

Republic of Botswana

Botswana
National Social Protection Recovery Plan
Part 2 : The Action Plan

Sustainable and Resilient Recovery towards High-Income Status

“A path that perpetuates the status quo will not provide the living standards that we expect and aspire to” (Vision 2036 Preamble)7th

7th July 2020



Preface

This is the Action Plan developed from an exercise to assist the Ministry of Local Government and Rural Development (MLGRD) and its United Nations (UN) partners, to develop a National Social Protection Recovery Plan (NSPRP), to build back better after the challenges posed by the 2019 novel coronavirus (COVID-19). The Plan was developed in close cooperation with MLGRD, in consultation with the University of Botswana and the Ministry for Presidential Affairs, Governance and Public Administration, and was supported and technically led by UNDP in partnership with UNICEF, ILO, FAO, UNFPA, Resident Coordinator Office and the World Bank.

We are grateful for the opportunity to contribute to this important exercise. We are especially thankful to the many people in central and local government and in other organisations, plus the sample of beneficiaries of Botswana’s social protection programmes, who have been so generous with their time and information.

We hope that this document will help to lay the foundations for a stronger, more flexible and more resilient social protection system for Botswana.

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Abbreviations

ALMP	Active Labour Market Programme
BIDPA	Botswana Institute for Development Policy Analysis
CBO	Community-Based Organisation
CHBC	Community Home-Based Care
COVID-19	Coronavirus Disease 2019
FAO	Food & Agriculture Organisation
GoB	Government of Botswana
HIV	Human Immunodeficiency Virus
ICT	Information and Communication Technology
ISRP	Informal Sector Recovery Plan
M&E	Monitoring and Evaluation
MLGRD	Ministry of Local Government & Rural Development
MoADFS	Ministry of Agricultural Development & Food Security
MoBE	Ministry of Basic Education
MoELPSD	Ministry of Employment, Labour Productivity and Skills Development
MoFED	Ministry of Finance & Economic Development
MoHW	Ministry of Health & Wellness
MoNIGA	Ministry of Nationality, Immigration & Gender Affairs
MoYESCD	Ministry of Youth Empowerment, Sport and Culture Development
NGO	Non-Governmental Organisation
NSPF	National Social Protection Framework
NSPRP	National Social Protection Recovery Plan
OP	Office of the President
OVC	Orphans and Vulnerable Children
P	Pula
PSRP	Private Sector Recovery Plan
RADP	Remote Area Development Programme
SOBERS	Social Benefits Payment and Reconciliation System
TSSP	Temporary Social Support Programme
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Population Activities
VGFP	Vulnerable Groups Feeding Programme
WFP	World Food Programme

Executive Summary

INTRODUCTION

This study is one of three to develop recovery plans to help Botswana to “build back better” after the ongoing COVID-19 crisis, by establishing a **National Social Protection Recovery Plan (NSPRP)**. It has been commissioned by the Ministry of Local Government and Rural Development (MLGRD), which is responsible for the coordination of social protection in Botswana. The other two studies are looking at recovery plans for the formal private sector and the informal sector.

SITUATION: What have been the impacts of COVID-19?

COVID-19 has created a multi-layered crisis across the world. Beyond its immediate health impacts, economies, food systems and access to nutritious foods, health care systems, income and employment, education and social life have all been compromised. These impacts are interrelated. For example, the lockdown imposed in many countries has reduced business activity and forced millions of breadwinners into temporary or long-term unemployment, generating increased social protection needs while simultaneously reducing the fiscal resources available for governments to address both the pandemic itself and its adverse economic and social side-effects.

Botswana’s government responded quickly and admirably to the **triple threat** – health, economic and social – posed by COVID-19. From the **health** perspective, it imposed a stringent lockdown from 2 April 2020, which means that Botswana has so far avoided a health crisis, though the threat is still high and the gains could prove fragile as the risk of transmission rises in the post-lockdown period. Worryingly, Botswana’s neighbouring countries, in particular South Africa, are experiencing increased incidence of COVID-19 since they relaxed their lockdowns. To counter the **economic** impacts of COVID-19, the Government introduced a COVID-19 Relief Fund on 2 April 2020 with an initial capitalisation of P2 billion for wage subsidies, waivers, loan guarantees and payment deferrals. Finally, and of most relevance to this study, the Government implemented a substantial national COVID-19 Food Relief programme to counter the negative **social** impacts of COVID-19 itself and of the measures necessary to contain it.

As in many other parts of the world, it is the **poorest and most vulnerable groups** in Botswana who are most at risk from COVID-19 and from the Government’s necessary, though drastic, responses to it. Those working in the Government and formal private sector have mostly continued to receive their salaries. But almost all others have seen their incomes reduced, in many cases to zero. This will particularly have affected those reliant on others, such as the elderly, those with disability or chronic illness, and those living in remote rural areas. But the crisis has also directly impacted many other groups, not normally considered so vulnerable, in particular those in the **informal sector** who tend to have limited savings and whose incomes depend on their own energy, dynamism and resourcefulness, plus of course members of their households.

ASSESSMENT: How have social protection systems responded?

Botswana is rare in sub-Saharan Africa in having a mature and domestically funded set of **social protection programmes**. Generally, the existing systems of social assistance have continued to function during the COVID-19 crisis, some with modifications, with only limited disruption and minor delays. This is greatly to Botswana’s credit. In cases where they were unable to function normally, such as School Feeding and *lpelegeng*, successful measures have been taken to ensure that at least the most vulnerable are supported through substitute initiatives. In addition, recognising the widespread impacts of COVID-19 and the challenge to existing programmes to respond at that scale, the Government implemented a new temporary social assistance COVID-19 Food Relief programme that has provided food baskets to some two-thirds of all households nationally: a hugely significant achievement for which the Government should be congratulated.

