

Botswana

2015 Country Summary

Country Recommendations

Legislative and Civilian Oversight

Botswana's Parliament has two committees formally tasked to oversee defence issues. Nonetheless, the government's reliance on ad hoc operational documents, as opposed to a formal defence policy, limits the ability of these committees to influence or challenge the President's decision-making on defence issues. The recent creation of the Directorate of Intelligence Service (DIS) within the Office of the President has also served to limit their influence. The DIS budget is not available to parliamentarians.

We recommend that the Government enhance legislative oversight by relying less on ad hoc operational documents and that it publish a national security strategy. To oversee the defence sector more effectively, we recommend that Parliamentary committees be granted more extensive oversight powers: they should have access to a fully detailed defence budget and internal audit reports (including the DIS); be able to call expert witnesses and scrutinise defence agencies and institutions; meet regularly; and publish reports on their activity. Civil society engagement would enhance integrity and transparency of the defence sector in the long-term.

Anti-Corruption Mechanisms

The Directorate on Corruption and Economic Crime (DCEC) is formally tasked with minimising corruption risk across the state, though its general policies do not specifically target vulnerabilities present in the defence sector and tenders do not cover national security cases. Botswana is in the process of establishing anti-corruption institutions in each ministry, but such bodies do not yet exist. Corruption in defence and security is formally considered a threat to national security and the Directorate of Intelligence and Security Services (DISS) is mandated to oversee the operations of the Botswana Defence Forces (BDF) and other security organs, though there is little evidence of DISS activism on tackling corruption risks.

We recommend the adoption of an openly stated anti-corruption policy explicitly tailored to the defence sector. Ideally this would contain detailed implementation plans as well as systematic, published evidence of implementation, including the strengthening of internal and external oversight functions to investigate and prosecute corruption and misspending. The DISS should be encouraged to exercise its formal investigative powers in the defence and security sector to mitigate corruption risk.

Budget Transparency

Botswana's defence budget is not made publicly available. While the media comments on defence spending, it is hard to determine sources of defence income and expenditure. Different committees are formally responsible for defence budget scrutiny, but evidence suggests that these committees cannot exercise effective scrutiny as defence spending is aggregated with other lines of the state budget. While internal auditing of defence expenditure is conducted, evidence suggests it is not always impartial. Meanwhile external auditing is carried out only sporadically.

The government should consider how budgetary information could be provided to parliament in a more comprehensive way. For example, the government should publish an annual defence budget that includes detailed information on expenditure across functions including research & design, training, salaries, acquisitions, disposal of assets, maintenance, and personnel expenditures. It should also stipulate how sources of defence income are earmarked so as to enhance the power of external and internal auditing mechanisms.

Public Procurement

Botswana's Public Procurement and Asset Disposal Board requires that all procurement be done through opening tendering and that actual defence purchases (save for sensitive security purchases) be publicly declared. The Special Procurement and Asset Disposal Committee (SPADC) handles such procurement. Nonetheless, transparency could be increased: the defence procurement cycle process, from assessment of needs, through contract implementation and sign-off, all the way to asset disposal, is not disclosed to the public. Because Botswana does not have a national defence policy, it's hard to access whether defence purchases reflect objective security needs. To improve the acquisition planning process, we recommend that the government publish a national defence policy that identifies strategic needs.

Scorecard

Political	Defence & Security Policy	Legislative Scrutiny	1
		Defence Committee	2
		Defence Policy Debated	1
		CSO Engagement	0
		International AC Instruments	3
		Public Debate	1
		AC Policy	2
		AC Institutions	1
		Public Trust	2
		Risk Assessments	0
	Defence budgets	Acquisition Planning	2
		Budget Transparency & Detail	1
		Budget Scrutiny	1
		Budget Publicly Available	1
		Defence Income	0
		Internal Audit	1
		External Audit	1
	Other Political Areas	Natural Resources	1
		Organised Crime Links	3
		Organised Crime Policing	1
Intelligence Services Oversight		2	
Intelligence Services Recruitment		1	
Export Controls		1	
Finance	Asset Disposals	Asset Disposal Controls	1
		Asset Disposal Scrutiny	1
	Secret Budgets	Percentage Secret Spending	0
		Legislative Access to Information	0
		Secret Program Auditing	0
		Off-budget Spending in Law	0
		Off-budget Spending in Practice	2
		Information Classification	2
	Links to Business	Mil. Owned Businesses Exist	2
		Mil. Owned Business Scrutiny	0
Unauthorised Private Enterprise		0	
Personnel	Leadership	Public Commitment	0
		Measures for Corrupt Personnel	2
		Whistleblowing	1
		Special Attention to Sensitive Personnel	2
	Payroll and Recruitment	Numbers of Personnel Known	0
		Pay Rates Openly Published	2
		Well-established Payment System	3
		Objective Appointments	2
		Objective Promotions	2
	Conscription	Bribery to Avoid Compulsory Conscription	
		Bribery for Preferred Postings	
Salary Chain	Ghost Soldiers	1	

		Chains of Command and Payment	2
	Values, Standards, Other	Code of Conduct Coverage	2
		Code of Conduct Breaches Addressed	2
		AC Training	0
		Prosecution Outcomes Transparent	1
		Facilitation Payments	2
Operations	Controls in the Field	Military Doctrine	0
		Operational Training	1
		AC Monitoring	0
		Controls on Contracting	0
		Private Military Contractors	0
Procurement	Government Policy	Legislation	1
		Transparent Procurement Cycle	0
		Oversight Mechanisms	2
		Purchases Disclosed	3
		Standards Expected of Companies	0
	Capability Gap	Strategy Drives Requirements	0
		Requirements Quantified	2
	Tendering	Open Competition v. Single-Sourcing	2
		Tender Board Controls	2
		Anti-Collusion Controls	1
	Contract Delivery / Support	Procurement Staff Training	2
		Complaint Mechanisms for Firms	3
		Sanctions for Corruption	2
	Offsets	Due Diligence	0
		Transparency	0
		Competition Regulation	0
	Other	Controls of Agents	2
Transparency of Financing Packages		1	
Subsidiaries / Sub-Contractors		0	
Political Influence		2	