

## A. COVER PAGE

1. Fund Name: Joint SDG Fund
2. MPTFO Project Reference Number
3. Joint programme title: Support implementation of SDG financing strategy through an integrated national financing framework
4. Short title: Botswana SDG Financing Strategy
5. Country and region: Botswana, Southern Africa
6. Resident Coordinator: Zia Choudhury, [zia.choudhury@un.org](mailto:zia.choudhury@un.org)
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8. Government Joint Programme focal point: Martha Gunda-Pule, Ministry of Finance and Economic Development, [magunda@gov.bw](mailto:magunda@gov.bw)
9. Short description: The Joint Programme aims to support the Government of Botswana (GoB) to design and implement an SDG financing strategy through integrated national financing framework (INFF) with the primary objective of undertaking much needed reforms on tapping into domestic and international public and private SDG financing with a focus to diversify the economy and GoB revenue generating capacity to support the realisation of the SDGs at national and local levels. In addition, it seeks to support the Government's desire to achieve efficiency in spending in all sectors, contain cost and avoid waste in the public sector, address corruption and illicit financial flows using zero-based budgeting in sector ministries, departments and agencies (MDAs).
10. Keywords: SDGs, Joint Programme, financing strategy, revenue generating capacity, domestic, international, private financing, reforms.
11. Overview of budget

<b>Joint SDG Fund contribution</b>	<b>USD 1,000,000.00</b>
Co-funding (UNDP)	USD 60,000.00
Co-funding (UNICEF)	USD 20,000.00
Co-funding (UNFPA)	USD 5,000.00
Co-funding (UNWOMEN)	USD 15,000.00
<b>TOTAL</b>	<b>USD 1,100,000.00</b>

## 12. Timeframe

Start date	End date	Duration (in months)
07/2020	06/2022	24 months

### 13. Gender Marker: 2

The Joint Programme (JP) has a **Gender Marker 2**. This is because the JP is proposing the development of a gender-based analysis and mainstreaming in the INFF and the development of a gender-based budgeting strategy, which are major components of the INFF. This is also because gender equality and empowerment women are a key policy direction of the Government defined in its Eleventh National Development Plan.

### 14. Participating UN Organizations (PUNO) and Partners:

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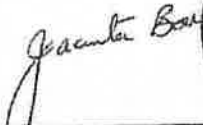


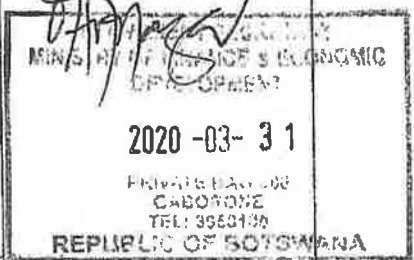

**Other partners:**

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SIGNATURE PAGE

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<p>Participating UN Organization                  Name of PUNO: UNICEF                  Name of Representative                  Date:                  Signature and seal</p> 	 <p>2020-03-31                  PRINCE BAY 100                  GABOTONE                  TEL: 3553100                  REPUBLIC OF BOTSWANA</p>
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## **B. STRATEGIC FRAMEWORK**

1. Call for Concept Notes: SDG Financing (2/2019) – Component 1

2. Programme Outcome

- o An SDG Financing Strategy and its core institutional components are developed and implemented (Joint SDG Fund Outcome 1)

3. UNDAF Outcomes and Outputs

### 3.1 Outcomes

Outcome 1: By 2021, Botswana has quality policies and programmes towards the achievement of Sustainable Development Goals targets and national aspirations.

Outcome 2: By 2021, Botswana fully implements policies and programmes towards the achievements of Sustainable Development Goals targets and national aspirations.

Outcome 3: By 2021, State and non-state actors at different levels use quality, disaggregated and timely data to inform planning, monitoring, evaluation, decision-making and participatory accountability processes.

### 3.2 Outputs

Output 1.1: Enhanced national capacities to develop integrated policies, strategies and programmes for the sustainable economic development.

Output 1.2: Enhanced national capacities to develop integrated policies, strategies and programmes to strengthen human and social development outcomes

Output 1.3: Enhanced national capacities to develop integrated policies, strategies and programmes for the promotion of a sustainable environment

Output 1.4: Enhanced national capacities to develop integrated policies, strategies and programmes to strengthen governance institutions, deepen peace and security

Output 2.1: Improved capacities to plan for delivery, identify and resolve implementation challenges, and account for the delivery of quality interventions to promote sustainable economic development.

Output 2.2: Improved capacity to plan for delivery, identify and resolve implementation challenges and account for the delivery of quality interventions to strengthen human and social development outcomes

Output 2.3: Improved capacity to plan for delivery, identify and resolve implementation challenges and account for the delivery of quality interventions for environmental sustainability

Output 2.4: Improved capacity to plan for delivery, identify and resolve implementation challenges and account for the delivery of quality interventions to strengthen governance institutions and deepen peace and security

Output 3.1: Increased institutional capacities to collect, manage, analyses, package and utilize data to improve planning, monitoring, evaluation and decision-making towards the promotion of sustainable economic development.

