls for data revolution in Botswana.

# Chapter 1

## 1.0 Introduction

### 1.1 Audit Topic

Auditing Preparedness for Implementation of Sustainable Development Goals by MFED.

### 1.2 Audit Motivation

Botswana is a signatory of the new global framework, termed the “*2030 Agenda for Sustainable Development*” adopted by the UN member states in September 2015. This framework goes far beyond the Millennium Development Goals (MDGs) where progress had been uneven, particularly in Africa, least developed countries, landlocked developing countries and Small Island Developing States and some of the MDGs remained off-track. During the Millennium Development Goals era, the Office of the Auditor General played a minimal role in contributing to value and benefits for the citizens. Therefore, concerning the 2030 Agenda and the SDGs, the Office of the Auditor General as an oversight institution found it imperative to make valuable contribution to national efforts to track progress, monitor implementation and identify improvement opportunities across the full set of SDGs. Thus, conducting this audit will offer a quality and independent assessment of the Government’s readiness to successfully implement the SDGs without replicating the shortfalls that were experienced during implementation of MDGs. Most importantly, this will contribute towards monitoring and overseeing the use of public resources and overall implementation of SDGs.

### 1.3 Audit Objectives

- To assess the extent to which the Ministry of Finance and Economic Development (MFED) has adapted the 2030 agenda into the national context.

- To determine whether the MFED has identified and secured resources and capacities (means of implementation) needed to implement the 2030 Agenda.
- To assess the extent to which the MFED has established a mechanism to monitor, follow up, review and report on the progress towards the implementation of the 2030 Agenda.

## 1.4 Audit Questions

The audit focused on the following audit questions and sub questions;

### ***AQ1. To what extent has the MFED adapted the 2030 agenda into the national context?***

- 1.1. Has the MFED put in place processes and institutional arrangements to integrate the 2030 Agenda into the country's legislation, policy, plans, budget and programmes, including the country's existing sustainable development strategy, if there is one?
- 1.2. Has the MFED informed and involved citizens and stakeholders in the processes and institutional arrangement to integrate the 2030 Agenda, including national and local government, legislative bodies, the public, civil societies and the private sector?

### ***AQ 2. To what extent has the MFED identified and secured resources and capacities (means of implementation) needed to implement the 2030 Agenda?***

2.1 Has the MFED identified the resources (including financial, human, ICT, data and statistics) needed to implement, monitor and report on its priorities in the 2030 Agenda?

2.2 Has the MFED identified cooperation and partnership opportunities for getting required resources and capacities to achieve its priorities in 2030 agenda?

***AQ 3. To what extent has the MFED established a mechanism to monitor, follow up, review and report on the progress towards the implementation of the 2030 Agenda?***

3.1 Has the MFED assigned responsibilities to monitor, follow up, review and report on the progress towards the implementation?

3.2 Has the MFED identified performance indicators and baselines and set milestones to monitor and report on the implementation?

3.3 Has the MFED put in place processes to ensure the quality, availability and required level of disaggregation of the data needed?

3.4 Have monitoring, follow-up, review and report processes been designed through a participatory process and will these processes enable stakeholder engagement?

## 1.5 Audit Scope

The audit assessed strategies/actions put in place by the MFED regarding preparedness for implementation of SDGs from September 2015 to March 2018. It also assessed the actions and strategies regarding nationalisation of the SDGs into national development plans and policies, means of implementation and mechanisms put in place for review, follow up and reporting on the SDGs.

For the purpose of this audit, a Whole of Government (WoG) approach was adopted since the 2030 Agenda is inclusive, “leaves no one behind” and implementation of SDGs goes way beyond the responsibility of only one Ministry. It requires the active involvement of all policy communities and a wide range of stakeholders that allows for a WoG approach. Since the 2030 Agenda has several lines of accountability across different sectors and actors at national, sub-national and community levels, these were considered during the audit.

At the national level, the Secretariat and the National Steering Committee members were visited to gain more understanding on preparedness for

implementation of SDGs. In addition, the National Strategy Office (NSO) which coordinates the Thematic Working groups (TWGs) and the following lead ministries for the Thematic Working Groups were also visited;

- Ministry of Local Government and Rural Development.
- Ministry of Finance and Economic Development
- Ministry of Defence, Justice and Security.

Other stakeholders involved in the preparedness for implementation of SDGs included among others;

- Statistics Botswana
- Development Partners
- Non-Governmental Organisations/Community Based Organisations
- Community leaders/ Legislators
- Youth groups
- Academia
- Civil Society Organisations

The audit also considered strategies at only two (2) Districts, namely Gantsi and Chobe in which the SDGs coordinating office (MFED) was operational at district level.

### **Limitations**

The audit covered only actions related to preparedness and excluded those related to actual implementation of the SDGs. Due to time and financial constraints it was not possible to reach out to all stakeholders that were deemed important. Such stakeholders included among others; the private sector, PAC, Ntlo ya Dikgosi (House of Chiefs), Parliament and Office of the President.

## **1.6 Audit Criteria and their Sources**

Since the focus of the audit was not directly on the results, but on the governmental structures and mechanisms put in place for the implementation of

the 2030 Agenda, the audit criteria focused on designing a theoretical framework of government preparedness for the SDGs. The audit criteria and their sources are presented at **Annexure 1**.

## 1.7 Audit Methodology

In this audit, interviews, document review and focus group discussions were the main data collection methods used. Therefore, document, content and root cause analysis were the appropriate methods for the data collected. Refer to **Annexures 2, 3 and 4** for the list of documents reviewed, interviews and focus groups respectively.