Even as the response is ongoing, the Government is keen to **learn lessons** and to build a stronger and more responsive social protection system for the future. This study is intended to help that process. It looked at ten of the main social assistance programmes (including the new COVID-19 Food Relief response), plus –

albeit in less detail, because these were also being examined by the parallel private and informal sector recovery plans – three other key components of a social protection system: social insurance, labour market programmes and the social workforce. For each one, the Plan describes the programme, looks at the impact on it of COVID-19, considers the immediate implications and draws out emerging lessons.

LESSONS: What can be done to strengthen social protection in Botswana?

From this assessment of the components of the system, the Recovery Plan extracts key lessons that emerge from recent experience: most fundamentally, that the **need for social protection** in Botswana is much broader than previously recognised. Indeed, perhaps the most important revelation is that Botswana has been relying on a set of social assistance programmes that were established in the last century, when it was one of the poorest countries in Africa, and which are increasingly unsuited to its current status as one of the wealthiest, and in particular to its 21st-century aspiration to become a high-income country by 2036.

As COVID-19 has shown so clearly, Botswana now faces other challenges than drought, poverty and HIV/AIDS, which were at the origin of its current range of social protection programmes; it now needs social assistance that is appropriate to its status as a leading country in Africa in terms of both economic and social development. The **new paradigm** needs to go beyond poverty reduction: it needs instead to build resilience, to redistribute wealth, to invest in all Botswana so that they can contribute to and share in the benefits of growth, and to build a new social compact between the State and its citizens. In common with other upper-middle and high-income countries, Botswana needs to consolidate a social assistance system that reflects the vulnerabilities of individuals throughout their lives, and leaves no-one behind.

This is entirely consistent with the aspiration in the current draft of the **National Social Protection Framework** (NSPF) that it “will position the social protection system so that it can more effectively and efficiently respond to the varied risks and vulnerabilities faced by Botswana of all ages”. The system also needs to be shock-responsive, to be able to adjust quickly to unforeseen shocks such as COVID-19, and to be able to provide counter-cyclical support in times of challenge.

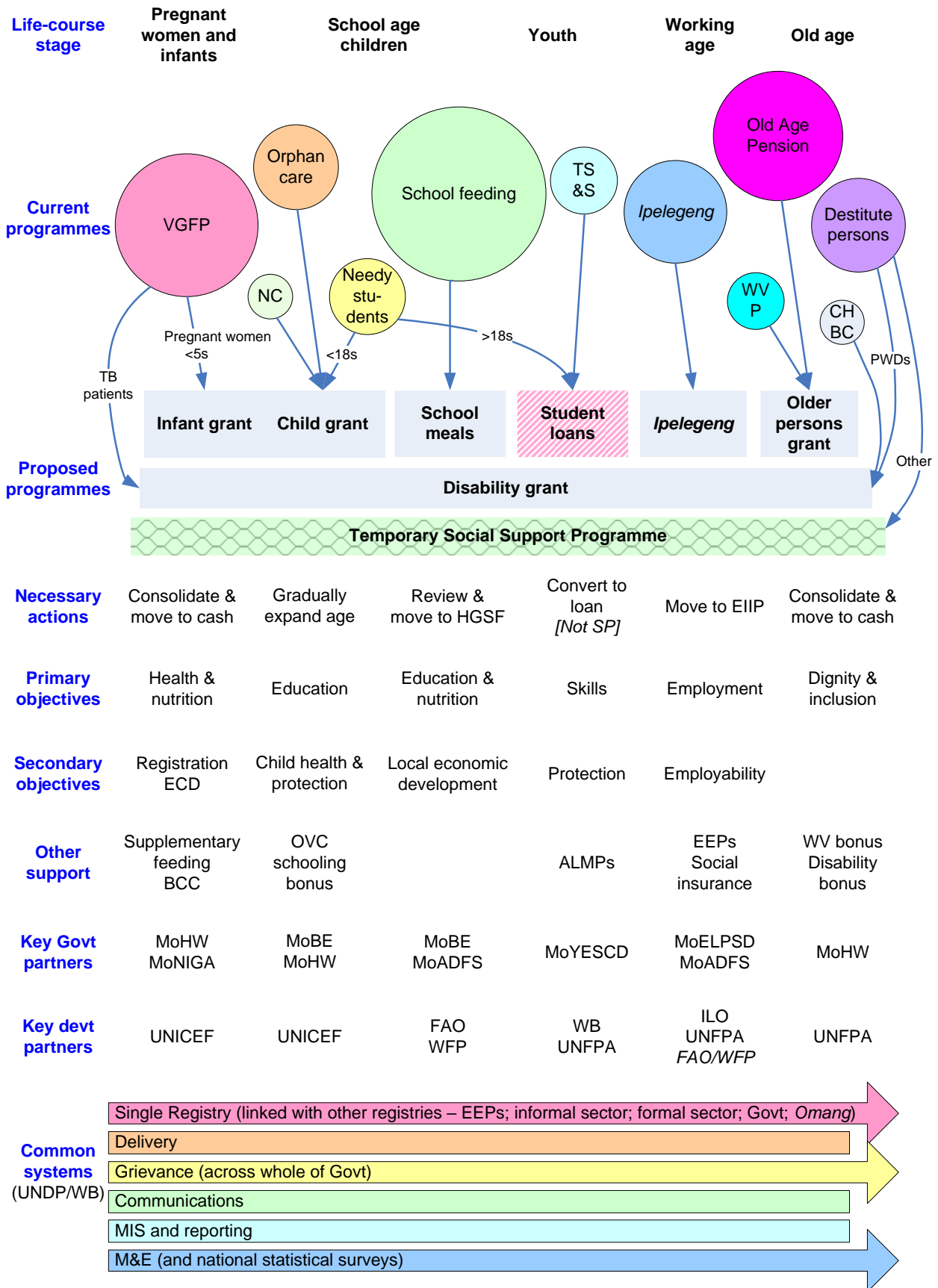
RECOMMENDATIONS: What is the way forward?