Output 3.2: Increased institutional capacities to collect, manage, analyse, package and utilise data to improve planning, monitoring, evaluation and decision-making to strengthen human and social development outcomes

Output 3.3: Increased institutional capacities to collect, manage, analyse, package and utilise data to improve planning, monitoring, evaluation and decision-making for environmental sustainability

Output 3.4: Increased institutional capacities to collect, manage, analyse, package and utilise data to improve planning, monitoring, evaluation and decision-making to strengthen governance institutions and deepen peace and security

#### 4. SDG Targets directly addressed by the Joint Programme

##### 4.1 List of goals and targets

- SDG 1: Target 1.4
- SDG 3: Target 3.c
- SDG 5: Target 5.c
- SDG 9: Targets 9.1; 9.3
- SDG 10: Target 10.4
- SDG 17: Targets 17.3; 17.4

##### 4.2 Expected SDG impact

That through the Joint Programme, the Government of Botswana is supported to develop an SDG financing strategy through an INFF that strategically positions it to identify and leverage domestic and international public and private finance to support the realisation of the SDGs and national priorities, hence effective service delivery to its citizens. It is also expected that the Government would have realise efficiency in spending, contain cost, and avoid waste in the public sector to effectively and efficiently deliver public services to all citizens.

#### 5. Relevant objective(s) from the national SDG framework

- To mobilise domestic and international public and private finance to support the SDGs (Source: Botswana SDGs Roadmap 2017-2023)
- To diversify the economy and revenue base through the private sector lead role in the economy (Sources: Eleventh National Development Plan (NDP 11) 2017-2023; 2020 Budget Speech and Budget Strategy Paper).
- To support efficiency in spending (Sources: Mid-Term Review of the NDP 11; 2020 Budget Speech)
- To promote private sector export-led growth (Sources: Mid-Term Review of the NDP 11; Vision 2036, Pillar 1; 2020 Budget Speech).

Reference here national plan targets that relates to the SDGs that will be the focus of the Integrated National Financing Framework, as any specific targets of an existing financing strategy for the plan.

- Annual real growth: 4.6%
- Contribution of non-mining sector: 86%
- Contribution of non-mining exports to total exports: 23%
- Level of foreign direct investment: P65.01 billion
- Finance and business service contribution to GDP: 15.2%
- Corruption Perception Index: 7.0
- Share of population living under the national poverty datum line: 10%

#### 6. Brief overview of the Theory of Change of the Joint programme

The theory of change informing this Joint Programme is that if the INFF is effectively applied and an SDG financing strategy is developed, the capacity of the government will be enhanced to increase both traditional and non-traditional sources of funding. In addition, it will effectively promote more efficient spending in the public sector and leverage the potential of the private sector, thus creating adequate fiscal space to yield successful outcomes of the SDGs and the realisation of the national development priorities for all citizens, so that no one is left behind in the development process.

#### 7. Trans-boundary and/or regional issues

This Joint Programme will be country specific. However, it will consider regional, continental and global issues critical for its implementation. This is because Botswana is a member of various regional, continental and global development frameworks such as the Southern African Development Community, Southern African Customs Union, African Continental Free Trade Area, and various United Nations frameworks. For instance, given the country's unique position in the Southern Africa region, a region that is so much vulnerable to recurrent droughts and the adverse impact of climate change, it is important to consider such regional issue in the design and implementation of any intervention. Another example is the ongoing global pandemic, the coronavirus, COVID-19, which is having significant impact on the economies of all countries around the world. Therefore, in terms of articulating an INFF and SDG financing strategy, such important issues would have to be considered in the analysis in terms possible risks to inform a comprehensive INFF and SDG financing strategy that will be important for diversifying the economy of Botswana and its revenue base with a critical role played by the private sector and many key stakeholders under the leadership of the Government of Botswana.

Transboundary flows: Foreign direct investment; Illicit financial flows; diversified economy and revenue from exports; etc.

## **C. JOINT PROGRAMME DESCRIPTION**

### **1. Baseline and Situation Analysis**

#### **1.1 Problem statement**

Botswana, considered a very poor country at independence in 1966, is one of few countries in Africa that has achieved an upper middle-income status with a GDP per capita of \$8,258.64<sup>1</sup> and is now classified as a high human development country with a human development index of 0.728.<sup>2</sup> However, the economy of Botswana continues to be dominated by diamond exports in the trade account, with mineral revenue and customs and excise revenue accounting for over fifty per cent of government revenues in the 2020/2021 National Budget, which amounts to Pula (P) 62.39 billion. Mineral revenue is estimated at P20.02 billion and customs and excise revenue at P15.38 billion.<sup>3</sup>

Botswana has also been challenged with declining public revenues as a share of GDP. In its 2018 Budget Brief, UNICEF reported that total revenues for Botswana averaged 36 per cent of GDP, with a downward trend, and was expected to decline further to around 30 per cent over the next five years. The report states that addressing such challenge will require a sustained reduction in spending level relative to GDP to match lower revenues, leading to an across-the-board fiscal consolidation and making spending more efficient to generate the highest returns on development.

Further, improving domestic and international public and private resource mobilisation is also a noticeable challenge, which was emphasised in the 2020 Budget Speech and Budget Strategy Paper. In Botswana, most fiscal revenues are derived from external sources such as diamond exports and SACU revenue, with domestic public and private revenues contributing a relatively small share to the national budget. The 2020 Budget Speech also referred to the need to improve efficiency in public spending, contain costs and develop strategies that will minimize and ultimately eliminate waste in the public sector. The major challenge here is not about finding ways to spend more on key public services, but how to spend better and efficiently, thus exhibiting value for money and delivering the services effectively to the public in sectors such as health, education, environment, energy, infrastructure, social protection, etc.