## 1.8 Auditing Standards

The audit was conducted in accordance with, International Standards for Supreme Audit Institutions (ISSAIs); 300, 3000, 3100 and 3200. These standards require that the audit be planned and conducted in order to obtain sufficient and appropriate evidence to provide a reasonable basis for the findings, conclusions and recommendations based on the audit objectives.

## Chapter 2

### 2.0 Overview

Prior to the adoption of the 2030 Agenda, Botswana had already begun to roll out development through integrating the environment, social and economic dimensions, hence, it was a seamless transition to the adoption of SDGs once approved by member states in 2015. Botswana adopted four distinct phases to roll out SDGs. The process began with campaigns to ensure ownership of SDGs at all levels and the goals were integrated into national development frameworks, programmes and sector plans. The country also developed a plan of action (roadmap) to roll out SDGs. Institutional mechanisms were established for effective coordination of SDGs.

Ministry of Finance and Economic Development has been charged with the responsibility of leading and coordinating the localisation and implementation of SDGs in Botswana. The mandate of the Ministry of Finance and Economic Development is to coordinate national development planning, mobilise and prudently manage available financial and economic resources. Furthermore, the Ministry is responsible for the formulation of economic and financial policies for sustainable economic development. The core functions of the Ministry fall into three main areas as follows:<sup>1</sup>

Treasury and Budget Administration.

Economic Management and National Development Planning Coordination.

Financial Administration and Management.

### 2.1. DEPARTMENTS/SECTIONS OF THE MINISTRY

**The Ministry has the following divisions;**

- Economic and Financial Policy

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<sup>1</sup>Botswana SDGs Roadmap, A Guide to Implementation of Sustainable Goals, 2017-2023, page 19



- Macroeconomic Policy Sub-Division.
- Financial Policy Sub-Division.
- Development and Budget
- Corporate Services
- Office of the Accountant General
- Internal Audit
- Financial Intelligence Agency
- Public Private Partnerships

To ably deliver on this mandate, the Ministry in consultation with its development partners has established various bodies to form part of the institutional framework that will support the implementation of the SDGs. These bodies are;

### **2.1.1. National Steering Committee (NSC)**

It was established to drive the 2030 Agenda at the policy level in the country and it is co-chaired by the Secretary for Economic and Financial Policy of the MFED and the United Nations Resident Coordinator. Membership comes from Government Ministries and Departments, Civil Society, UN Agencies, Bilateral and Multi-lateral partners, youth and women's organisations, the private sector, media, academic and research institutions.<sup>2</sup> **(See Annexure 5 for details of the functions)**

### **2.2.2 SDGs National Secretariat**

It was established by the Ministry to support the Ministry and the NSC in their implementation oversight responsibility of the SDGs. It is based in the MFED Population and Development Coordination Section and headed by a Director assisted by two (2) Chief Economists.<sup>3</sup> **(See Annexure 5 for details of the functions)**

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<sup>2</sup> Ibid

<sup>3</sup> Ibid

### **2.2.3 SDGs Technical Task Force (TTF)**

It was established by the NSC to perform technical level functions in support of the implementation of the SDGs, as may be deemed necessary by the NSC. The membership is multi- sectoral, drawn from Government at the National and Sub national levels, civil society, private sector, youth organisations, academic, research institutions, UN agencies and other development partners.<sup>4</sup> **(See Annexure 5 for details of the functions)**

### **2.2.4 Thematic Working Groups (TWGs)**

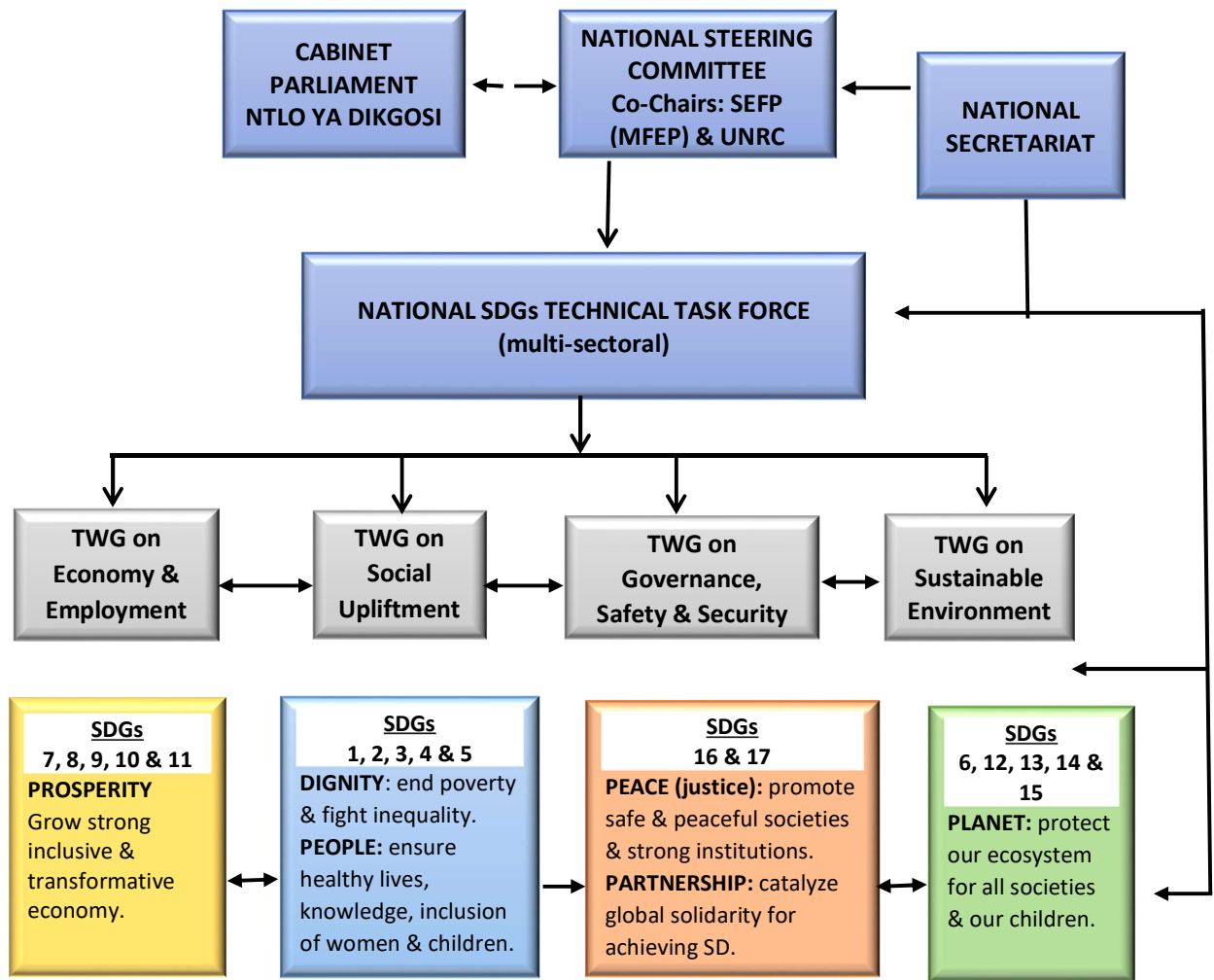
TWGs were established to further support the SDGs rollout process. The four TWGs are (i) Economy and Employment, (ii) Social Upliftment, (iii) Sustainable Environment, and (iv) Governance, Safety and Security. Each TWG comprises a cluster of related sectors whose membership is derived from state and non-state actors.