To reflect Botswana’s current and future status, now is the time to consolidate its suite of programmes to properly reflect the **life-course framework** in the NSPF, to underpin those programmes with robust systems that are common across programmes, and to put in place the necessary enabling environment. The recommendations below suggest having a single major social assistance programme for each of the life-course stages identified in the NSPF (eventually two for school-age children). These would be accompanied by additional measures for certain particularly vulnerable individuals within those categories, and by age-relevant linkages to other essential services which would be delivered by the appropriate Government partner. The approach is predicated upon a simpler, more intuitive set of basic social assistance grants, delivered as part of a more comprehensive package of services to achieve holistically, and in close partnership with others, the clearer objectives at each life-course stage. Figure 0 illustrates the proposals for rationalisation and consolidation, which are then described below under three headings: programmes, systems and enabling environment.

PROGRAMMES

Figure 0 proposes the consolidation of the existing suite of programmes into five individual life-course programmes, supported by a residual household-based “safety net”. It also illustrates the many benefits of adopting a lifecycle approach. This allows a much greater clarity of primary and secondary objectives at each phase, which then makes it much clearer which links are necessary to maximise the impacts of social assistance, in terms of both other social protection components and complementary programmes. This in turn reduces the number of key partners (within Government and amongst development partners) who need to be coordinated around interventions at each life-course stage.

Figure 0: Proposals for rationalisation and consolidation of social protection in Botswana



Key: NC=Needy Children; TS&S=Tertiary Sponsorships & Scholarships; WVP=World War Veterans' Pension

The rationalisation and consolidation shown in Figure 0 would result in the following suite of inclusive programmes:

Infant and Child Grant – This would initially continue to be delivered universally to all pregnant women and pre-school children up to the age of 6, as VGFP is now. But instead of food rations, it would provide cash-based social assistance, linked with strong messaging and appropriate health and nutrition interventions (and birth registration). Over time, the age of eligibility for the grant could be increased, to gradually introduce a Child Grant, thus replacing, or at least greatly reducing, the need for the Orphan Care programme and the Needy Children and Needy Student components.

School Meals – A rigorous reassessment of primary and secondary school feeding is recommended, following on from the recommendations of the 2019 UNICEF study (UNICEF, 2019d), which identified significant deficiencies and inefficiencies in the way it is currently managed. First, the objectives of providing school meals need to be clearly articulated. Second, a decision needs to be taken on how best they can be delivered, considering the comparative advantages of stimulating the private sector, and using alternative procurement models to support local economic development through a Home-Grown School Meals approach.

Ipelegeng – *Ipelegeng* should continue as a key intervention for the working age, and should adopt the numerous operational improvements suggested in the 2012 Evaluation of the programme, such as the inclusion of skills-building, entrepreneurship training and savings schemes (GoB, 2012). It should take any opportunities that arise from COVID-19 to expand the range of work options open to participants. And it should also be moved closer to the private sector, with the adoption of approaches such as Employment-Intensive Investment Programmes (EIIP) advocated by ILO, or offered as an employment guarantee scheme: MLGRD is already preparing proposals along these lines. This would evolve it from its current focus on alleviating immediate poverty towards building greater resilience among the working age population.

Older Persons Grant – The Old Age Pension should continue, renamed as the Older Persons Grant to reduce stigma, also assimilating the World War Veterans' Pension, which would disappear through natural attrition in any case. The value of the combined Older Persons Grant should be re-evaluated and benchmarked against the poverty line or consumption needs, so that the transfer value would be automatically adjusted each year to retain or increase its purchasing power over time.

Disability Grant – This proposed new grant (consistent with Botswana's new draft Disability Strategy) would incorporate beneficiaries from three current programmes: CHBC, the tuberculosis component of VGFP and the Disability Cash Transfer component of the Destitute Persons programme. All beneficiaries would receive their payments in cash, although some might require additional in-kind support, which would be provided through linkages to the Ministry of Health and appropriate NGOs, not as part of the social transfer. There would be an important role for the social workforce to administer appropriate support and linkages and referrals to the necessary support services.

Temporary Social Support Grant – Underpinning these life-course programmes would be a residual household-based safety net of last resort – essentially a time-bound transfer based on a much-reduced version of the current "temporary" component of the Destitute Persons programme. The purpose of this would be to provide discretionary support, through cash and food transfers, to households impacted by a serious shock. It would also provide the backbone of a "shock-responsive" scalable safety net any substantial covariate shock that might strike the country in the future, as COVID-19 has done.

Student Loans – The Recovery Plan recommends that the tertiary sponsorships and scholarships should not qualify as social protection, since their objectives are predominantly educational. The current approach should rather be converted to a student loan programme, and the resultant financial savings should be reallocated to genuine social assistance to younger children through the expansion of the proposed Child Grant, on the basis that investment at a younger age has a significantly higher return on investment.

