

6. Botswana: Progress on the National Monitoring and Evaluation System

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INTRODUCTION

This paper has two objectives: (1) it gives insights as to how the 2030 Agenda for Sustainable Development and the Sustainable Development Goals (SDGs) have been integrated in Botswana's national development frameworks such as the Vision 2036, the National Development Plan (NDP) and district and urban development plans; and (2) to present progress of Botswana's National Monitoring and Evaluation System (NMES) since the 2015 National Evaluation Capacities Conference (NEC 2015). The paper will also shed some light on the challenges encountered in the process of developing the NMES. Lessons learned and the next steps in the development of the NMES are also shared.

INTEGRATION OF THE SDGs INTO BOTSWANA'S DEVELOPMENT FRAMEWORKS

Botswana's National Development System is such that at the highest level (Figure 1), there is the National Vision which guides the country as to where it ought to be in the future. Botswana has developed its second national vision, dubbed Vision 2036, which has as its theme, "Achieving prosperity for all" and has four pillars that talk about the people, the environment, the economy and governance. The Vision 2036 is implemented at the national level through six-year NDPs and at the local level through the district and urban development plans.

The SDGs are integrated into Botswana's development frameworks in this manner:

1. When the Vision 2036 was crafted, development partners such as the World Bank and the United Nations were engaged to provide technical skills as well as ensure that global issues were taken into account.
2. The foundation of Botswana's national development agenda is sustainable development, that is, issues dealing with the people, the environment and the economy are taken into account and that none of these are developed at the expense of the other.
3. Each of these development instruments has indicators that are used to track Botswana's progress towards realization of the Vision 2036 and the SDGs. Figure 2 shows how the SDGs have been aligned to Botswana's development frameworks.

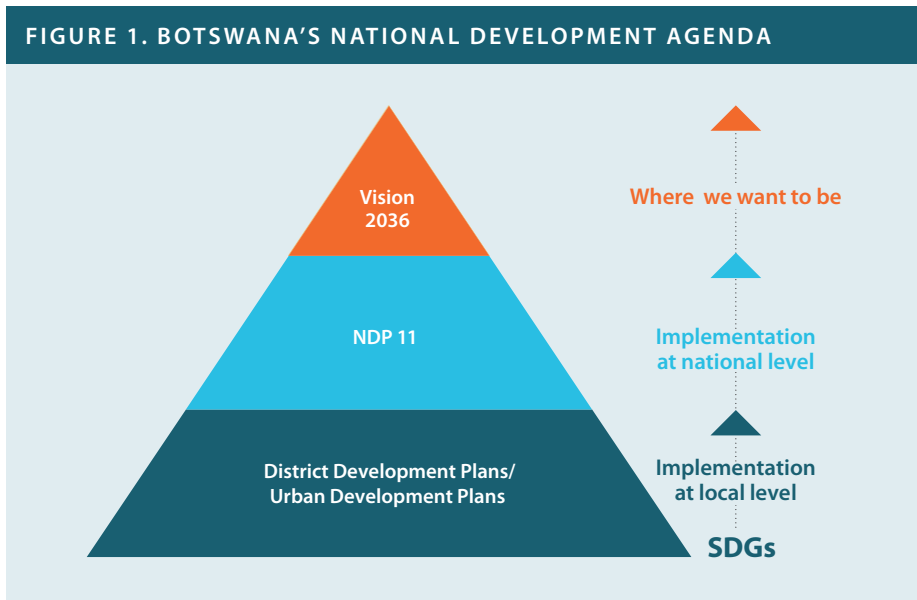


FIGURE 2. ALIGNMENT OF THE SDGs TO BOTSWANA'S DEVELOPMENT FRAMEWORKS

THE FIVE Ps	PROSPERITY Grow a strong, inclusive & transformative economy	PEOPLE Ensure healthy lives, knowledge, including of women and children Dignity End poverty & fight inequality	PLANET Protect our ecosystem for all societies & our children	PEACE (Justice) Promote safe & peaceful societies & strong institutions PARTNERSHIP Catalyze global solidarity for achieving sustainable development
Vision 2036 Pillars	Sustainable Economic Development	Human and Social Development	Sustainable Environment	Governance, Safety and Security
SDGs	7, 8, 9, 10, 11	1, 2, 3, 4, 5	6, 12, 13, 14, 15	16 & 17
Agenda 2063 Goals	1, 7, 8, 9, 10, 20	1, 2, 3, 4, 5, 17, 18	7	11, 12, 13, 14, 15, 19, 20
NDP 11 TWGs	Economy & Employment	Social Upliftment	Sustainable Development	Governance, Safety and Security