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<sup>4</sup> Botswana SDGs Roadmap, A Guide to Implementation of Sustainable Development Goals, 2017-2023, page 19

Figure 2: Schematic Diagram of the Institutional Framework

## SDGs INSTITUTIONAL STRUCTURE



Source: Botswana SDGs Roadmap (2017 – 2023)

# FINDINGS

## Chapter 3

### 3.0 Integration of the 2030 Agenda into the national context

This chapter presents, interprets and discusses findings relating to integration of SDGs into national planning processes and setting specialised institutional arrangements for implementation. The findings highlight significant issues that were identified during the audit. The issues include among others; public awareness, stakeholder engagement, integration, policy coherence and institutional arrangements.

#### 3.1 Integration of the SDGs into National Planning

The SDGs and targets are aspirational and global with each government to (a) decide how the SDGs should be integrated into national planning processes, policies and strategies; and (b) set their own national targets guided by the global level of ambition, but taking into account national circumstances<sup>5</sup>.

The review of the 2030 Agenda, National Vision 2036 (2016 – 2036), National Development Plan 11 (2017 – 2023) and the associated District and Urban Development Plans revealed that the national plans were aligned to the 2030 Agenda. Furthermore, the principles of SDGs were integrated into these plans. Although the SDGs were outlined in the national plans, the audit analysis revealed that the national baselines had not been developed. Lack of national baselines will impact negatively on the monitoring and evaluation of SDGs as there will be no basis for measuring performance of SDGs' implementation hence delays in achieving the goals.

#### **Recommendation**

 The MFED in collaboration with Statistics Botswana and relevant

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<sup>5</sup> UNDP-SDG Reference Guide-UNCT (2015), pg. 31

stakeholders should develop SDGs baselines. The availability of the report will provide the basis for setting targets and promote evaluation of SDGs implementation status.

### ***Management Comment***

***Management stated that Statistics Botswana with the support of United Nations Population Fund (UNFPA) had engaged a consultant to develop the National SDGs Baseline Report. Management further stated that the Report validation workshop was held on the 31<sup>st</sup> July 2018.***

## **3.2 Institutional Framework for Implementation of 2030 Agenda**

The Botswana SDG Roadmap recognises the need for a well-functioning institutional framework to integrate the 2030 Agenda into the actions of all parts of Government and ensure coordinated and integrated actions, that is, Whole of Government (WoG) approach<sup>6</sup>.

The audit revealed that MFED had limited institutional capacity to fully deliver the SDGs mandate. At the time of audit, the National SDG Secretariat operated under the services of a Director assisted by two (2) Chief Economists and two Officers at district level (Ghanzi and Chobe). Despite the Secretariat having a core mandate of coordinating the implementation of the Revised National Population Policy (RNPP), they were also charged with the added responsibility of coordinating the implementation of SDGs, hence challenges in coordinating SDGs.

Upon enquiry with MFED, it was revealed that no capacity assessment was undertaken to determine if implementation of the SDGs would be effective under the current structure. The absence of capacity assessment exercise meant that the National SDG Secretariat was not in a position to effectively coordinate implementation of SDGs. It was necessary to undertake capacity needs

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<sup>6</sup> The Botswana National SDGs Roadmap, 2017-2023, pg.19.

assessment considering that the SDGs require a Whole of Government approach which advocates for leaving no one behind. WoG approach also seeks unity of purpose among all government actors, levels and sectors. In this regard high level coordination is paramount.

The OAG acknowledges that efforts were made to establish various other structures such as NSC and SDGs Task Force (TTF) to form part of the institutional framework that will support implementation of the SDGs. However, this does not alleviate the strong need to strengthen the human and institutional capacity of the National Secretariat to enable it to ably provide the technical leadership in the implementation.

