



**FINANCE & PUBLIC ACCOUNTS COMMITTEE
(FPAC)**

**MISSION REPORT ON THE SOUTHERN AFRICAN
DEVELOPMENT COMMUNITY ORGANISATION OF PUBLIC
ACCOUNTS COMMITTEES (SADCOPAC)**

**GOVERNANCE MEETING & TRAINING FOR PUBLIC
ACCOUNTS COMMITTEES**

**HELD IN GABARONE, BOTSWANA FROM 25TH APRIL TO 01ST
MAY 2025**

Attended by:

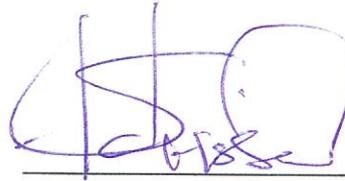
Hon. Sandy Arissol – Member of FPAC.

Ms. Michelle Cupidon – Assistant Secretary

The National Assembly Delegation composed of the Member as listed below, submits its report;

Hon. Sandy Arissol

Member



Ms. Michelle Cupidon

Assistant Secretary



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1. INTRODUCTION

The Parliament of Botswana hosted the Governing Council Meetings and Training for Public Accounts Committees (PACs) and Technical Officials supporting the PACs of the SADCOPAC.

The Sessions were attended by a delegation from the National Assembly namely; Hon. Sandy Arissol Member of the FPAC and Ms. Michelle Cupidon Assistant Secretary.

2. GOVERNING COUNCIL MEETING (Sunday 27th April 2025)

2.1. GOVERNING COUNCIL MEETING.

(Attended by Hon. Sandy Arissol & Ms. Michelle Cupidon)

The Members of Public Accounts Committee (PACs) participated in a meeting at the Protea Hotel Gaborone to discuss the Minutes of Meetings of the last session held at the Elephant Hills Resort in Victoria Falls Zimbabwe. The adoption of Minutes of meetings was adopted and proudly seconded by Hon Sandy Arissol a senior Member of the Finance Public Account Committee (FPAC) of Seychelles.

The meeting was to discuss the venue for the Annual General Meeting. The Chairperson of SADCOPAC Hon. Warren C. Mwambazi, later announced that the AGM will be held in Lesotho in September 2025.

Hon. Arissol, mentioned to the Committee that Seychelles will have Elections in September 2025. The Treasurer of SADCOPAC from Malawi seconded Hon. Arissol, also expressed that Malawi could not be a host due to elections that will also be taking place in September 2025.

Hon. Mwambazi reacted and explained that if PAC Members will not be able to attend the AGM, the clerks of the Committees can represent the Honorable Members.

3. COURTESY CALL (Monday 28th April 2025)

Attended by Hon. Sandy Arissol.

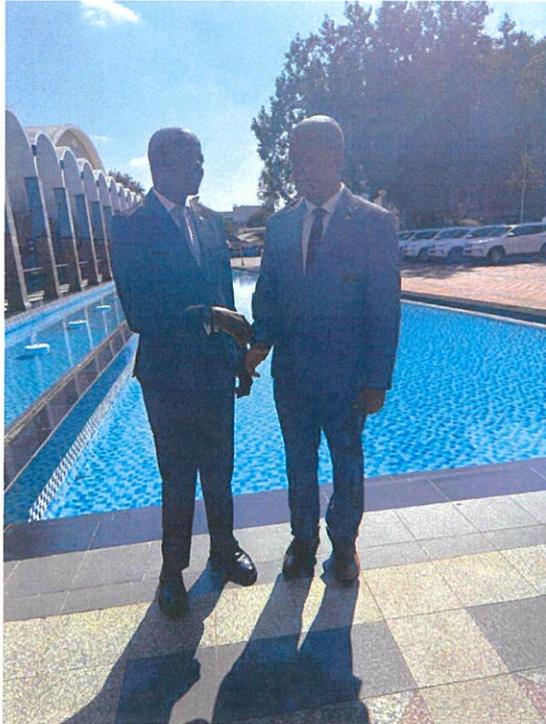


Figure 1; shows Hon. Arissol having a discussion with Hon. Speaker Dithapelo L. Keorapetse.

3.1 Courtesy call on the Speaker of National Assembly of Botswana

The delegation attended a brief courtesy call on the Speaker of the National Assembly of Botswana Honorable Speaker Dithapelo L. Keorapetse.

Hon Speaker, Dithapelo L. Keorapetse welcomed the members present to Botswana and highlighted the important roles of the Public Accounts Committees (PACs). The Speaker of the National Assembly implored the SADCOPAC to be a partner in the transformation journey the country has begun following change in power.

Hon. Keorapetse further said that, as much as Botswana has sustained multi-party democracy for 58 years, when its democracy is measured there are of matters at hand to be addressed such as the independence of Parliament, independence of the Judiciary, independence of the Institution that supports democracy, supreme auditing institutions, independent Electoral Commission, Ombudsmen and anti-corruption body.