Broader social protection – These improvements to Botswana’s social assistance programmes should be accompanied by developments in the other three components of social protection (social insurance, labour market programmes, and social work), as also recommended in the respective parallel recovery plans.

SYSTEMS

The operation of the suite of life-course programmes proposed above will be underpinned by a set of common systems: the existence of these shared, robust systems will greatly facilitate the expansion of social assistance support in the event of a major emergency (such as a repeat or resurgence of COVID-19). The need for stronger systems has long been recognised, and indeed MLGRD has taken these concerns fully on board in developing its Strategic Plan for 2018 to 2023 (GoB, 2018b). All the recommended improvements set out in the paragraphs that follow reflect priorities already identified in the Strategic Plan, under an overarching goal of “Reengineering and Integrating Processes”.

Registration and enrolment – The Strategic Plan 2018-2023 specifically targets the “Establishment of a single social registry”, a process that is already under way, but which needs to be accelerated. On the one hand, COVID-19 has made it clear that ideally the coverage of the registry should extend further than just the existing beneficiaries of social programmes (e.g. to include the formal and informal sectors, beneficiaries of livelihoods programmes and so on); on the other hand, the achievement of assessing two-thirds of all households in the country for COVID-19 Food Relief has also shown irrefutably that an integrated single registry is possible as well as essential.

Delivery – Consistent with the MLGRD Strategic Plan’s objective of “Optimizing Processes and Delivery through Technology”, all social assistance programmes should be progressively transitioned from in-kind to cash delivery, wherever possible, leveraging the clear cost effectiveness gains in delivering cash whilst also increasing respect for dignity, choice and human rights. This should be accompanied by effective communications and rigorous routine monitoring to minimise cash misuse and diversion (see below).

Communications – A rights-based emphasis on promoting social inclusion and equity should be at the heart of an advocacy and communication strategy for social protection, as identified in the MLGRD Strategic Priority of “Improving publicity, communication, branding”. With the advent of more inclusive programmes, more intuitive entitlements and more streamlined systems, the need for communications will be reduced. But information, education and communication campaigns remain important, especially during the transition period as consolidated programmes and improved technologies for registration and payment are introduced.

Grievance – MLGRD’s Strategic Plan has a significant focus on “Promoting Customer Engagement” and a proposed performance indicator on “Customer Satisfaction”. Whilst on paper, current systems for presenting, recording and processing grievances are broadly adequate, in practice there are reports that beneficiaries are reluctant to express complaints (a common phenomenon with discretionary programmes). Operationally the grievance system needs to be improved and made more accessible, a recommendation that could be considered across a “whole-of-Government” perspective.

Management information system – COVID-19 has highlighted, and MLGRD’s Strategic Plan accepts, the potential for improvement in the management of information within MLGRD, despite the improvements that has been achieved already, most notably the SOBERS payment system and development of a generic MIS. The introduction and expansion of the integrated single registry across programmes, and the moves to more cash payments, electronic delivery and common systems should significantly simplify the harmonisation of information management across programmes, but MLGRD nonetheless needs to prioritise this.

Monitoring and evaluation – The introduction of the integrated single registry and associated improvements to common management information systems across programmes will greatly facilitate routine monitoring, potentially with greater reliance on decentralised monitoring processes (as envisaged in the new Decentralisation Policy). But the regular and rigorous evaluation of social protection programmes needs to be significantly improved to better inform policy choice.

System resilience – A resilient social protection system has four interrelated features: robust programmes, good systems, sound institutions and adequate finance. This Recovery Plan makes a number of recommendations in terms of programmes, systems and institutions. In terms of finance, being an upper middle-income country with a relatively small population, Botswana enjoys the fiscal space needed to invest in generous and comprehensive social protection programmes, and to have financial reserves in place for rapid scale-up of those programmes in the event of major shocks. A resilient social protection system in Botswana will also strengthen the resilience of vulnerable individuals, households and communities: a well-functioning system that delivers all entitlements to the right people in full and on time allows beneficiaries to budget their consumption spending and plan their livelihood investments; and a flexible, shock-responsive system smooths consumption and protects assets against future livelihood shocks and life-course risks.

ENABLING ENVIRONMENT

Rights-based – There is currently no constitutional right to social protection in Botswana, and no legislative framework to underpin the social protection systems in the country. As social protection evolves to the kind of inclusive life-course approach proposed in this Plan, however, it should become a justiciable right, meaning it is underpinned by constitutional provisions or laws that empower citizens to claim their right to social protection through the courts if necessary (as is the case in South Africa, for example).

Coordination – One major advantage of adopting a life-course approach, as discussed above, is that it helps in clarifying institutional roles and linkages. It is recommended that separate technical working groups should be established for each of the main life-course stages, comprising the key stakeholders for that stage. Above them, there will still be the need for an overall social protection steering committee, as recommended in the NSPF, to provide strategic guidance, ensure coherence across life-course transitions and oversee the introduction of common systems and institutional reform as envisaged in this Plan.

Decentralisation – In line with the new Decentralisation Policy, the implementation of social protection programmes requires close collaboration between national and sub-national levels, and clear lines of responsibility and communication. This can be facilitated by the integrated single registry and the associated MIS covering all programmes, to which MLGRD staff at all levels would have access. In the longer term, there is potential to have a single window for all social services at district level.

Longer term options – The Recovery Plan endorses that in the longer term, consideration be given to more fundamental institutional reform, including two that had been postulated in the 2010 Social Development Framework: the creation of a Ministry of Social Development and of a Botswana Social Benefits Agency.

