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1. INTRODUCTION

These Sustainable Development Goals, (SDGs), **Planning Guidelines** are a tool to find practical ways to <u>accelerate</u> the rate of implementation of the SDGs in Botswana. The guidelines also provide a mechanism to move the national discussions away from conversations around goals to **planning for and implementing** specific SDG targets according to the development challenges facing the country. Although some policies and strategies state their intension to implement SDG targets, these intensions may not be translated into clear plans with yearly targets, due to a lack of guidance on how this can be done, and therefore, often end up not being implemented.

- 1.1 Botswana has adopted both an "alignment approach" and a "structured approach" to planning and implementing the Sustainable Development Goals (SDGs).
 - i) In an <u>alignment approach</u>, the focus is on identifying the link and aligning existing programmes that address specific national development issues or priorities with the relevant SDGs and their targets. Usually these priorities are outlined in National Development Plans, eg. NDP 11 and/or sector plans and since they are development oriented, their <u>alignment</u> or <u>link</u> with the SDGs and their targets, can be easily identified.

Using an alignment approach therefore entails assessing ongoing programmes, policies and strategies within the economy and associating them with relevant SDG targets and indicators. In this case, the baseline, if available, is related to the specific development issue that is being addressed in the plan and not necessarily the SDG target. Therefore, progress made in the implementation of the SDGs can be measured indirectly by assessing the extent to which these national and sector programmes are contributing towards the achievement of specific SDG targets. This mapping of what programmes are aligned/linked to SDG targets and indicators is not too difficult and guidelines exist to facilitate this process.

ii) A <u>structured approach</u> on the other hand, entails applying a methodical or systematic technique to plan for the achievement of specific SDG targets and indicators by integrating them into national/sector plans and programmes and ensuring they are systematically implemented. Progress that is being made towards attainment of the targets is measured regularly against baselines using an agreed global or nationally adopted SDG indicator.

Where a policy, programme or strategy does not exist, a structured approach may necessitate the development of such new policies or programmes to support the implementation and successful attainment of the planned targets.

- 1.2 The Ministry of Finance and Economic Development (MFED) is responsible for guiding the national planning process in Botswana, including for SDGs. As part of accelerating the implementation of SDGs, MFED has developed these guidelines to support a **structured approach** to the implementation of the SDGs by line ministries. The Guidelines will:
 - i) facilitate the mainstreaming of the relevant SDG targets and indicators into national/sector plans, policies and strategies and provide a planning mechanism to request funds to implement the targets;
 - ii) ensure a systematic process in mainstreaming SDGs into planning frameworks through the following actions:-
 - Determining SDG targets that are relevant to the country and their corresponding indicators;
 - Collecting baseline data, to understand achievements to date using methodical processes, and to set annual targets;
 - Determining the periods over which specific targets would be achieved as well as the frequency for measuring; and
 - Defining programs or actions required to achieve specific SDG targets.

Note 1:

Where a policy or a strategy states an intention to implement and achieve a specific SDG target, this will normally be realized by undertaking the following three key actions using a structured approach:

- a) Developing a plan with annual targets to achieve the agreed SDG target;
- b) Defining programmes or actions with a budget to achieve the target; and
- c) Measuring progress in the implementation of the target against a baseline using SDG indicators and related methodologies.