For his part, the Leader of Delegation and Chairman of the SADCOPAC, Hon. Warren Mwambazi highlighted that they are proud of the Speaker as he was a previous member of SADCOPAC and said that wherever they are going, they are singing a song that SADCOPAC has produced a speaker.

The delegation said they hold him in high esteem as he continues with various interactions with other Speakers, he will be able to advocate and be a speaker on behalf of SADCOPAC because he has been very instrumental in the organization. The delegation also met with the Assistant Minister for Finance and the Attorney General for an insightful discussion.



Figure 2; Hon Arissol and other PACs Members with Honorable Speaker of the National Assembly of the Republic of Botswana.

4. TRAINING SESSION

4.1. Training day topics

The two-day training commenced with the opening ceremony by the Speaker of the National Assembly of Botswana Hon. Dithapelo Keoraptse. After Hon. Speaker Keoraptse, the Chairperson of SADCOPAC, introduced the topics for the two-day training.

The training started with a Plenary of two breakaway sessions and the topics are as follows. **Commission 1: Session Chairperson: Mozambique.**

Oversight and Accountability (Day one)

- *Strategies for promoting transparency and Accountability in Public Accounts Committees (PAC) – Parliament of Malawi.*
- *Sustainable support from SAIs for oversight committees – Expert from AFROSAI Mr. Gordon Kandiro.*
- *Empowering Public Accounts Committees. The SADCOPAC Good Practice Guide: Case study of Zambia – SADCOPAC Chairperson and PAC Chairperson of Zambia.*

Commission 2:

- *The role of Public Sector Accountants and Auditors in ensuring transparency and accountability in Public Resource Management – The CAG of Tanzania.*
- *The case studies of successful IPSAS implementation in SADC region – The Accountant General of Tanzania.*

DAY TWO: (Wednesday 30th April, 2025)

Topics discussed;

- *Public debt and the SADC Model Law on Public Financial Management. Transparency and accountability in debt management – Expert from AFRODAD.*

Breakaway session.

Commission 3: Session Chairperson: Namibia

- *The functions of Revenue Authority and an assessment of illicit Financial Flows in Botswana – Botswana Unified Revenue Service (BURS).*

Commission 4: Session Chairperson: Seychelles

- *Extractive Industries Sector – Case Study on African SAIs – Mr. Edmond Shoko – AFROSAI Expert.*
- *Leveraging Media and Civil Society Organizations (CSOs) to enhance public awareness on Transparency and Accountability in illicit Financial Flows and the Extractive Industry.*

Hon Sandy Arissol, chaired an insightful session on the Extractive Industries Sector and Financial Intelligence Agency; Case study on African SAIs highlighted strategies for stronger oversight & accountability in natural resource governance.

The presentation was conducted by Mr Edmond Shoko an expert from AFROSAI.

COMMISSION 4: Topic 1: Extractive Industries Sector and Financial Intelligence Agency; Case study on African SAIs.

Session overview

- Overview of the extractive industries and their economic impact in SADC.
- Lessons learned from extractive industry audits conducted by African SAIs.
- Challenges and risks in Auditing the Extractive Sector in Africa
- Best practices for strengthening oversight and Transparency
- Case studies highlighting successes and areas for improvement.

Key data Points discussed.

- **Economic Contribution:** EI contributes 60% to SADC's foreign exchange and 10% to GDP, but employs only 5% of the workplace.
- **Resource Exports:** Zambia, Botswana and Zimbabwe collectively export \$109-113 billion in minerals annually, highlighting the scale of EI wealth.
- **Resource Curse:** Due to poor governance, most SADC countries experience negative economic growth impacts from EI.
- **Environmental Impact:** EI causes significant pollution and biodiversity loss, with 20% of oil/gas contracts affecting protected areas.

- **Social Costs:** Displacement and human rights abuse are prevalent.

Key Touchpoints For SADC Parliamentarians

- **Oversight Role:** PACs can use SAI reports to demand accountability, as in South Africa's scrutiny of Eskom or Tanzania's mining law reforms.
- **Address Regional Diversity:** Resource-rich countries such as Angola, Zambia, and resource-constrained e.g., Malawi, Seychelles, which reflect varied contexts.
- **Actionable Steps:** Parliamentarians must advocate for SAI funding, public disclosure laws, and EITI adoption, drawing on member country success and challenges.
- **Engage with Local Issues:** Reference community displacement (Zimbabwe) and IFFs (Zambia) to connect with parliamentarians' constituents' concerns.

Lessons learned from extractive industry audits conducted by African SAIs.