CONCLUSION

This Plan sets out an ambitious programme for recovery. Top priority for the next five years should be focussed on consolidation of the existing programmes around the NSPF's life-course structure, on the improvement of the common systems underpinning these to increase the resilience of the system, and on the immediate institutional arrangement to bring this reform about.

As Botswana finalises its Economic Recovery and Transformation Plan, sub-titled “Sustainable and Resilient Recovery Towards High-Income Status”, there is a clear need to recognise that a sustainable and resilient recovery requires well-functioning social protection, and that a coordinated and comprehensive social protection system is a *sine qua non* for all high-income countries. The recommendations for a new paradigm of social protection proposed by this NSPRP should be a centrepiece of Botswana's post-COVID-19 landscape.

The Plan of Action

The following table sets out the Plan of Action derived from the recommendations outlined in Part 1 of the National Social Protection Recovery Plan. For the rationale and justification of these recommendations, the reader is referred to Part 1 of the Recovery Plan.

The following information is provided for each action:

- 1) The action required;
- 2) The time-frame for implementing the action, split between three periods:
 - a. short-term recovery (1-2 years),
 - b. medium-term consolidation (3-5 years), and
 - c. longer-term reform (6-10 years);
- 3) The institution(s) responsible for implementing the action;
- 4) An estimate of the approximate additional cost for all short-term recovery actions,
- 5) Key indicators to monitor the implementation of the action.

All actions listed in the matrix below as already being “*in MLGRD Strategic Plan*” will require detailed costings. In addition, MLGRD will need to prioritize the actions below and their costing, to reflect the strategic choices to be taken.

As explained in Part 1, and as stated in the Executive Summary above, the **new paradigm to build back better** places emphasis on the need to build the resilience of all Botswana as an essential investment in the future, to redistribute wealth equitably, and to build a new social compact between the State and its citizens.

This Plan of Action focuses on the need for Botswana to consolidate a social assistance system that reflects the vulnerabilities of individuals throughout their lives, and leaves no-one behind. Comprehensive social protection is both an essential investment in people and human capital that helps middle-income countries attain high-income status, and a defining characteristic of being a high-income country.

Actions

	Years 1-2	Years 3-5	Years 6-10	Institution(s) responsible	Additional costs (USD)	Key indicators
Programmes – Infant and Child Grant						
Sign Memorandum of Understanding with MoHW (and Nutrition Council?) for a comprehensive nutrition-sensitive approach	>			MLGRD, MoHW, Nutrition Council	None	MoU
Sign Memorandum of Understanding with MoBE for comprehensive Early Childhood Development	>			MLGRD, MoBE	None	MoU
Include all under-6 children in the integrated single registry (linked to health information and birth registration systems)	>>>>>	>>>>>		MLGRD	In MLGRD Strategic Plan	% of under-6 children in integrated single registry
Convert all transfers to cash, linked with continued clinic attendance, and increase the value of the transfer		>>>>>	>>>>>	MLGRD	Potential cost savings from delivering in cash, offset by any increase in value of transfer	% of transfers made in cash
Design common Behaviour Change Communication around health and nutrition issues for children under-6	>>>>>			MoHW	In MoHW mandate	Standard BCC material developed
Implement Behaviour Change Communication around health and nutrition issues for children under-6		>>>>>	>>>>>	MoHW, MLGRD	In MoHW and MLGRD mandates	Number of BCC sessions delivered
Undertake detailed costings, and gradually expand age of eligibility (e.g. as current beneficiaries reach the age of 6)			>>>>>	MLGRD	Substantial, but funded from savings in Tertiary Sponsorships & Scholarships Programme	Policy to increase age of eligibility

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	Years 1-2	Years 3-5	Years 6-10	Institution(s) responsible	Additional costs (USD)	Key indicators
Continue to provide supplementary feeding to severely malnourished mothers and children under-6	>>>>>	>>>>>	>>>>>	MoHW	In MoHW mandate	Number of severely malnourished mothers and children fed
Review the implementation and evaluate the impacts of the Infant and Child Grant		>		MLGRD	100,000	Evaluation report
Review the continuing need for separate Orphan Care, Needy Student and Needy Children programmes, and modify as necessary			>	MLGRD		Programme reviews
Programmes – School Meals						
Widely discuss and agree on recommendations emerging from the 2019 Evaluation of VGFP, as they relate to School Feeding	>			MLGRD, MoHW, MoBE, other Govt, NGOs, private sector	50,000	National workshop on School Meals
Clearly define objective(s) of providing school meals, and establish indicators against which success can be measured	>			MLGRD, MoHW, MoBE, other Govt, NGOs, private sector	None	Report on national workshop outcomes
Establish roles for the private sector (formal and informal)	>			MLGRD, MoHW, MoBE, private sector	None	Agreed operational guidelines
Review scope for local procurement and preparation	>			MLGRD, MoHW, MoBE, private sector	None	Agreed operational guidelines
Sign Memorandum of Understanding with MoBE for provision of school meals	>			MLGRD, MoBE	None	MoU