2. ROLLING OUT THE SDGS IN BOTSWANA

Defining which SDGs are relevant

- 2.1 Following the adoption of the 2030 Agenda for Sustainable Development, and subsequently the Global SDGs Indicator Framework by the UN General Assembly, Statistics Botswana (SB) engaged in a consultative process involving various stakeholders, within and outside the National Statistical System, to identify which of the global SDG targets and indicators are relevant or applicable to the country. This entity has the mandate to coordinate the SDG Indicator Framework for Botswana and is among the 28 member countries of the Inter Agency Expert Group on SDG Indicators (IAEG-SDGs) which developed the Global SDGs Indicator Framework, a key tool for measuring success or lack thereof, of progress made towards the attainment of the SDGs.
- 2.2 The Global SDG Indicator Framework has 17 Sustainable Development Goals (SDGs), 169 targets and 232¹ indicators. A consultative process was undertaken by Statistics Botswana in 2016 to identify relevant targets and indicators and resulted in Botswana accepting all the 17 SDGs, 121 of the 169 global targets and 209 of the 232 indicators. These global targets and indicators were accepted as defined globally without any modifications and were compiled into the Botswana Domesticated Sustainable Development Goals Indicator Framework (SDGs-DIF).
- 2.3 The SDG indicators are categorized globally under three Tiers as follows:
 - **Tier I:** Indicator is conceptually clear, has an established international methodology and standards and data are produced regularly by countries;
 - **Tier II:** Indicator is conceptually clear, has an established international methodology and standards, but data are not regularly produced by countries;
 - **Tier III:** Indicator has no internationally established methodology or standard, but methodologies are being/or will be developed or tested.
- 2.4 Based on the 2018 Botswana SDGs Indicator Baseline Stats Brief, of the 209 indicators considered relevant for Botswana, 158 are measurable, i.e. they fall under Tier I and II, 47 do not have an established methodology and therefore not measurable and four (4) are multiple tier indicators.

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¹ The total number of SDG indicators is 244. But since nine (9) of them repeat under 2 or 3 targets, the actual total number of individual indicators is 232.

Mapping the availability of SDG baseline data

2.5 Between May and July 2018, Statistics Botswana engaged in yet another exercise to map available baseline data against the indicators identified as relevant for the country. This exercise culminated in the **Indicator Baseline Stats Brief of December 2018**, which among others, highlighted that the country's SDGs monitoring capacity, i.e. its ability to generate or produce SDG data was at a low of 34.8%. Expressed quantitatively, this meant that only 55 out of 158 measurable indicators had baseline data. Evidently, most of the data available came from the Millennium Development Goals era, implying that most of the newly found SDG indicators are without baselines. The Brief however observes that baseline data can be increased for an additional 46 indicators or 29% with little effort².

Revisiting the relevance exercise conducted in 2016

2.6 It has become apparent that there is need to revisit the work already undertaken by Statistics Botswana to confirm that the DIF contains the targets and indicators that implementing agencies or line ministries believe are not only relevant, but critical to transforming the economy of Botswana. Indications are that some targets and indicators considered not only relevant, but also of high importance, have been left out of the SDGs-DIF. Despite being left out, some of these are currently being implemented in some ministries. In the same vein, it will be necessary to reconfirm whether the identified targets and indicators should be adopted as they are or modified, bearing in mind that all global SDG targets are aspirational, with each government allowed to set its own targets guided by the global level of ambition and taking into account, national circumstances.

² See Botswana Domesticated Sustainable Development Goals Indicators Baseline Stats Brief – December 2018

3. INTEGRATING SDG TARGETS AND INDICATORS INTO NATIONAL PLANS, STRATEGIES AND PROGRAMMES

The stages to be followed

3.1 **Integrating** SDG targets and indicators into national/sectoral plans, strategies and programmes is a critical aspect of SDG implementation and required to accelerate the rate of SDG implementation. This structured integration process is often not done because it can be considered to be a cumbersome process. Yet the benefits are many and out weight the cumbersomeness of following the many steps in the process. These Guidelines include five (5) STAGES for the integration process. Templates will be completed during each STAGE. The completed templates will be the results of the work achieved in each STAGE. Even if a country only completes STAGE 1, significant information will nonetheless, be revealed that can help the country to shape the policy direction around SDGs. In addition, the results of STAGE 1 will also reveal the extent to which a country is "aligned" to SDG targets and indicators.

The STAGES are as follows:

- STAGE 1: Defining what SDG Goals and targets are Relevant: Revisit and confirm the SDG targets and indicators considered <u>relevant</u> by Botswana in 2016. Use the 2018 Botswana SDGs-DIF Stats Brief, a derivative of the global SDG Indicator Framework³ for a list of those considered relevant.
- **STAGE 2**: **Prioritize the targets and indicators** to be implemented.
- STAGE 3: Collect baseline indicator data to determine status of progress to date and to determine annual targets.
- **STAGE 4: Set annual targets** using baseline data.
- **STAGE 5: Integrate the relevant targets** into national/sector policies/strategies/ plans or programmes **and** define programmes and/or actions required to achieve the targets.