### **Recommendation**

- ✚ The MFED should conduct a capacity assessment of the SDG Secretariat in order to determine the effectiveness of the current structure and where necessary strengthen its capacity to enable it to effectively lead and coordinate the SDGs implementation across the country.

### ***Management Comment***

***The MFED concurred with the observation and agreed to the recommendations. MFED further indicated that the United Nations Development Programme (UNDP) was working on a project document, which recognised the need to capacitate the secretariat through recruitment of an SDGs Project Manager and a Communications Officer. The MFED confirmed that the Project Manager was recruited and resumed duty on the 1<sup>st</sup> September 2018.***

## **3.3 Policy Coherence**

The implementation of the 2030 Agenda requires an integrated approach to promoting all the dimensions of sustainable development in a balanced manner that breaks down traditional sectoral silos and creates horizontal and vertical policy coherence. (SDG Guidance, Pg. 22).

Although the 2030 Agenda commits to an integrated and balanced approach to achieve sustainable development regarding horizontal and vertical integration, little attention had been given to policy synergies and trade-offs. During the audit, analysis of the interviews indicated that there was no policy coherence, as a result in policy coherence review exercise not being done. From the audit analysis, review and assessment of the existing policies across the country had not been undertaken to manage trade-offs and balance conflicting policy priorities. Therefore, the Ministries still operated in silos and, or with standalone policies. For instance, the Youth Development Fund Programme, Women Empowerment Programme and Livestock Infrastructure Management and Integrated Development Programme are operating under isolated policies although they serve the same clients. Further, the analysis of the interviews revealed that the absence of policy coherence was due to the fact that initially prioritisation and or more effort was on sensitisation and awareness creation of SDGs therefore focus on policy assessment and alignment across sectors had not taken place. Therefore, there was a high risk of duplication of services offered by these programmes under different policies.

If the Ministries continue to operate with disintegrated policies, there will be continued duplications and overlaps of policies which will ultimately stretch the limited resources at Government disposal. This will also defeat the 2030 Agenda intent of Whole of Government Approach (WoG). The OAG is well aware that the development of policy coherence is not an end in itself but rather a means to achieving certain objectives, therefore there will be need to better integrate public policies in all areas to address overlaps.

On the other hand, vertical integration which is across levels of Government was done. At local level SDGs were integrated into the District and Urban Plans, thus districts and towns became part of the Institutional arrangements for SDG implementation.

## Recommendation

- ✚ The MFED in collaboration with NSO should review and assess the existing policies to ensure policy coherence within the Government for efficient implementation of 2030 Agenda and SDGs with an integrated approach. Harmonised policies will consequently, promote Whole of Government approach (WoG).

### ***Management Comment***

***The MFED acknowledged the deficiencies revealed by the audit with regards to policy coherence. However, the MFED attested that, policy integration is a process that involves the entire economy. Therefore, MFED and NSO may not be in a position to review policies of which they are not custodians. Furthermore, while SDGs promote policy coherence and the need to take into account the interlinkages between goals and targets, policies would not be reviewed in abstract, but only when there is a policy gap that may limit the attainment of certain objectives.***

## 3.4 Public Awareness

To ensure ownership, a bottom-up approach should be adopted for the post-2015 agenda, starting at the local level. Emphasis should be placed on communicating the SDGs and raising awareness of the universality of the agenda, to ensure full understanding and ownership by all types of governments and stakeholders<sup>7</sup>.

The audit revealed that MFED had not been able to intensify awareness about the SDGs and it was highlighted through the interviews that there had been a challenge of reaching out to everyone and encouraging stakeholders to engage meaningfully in contributing to decision making. For instance, the MFED had conducted stakeholder workshops which were held in Gaborone and Maun to sensitize Government officials, academia, private sector and civil society

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<sup>7</sup> Delivering the post 2015 Development Agenda: Opportunities at the national and local levels, Pg. 12.



organisations on the 2030 Agenda for sustainable development and the SDGs. Other stakeholders who were sensitized included Members of Parliament, Lobatse Urban Development Committee, Ministry of Education officers (both basic and tertiary), Development partners forum, First National Bank of Botswana (FNBB) Foundation Board members, NGO Council as well as National Association of Development Studies in Botswana (Secondary School teachers and students).

Apart from the District Development Planners who had been sensitized about the SDGs, community members, village leadership and members of CSOs at the districts visited (Ghanzi and Chobe) attested that they had not been sensitised on the 2030 Agenda and the SDGs. Additionally, the MFED did not use diverse communication tools that would be central to disseminating information and creating awareness on SDGs. MFED had also not translated the SDGs into the local language in order to reach out to local communities.

Lack of sensitisation was due to the absence of a communication strategy. As a result there was low level of awareness on SDGs. The availability of the communication strategy would promote awareness and sensitisation initiatives with the primary aim of spreading understanding of the SDGs to the key stakeholders and target groups, encourage development of communication tools and nurture for public discourse through which stakeholders would have opportunities to participate in the implementation of SDGs.

Therefore, it is imperative to mobilise, empower and engage the citizens through a participatory process to ensure ownership of the 2030 Agenda and the SDGs. This will intensify public awareness, sensitisation and advocacy on the 2030 Agenda at both National and Sub national levels.

## **Recommendations**

- ✚ The MFED should develop a communication strategy. The existence of a strategy will enhance continuous awareness of the universality of the agenda to ensure full understanding and public buy-in. In addition the strategy will guide the MFED to develop various means of communication to engage communities and local authorities to carry out advocacy, sensitization and raising awareness.