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	Years 1-2	Years 3-5	Years 6-10	Institution(s) responsible	Additional costs (USD)	Key indicators
Pilot new approaches	>>			MLGRD, MoBE, private sector	Budget neutral, with potential for savings	Reports from pilots
Implement new approach nationally		>>>>>	>>>>>	MLGRD, MoBE, private sector	Budget neutral, with potential for savings	Number of schools served by new approach
Monitor achievement of agreed objectives			>	MLGRD	50,000	Report of national review
Programmes – Tertiary Sponsorships & Scholarships						
Work with the Ministry of Tertiary Education to reform the Tertiary Sponsorships & Scholarships Programme to become Student Loans	>>>>>			MLGRD, MoTE	None	Proposal for conversion to student loans
Reallocate current expenditure to social assistance to younger children through an expansion of the age of eligibility of the Child Grant			>>>>>	MLGRD	Budget neutral, because funded from savings in Tertiary Sponsorships & Scholarships Programme	Policy to increase age of eligibility
Review and restructure active labour market programmes and job training schemes – see PSRP and ISRP	>>>>>	>>>>>	>>>>>	MLGRD, MoTE, MoYESCD, private sector	None	Review of ALMP and training programmes

National Social Protection Recovery Plan – Action Plan

	Years 1-2	Years 3-5	Years 6-10	Institution(s) responsible	Additional costs (USD)	Key indicators
Programmes – Ipelegeng						
Review the operation and opportunities for <i>Ipelegeng</i> in the light of previous recommendations and of the current COVID-19 situation	>			MLGRD, MoADFS, MoELPSD, private sector	None	Review of <i>Ipelegeng</i> recommendations and options
Hold a consultation on options for greater involvement of the private sector in <i>Ipelegeng</i> , through EIP and LRBM approaches	>			MLGRD, MoADFS, MoELPSD, private sector	50,000	Options paper and workshop report
Develop and roll out comprehensive capacity development plan for <i>Ipelegeng</i> management, local entrepreneurs and community groups	>	>>		MLGRD, MoADFS, MoELPSD, private sector	None	Capacity development plan
Consider the introduction of a matched savings component on <i>Ipelegeng</i> , and strengthen links with livelihood programmes		>>>>		MLGRD	20,000	Proposal for savings component
Devolve greater responsibility to district councils to use <i>Ipelegeng</i> as a tool for local economic development, and for providing social services			>>>>	MLGRD, MoADFS, MoELPSD, private sector	Budget neutral	Number of districts in control of <i>Ipelegeng</i> activities
Implement a comprehensive social insurance system, as per the NSPF (see recommendations also in PSRP and ISRP)			>>>>	MLGRD, MoADFS, MoELPSD, private sector	Budget neutral, revenue generation through informal sector contributions	Number of contributors to social insurance schemes (formal and informal sectors)
Programmes – Older Persons Grant						
Include the combined Pension beneficiary lists into the integrated single registry	>>>>			MLGRD	In MLGRD Strategic Plan	% of Older Persons Grant beneficiaries in integrated single registry

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	Years 1-2	Years 3-5	Years 6-10	Institution(s) responsible	Additional costs (USD)	Key indicators
Clean the combined beneficiary lists, and remove duplication	>			MLGRD	In MLGRD Strategic Plan	Number of duplicate entries in registry
Convert all transfers to cash, and align the value of the transfer, with any transitional bonus for WWVP beneficiaries as necessary		>>>>>	>>>>>	MLGRD	Potential cost savings, offset by any increase in value of transfer	% of Older Persons Grant transfers made in cash
Evaluate the operation and impacts of the Older Persons Grant			>	MLGRD	100,000	Evaluation report
Continue to provide health care alongside the Older Persons Grant	>>>>>	>>>>>	>>>>>	MoHW, MLGRD	In MoHW mandate	% of beneficiaries accessing health care
Programmes – Disability Grant						
Sign Memorandum of Understanding with MoHW for linkages with medical care for persons with disabilities and the chronically ill	>			MLGRD, MoHW	None	MoU
Develop a system of classification of disability, both physical and mental, to determine eligibility (and potentially transfer values in future)	>>>			MoHW, MLGRD	Already in Disability Policy	Operational system developed and agreed
Provide training at district level in certification of disability and chronic illness	>>>			MoHW, MLGRD	Already in Disability Policy	Number of staff trained in certification
Include the beneficiary lists of all three existing programmes into the integrated single registry	>>>>>			MLGRD	In MLGRD Strategic Plan	% of Disability Grant beneficiaries in integrated single registry
Clean the combined beneficiary lists, and remove duplication	>			MLGRD	In MLGRD Strategic Plan	Number of duplicate entries in registry
Convert all transfers to cash, and align the value of the transfer, with any transitional bonuses as necessary		>>>>>	>>>>>	MLGRD	Potential cost savings, offset by extra costs of aligning value of transfer	% of Disability Grant transfers made in cash

National Social Protection Recovery Plan – Action Plan

	Years 1-2	Years 3-5	Years 6-10	Institution(s) responsible	Additional costs (USD)	Key indicators
Evaluate the operation and impacts of the Disability Grant			>	MLGRD	100,000	Evaluation report
Continue to provide health care and psychosocial support alongside the Disability Grant	>>>>>	>>>>>	>>>>>	MoHW, MLGRD	In MoHW mandate	% of beneficiaries accessing health care
Programmes – Temporary Social Support Grant						
Capture all present (and past where possible) beneficiaries of the existing Destitute Persons programme into the integrated single registry	>			MLGRD	In MLGRD Strategic Plan	% of Destitute Persons beneficiaries in integrated single registry
Transition all Destitute Persons with a disability or chronic illness to the Disability Grant	>			MLGRD	Budget neutral (change of programme)	Number of Destitute Persons transferred to Disability Grant
Ensure that other Destitute Persons are receiving the life-course transfers to which their households are entitled	>>>			MLGRD	Likely to be budget neutral	Number of Destitute Persons transferred to other life-course grants
Establish criteria for the selection and enrolment of new beneficiaries to the Temporary Social Support grant, to be done at district level	>>>			MLGRD	50,000	Workshops to define eligibility criteria; eligibility criteria and guidelines updated
Apply these criteria to the remaining existing beneficiaries	>>			MLGRD	Budget neutral – reducing cost as beneficiaries transfer to other programmes	Number of Destitute Persons reclassified