Figure 2 shows how the SDGs are aligned to Vision 2036 and the NDP. The Vision 2036 is aligned to the five transformative shifts of the SDGs: (1) leaving no one behind; (2) putting sustainable development at the core; (3) transform economies and jobs for inclusive growth; (4) build peace and effective, open and accountable public institutions for all; and (5) forge a new global partnership. These are captured through the four pillars of Vision 2036.

PROGRESS OF BOTSWANA'S NMES SINCE NEC 2015

The use of credible evidence in demonstrating results has never been more critical to winning public support and gaining credibility. With the commencement of Vision 2036 and the 11th NDP (NDP 11), the need for greater fiscal discipline and a review of government policies, programmes and projects to help accelerate progress on implementation and service delivery has become apparent. This has now given the Government of Botswana a new impetus to develop performance monitoring and evaluation (PM&E) as a way to strengthen public sector performance. The NMES is being developed to monitor and evaluate progress of the Vision 2036 and other national strategies. The development of the NMES is championed by the highest office in the country, the Office of the President.

The success of the NMES depends on all stakeholders understanding and playing their roles and assuming their responsibilities effectively. It also depends on the appropriate accountability mechanisms to ensure that PM&E is not only designed but also effectively implemented as planned. Figure 3 shows the key players in the development of the NMES and their roles are explained in Table 1.

- **Development of the M&E Policy.** This has been approved by Cabinet. The general objective of the PM&E Policy is to establish an effective PM&E System with the aim of strengthening the efficiency, effectiveness, accountability and transparency across government to support the achievement of national development goals.
- **Performance Framework for the 11th NDP (NDP11).** This has been completed. The Performance Framework outlines measurements that have been developed to