The approach to implementing the five STAGES

3.2 Many of the SDGs are cross cutting in nature. Therefore, the approach to be used in planning for the integration of SDG targets and indicators into national/sector instruments will first be to identify a Coordinating ministry(ies)

³ The December 2018 SDGs-DIF is the latest version of the Indicator Framework with comprehensive information on Botswana relevant Goals, Indicators and Targets.

for each Goal. To a large extent, this is already known. Technical Reference Groups (TRGs) will be established for each Goal. Each TRG will be made up of technical specialists from the coordinating Ministry/(ies) for the Goal and the targets and experts from other relevant ministries, as well as relevant UN and other international agency(ies).

- 3.3 The coordinating ministry/ies will together with other relevant ministries that contribute to the achievement of its targets go through the STAGES and steps outlined below in a series of consultative meetings or workshops to integrate SDG targets and indicators in planning and policy instruments. The process can be quite lengthy as the accompanying steps have to be done sequentially with one process leading to the other. During this process the ministry that will lead on specific SDG targets related to the Goal reviewed will also be identified.
- 3.4 In addition to the above, the process requires that <u>all the necessary expertise is brought together</u>. This may include subject specialists as well as planning and monitoring experts. UN Funds, Programmes, specialized agencies, the Secretariat and other international agencies have been urged to intensify their support for strengthening data collection and statistical capacity building for SDGs using all available means of support⁴. Globally, UN agencies and other global bodies has been assigned as SDGs custodian agencies for different SDG indicators⁵. Therefore, Botswana resident and non-resident UN Agencies and other international organizations will be invited to be part of the process to provide technical support to implementing partners, ranging from interpretation of indicators and their methodologies; data collection and management; the setting of the annual targets; and ultimately their integration into national and/or sectoral instruments.
- 3.5 An elaboration of each of the five STAGES and the corresponding steps are outlined below.

⁴ UN Resolution 71/313 adopted 10th July 2017.

⁵ Tier Classification for SDG Indicators developed by the Inter Agency and expert Group on SDG Indicators – different versions developed since March 2016.

- 4. REVISIT AND CONFIRM THE SDG TARGETS AND INDICATORS THAT BOTSWANA CONSIDERED RELEVANT IN 2016 STAGE 1, Template 1. Revisiting the relevancy exercise
- 4.1 The work led by Statistics Botswana in 2016 will be <u>revisited</u> in order to reconfirm the SDG targets and indicators relevant for Botswana. Thereafter, decisions will be made regarding which target will be implemented using an "alignment approach" and which to be implemented using a "structured approach.
- 4.2 STAGE 1 entails the following nine (9) Steps to be undertaken prior to and during the consultative meetings/workshops.
 - The three (3) preparatory steps to be undertaken before the relevancy consultative workshops begin.
- 4.3 Before the relevancy workshops take place, the Technical Reference Groups (TRGs) will be established for each Goal. Each TRG will be made up of technical specialists from the coordinating Ministry/ies for the Goal and targets being revisited, experts from other relevant ministries, as well as relevant UN and other international agency(ies). The TRG with assistance of the SDGs National Secretariat will carry out the following steps in preparation for the workshops using **Template 1**:
 - **STEP 1:** Insert all global targets and indicators that correspond to the particular goal being reviewed **Columns 1 & 2**.
 - STEP 2: Insert the related National Development Plan 11, (NDP11), Key Performance Indicators against the corresponding SDG targets/indicators to check the extent of alignment of the indicators Column 3.
 - STEP 3: List all on- going policies, programmes or projects that the country is undertaking that contribute to the achievement of the listed SDG targets and Indicators and their duration if known <u>Column 6</u>.

NOTE 2:

STEP 3 is an important step in the process to ensure that discussion remain focused and accurate.

The Preparatory work is very important and must be adequately done to ensure good quality outcomes for the actions that follow.

The results of STEP 2 and STEP 3 will show the extent to which the SDG targets are "aligned" to the NDP 11 targets and this is valuable information.