National Social Protection Recovery Plan – Action Plan

	Years 1-2	Years 3-5	Years 6-10	Institution(s) responsible	Additional costs (USD)	Key indicators
Make temporary transfers to all eligible (existing and new) beneficiaries under the Temporary Social Support Grant, in a combination of food and cash		>>>>>	>>>>>	MLGRD	Budget neutral – reduced numbers on TSSG offset by increased number on other programmes; but need for (substantial) extra funding when TSSG is used for a covariate shock	MIS reports
Review the impacts of the Temporary Social Support Grant			>	MLGRD	100,000	Evaluation report
Continue to provide linkages and referrals to other services and life-course social assistance for beneficiaries of the Temporary Social Support Grant		>>>>>	>>>>>	MLGRD	In MLGRD mandate	Number and % of beneficiaries linked to other services
Programmes – Broader social protection						
Make ALMPs more accessible to the informal sector, especially women and youth	>>>			MLGRD, MoYESCD, MoELPSD	None	Number of women and youth accessing ALMPs
Evaluate the existing livelihoods and economic empowerment programmes, with a view to rationalisation and consolidation	>>>			MLGRD, MoFED	Already planned	Evaluation report
Review the need to expand the social workforce, once the proposed rationalisation and systems reforms have occurred		>		MLGRD	50,000	Staffing and capacity assessment report
Work with MoELPSD to design and implement a suite of social insurance programmes, accessible to the informal sector			>>>>>	MLGRD, MoELPSD	In NSPF second 5-year phase	Basic social insurance benefits operational, and accessed by informal sector

National Social Protection Recovery Plan – Action Plan

	Years 1-2	Years 3-5	Years 6-10	Institution(s) responsible	Additional costs (USD)	Key indicators
Systems – Registration and Enrolment						
Sign Memorandum of Understanding with MoNIGA for establishment of a national integrated single registry of individuals linked to the national identity system	>			MLGRD, MoNIGA	None	MoU
Accelerate piloting of the current single social registry, with a view to have it operational so that it can be part of a national integrated single registry	>>>>>			MLGRD	In MLGRD Strategic Plan	Full national coverage of the integrated single registry
Design and develop the necessary ICT infrastructure and interfaces to integrate multiple registries (Govt, private, informal, and social programmes)	>>>>>			MLGRD, MoNIGA,	In MLGRD Strategic Plan	Number of inter-operable registries
Develop the necessary protocols for data management, confidentiality and security	>>>>>			MoNIGA	In MoNIGA mandate	Legislation and guidelines on data management
Implement the national integrated single registry		>>>>>	>>>>>	MLGRD, MoNIGA, other Government	In MLGRD Strategic Plan	Number of individuals in integrated single registry
Systems – Delivery						
Sign Memoranda of Understanding with banks, mobile money and other financial service providers to establish a multi-channel cash delivery system	>			MLGRD, private sector	In MLGRD Strategic Plan	MoUs
Link all payment systems to the integrated single registry and in-house payment processes (e.g. SOBERS)	>>>>			MLGRD	In MLGRD Strategic Plan	Inter-operable systems within MLGRD

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	Years 1-2	Years 3-5	Years 6-10	Institution(s) responsible	Additional costs (USD)	Key indicators
Gradually transition social assistance programmes from food to cash, as discussed under each proposed programme		>>>>		MLGRD	Potential cost savings through greater efficiency of cash delivery	% of all social transfers made in cash
Monitor use of cash transfers through periodic surveys and spot checks		>>>>	>>>>	MLGRD	In MLGRD mandate	Monthly monitoring reports, and biannual spot-check reports
Systems – Communications						
Develop a comprehensive communication strategy for change management	>			MLGRD	In MLGRD Strategic Plan	Change management communications strategy
Clearly communicate the broad lines for proposed reform to social assistance, to all stakeholders at different levels	>>>>			MLGRD	In MLGRD Strategic Plan	
Communicate detailed information about changes to specific programmes to all current and potential beneficiaries	>>>>			MLGRD, other Government, NGOs	100,000	District consultative workshops
Maintain communications, especially during periods of significant change		>>>>	>>>>	MLGRD, other Government, NGOs	In MLGRD Strategic Plan	Communications material from IEC campaigns
Systems – Grievance						
Formalise a common grievance procedure for all social assistance programmes (or beyond)	>			MLGRD, OP, other Government	In MLGRD Strategic Plan	Grievance procedure guidelines (social protection or whole-of-Government)
Communicate the procedures to all beneficiaries and to stakeholders at different levels	>			MLGRD, other Government, NGOs	Included in “Communications” budget above	District consultative workshops
Include a module in the MIS to record, track and monitor resolution of all grievances	>>>>			MLGRD	In MLGRD Strategic Plan	Operational module in MIS recording all grievances received