### ***Management Comment***

***The MFED agreed to the observation that at the time of audit they had not intensified awareness about the SDGs. Nonetheless, MFED pointed out that the Ministry in collaboration with UNDP had developed the National SDGs Communication Strategy, which outlines all the channels of communication for effective reach. Further management highlighted that SDGs had not been translated into Setswana. Rather a local youth organisation called Youth Alliance for Leadership and Development in Africa (YALDA) Botswana had translated the snapshot of the goals as seen in the official logo/poster. As embodied in the communication strategy, the SDGs together with their underlying targets and indications will be translated fully into Setswana, including other advocacy materials.***

## Chapter 4

### 4.0 Resources and capacities for implementing the 2030 Agenda

This chapter outlines how the Government of Botswana has identified and secured resources and capacities needed for the implementation of the 2030 Agenda and the SDGs. The finding highlighted inadequate financing mechanisms for implementation of the 2030 Agenda and SDGs.

#### 4.1 Financing Mechanisms

The Addis Ababa Action Agenda (AAAA) on financing for development, as well as the SDG 17 and the 2030 Agenda, recognise that all types of financing are needed for the implementation of the agenda and outline an array of financing mechanisms; domestic public resources, domestic and international business and finance, international development cooperation as well as debt and debt sustainability.

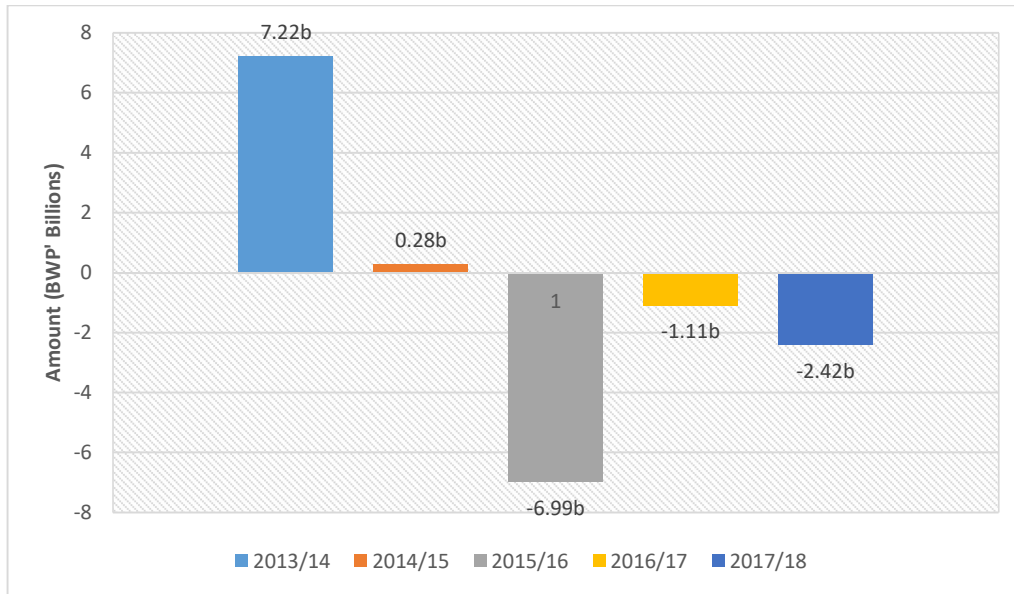
The analysis from the documents<sup>8</sup> corroborated by interviews with the MFED management, indicated that, the MFED had not explored other financing mechanisms for implementing the 2030 Agenda and SDGs. The audit revealed that at the time of audit, the main source of SDGs funding was through the mainstream national budget. The interviews also revealed that sectors were expected to align their programmes and projects with the SDGs to leverage on resources, thus heavy reliance on the national budget, which was due to non-adoption, non-recognition and non-domestication of the AAAA on financing for development.

Non adoption and non-recognition of the AAAA for financing for development would hamper implementation and achievement of SDGs, since Botswana's budget had been in deficit for the past three financial years (since 2015) as indicated in figure 3.

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<sup>8</sup> 2017/2018 budget speech,

Figure 3: National budget status (surplus/deficit)



Source; OAG analysis of financial budgets

From the analysis of figure 2, it can be deduced that for the financial years under review, 2015/16, 2016/17 and 2017/18, the country's budget was in deficit. Therefore, it was imperative that MFED explored other financing mechanisms to augment the funding for implementation of SDGs.

On the other hand, the audit revealed that Botswana as an upper middle income country received minimal financial aid from international donors through technical assistance. The audit through documentary review established that, although Botswana was ranked as an upper-middle income country, development indicators were still in a state of low income country. For those reasons, Botswana qualified to benefit from international development cooperation. The implementation of the SDGs will not be effective unless a clear and sustained effort is made towards mobilization of resources and a well-developed financing architecture in the country rather than depending on the country's mainstream budget only.

### Recommendation

- ✚ The MFED should adopt, domesticate and implement the Addis Ababa Action Agenda (AAAA) on financing for development. This can provide

innovative ways of funding for the effective implementation of SDGs.

***Management Comment***

***The MFED acknowledged the need to domesticate and implement the Addis Ababa Action Agenda (AAAA) on financing for development and therefore concurred with the recommendation.***

## Chapter 5

### 5.0 Monitoring, follow-up, review and reporting on progress toward the implementation of the 2030 Agenda

This chapter presents, interprets and discusses findings pertaining to the mechanisms established to monitor, follow up, review and report on the progress towards the implementation of the 2030 Agenda and SDGs. The issues highlighted include among others; regular and inclusive reviews, National Results Framework and availability of disaggregated data.