FIGURE 3. NATIONAL MONITORING AND EVALUATION SYSTEM STAKEHOLDERS

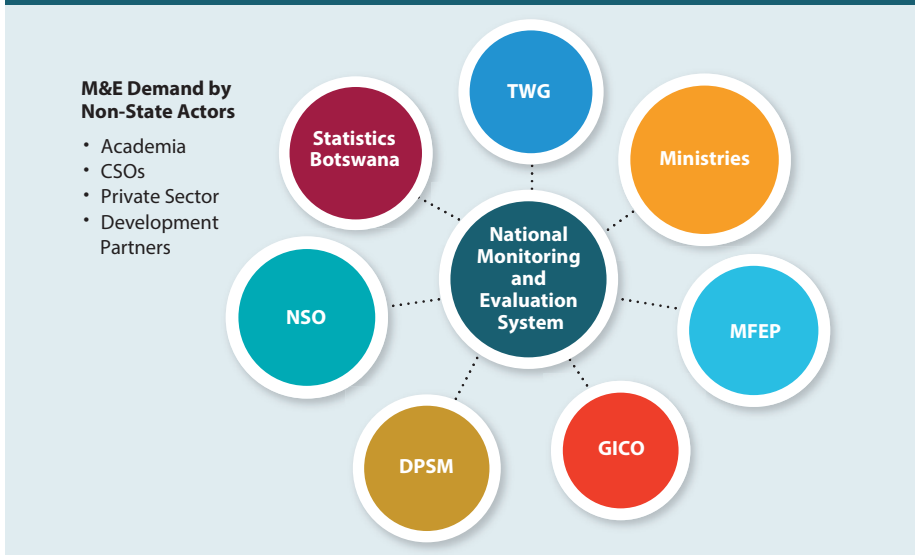


TABLE 1. ROLES AND RESPONSIBILITIES IN THE NATIONAL MONITORING AND EVALUATION SYSTEM

ENTITY	ROLE AND RESPONSIBILITY
Parliament	<ul style="list-style-type: none"> • Conducts oversight on implementation of the National Vision and NDPs. • Review and approve budgetary provision in line with NDP. • Use performance information to hold government accountable.
Cabinet	<ul style="list-style-type: none"> • Approval of Annual National Evaluation Plan. • Use performance information for decision-making.
Office of the Auditor General	<ul style="list-style-type: none"> • Conduct selective independent reviews of policies, programmes and projects. • Conduct regular performance audits.
National Strategy Office (NSO)	<ul style="list-style-type: none"> • Coordinate the design and implementation of the PM&E system, in collaboration with Ministry of Finance and Economic Development (MFED), Directorate of Public Service Management (DPSM), Government Implementation Coordination Office (GICO), Statistics Botswana and others key stakeholders. • Develop an evaluation policy, plan, tools and guidelines. • Coordinate evaluations. • Periodic review of the National Performance Monitoring and Evaluation Policy. • Conduct periodic ministerial performance reviews (MPRs). • Jointly with Public Enterprise, Evaluation and Privatisation Agency and respective ministries, conduct periodic review of performance of state-owned enterprises. • Set standards and coordinate the preparation of Ministry Strategic Plans.
Ministry of Finance and Economic Development (MFED)	<ul style="list-style-type: none"> • Provide overall leadership on development, implementation and review of NDPs. • Prepare annual budgets in line with the Medium-Term Expenditure Framework. • Monitor the performance of the budget in line with the NDP goals. • Produce quarterly, semi-annual and annual budget performance reports. • Conduct midterm and final reviews of NDPs in collaboration with National Strategy Office, Government Implementation Coordination Office and Statistics Botswana.
Thematic Working Groups (TWGs)	<ul style="list-style-type: none"> • Develop, implement and review NDPs. • Coordinate implementation of cross-cutting themes.
Government Implementation Coordination Office (GICO)	<ul style="list-style-type: none"> • Undertake performance monitoring of projects and produce annual and semi-annual reports to Cabinet. • Conduct citizen perception surveys on services delivery, in partnership with line ministries. • Monitor adherence to service standards.
Department of Public Service Management (DPSM)	<ul style="list-style-type: none"> • Coordinate establishment of PM&E function across government. • Incorporate performance information into regular staff assessments. • Periodically review human resource performance of ministries. • Lead monitoring and evaluation (M&E) capacity-building initiatives across government. • Implement the M&E Human Resource Management Strategy in collaboration with MDAs.

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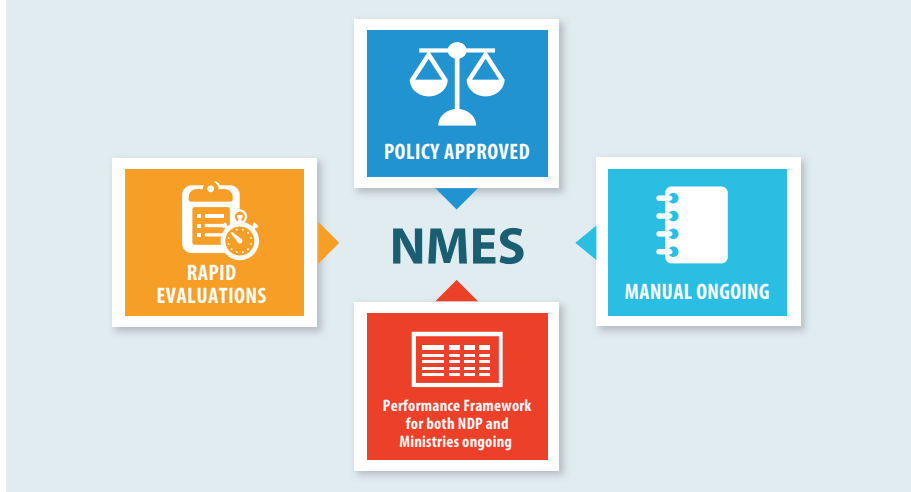
ENTITY	ROLE AND RESPONSIBILITY
Ministries, Departments and Agencies (MDAs)	<ul style="list-style-type: none"> • Regular monitoring and evaluation of the performance of ministerial policies, programmes and projects. • Periodically prepare ministerial /sectoral strategic plans. • Monitor and submit to NSO performance reports, as required by the MPR system. • Monitor implementation of sector projects and submit reports to GICO. • Create M&E unit within their organizational structures and staffing complements. • Use performance information for decision-making.
Ministry of Local Government & Rural Development (MLG&RD)	<ul style="list-style-type: none"> • Provide overall leadership on development, implementation and review of district development plans and urban development plans. • Monitor the performance of the local government-level performance framework. • Receive and analyse quarterly performance reports from local authorities and provide feedback to key stakeholders. • Convene development forums at local authority level and follow up recommendations. • Monitor and evaluate local authority budgets in relation to performance goals and targets.
Local Authorities	<ul style="list-style-type: none"> • Ensure that the design and implementation of district development plans and urban development plans become increasingly performance-based. • Develop progress reports on implementation of district development plans and urban development plans.
Statistics Botswana	<ul style="list-style-type: none"> • Timely development and production of data. • Quality assurance of data including data generated directly by line ministries (administrative data).
Non-State Actors (citizens, civil society organizations, media, academia, private sector, development partners)	<ul style="list-style-type: none"> • Participate in the NDP development, implementation and review through TWG structures. • Conduct participatory monitoring by providing feedback on policy, programme and project implementation through different instruments.