- **Lesson 1:** SAIs are instrumental in identifying mismanagement, revenue leakages, and non-compliance in EI, but their findings require robust follow-up to drive impact.
- **Lesson 2:** Making EI audit reports publicly accessible empowers stakeholders (e.g., civil society, media, communities) to demand accountability, increasing pressure for reforms.
- **Lesson 3:** Beyond financial and compliance audits, performance audits assess the efficiency and effectiveness of EI revenue use, providing parliamentarians with insights into systemic governance issues.
- **Lesson 4:** Partnerships with civil society organizations (CSOs), media, international bodies, and other SAIs enhance the reach and influence of EI audit findings.
- **Lesson 5:** Auditing EI requires expertise in complex areas like mineral valuation, transfer pricing, and contract terms, which many African SAIs lack but are addressing through training.

- **Lesson 6** : Robust legal mandates, including powers to enforce recommendations, are critical for SAI impact in EI audits.
- **Lesson 7** : Audit reports must be timely, clear, and actionable to influence policy and public discourse effectively.

TOPIC 2:

Leveraging Media and Civil Society Organizations (CSOS) to Enhance Public awareness on Transparency and Accountability in Illicit Financial Flows and the Extractive Industry.

Presentation by Ms. Tumisang Seabo Legal and Project Manager, Botswana Centre for Public.

KEY AREAS

- Inclusive Social Policy.
- Democratic Governance.
- Economic Justice.
- Arts and Creative Industries.
- Gender and Human Rights (Cross Cutting Group).

KEY CHALLENGES

- Weak preventative mechanisms, policy & legal framework
- Parallel, uncoordinated efforts between:
 - Economic development agencies
 - Law enforcement
 - Anti-corruption institutions.
- Limited engagement of Civil Society Organizations (CSOs) in IFF oversight, advocacy, and public awareness.
- Institutionalized corruption, limited transparency, and lack of public accountability
- Slow, complex asset recovery across jurisdictions.
- Limited cooperation between “origin” and “destination” countries in asset recovery.
- Lack of access to information.

RESPONSES AND RECOMMENDATIONS

Global, Regional & Sub-Regional Responses:

- UNCAC Chapter 5 –Asset Recovery Framework.
- World Bank & UNODC: StAR Initiative – Stolen Asset Recovery.

- African Union Convention on Preventing & Combating Corruption.
- SADC Protocol Against Corruption – promotes cooperation in fighting IFFs and asset recovery within the SADC region.

STRATEGIES FOR PACS STRENGTHENING CSO COLLABORATION

1. Institutionalize CSO Participation in Oversight Processes

- Establish formal joint committees or working groups between PACs, CSOs, and media to ensure ongoing collaboration.
- Involve CSOs at all stages — from pre-report evidence gathering to post-report public advocacy.
- Encourage CSOs to co-design public engagement tools, including community scorecards, simplified summaries, and public meetings.

2. Promote Public Access through Centralized Data Portals

- Recommend the establishment or enhancement of open data platforms for publishing:
- PAC findings on Illicit Financial Flows and Extractive Revenue Audits
- Licensing, contracts, beneficial ownership, revenue flows, and audit conclusions.
- Ensure public, CSOs and media have direct access to these platforms for independent verification, analysis, and public dissemination.
- Countries like Zambia are already doing this.

3. Support CSO-Led Advocacy for PAC Recommendation Implementation

- **After reports** are tabled, collaborate with CSOs on joint advocacy plans targeting ministries, regulators, and local authorities for implementation.
- Encourage CSOs to track follow-up actions, including:
- Returned assets in IFF cases.
- Transparent reinvestment of recovered funds in development priorities.

4. Transform PAC Reports into Public Advocacy Tools

- Partner with CSOs and media to translate technical findings on IFFs and extractive governance into clear, accessible public messages.

- Encourage joint press briefings with CSOs to amplify the reach of oversight findings.

5. Institutionalize CSO Participation in Report Dissemination

- Establish a formal PAC-CSO dissemination framework, ensuring CSOs are automatically involved when: PAC reports are finalized.
 - Public engagement activities are planned.
 - Monitoring of government response is required.
- ### **6. Advocate for Legal and Policy Environments that Enable CSO Work**
- PACs can recommend and champion reforms to remove administrative, legal or financial barriers limiting CSO operations, especially those focused on:
 - Transparency and public finance.
 - Anti-corruption and illicit financial flows.
 - Extractive industry oversight.
 - Access to Information

Recommendations:

1. Enhanced Collaboration:

- Strengthen coordination among state agencies (Central Banks, Financial Intelligence Units, Anti-Corruption Bodies).
- Improve cross-border cooperation and asset return agreements.
- Institutionalize CSO participation in national and regional oversight platforms to promote transparency and ensure citizen engagement in anti-IFF strategies.