#### 5.1 National Results Framework

It is expected that all UN member states put in place national results frameworks with targets and indicators, as well as effective monitoring systems to provide timely and high quality information for policy-making and resource allocation to implement the SDGs. These frameworks will complement the set of global indicators used to follow up and review the progress on goals and targets<sup>9</sup>.

From the interviews with various stakeholders including academia, District Councils management and representatives from the Non-Governmental Organisations, the MFED had not put in place an integrated and effective monitoring, evaluation, reporting and accountability system that considers both national and local contexts. There were no mechanisms or systems set by the MFED to integrate monitoring, follow-up and reporting into actions of all parts of the government and other stakeholders. Thus, the MFED had not fully conducted regular and inclusive reviews of progress at sub-national, national, regional and global levels. For instance, despite having participated in the 2017 Voluntary National Review (VNR), there was no documentary evidence that sub national (Districts) reviews and reports had been undertaken to inform the VNR.

This anomaly was due to lack of a National Monitoring and Evaluation Framework

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<sup>9</sup> Agenda 2030 Para. 75 /RES/70/1

that clearly defined roles, responsibilities and lines of accountability at both national and sub national levels. Therefore, without an effective and integrated National Monitoring Framework it will be difficult to evaluate and measure the extent to which SDGs have been achieved and also accountability and ownership of SDGs will be hampered.

Nevertheless, the Auditor General acknowledges that at the time of audit the NSO and Statistics Botswana were still working on development of a National Monitoring and Evaluation Framework to facilitate effective monitoring and evaluation of SDGs in Botswana.

### **Recommendation**

- ✚ The MFED through NSO and Statistics Botswana should fast-track the development of the National Monitoring and Evaluation Framework. Completion and implementation of the framework will ensure effective monitoring and evaluation of the SDGs.

### **5.2 Availability of Quality Disaggregated Data**

The 2030 Agenda explicitly recognises the critical importance of quality, accessible, timely and reliable disaggregated data to monitor progress and ensure that no one is left behind<sup>10</sup>.

However, it emanated from the interviews conducted with the MFED, Chobe and Ghanzi District Councils management that there was limited quality, accessible, timely and reliable disaggregated data for effective initiation and adoption of programmes and monitoring the 2030 Agenda and the SDGs. The audit revealed that national surveys and censuses presented data that was not disaggregated to the lowest levels by gender, age, and other salient socioeconomic characteristics, including income, wealth, location, class and ethnicity. This situation was exacerbated by ineffective data collection systems at both national and local levels to collect, analyse and disseminate high quality data. On the

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<sup>10</sup> Agenda 2030 Par 48 /RES/70/1

other hand, limited human resources, inadequate statistical production and dissemination standards in ministries, departments and agencies, were also indicated as factors that contributed to unreliability and non-accessibility of data. This therefore may negatively impact on monitoring, reporting and evaluation of performance against the goals, targets and indicators.

### **Recommendation**

- 📊 The MFED in collaboration with Statistics Botswana and National Strategy Office should strengthen data collection systems at both National and Sub national levels. The existence of an effective collection system will promote generation of disaggregated data in a timely and reliable manner.
  
- 📊 The MFED should also take stringent measures to operationalize the National SDGs Roadmap which calls for data revolution in Botswana.



## Chapter 6

### 6.0 Overall Conclusion

The successful implementation of the 2030 Agenda and the SDGs requires a Whole of Government approach and this calls for Governments to be prepared to integrate SDGs into their national planning frameworks, mobilise financing mechanisms and set up monitoring and review arrangements to be able to effectively implement the Agenda. On this note, that Botswana has made significant efforts in preparing for implementation of SDGs as Sustainable Development Goals have been aligned to national development frameworks, a National SDGs roadmap for implementation has been developed and an institutional framework for coordination and implementation of SDGs was set up.

However, some deficiencies pertaining to the country's readiness for implementation of SDGs were noted. More needs to be done on public awareness about the 2030 Agenda as there was still low level of awareness on SDGs. On the other hand, the national baselines had not yet been developed. In addition, the Ministries operated in silos with standalone policies, which could stretch the limited resources at the Government disposal and ultimately defeat the 2030 Agenda intent of Whole of Government approach and the Ministry had not been able to explore and secure innovative financing of the 2030 Agenda and the SDGs to augment the national budget for means of implementation. Other areas of deficiencies were noted on monitoring, review and reporting. Notwithstanding shortcomings in some aspects, OAG acknowledges the contributions MFED has made in preparedness for implementation of the SDGs. Lastly, the successful implementation of the SDGs is reliant upon effective strategies on means of implantation.

## ANNEXURES

### Annexure 1: Audit Criteria and their Sources

<b>Audit Questions</b>	<b>Sub Questions</b>	<b>Audit Criteria</b>	<b>Source</b>
1	1.1	The SDGs and targets are aspirational and global with each government to: (a) decide how the SDGs should be incorporated into national planning processes, policies and strategies; and (b) set their own national targets guided by the global level of ambition, but taking into account national circumstances.	UNDP–SDG Reference guide- UNCT (2015) Pg 31
	1.2	A structured stakeholder engagement process enables stakeholders as well as governments to plan ahead, to assemble evidence, reports and other material to make well-researched contributions at the appropriate time in the policy cycle.  To ensure ownership, a bottom-up approach should be adopted for the post-2015 agenda, starting at the local level. Emphasis should be placed on communicating the SDGs and raising awareness of the universality of the agenda, to ensure full understanding and ownership by all types of governments and stakeholders.	UNDP – SDG – Reference guide- UNCT (2015) Pg 25  Delivering the post 2015 Development Agenda: Opportunities at the national and local levels, Pg 12
	1.3	Enhance policy coherence for sustainable development  Stakeholders have collectively made the call “for governments to create spaces and mechanisms for engagement.” In some countries, these spaces have been institutionalized as some type of formal multi-stakeholder council or a similar body.	SDGs 17.14  UNDP 2015
2	2.1	The revitalized global partnership will endeavour to deliver the means of implementation through “domestic public resources, domestic and international private	UNDP – SDG – Reference guide- UNCT (2015) Pg 7