Source: Botswana M&E Policy (2017)

monitor and evaluate the implementation of NDP11. It includes a mix of indicators ranging from national to high-level ministerial outcomes and outputs and is aligned to the Vision 2036, the SDGs and the African Union Agenda 2063. The NDP11 Performance Framework features a mixed hierarchy (different levels) of indicators clustered by thematic working groups to reflect the cross-sectoral approach of NDP11. It also includes more actionable indicators (such as intermediary outcomes) linked to ministry activities (programmes).

- **M&E Manual.** This is being finalized and will guide ministries and other stakeholders on how M&E should be carried out.

FIGURE 4. PROGRESS OF THE NATIONAL MONITORING AND EVALUATION SYSTEM (NMES) SINCE NEC 2015



- Rapid Evaluations.** These are ongoing and their main purpose is to build capacity on evaluation. These rapid evaluations are carried against the background that Botswana has limited experience and capacity in carrying out evaluations. The three sectors have that been identified for rapid evaluation are the health, education and tourism sectors.

CHALLENGES IN NMES

Although Botswana is on the right track in terms of the development of its National M&E System, it faces a number of challenges as well as opportunities, as shown in Table 2.

TABLE 2. CHALLENGES AND OPPORTUNITIES

CHALLENGES	
Capacity issues	Botswana is not well capacitated especially when it comes to evaluation. Botswana has vast experience in monitoring but a limited capacity in evaluation.
Data Issues	Data availability is an issue in Botswana which makes it difficult to monitor and evaluate the progress of programmes and projects.
OPPORTUNITIES	
Buy-in from leadership	There is a strong political will in terms of M&E in Botswana. The NMES is being championed by the President of the country.
Partnership with all stakeholders	There are opportunities to partner with different stakeholders in terms of evaluation. These include development partners as well as local stakeholders.

CONCLUSION

The overall objective of the NMES is to strengthen the efficiency, effectiveness, accountability and transparency of the public sector, with a view to enhancing service delivery and ultimately contribute to the achievement of national goals. Botswana is on the right path towards establishing a strong M&E system. The development of the NMES is evidence that Botswana is indeed serious about ensuring that it transforms, sustainably, into a high-income country without leaving anyone behind. To improve performance, there is need for Botswana to link M&E with planning, budgeting and personnel management as part of the whole public policy cycle, and the NMES provides Botswana with this opportunity. What is also key is capacity strengthening on M&E both at institutional and individual levels.

NEXT STEPS

- Rapid evaluations for the tourism, health and education sectors will be carried out first. These will be the first step towards building capacity in evaluation.
- Development of the National Data Management Strategy, to deal mainly with data issues.
- Development of the M&E Human Resource Strategy, to address capacity issues.

REFERENCES

Botswana National Development Plan 11 (NDP11), Performance Framework April 2017–March 2023.

Botswana National Performance Monitoring and Evaluation Policy, 2017.