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	Years 1-2	Years 3-5	Years 6-10	Institution(s) responsible	Additional costs (USD)	Key indicators
Maintain key indicators, to monitor resolution of grievances and to learn lessons to improve programme design and implementation		>>>>	>>>>	MLGRD	In MLGRD Strategic Plan	Set of key indicators developed, and reported against on a monthly basis
Systems – Management Information System						
Undertake a full systems analysis to plan the progressive inclusion of all social assistance programmes in the MIS and SOBERS	>			MLGRD	In MLGRD Strategic Plan	MIS development plan and timeline
Assure the integration of the MIS with the SOBERS payment system and with the national integrated single registry	>			MLGRD, MoNIGA	In MLGRD Strategic Plan	Full inter-operability between systems
Introduce a module in the MIS for management of grievances	>>>>			MLGRD	In MLGRD Strategic Plan	Operational module in MIS recording all grievances received
Establish ICT systems and supporting procedures for connectivity for data exchange between district and national levels	>>>>			MLGRD	In MLGRD Strategic Plan	Number of districts with online data exchange with central MLGRD
Make the programme information available through an open access interface		>>>>	>>>>	MLGRD, OP, Statistics Botswana	20,000	Number of external users accessing data from the MIS

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	Years 1-2	Years 3-5	Years 6-10	Institution(s) responsible	Additional costs (USD)	Key indicators
Systems – Monitoring & Evaluation						
Consult with programme managers, policy-makers and key stakeholders on their monitoring requirements and key performance indicators	>			MLGRD	In MLGRD Strategic Plan	Record of interviews with key users; aggregated analysis of data requirements
Design a comprehensive system-wide framework for M&E that responds to those requirements with cross cutting indicators	>			MLGRD	In MLGRD Strategic Plan	M&E framework, with full set of key indicators (process and results-oriented)
Integrate the necessary modules for M&E with the integrated single registry, the MIS and the grievance process	>>>			MLGRD	In MLGRD Strategic Plan	Regular operational M&E reports; number of <i>ad hoc</i> demands for M&E data
Ensure that all programmes are evaluated on a 5-yearly basis		>	>	MLGRD, Statistics Botswana,	In MLGRD Strategic Plan	Rolling cycle of programme evaluations – one per year
Conduct national statistical surveys on a 5-yearly basis		>	>	Statistics Botswana	In Statistics Botswana mandate	5-yearly nationally representative socio-economic surveys

National Social Protection Recovery Plan – Action Plan

	Years 1-2	Years 3-5	Years 6-10	Institution(s) responsible	Additional costs (USD)	Key indicators
Systems – Resilience						
Convene a lesson-learning workshop to ensure that lessons from the COVID-19 Food Relief programme (and others) are captured and documented	>			MLGRD	50,000	Workshop report
Develop a manual and operational guidelines for the implementation of large-scale response to a possible future substantial covariate shock	>			MLGRD	10,000	Manual and operational guidelines for future covariate shock response approach
Rationalise and harmonise all social assistance programmes, building shock-responsive capacity into each	>>>>>	>>>		MLGRD	In MLGRD Strategic Plan	Shock-response plan for each social assistance programme
Establish systems and platforms for better coordination and management of social protection, such as an integrated single registry and an integrated MIS	>>>>	>>>		MLGRD	[Included in recommendations for specific systems (above)]	[Included in indicators for specific systems (above)]
Commit more public resources to social protection, both to strengthen the system and to deliver more social transfers to vulnerable individuals		>>>>>	>>>>>	MLGRD	Depends on strategies, eligibility and coverage selected	Availability of contingency fund for rapid scale-up of social assistance
Review the need for a coordinating Ministry of Social Development and a Botswana Social Benefits Agency to manage all social assistance benefits			>>>	OP, MLGRD	Depends on scope of institutional reforms	Feasibility study on institutional reform

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	Years 1-2	Years 3-5	Years 6-10	Institution(s) responsible	Additional costs (USD)	Key indicators
Enabling Environment – Rights-Based						
Draft framework legislation to underpin the social protection system		>>>		Attorney General	100,000	Social Protection Law
Develop policy statements and implementation guidelines for each social assistance programme, with clear eligibility criteria, entitlements, and so on		>>>		MLGRD	In MLGRD Strategic Plan	Standard guidelines for each programme
Strengthen institutions such as social accountability mechanisms that give recourse to beneficiaries and excluded non-beneficiaries as appropriate		>>>		MLGRD	In MLGRD Strategic Plan	Clearly documented grievance system (see above)
Enabling Environment – Coordination						
Establish an overall social protection steering committee to provide strategic oversight and manage the implementation of the Recovery Plan	>			OP, MLGRD	In NSPF	ToR and meeting minutes of social protection steering committee
Constitute technical working groups of key stakeholders for each stage of the life-course	>>>			MLGRD, other Government, NGOs	Negligible	ToR, membership list, and meeting minutes for each working group
Gradually expand the remit of the technical working groups and the overall steering committee to cover other relevant interventions across the life-course			>>>>>	MLGRD, other Government, NGOs	Negligible	Expended ToR, broader membership list, and meeting minutes for each working group
Monitor progress towards the implementation of agreed recommendations of the Recovery Plan	>>	>>>>>	>>>>>	National SP Steering Committee	Negligible	Regular quarterly review of progress against the NSPRP

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	Years 1-2	Years 3-5	Years 6-10	Institution(s) responsible	Additional costs (USD)	Key indicators
Enabling environment – Decentralisation						
Clearly establish lines of responsibility for implementation of the different programmes between national and sub-national offices	>>			MLGRD	In MLGRD Strategic Plan and Decentralisation Policy	Documented procedures for management and communications with districts
Implement two-way communication through the integrated MIS	>>>			MLGRD	In MLGRD Strategic Plan	Documented procedures for management and communications with districts
Establish single window service access at district level, and in remote area settlements		>>>>		MLGRD	In Decentralisation Policy	Number of districts with single window service access
Create an online platform for single window service			>>>>>	MLGRD	100,000	Number of users accessing online single window service