The Six (6) Steps to be undertaken during the relevancy consultative workshops

- 4.4 Determining the relevancy of the targets and indicators will largely be the responsibility of the technical experts working in the areas being reviewed. Their recommendations will have to be endorsed by the principals in the respective ministries.
- 4.5 The TRG will be responsible for the following steps undertaken during the relevancy consultative meetings/workshops.
 - **STEP 4:** Revisit the global targets and indicators listed in Columns 1 & 2 to confirm that they are relevant and need to be implemented. Confirming the relevancy of the targets and indicators will be guided by the discussions which seek to ensure an understanding of the following issues:
 - the meaning of the SDG targets and indicators being revisited;
 - the Vision of the Ministry, related NDP 11 priorities and targets, global or regional conventions or agreements signed, the importance of the target for the economy, etc.;
 - an appreciation of how the on-going policies, programmes and strategies link with the concerned targets and indicators;
 - whether an "alignment" vis-à-vis a "structured" approach would be adopted to implement the target;
 - the willingness of a ministry to lead in coordinating the implementation of the SDG target/indicator;
 - the willingness of the ministry to develop or revise a planning instrument if the target is not already in a plan, policy or a programme, as a structured approach cannot be achieved without the target being integrated into a planning instrument;
 - the methodologies for measuring the indicators; and
 - the availability of baseline data to set annual targets.
 - **STEP 5:** From the discussions in Step 4, indicate if the SDG global target is relevant or not. If relevant, state if it is to be adopted <u>as is or modified</u> to suit the national context. If it is to be changed, state the proposed modification **Column 4**.
 - STEP 6: At every stage of accepting that a target is relevant, identify which target will be implemented using a "structured approach", or an "alignment approach" and color code as guided in Template 1.

- STEP 7: Discuss if the SDG indicator is relevant or not. If relevant, state if it is to be adopted <u>as is or modified</u> to suit the national context or the modified target. If it is to be modified, state the proposed modification <u>Column 5</u>.
- STEP 8: State the coordinating ministry/institution for each target Column 7.
- STEP 9: Repeat Steps (5-8) for each SDG target and indicator under the respective goals and **complete Template 1**.

Note 3:

Where a country finds it necessary to adjust the global SDG target to suit its national circumstances, the corresponding indicator would automatically require to be adjusted and a new methodology for the new indicator defined.

- 5. PRIORITIZE THE TARGETS AND INDICATORS TO BE IMPLEMENTED STAGE 2, Template 2.
- 5.1 Prioritization of the targets is an important process for a country. Ultimately it is those targets that are showing the least progress/achievements and have the most significant impact that will be prioritized for the limited resources available. In the context of SDGs, consideration may also be given to availability of data to define annual targets, and the availability of methodologies for calculating indicators.
 - 5.2 Prioritization will have to be led by the experts and planning officers in the coordinating ministry supported by officers from other relevant ministries and must get endorsement from their principals. The exercise serves two main purposes:
 - i) to determine the urgency with which implementation of those targets and indicators has to be done; and
 - ii) to identify requirements that must be considered in the implementation of the targets and indicators in question.
- 5.3 STAGE 2 has five (5) steps.

Preparatory steps to be undertaken prior to the consultative meetings/workshops

- 5.4 The relevant TRGs will prepare the following two (2) steps prior to the workshops:
 - STEP 1: List all targets & indicators agreed to be relevant (and as modified) from STAGE 1 in <u>Column 1</u> & 2.
 - State the Tier Classification of the Indicator to see if the indicator can be measured or not **Column 3**.

Steps to be undertaken during the prioritization consultative meetings/workshops

- 5.5 Defining what targets to prioritize will be achieved through a discussion which seeks to ensure an understanding of the following issues:
 - the importance of the target and its indicator and the impact it is likely to have once implemented on the economy, the lives of Batswana, the environment, etc;
 - the current level of progress or achievement of the indicator (low performance will need attention for success to be recorded by 2030);
 - ❖ if the indicator is already prioritized and included in the NDP 11 monitoring framework;
 - if resources are available;
 - ❖ if baseline data is available or its status, and if not, whether it is feasible to obtain the data with reasonable and affordable effort.
- 5.6 The above issues have been translated as the criteria to be used to prioritize targets, (see points 1 5 column 4), **Template 2**.
 - STEP 3: Apply criteria given to prioritize each indicator Column 4;
 - STEP 4: Add all criteria points and insert total score in Column 5;
 - STEP 5: Prioritize or rank all the Goal indicators on the basis of the scores attributed to each indicator and **complete Template 2**, highest score = high priority, lowest score = lowest priority <u>Column 6</u>.