		<p>business and finance, international development cooperation, international trade as an engine for development, debt and debt sustainability, addressing systemic issues and science, technology, innovation and capacity-building, and data, monitoring and follow-up.”</p> <p>Efforts must be made to ensure that both national and sub national levels of government have access to sources of revenue. Creative, sustainable and equitable financing mechanisms need to be explored and applied at all levels.</p>	<p>2030 Agenda for Sustainable Development, Par 75</p>
3	3.1	<p>NSOs are the main providers of data for monitoring the SDGs, but they can also benefit from new opportunities to complement traditional sources of data with big data, data coming from other state institutions, civil society and the private sector.</p>	<p>UNITAR 2016</p>
	3.2	<p>Countries are to develop set of indicators in line with the global indicators</p> <p>Tailoring the SDGs to national contexts inherently involves Member States setting their own targets guided by the level of ambition of the global SDGs and targets, but taking into account national circumstances.</p>	<p>2030 Agenda for Sustainable Development, Par 75</p> <p>UNDP – SDG – Reference guide- UNCT (2015) Pg 37</p>
	3.3	<p>Follow-up and review processes at all levels will be, inter alia, rigorous and based on evidence, informed by country-led evaluations and data which is high quality, accessible, timely, reliable and disaggregated by income, sex, age, race, ethnicity, migration status, disability and geographic location and other characteristics relevant in national contexts</p> <p>Ensuring that the statistical systems, capacities, methodologies and mechanisms are in place to track progress and</p>	<p>UNDP – SDG – Reference guide- UNCT (2015) Pg 7</p> <p>UNDP – SDG – Reference guide- UNCT (2015) Pg 69</p>

		ensure accountability, with the engagement of citizens, parliaments and other national stakeholders. This is especially critical with regard to the most excluded and marginalized populations, which are often not represented or under-represented in current national data collection.	
	3.4	<p>In the spirit of continuous improvement and accountability, nations commit via The 2030 Agenda to “fully engage in conducting regular and inclusive reviews of progress at sub-national, national, regional and global levels.”</p> <p>Member states to conduct regular and inclusive reviews of progress at the national and sub-national levels which are country-led and country-driven. Such reviews should draw on contributions from indigenous peoples, civil society, the private sector and other stakeholders, in line with national circumstances, policies and priorities.</p>	<p>UNDP – SDG – Reference guide- UNCT (2015) Pg 7</p> <p>UNDP – SDG – Reference guide- UNCT (2015) Pg 74</p>

## Annexure 2: Document Review

The following documents were reviewed in order to gain an understanding of the actions involved in the preparation for implementation of SDGs:

- ❖ Botswana National Development Plan 11
- ❖ Botswana National Vision 2036: Achieving Prosperity for all
- ❖ Botswana SDGs Roadmap: A guide to Implementation of SDGs (2017-2023)
- ❖ Botswana Voluntary National Review Report (2017)
- ❖ Ghanzi District Development Plan 8
- ❖ Chobe District Development Plan 8
- ❖ Transforming our world: The 2030 Agenda for Sustainable Development Goals, A/RES/70/1
- ❖ INTOSAI Development Initiative (IDI)'s ISSAI Implementation Handbook on Performance Audit Handbook
- ❖ Delivering the post 2015 Development Agenda: Opportunities at the national and local levels
- ❖ United Nations Development Programme–Sustainable Development Goals Reference guide- UNCT (2015)
- ❖ Addis Ababa Action Agenda: Financing for Sustainable Development
- ❖ Auditing Preparedness for Implementation of Sustainable Development Goals: Guidance for Supreme Audit Institutions

## Annexure 3: Interviews

### National Level

- ❖ Permanent Secretary at MFED-Economic and Financial Policy Division
- ❖ Permanent Secretary-Ministry of Defence Justice and Security (MDJS)
- ❖ Director- Population and Development Unit-MFED
- ❖ Deputy Director-Ministry of Local Government and Rural Development (MLGRD)
- ❖ UN Resident Coordinator - United Nations and Development Programme (UNDP)
- ❖ Deputy Statistician General - Statistics Botswana
- ❖ Deputy Director General - National Strategy Office (NSO)
- ❖ University of Botswana (UB) - Dean (Faculty of Science)
- ❖ President-Botswana Association for Providers of Tertiary Education
- ❖ Secretary – Botswana Community Based Network (BOCOBONET)
- ❖ Chairperson - Youth Alliance for Leadership and Development in Africa (YALDA)

### District Level

- ❖ Two (2) Land Board Secretaries (Ghanzi, Chobe)
- ❖ Council Secretaries (Chobe)
- ❖ Deputy Council Secretary-Technical (Ghanzi)
- ❖ Two (2) Acting District Commissioners (Ghanzi, Chobe)
- ❖ Five (5) District Planners (Ghanzi, Chobe)
- ❖ Two (2) District Population Officers (Ghanzi, Chobe)
- ❖ Council Chairman (Chobe)
- ❖ Tribal Secretary (Ghanzi, Chobe)
- ❖ Two (2) Dikgosi (Ghanzi, Chobe)
- ❖ Village Development Committee Chairperson (Chobe)
- ❖ Ghanzi Network of Civil Society- (Chairman, Ghanzi)