Another challenge is the continuous reduction in accumulated reserves over the years. The Government's financial assets that accumulated during the lengthy period of mineral-led growth has been declining. The decline has not been the result of a deliberate strategy but because the reserves are used to cushion part of the adjustment to structurally declining revenues. As at April 2015, the country's foreign reserves peaked at Pula 89.4 billion<sup>4</sup> but declined to Pula 76.8 billion in 2016, Pula 73.7 billion in 2017 and Pula 71.4 billion in 2018. As at the end of June 2019, the reserves were estimated at Pula 72.6 billion.<sup>5</sup> To this effect, the Bank of Botswana (BOB) has advised the Government to consider borrowing funds from the domestic and international capital markets instead of drawing down on the reserves. The volatile nature of foreign exchange receipts in the long-terms dictate the need to keep monitoring the adequacy of foreign reserves and implementing policies that will expand the

<sup>1</sup> The World Bank, 2019. <https://data.worldbank.org/indicator/NY.GDP.PCAP.CD?locations=Bw>

<sup>2</sup> UNDP, 2019. 2019 Human Development Report. Beyond income, beyond averages, beyond today: inequalities in human development in the 21<sup>st</sup> century.

<sup>3</sup> Government of Botswana, 2020. 2020 Budget Speech.

<sup>4</sup> Bank of Botswana, 2020. <https://www.bankofbotswana.bw/content/foreign-reserves>.

<sup>5</sup> 2020 Budget Strategy Paper (October 2019) and 2020 Budget Speech (February 2020).



revenue generating capacity of the country beyond its traditional sources to include other sources such as domestic and international private finance, international trade, public-private partnerships and international cooperation through South-South Cooperation to complement the North-South Cooperation through the exchange of knowledge, technology and experiences.

Botswana's challenging fiscal environment has been further compounded with the global health pandemic, the coronavirus (COVID-19), which emerged in December 2019. It has negatively impacted all economies including that of Botswana, especially its relatively small private sector. The negative impacts in Botswana are in the areas of diamond sales, tourism and hospitality, GDP growth, imports and exports, government revenue, employment, and the financial sector and domestic prices. Whilst the full impacts of COVID-19 are yet to be understood, the Joint Programme remains flexible to ensure that the priorities for financing the SDGs are articulated with a clear understanding of the implications of COVID-19 as the situation evolves. Therefore, risk management will be integrated in the INFF and SDGs financing strategy to ensure that the future risks of pandemics and other exogenous shocks are better mitigated.

Another development issue that needs the attention of all policy makers and development partners is gender analysis and mainstreaming and gender equality and women empowerment in planning and budgeting processes of the country. Whilst it is a policy direction of the government to analyse and mainstream gender in all development initiatives and promote gender equality and empower women, which is articulated in the Eleventh National Development Plan (NDP 11), the national budget has fallen short of this reality. A scan through the budget speeches and budget strategy papers (for 2018, 2019 and 2020) shows no information on gender analysis and mainstreaming in the national budget, a situation that requires the attention of all development actors and which this Joint Programme would like to build consensus around for prompt action.

Finally, the contribution of the private sector to sustainable economic growth in the economy is very limited, thus indicating limited private sector financing. To change the situation around, it requires the Government creating the enabling environment for private sector development to create sustainable growth and decent jobs to alleviate poverty, reduce inequality, especially for youth and women and other vulnerable groups to ensure that no one is left behind. Some of the challenges that would need to be addressed to achieve this goal are:

- Strategic alignment of the national development plan and policies with private sector development.
- Identification and facilitation of private sector investment into profit-making opportunities in SDGs-oriented sectors and poorer geographies.
- The adoption of regulations related to finance within the banking sector with respect to the SDGs and in favour of private sector development.
- Addressing trade-offs between different areas of financing policy, e.g., between industrialisation and environmental policies, financial sector development and public debt management policies or tax incentives and revenue mobilisation policies.
- Weaknesses in monitoring trends in public and private finance and their contribution toward sustainable development.
- Limited capacity to develop and implement innovative financing instruments and its management (e.g., green, orange and blue bonds, diaspora financing, climate change financing, etc.) and partnerships with key actors to start the process of developing and managing such innovative financing instruments.

- Limited collaboration across public and private sector actors to determine how to jointly implement SDGs priorities.

Based on the above, the UN System in collaboration with the Government through the Ministry of Finance and Economic Development (MFED) will implement the following strategic interventions under the Joint Programme. The details of these are presented in Section 2.3.

1. **Support government to develop an SDG financing strategy and its core institutional components through the design and implementation of an INFF.**
2. **Support implementation of zero-based budgeting in select ministries, departments and agencies (MDAs).**

## 1.2 SDGs and targets

The following SDGs and targets have been selected to measure the progress made in the implementation of the strategic areas in the Joint Programme:

### **SDG 17: Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development.**

**Target 17.1:** Strengthen domestic resource mobilisation, including through international support to developing countries to improve domestic capacity for tax and other revenue collection.

**Baseline:** 19.6% total government revenue as a proportion of GDP, World Bank, 2018.

**Baseline:** 87.30% of domestic budget funded by domestic taxes (2015/16), Bank of Botswana, 2015

**Target 17.3:** Mobilise additional financial resources for developing countries from multiple sources.

**Target 17.4:** Assist developing countries in attaining long-term debt sustainability through coordinated policies aimed at fostering debt financing, debt relief and debt restructuring, as appropriate, and address the external debt of highly indebted poor countries to reduce debt distress.

**Baseline:** 2.4% (2018) total debt service (% of exports of goods, services and primary income), World Bank, International Debt Statistics, 2020.

### **SDG 1: End poverty in all its forms everywhere.**

**Target 1.4:** By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.

**Indicator 1.4.2:** Proportion of total adult population with secure tenure rights to land, with legally recognized documentation and who perceive their rights to land as secure, by sex and by type of tenure.

**Baseline:** 63% of households hold land with formal documents and 37% do not; Population and Housing Census data, Statistics Botswana.