- 6. COLLECT DATA FOR DETERMINING INDICATOR BASELINES STAGE 3, Template 3.
- 6.1 If baseline data is **already** available for some indicators, then annual target setting can begin immediately. STAGE 3 can be skipped for these indicators and move directly to STAGE 4 below. Where there is no baseline data, the following 9 Steps will need to be undertaken.
- 6.2 The data collection stage will normally involve collecting primary data and /or secondary data, cleaning and analyzing it and compiling it to be used later when calculating the SDG baselines using the agreed methodologies. This is a mathematical process that will require the involvement of statisticians. The focus will be on those targets and indicators identified as **relevant** and to be planned for using a **structured approach**. The process will require developing appropriate data collection tools.

The role of Line Ministries in the collection of data

- 6.3 Most of the measurable indicators, categorized under Tier I & II for Botswana do not have baselines, yet government collects a large amount of data as part of day to day administration that could be used in defining SDG baselines.
- 6.4 According to Statistics Botswana, approximately 60% of the data required for implementation of SDGs will come from line ministries as administrative data. As an entity, Statistics Botswana is only responsible for the collection of approximately 35% of the data and international data sources for a mere 5%. However, line ministries may not on their own be able to produce the data to the required statistical standard. The involvement of Statistics Botswana to validate, edit, address all data inconsistencies as well as ensure completeness, timeliness and accuracy as part of the quality assurance process remains critical.
- 6.5 STAGE 3 has three parts and eight (8) steps. Part 1 will constitute the preparatory phase to be undertaken by both the SDGs National Secretariat and the respective TRGs. Part 2 will be defining the data collection process while Part 3 will be the launch of data collection exercise and the determination of baselines.

Part 1: Preparatory steps to be undertaken before data collection – Use Template 3

6.6 The SDGs National Secretariat will undertake the following tasks:

STEP 1: List all the targets and indicators identified for implementation using a structured approach and according to the priority established in Stage 2. These will be those indicators without baselines and for which baseline data will have to be collected - **Column 1.**

Part 2: Agreeing the collection process

- 6.7 On completion of Step 1 the respective goal TRGs will be convened in a data collection consultative workshop to discuss the following questions.
 - what is the process for data collection?
 - what data is already collected that can be used?
 - is there a record of available data?
 - what primary and secondary data needs to be collected?
 - * what methods and tools will be used for data collection?
 - how can the collection methods be aligned to already planned data collections exercises?
 - what sampling methods will be used?
 - how much time is required to collect the data?
 - who will clean and analyze data?
 - who will calculate the baseline using the agreed methodology?
 - are there resources available to collect and analyze data?
 - what will be the role of line ministries, Statistic Botswana and sub- national level institutions?
 - **STEP 2:** On completion of the discussion, indicate who will collect and compile both the primary and secondary data— **Column 2.**
 - STEP 3: Indicate the methods to be used for data collection Column 3.
 - STEP 4: Indicate the approximate time required for data collection <u>Column</u> <u>4.</u>
 - STEP 5: Indicate the financial resources required and available Column 5

Part 3 - Collecting the baseline data

6.8 This part of STAGE 3 will involve the collection of primary and secondary data. The process is to be led by the Ministry responsible for the targets being

implemented and supported by its statisticians, Statistics Botswana and relevant UN and other International Agency(ies).

- **STEP 6:** Mobilize the necessary resources and expertise for data collection including development of the data collection tools.
- **STEP 7:** Launch the data collection exercise within the set timelines.
- **STEP 8:** Clean and analyze the data and calculate baselines for each indicator using the prescribed or agreed methodology.
- **STEP 9:** Submit the newly developed baselines to Statistics Botswana for updating the Domesticated Indicator Framework.

NOTE 4:

- i) The baselines identified in STAGE 3 will be used to define annual targets in STAGE 4
- ii) The collection of baseline data could take time and will influence the start of SDG annual targets setting. This needs to be discussed thoroughly so that the implications are understood by all parties.
- iii) The UN and other international agencies in collaboration with Statistics Botswana are expected to facilitate line Ministries to collect data and develop the baselines.
- 7. SET ANNUAL TARGETS USING BASELINE DATA STAGE 4, Template 4.