## Annexure 4: Focus groups

### Civil Society Organisations Representatives (Chobe)

- ❖ Red Cross
- ❖ Kagisano Women's Shelter
- ❖ Kazungula Children's Ark)
- ❖ Chobe Arts Association
- ❖ Tebelopele
- ❖ BONEPWA

## Annexure 5 : Institutional Framework for SDGs

### Functions of the SDGs National Steering Committee

- i) Based on approval from the NSC and with the support of the TTF, leads the championing of the SDGs through awareness, sensitization and advocacy campaigns across the country. Ensure that all relevant actors at national and sub-national levels are involved in the process;
- ii) Leads and coordinates the production and implementation of the SDGs Roadmap
- iii) Works with all sectors and stakeholders to domesticate, mainstream and implement the SDGs at the national and sub-national levels, with the support of the TTF.
- iv) Provide support and oversee all tailor-made capacity building interventions on the SDGs at national and sub-national levels, in collaboration with TTF;
- v) Prepares agenda items for NSC meetings in consultations with co-chairs and take minutes of those meetings as well as follow up on any action points with various sectors and stakeholders to ensure successful implementation;
- vi) In consultation with the NSC and collaboration with TTF, ensures that all sectors ministries and Departments are effectively aligning their sector plans and budgets with SDGs;
- vii) Creates awareness for the formulation of SDGs-based strategies across the country
- viii) Works with Statistics Botswana and other relevant stakeholder to establish SDGs tracking and reporting systems, such as effective monitoring and evaluation system
- ix) Leads and coordinates the production of regular SDGs reports. Knowledge products-SDGs studies and assessment, policy briefs, newsletter, articles and policy papers as well as updates for review and approval by NSC before publication. These initiatives will be undertaken with the support of the TTF and relevant academic and research institutions where required;
- x) With the approval of the NSC and support of the TTF, develops a resource mobilization strategy and project document to support the implementation of the SDGs Roadmap
- xi) Ensures that there is relevant capacity within the secretariat to support the NFED and the NSC in the discharge of their functions; and
- xii) Supports the implementation of projects and programmes aimed at promoting the SDGs at the national and sub-national levels in Botswana

### Functions of the National SDGs Secretariat

- i) Based on approval from the NSC and with the support of the TTF, leads the championing of the SDGs through awareness, sensitization and advocacy campaigns across the country. Ensure that all relevant actors at national and sub-national levels are involved in the process;
- ii) Leads and coordinates the production and implementation of the SDGs Roadmap;



- iii) Works with all sectors and stakeholders to domesticate, mainstream and implement the SDGs at the national and sub-national levels, with the support of the TTF;
- iv) Provide support and oversee all tailor-made capacity building interventions on the SDGs at national and sub-national levels, with the support of the TTF
- v) Prepares agenda items for NSC meetings in consultation with co-chairs and take minutes of those meetings as well as follow up on any action points with various sectors and stakeholders to ensure successful implementation
- vi) In consultation with the NSC and collaboration with the TTF, ensures that all sector ministries and departments are effectively aligning their sector plans and budgets with the SDGs
- vii) Creates awareness for the formulation of SDGs based strategies across the country;
- viii) Works with statistics Botswana and other relevant stakeholder to establish SDGs tracking and reporting systems, such as an effective monitoring and evaluation system
- ix) Leads and coordinates the production of regular SDGs reports, knowledge, products-SDGs studies and assessments, policy briefs, newsletter, articles and policy papers as well as updates for review and approval by NSC before publication. These initiatives will be undertaken with the support of the TTF and relevant academic and research institutions where required;
- x) With the approval of the NSC and support of the TTF develops a resource mobilization strategy and project document to support the implementation of the SDGs Roadmap;
- xi) Ensures that there is relevant capacity within the Secretariat to support the MFED and NSC in the discharge of their functions; and
- xii) Supports the implementation of projects and programmes aimed at promoting the SDGs at the national sub-national levels in Botswana.

### **Functions of the Technical Task Force**

- i) Provides support to the preparation of the national SDGs roadmap and its annual implementation action plans, as well as play an active role in the implementation of the roadmap
- ii) Plays an active and leads role in the reviewing and drafting of strategic documents, as well as updates and presentations on the SDGs
- iii) Support the preparation of reports and other related documents to facilitate the NSCs participation in local, national, regional and global for on the SDGs
- iv) Supports the secretariat in developing an explicit SDGs advocacy and communications strategy and action plan to boost stakeholders and communities' knowledge and participation thereof in the SDGs process;
- v) Supports the Secretariat in organizing national and sub-national level multi-stakeholder dialogue and capacity building interventions on localization and implementation of the SDGs;

- vi) Provides technical support in the preparation of SDGs reports and various knowledge products, design of monitoring framework for the implementation of the SDGs and evaluation of performance against the goals, targets and indicators;
- vii) Supports the initiatives around national policies reconciliation with the SDGs targets and indicators through strategic sectoral and/or stakeholder engagement. This is critical in boosting stakeholders' understanding of how the SDG fit into their mandate to adopt appropriate programmes/projects towards their attainment; and
- viii) Plays an active role in supporting the Secretariat during preparations for National Steering Committee (NSC) quarterly meetings and other events

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