**SDG 5:** Achieve gender equality and empower all women and girls.

**Target 5.c:** Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels.

**Indicator 5.c.1:** Proportion of countries with systems to track and make public allocations for gender equality and women's empowerment.

**Baseline for gender equality:** 0.33333 (World Bank, 2016); gender inequality index: 0.464 (UNDP, 2019)

**SDG 9: Build resilient infrastructure, promote inclusive and sustainable industrialisation and foster innovation.**

**Target 9.1:** Develop quality, reliable, sustainable and resilient infrastructure, to support economic development and human well-being, with a focus on affordable and equitable access for all.

**Baseline:** Passengers: 755,721; Freight: 1,8844,804 tons, CAA Report, 2014

**Target 9.3:** Increase the access of small-scale industrial and other enterprises, in particular in developing countries, to financial services, including affordable credit, and their integration into value chains and markets.

**Baseline:** 40.8% proportion of small-scale industries with a loan or line of credit, World Bank, 2010

**SDG 10: Reduce inequality within and among countries.**

**Target 10.4:** Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality.

**Indicator 10.4.1:** Labour share of GDP, comprising wages and social protection transfers.

**Baseline:** 20.30% labour share of GDP, Statistics Botswana, 2016.

In 2019, Botswana carried out a Mid-Term Review of its Eleventh National Development Plan (NDP 11). The findings identified four strategic areas to focus on during the remaining period of the NDP 11. These include promoting export-led growth through the private sector, promoting efficiency in public spending, investing in human capital and providing appropriate infrastructure. These were to be achieved under the four pillars of the NDP 11: economy and employment, social upliftment, sustainable environment and governance, safety and security.

A closer look at the four areas and four pillars of the NDP 11 shows a direct link with the SDGs and their targets in this section. The primary reason for the Government introducing these four strategic areas is based on its development goals to eradicate poverty, reduce inequality, promote equity in society including gender equality and deliver effective and efficient public services to all citizens, thus contributing to the achievement of the SDGs by 2030 and its vision of ensuring prosperity for all citizens by 2036. These can only be achieved if the Government has the relevant resources through an integrated SDG financing strategy, which clearly aligns planning and budgeting processes to the SDGs through an INFF.

The measurement of progress will heavily rely on survey and their methodologies as well as assessment reports and statistics that will be produced by Statistics Botswana, Bank of Botswana, sector MDAs, bilateral and multilateral partners, private sector, academic and research institutions, local authorities and civil society organisations. Documentation of progress on a quarterly basis will be done for the Joint Programme by all participating institutions, with quality assurance provided by the oversight committee, convening UN Agency, SDGs Secretariat and MFED.

### 1.3 Stakeholder mapping and target groups

The Joint Programme main stakeholders will be the Government of Botswana (GoB), UN Agencies, private sector, civil society, academia, local authorities, and development partners (DPs) such as the World Bank (WB), International Monetary Fund (IMF), European Union (EU) and bilateral partners, at least to complement and build synergies with the work these organisations are engaged with in Botswana.

The lead Government institution for this joint programme will be the Ministry of Finance and Economic Development (MFED), which is responsible for the planning and budgeting functions of the Government and leading and coordinating the implementation of the SDGs at national, local and sector levels. Said functions are performed in collaboration with other sector Ministries, Departments and Agencies (MDAs). Therefore, the target sector MDAs under the Joint Programme are the Botswana Unified Revenue Service (BURS), Bank of Botswana (BoB), Statistics Botswana (SB), Ministry of Investment, Trade and Industry (MITI) and the Botswana Investment and Trade Centre (BITC), Ministry of International Affairs and Cooperation (MIAC), Ministry of Environment, Natural Resources Conservation and Tourism (MENT), the Ministry of Health and Wellness, Ministry of Mineral Resources, Green Technology and Energy Security (MRGTES), and Ministry of Nationality, Immigration and Gender Affairs (MNIGA) amongst others.

Given that the Joint Programme will focus on the design and implementation of an integrated national financing framework (INFF), which will lead to developing an SDG financing strategy, and supporting the implementation of a zero-based budgeting, the collective involvement of all development actors will be required. In this regard, some of the strategic areas that will be examined and analyzed are alignment of various taxes, reviewing the alignment of planning and budgeting processes to the SDGs, establishing of an inclusive SDGs financing dialogue amongst stakeholders aimed at promoting stronger participation in the implementation and financing of the SDGs, undertaking a gender analysis on gender responsive budgeting, reviewing coherence of policies and trade-offs, e.g., in areas like

industrialisation vis-a-vis environmental sustainability policies, financial sector development vis-à-vis public debt policies and tax incentives vis-à-vis revenue mobilisation policies. On this basis, the above targeted institutions will be directly involved and/or consulted in areas such as the diagnostics and assessments, developing the SDGs financing strategy linked to planning and budgeting, monitoring and review and the establishment of an effective governance and coordination structure. For example, BURS will be strategic for its role in revenue collection and customs administration, BOB will be strategic for its role in providing information on remittances and as a custodian of government resources, MITI/BITC will be strategic for its role in international trade and the country's involvement in regional, continental and global trade agreements, MIAC will be strategic for its role on South-South and Triangular Cooperation, MENT will be strategic for its role on the environment, climate change and tourism, Statistics Botswana will key on the issue of data for monitoring implementation of the SDGs, MRGTES will be strategic for its role in the mineral sector and revenue from the sector, and MNIGA will be strategic for its role on gender mainstreaming and gender-based budgeting.