 Establishing Annual Indicator Targets
- 7.1 Targets are quantifiable levels of indicators, reflecting the results that a policy, programme or project aims to achieve at any given point in time, it may be annually, midterm or at the end of the implementation period.
- 7.2 Setting the targets accurately is important in assessing progress. Targets have to be realistic, determined on the basis of past experience or performance in the sector, both locally and internationally, and should be informed by an approved programme or project budget. Over or under ambitious targets may require adjustment during the implementation period. Furthermore, where the responsible ministry/institution fails to meet the set targets, a structured approach to planning and measuring is capable of detecting this and remedial measures taken to reverse the situation. Countries are expected to have

- reached many of the targets by 2030. Therefore, a lot of consideration needs to be given to determining the annual targets.
- 7.3 The steps outlined to set targets under this STAGE is set on the understanding that baseline data is available and the methodology to measure the indicator is also available.
- 7.4 STAGE 4 entails the following 4 Steps.
 - Steps to be taken prior to the target setting workshops (Use Template 4).
- 7.5 The SDG National Secretariat will support the relevant TRG by preparing for the target setting exercise by carrying out the following tasks:
 - **STEP 1:** List all indicators for which baselines data is available and to be implemented using a structured approach **Column 1**;
 - STEP 2: Insert the baseline and base year for each of the indicators <u>Column</u>

 <u>2.</u>

Steps during the target setting workshops

- 7.6 These steps will require the attendance of relevant programme staff from line ministries, their statisticians, Statistics Botswana, experts from National Strategy Office (NSO) and from other relevant ministries.
- 7.7 On the basis of an established indicator baseline, the TRG with the assistance of experts will start computing possible annual targets to be attained towards the achievements of the overall SDG target. The group discussions will focus on the following to guide the estimation of the annual target:
 - the current level of achievement in the indicator
 - the importance of the target to the country
 - historical trends in the performance of the sector being considered;
 - factors that influence performance in the sector, may be economic, social, environmental etc.;
 - ❖ available resources and expertise required to support implementation.
- STEP 3: Insert the annual yearly targets— Column 3.
- STEP 4: Insert the start year and expected end year for implementation \underline{Column} $\underline{4}$

- 8. INTEGRATE RELEVANT TARGETS INTO NATIONAL/SECTORAL PLANS, POLICIES AND PROGRAMMES STAGE 5
- 8.1 Committing to the implementation of a particular target using a structured approach demands that such a target is mainstreamed into an official document or instrument such as a national/sectoral policy or plan for implementation.
- 8.2 Taking into account that all instruments that support or contribute towards the achievement of specific targets would already have been mapped (Template 1), it would be critical to determine if such targets and indicators would be integrated into existing instruments, implying that such instruments would have to be revised, or whether they would be mainstreamed into new instruments, implying that such instruments would have to be developed. Whichever option is chosen, it will also be critical to ensure that implementation of such targets is budgeted for and the necessary human capacity developed to ensure success in the attainment of the specific SDG target.
- 8.3 The following 5 steps would be followed in integrating the targets into the relevant instruments:
 - STEP 1: Identify the specific instrument in which the specific target and indicator will be mainstreamed.
 - STEP 2: The ministry responsible for coordinating the implementation of the goal/targets makes a proposal for the revision of the existing instrument or the development of a new one in which to mainstream the SDG target and indicator.
 - **Step 3:** Insert the relevant annual target(s) and Indicator(s) into the agreed instrument
 - **STEP 4:** The coordinating ministry prepares and submits the instrument for approval by the relevant government organ.
 - STEP 5: The coordinating ministry prepares the required budget and mobilizes resources to implement the target.
- 8.4 As part of the process of integrating targets and indicators into national/ sectoral plans, policies and strategies, there will be need to identify corresponding actions /programmes to be implemented to ensure that targets are achieved. Such actions/programmes may differ from one target to the other

and similarly, the resources required to implement each one of them would be different. Hence such resources will need to be carefully elaborated, including the skills and other capacities required, noting that where such provisions have not been made, attainment of the targets will be difficult to realize.

Attachments:

Template 1: Targets and indicators considered relevant for Botswana

Template 2: Prioritization of the Targets

Template 3: Baseline Data collection

Template 4: Setting SDG Annual Indicator Implementation Targets