2. Technology-Driven Solutions:

- Leverage AI, Big Data, E-procurement & Digital Analytics to detect and prevent IFFs. Support CSO capacity-building to use open data tools for monitoring public revenues and cross-border transactions.

3. Transparency & Public Awareness:

- PAC, CSOs and Media must collaborate to educate the public, expose IFF cases, and amplify advocacy for accountability in the extractive sector and public finance.

- Centralized data portals, access to information access to production, licenses, BO, contracts

4. Strong Implementation & Evaluation:

- Legislative & Policy reform such BO, Asset Declaration, Whistleblowing act, Asset Recovery, anti-corruption agencies constitutive laws.
- Laws and conventions must be enforced, not symbolic.
- Recovered assets must be reinvested transparently in development, with CSO oversight and community feedback loops ensuring integrity.

5. Beneficial Ownership (BO) & Asset Declaration Transparency:

- Disclose ownership information for extractive companies, especially PEPs.
- Integrate BO data into licensing and contracting processes.
- Create public registers for accessible ownership data.

6. Strengthening Institutional Capacity:

- Build capacity for licensing oversight, data verification, risk assessment, and revenue management.
- Promote multi-stakeholder engagement, ensuring CSO participation in monitoring, analysis, and advocacy.

7. Open Data & Public Access:

- Prioritize reliable, timely, and accessible data on extractive sector operations.
 - Support citizen and CSO use of data to track revenue flows, detect risks, and hold institutions accountable.
 - Ensure public access to contracts, licensing terms, production data, asset declarations and revenue flows.
 - Publishing data on government platforms promotes informed public debate and strengthens fiscal governance.

TOPIC 3: MANDATE OF THE FINNACIAL INTELIGENCE AGENCY.

Session overview

1. Establishment of the FIA 2.
2. Key roles played by FIA in combating ML/TF/PF.

The need for an AML/CFT Regime

- Money laundering, the financing of terrorist's activities and proliferation of arms of mass destruction have increasingly become a global concern and have attracted attention from the international organizations, in particular, the International Monetary Fund (IMF), the World Bank and the Financial Action Task Force (FATF)
- Countries are expected to establish laws and put in place the institutions and regulatory frameworks and structures, to provide and enable operational measures to facilitate implementation. The aim is to ensure that criminals do not use the financial system to clean dirty money and finance terrorism activities.
- Countries are expected to, in addition, be able to monitor the transfer of funds between institutions and among countries and prevent the abuse of the financial system. This includes detecting and prosecuting money laundering and terrorism financing. These mechanisms together with the ability of the system to freeze and confiscate the proceeds and funds destined for terrorism financing would reduce the ML/TF/PF impact on the economy.

International Standards

- Botswana is a founding member of the Eastern and Southern Africa Anti-Money Laundering Group (ESAAMLG), a regional body that subscribes to the Financial Action Task Force (FATF) international standards to combat Money Laundering, Terrorist Financing and Proliferation Financing.

- The FATF produced 40 recommendations which have since been around the globe including Botswana. adopted as global standards and embraced by almost all jurisdictions.
- One of the membership obligations to ESAAMLG is for Botswana to be peer-reviewed by other member states or by international bodies such as the World Bank, International Monetary Fund (IMF) and FATF for compliance to FATF standards.
- The most recent assessment for Botswana was conducted by ESAAMLG in 2016 and the Mutual Evaluation Report (MER) was adopted in 2017. Botswana will be subjected to her third Mutual Evaluation by ESAAMLG in January 2027.

Key roles played by FIA in combating ML/TF/PF

- The FIA is the central agency is responsible for the following:
- Requesting, Receiving, analysis and dissemination of disclosures of financial information.
- Informing, advising and collaborating with investigatory or supervisory authorities in accordance with the FI Act.
- Ensuring compliance with AML/CFT/CFP obligations.
- Preservation of Proceeds of crime through interruption of transactions. (Section 45) 1 0 Key roles played by FIA in combating ML/TF/PF
- Supports on-going investigations by providing information pursuant to requests made to the FIA;
- Financial Intelligence can trigger new investigations (STR);
- Can highlight source and destination of proceeds of crime;
- Develop trends and typologies that direct policy.
- Ensuring International Co-operation through joining international Financial Groups.
- Keeping records or statistics on international cooperation, investigations, prosecutions and confiscations arising from intelligence.
- Conduct risk based supervision of AML/CFT/CFP of specified parties with no designated supervisory authority, including through on-site and off-site examinations.



The two days of training conclude with the presentation of certificate. And the next activity will be in September 2025 for the 21st AGM – 2025 which includes Workshops and Sub committee’s meetings.

CONCLUSION

Following the successful mission and training of the SADCOPAC the following were recommended.

- 1.** Ensuring member states pay their membership fees to ensure the organization's sustainability
- 2.** Encourage effective PAC secretariats and good internal operations to improve quality of work.