The WB, IMF, EU and key bilateral partners like the United States of America, France, Germany, and United Kingdom will be strategic partners targeted for their support to the development aspirations of the Government of Botswana in areas such areas as macroeconomic stability, public finance management, public expenditure reviews, poverty reduction, local economic development, medium-term expenditure framework, youth employment, ease of doing business, economic diversification and private sector development.

The Government's desire to implement a transformation agenda, diversify the economy and boost revenue generation from diversified sources makes the private sector a strategic partner. Therefore, the private sector will have to critical role to play in the design and implementation of an INFF, developing a financing strategy and implement the zero-based budgeting. The targeted players working within the private sector will be Business Botswana (apex body of the private sector), Botswana Exporters and Manufacturers Association (BEMA), Chamber of Mines, Botswana Stock Exchange (BSE), Local Enterprise Authority (LEA) and Citizen Entrepreneurial Development Agency (CEDA), the latter two are parastatals that work with a network of Micro, Small and Medium-Sized Enterprises (MSME) to empower them leverage funding opportunities and provide skills development in business management take advantage of domestic, regional and global markets while at the same time contributing to sustainable economic growth and job creation in the economy. In this context, MSMEs will be targeted during the implementation of the Joint Programme.

Civil society organisations also have a role to play, especially in the area of advocacy and awareness raising and ensuring transparency and accountability of public leaders to citizens to complement efforts of the Government in the fight against corruption, wasteful spending in the public sector and illicit financial flows. As non-state actors, they have a broader role to play in a financing dialogue process through their participation into planning, budgeting dialogue processes and setting up key strategic blended finance partnerships to deliver the SDGs targets. Therefore, the Botswana Council of Non-Governmental Organisations (BOCONGO) and its members will be consulted and directly involved in processes of the INFF

and developing financing strategy. Youth and women organisation under this platform will also be targeted.

The academic and research institutions (ARIs) are quite critical for their research and analytical work to inform policy development and implementation. Therefore, these institutions (e.g., like the University of Botswana and the Botswana Institute of Development Policy and Analysis) will directly participate in consultations and be involved in the research work to design the INFF and SDGs financing strategy for Botswana.

## 2. Programme Strategy

### 2.1. Overall strategy

Guided by the 2030 Agenda and Addis Ababa Action Agenda (AAAA), the Joint Programme will adopt an integrated, interlinked and whole of society approach as a key strategy to foster participation and inclusivity in its implementation. Given the nature of SDGs financing architecture, it is important to ensure that all stakeholders are involved in the process of articulating an INFF and developing the SDGs financing strategy for Botswana. As such, various platforms such as consultations, meetings, forums, dialogue series, and roundtable discussions will be utilised in support of such strategy. It is important to note that such SDG financing strategy will aim at implementing the Botswana SDGs Roadmap 2017-2023 and the Eleventh National Development Plan (NDP 11) 2017-2023 and therefore, anchored in its key coordination structures as well. This aim of this strategy will not be just to mobilise more resources but to shift the way current resources are utilised and aligned to the national development priorities and the SDGs. This will be done to ensure that national development priorities and the SDGs are at heart of all financing policies and not just limited to the domestic budgeting processes.

The Joint Programme will explore synergies with ongoing work of the IMF, World Bank, European Union and key bilateral partners such as the United States of America, France, Germany, and United Kingdom that also do support the Government's national priorities as a key strategy. This will be achieved by generating the relevant national dialogue and stakeholder engagement around financing for development, including through a review of the current development partners coordination structures, beyond the traditional budget process and the policymakers that are usually involved in this process.

The 17 SDGs, and the 2030 Agenda, are in and of themselves change and reform initiatives. Therefore, a significant change management effort will be required to have them adequately financed and achieved. This entails the need to put the SDGs at the heart of the financing system, both public and private, if Botswana is to achieve its development priorities, achieve the SDGs by 2030 and its vision of achieving prosperity for all its citizens by 2036. This is one of the programme strategies that will be adopted.

Through this Joint Programme, it is also expected that the Government of Botswana will pursue a renewed social contract on financing for development through the pillars of transparency, accountability, and participation, all aimed at ensuring that no one is left behind and the Government is able to mobilise the relevant public and private finance (inclusive of

traditional and non-traditional sources) to achieve its development priorities and the SDGs by 2030.

Putting in place the specific policy and institutional reforms towards an INFF will increase efficiency and effectiveness of public spending, increase tax revenues whilst also enhancing the impact of tax policy on the SDGs, identify and mobilise more domestic public and international private finance and domestic public and international private finance through the SDGs aligned instruments, and identify opportunities for aligning these resources to support the implementation of the SDGs.

Building on the ongoing work of UNDP on the financing for development and support to the coordination function of the MFED on the SDGs and the work of UNICEF on public expenditure reviews, the UN system in Botswana under the leadership of the Resident Coordinator is strategically placed to bring together the collective tools and capacities of all resident and non-resident UN Agencies, the international financial institutions, the private sector, civil society organisations comprised of youth and women organisations, and the academic and research institutions to support a comprehensive and integrated approach to financing for development. Such initiatives are already ongoing, especially in the implementation of the SDGs, where the Resident Coordinator co-chairs the SDGs National Steering Committee along with his Government counterpart under the Institutional Structure of the SDGs. Similar strategy will be adopted in the design and implementation the financing for development strategy for Botswana. In this regard, the UN System will ensure that the SDGs and the leave no one behind guiding principle of the 2030 Agenda are integral to the implementation of the Joint Programme.

The support of the UN System is in line with the United Nations Sustainable Development Framework 2017 - 2023, which was designed based on the national priorities defined in the Government's Eleventh National Development Plan (NDP 11) 2017 – 2023.

The involvement of various stakeholders will be done under the leadership and strategic guidance of the Government of Botswana through the MFED with the support of the UNCT under the leadership of the Resident Coordinator. Key actors will include the relevant sector MDAs, private sector, civil society organisations, IFIs, bilateral partners, European Union, academia, citizens comprised of youth, women, and people with disabilities, all aimed at broadening constituencies for financing for development reform and generating a national dialogue around financing priorities beyond a narrow set of finance experts and decision-makers.

## 2.2 Theory of Change

The primary objective of supporting national governments to design and implement integrated national financing frameworks (INFFs) is to strategically position them to leverage financing opportunities from innovative and alternative public and private sources to support the realisation of the SDGs and ultimately their national development priorities. In the context of Botswana, the INFF is being used as a planning and delivery tool to guide the development of an integrated SDGs financing strategy to support the realisation of the SDGs, and ultimately the country's development agenda. Similar outcome is expected based on the sector specificity analysis for the investment case to meet the unmet needs of family planning in Botswana. In addition, efficiency in the public sector in terms of spending dictates a more

robust policy action, hence the need for the zero-based budgeting, which will come into the analysis to create more fiscal space, contain cost and avoid waste in the public sector as well as illicit financial flows. Based on this information, the underlying strategies are being presented to inform the theory of change for this Joint Programme.

- 1) That if a robust analysis of the financing landscape is undertaken and a roadmap developed for an integrated national financing framework, it will contribute to the development of an SDGs financing strategy that strongly links planning and budgeting to effectively leverage diversified sources of function from domestic public and international public finance and domestic private and international private finance for the funding of the SDGs and national development priorities.
- 2) That if an investment case specificity analysis for key sectors in the economy is undertaken, based on which a resource mobilisation framework is developed and alliance built with the private sector and the development partner community, it will lead to adequate resources being mobilised to fund the sectors involved, be it in the health, education, agriculture or environment sectors. This will contribute immensely to the realisation of the SDGs and national priorities through the sectors.
- 3) That if an assessment and analysis are done on what it will take to implement a zero-based budgeting principle in sector MDAs, it will lead to cost containment and elimination of wasteful spending in the public sector, thereby promoting efficiency in public spending and creating more fiscal space to fund the realisation of the SDGs and the development priorities of Botswana.

The underlying assumptions that will contribute to the realisation of the three strategies that have been defined for the theory of change are the following:

- That there is clear path to costing and financing the SDGs and ensuring that risk management is integrated into the SDGs financing strategy to allow for future risks of any exogenous shocks, e.g., like the ongoing COVID-19 and past global financial crisis of 2008, that were not foreseen, and ensuring that planning and budgeting processes are aligned to the SDGs, thereby facilitating ease of budgetary allocation to all sectors in the national plan.
- That through the INFF, the relevant strategic and innovative partnerships with the private sector are managed and effectively leveraged to set up blended finance type of partnerships that mobilize domestic and international private finance to support the national development priorities and the SDGs. In this case, the role of the private sector (impact investors, but also domestic private sector, commercial banks, etc.) is quite critical in responding to the national development agenda.
- That the needs of the poor and most vulnerable groups in society are addressed through diversified sources of funding and efficiency in public spending in the economy, all with the primary objective of ensuring that no one is left behind.
- That micro, small and medium-sized enterprises are well resourced to contribute significantly to sustainable economic and job creation to alleviate poverty, reduce inequality and eliminate exclusion.

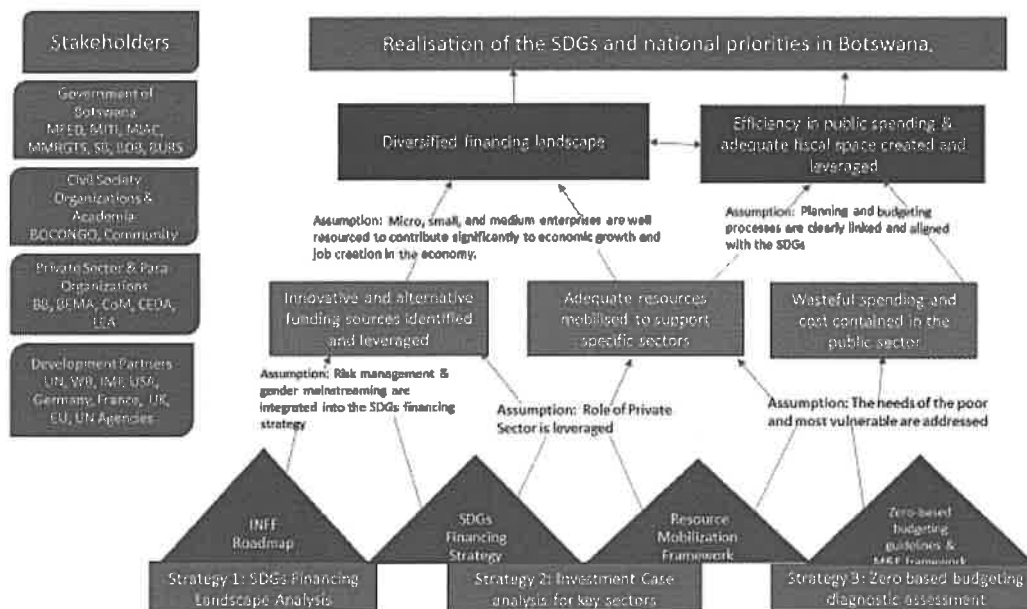


- That planning and budgeting processes are clearly linked and aligned with the SDGs in the economy.

Graphical representation of Theory of Change.

Based on the above context on theory of change and the assumptions made, the below graphical representation is presented.

Theory of Change Diagram



## 2.3 Expected results by outcome and outputs

### Outcome 1. An integrated INFF and SDGs Financing Strategy and its core institutional components are developed and implemented

- Output 1.1: Consolidate an INFF oversight committee that would provide the political executive mandate, but also the technical leadership of the recommendations emerging from the diagnostics and assessment for an INFF.
- Output 1.2: A diagnostics and assessment is undertaken to identify the current status and prospects of the financing flows opportunities, including in the context of COVID-19 AND develop a roadmap for the articulation of an integrated national financing framework (INFF) and an SDGs financing strategy.
- Output 1.3: Gender analysis undertaken and mainstreamed in the INFF and SDGs financing strategy, based on which a gender-based budgeting strategy is articulated.
- Output 1.4: Establish a multi-stakeholder national dialogue platform – whole of society approach – that facilitates dialogue and participation around financing from planning to allocation, to execution, to monitor and oversight, all aimed at promoting ownership, transparency and accountability.
- Output 1.5: Finance for results is effectively managed ensuring that development outcomes are aligned with public finance, generating outcome-based incentives for private investment, more effectively targeting vulnerable or excluded populations through social protection schemes from blended finance instruments and corporate

social responsibility and investment and strengthening parliamentary scrutiny and oversight over finance; enhancing data collection through an effective monitoring and reporting systems.

- vi. Output 1.6: New financing instruments and improved capacity to identified and mobilise financial resources toward delivery of SDGs-oriented interventions that will contribute to sustainable development.

**Outcome 2: Zero-based budgeting principle is piloted and upscaled**

- i. Output 2.1: Undertake a diagnostic and assessment of what it will take for the Government to rollout and pilot the zero-based budgeting principle in the selected ministries.
- ii. Output 2.2: Support the development of guidelines and/or a strategic framework that will support targeted ministries to effectively pilot the zero-based budgeting principle, ensuring that the SDGs are mainstreamed in planning and budgeting processes.
- iii. Output 2.3: Provide capacity building support (human and institutional) to the selected ministries to facilitate smooth implementation of the zero-based budgeting principle.
- iv. Output 2.4: Support a whole of society approach to enhance participation and development of an effective monitoring and evaluation framework to report on and assess performance of implementation in the pilot ministries to support the upscaling process.

At the end of the Joint Programme, it is expected that the Government would have had in place an INFF and an operational SDGs financing strategy to support the realisation of the SDGs and the national development priorities. It would have also had in place a gender-based budgeting strategy and an investment case for unmet needs of family planning and more efficiency in public spending. More so, diversified sources of finance would have been identified and leveraged to support the national development and transformation agenda.

Access to economic resources and basic services is a major development priority and a challenge as well for the Government of Botswana. This has been clearly articulated in the national development agenda of the country and most policy documents such as budget speeches and strategy papers and state of nation addresses.

In terms of access to economic resources like land, 63% of household is estimated to own land with formal documents, while 37% do not according to Statistics Botswana. However, land reform has been ongoing to make such important economic resource available to micro, small and medium-sized enterprises and women and youth entrepreneurs for productive uses in areas such as agriculture and agro-processing industries and manufacturing. Similar action is being taken for the establishment of special economic zones.

With respect to addressing the needs of the poor and the most vulnerable groups, the Government of Botswana has been supporting various economic empowerment and social protection programmes for youth, women, the elderly, children and people with disabilities. Some of these programmes are the Youth Development Fund, Women Empowerment, Destitute Person, Orphan Care, Community Home-based Care, Primary and Secondary School Feeding, Vulnerable Groups Feeding, Remote Area Development, Old Age Pension, and Ipelegeng. What is required the most now is the sustainability of these interventions through

graduation and sustainable financing, hence a priority focus now for the Government and will be the Joint Programme.

Therefore, strengthening the mobilisation of domestic and international finance from innovative and alternative sources and ensuring more efficiency in public spending under an integrated SDGs financing strategy will help the Government to effectively fund its long-term development goals that take into account poverty eradication, job creation, promotion of gender equality, and the fight against inequality and exclusion especially in favor of the poor and most vulnerable groups (youth, women, children, the elderly and people with disabilities).

Of late, the Government has been drawing down its reserves to fund, mostly, deficit in its national budget. As at end of November 2019, the foreign exchange reserves were estimated at P70.6 billion, a decrease from P74.5 billion in November 2018. This situation prompted the Bank of Botswana to advise the Government through the Ministry of Finance and Economic Development to consider alternative sources such as borrowing money from domestic and international capital markets. Such action by the Government will be done within a debt sustainability threshold, as most of Botswana's debt is from the domestic economy. This is reflected by the baseline information provided on Botswana's debt service as a proportion of exports of goods and services given as 3.1706% in 1995 as a baseline information.

Further, access to finance for micro, small and medium-sized enterprises, especially for women and youth entrepreneurs, is also a challenge given the fact these entities usually don't satisfy the stiff requirements of financial institutions. As seen, only 40.8% of these businesses have access to loan or any line of credit as per the record of the World Bank in 2010. This means that a lot more effort will be required to support these entities, especially if the Government is to make any significant dent in youth unemployment and increase the labour share of GDP in the country, which is now 20.3% as reported by Statistics Botswana for 2016.

Overall, a successful implementation of this Joint Programme would have helped Botswana to implement the Addis Ababa Action Agenda. More so, the country would have been long on its way to realise the SDGs and the national development priorities. Adequate fiscal space would have been created, innovative and alternative funding sources identified and leveraged, and more efficiency in public spending. Sectors would have been strategically positioned to minimize waste, deliver more efficient public services to citizens and their collective contribution would have led to the successful outcomes of the SDGs and their achievement by 2030. In addition, the needs to the poor and most vulnerable (youth, women, the elderly, children and people with disabilities) would have been addressed through sector programmes and projects emanating from the national development plan. The role of the private sector would have been leveraged to create sustainable economic growth and jobs in the economy, especially for the youth and women. Micro, small, and medium-sized enterprises (especially those run by women, youth and people with disabilities) would have been well resourced to contribute significantly to economic growth and job creation in the economy.

#### 2.4 Budget and value for money

The Programme has the potential to contribute to better alignment of policies, set up key SDGs-oriented policies and help to unlock key domestic and international finance. The fact that Botswana is yet to domesticate the Addis Ababa Action Agenda and ultimately design and implement an INFF and SDGs financing strategy, initiatives this Joint Programme plans

to support, provides a very good justification and value for money as to why there is a need to support the Government of Botswana.

Botswana, as an upper middle-income country, still enjoys a relatively strong fiscal position. Between 2014 and 2018, the country managed to register balanced budgets with low levels of debts. However, of late the country has been experiencing consistent trend of declining public revenues as a share of GDP. With most fiscal revenues derived from external sources such as exports and SACU revenue, which the country has little control over whenever there are external shocks and volatility in the price of diamonds and like the ongoing impact of the COVID-19, the situation only justifies why it is important for the country to take advantage of available opportunity that could help in diversifying its revenue base from innovative and alternative sources through an integrated financing strategy. It is in this context that we believe the budget of this Joint Programme is justified.

Of late, there have been concerns about the quality of spending, in the context of wastage and decisions on how public funds should be spent. Therefore, the implementation of the Joint Programme in the context of the zero-based budgeting will help to promote efficiency in public spending and unlock additional resources by containing cost and minimizing waste in the public spending. Such initiative further justifies the budget and demonstrates value for money, which is one of the objectives of the Joint Programme.

Further, the composition of the national budget, which largely depends on external sources that are vulnerable to shocks, makes it imperative for the Government to adopt and implement the INFF and subsequently developing an SDGs financing strategy. The expectation is that through the Joint Programme the full cycle of the INFF will be implemented including undertaking a diagnostics and assessment of the financing landscape, mapping out risks and assumptions, developing a financing strategy, putting in place an effective monitoring and review system and supporting the establishment of an effective governance and coordination system. Through these initiatives, alternative sources of finance will be identified and leveraged by the Government to complement traditional sources, thus creating adequate fiscal space and a diversified revenue base. This further justifies the budget in this Joint Programme and value for money.

The Government through the Ministry of Finance and Economic Development in collaboration with other sector MDAs will have a lead role during the implementation of the Joint Programme. This means that systems and structures that will be established will guarantee its sustainability. This is because one of the guiding principles of this Joint Programme is national ownership, meaning that the interventions that will be defined will be owned, led and implemented by the sector MDAs with technical expertise and support provided by the participating UN Agencies in collaboration with other development actors such as the private sector, civil society organisations, academic and research institutions and development partners comprised of bilateral and other multilateral partners.

The Joint Programme will also consider interventions that will be gender-responsive and sensitive like developing a gender-based budgeting strategy. This will be achieved through the various processes earmarked in this Joint Programme. In this regard, gender analysis and mainstreaming will be major components of the overall financing for development agenda and the planning and budgeting processes. In other words, gender analysis and mainstreaming will be integrated in the diagnostics and assessment of the INFF that will be undertaken aimed at addressing gender inequality in planning and budgeting processes and developing a gender-based budgeting strategy. Similar approach will also be undertaken during the development of the SDGs financing strategy. One expectation is that after the implementation

of the Joint Programme, the Government would have been strategically positioned to mainstream gender in all planning and budgeting processes and national budgets.

As seen in the budget of the Joint Programme, \$100,000 is expected to be mobilised to complement the amount of \$1,000,000 that is being sought under Component 1 of the SDG Fund. It is expected that participating UN Agencies will each contribute funding along with the National Government to mobilise the amount of \$100,000 or more. Effort will also be made to reach out to the private sector, IFIs and donor partners to mobilise part of the amount. Such resource mobilisation effort will be undertaken under the institutional structure of the SDGs that has been established to guide the implementation and realisation of the SDGs in Botswana. This structure is co-chaired by the Resident Coordinator and his Government counterpart in MFED with membership from all key actors in the society including sector MDAs, private sector, UN Agencies, academic and research institutions, development partners, civil society organisations comprised of youth and women organisations and local authorities.

## 2.5 Partnerships and stakeholder engagement

The Joint Programme will be led and coordinated by the Government of Botswana through the Ministry of Finance and Economic Development (MFED) with the support of the United Nations system under the leadership of the Permanent Secretary and Resident Coordinator, respectively. The Government has already demonstrated its commitment by its official nomination of a focal point and playing a critical role in drafting the Joint Programme along with the team from the UN system under the technical leadership of UNDP. The MFED is also the designated government institution that is leading and coordinating the implementation of the SDGs at national, local and sector levels with the support of the UN system under the technical leadership of UNDP.

There is no way this Joint Programme can ever be successfully implemented without the involvement of the other key actors in the society. These include the private sector including financial institutions, bilateral and multilateral partners, civil society organisations, academic and research institutions, local authorities, and other sector MDAs. These actors will have to be consulted throughout to effectively undertake the INFF and develop the SDGs financing strategy, as well as implement the zero-based budgeting principle. In other words, they will be involved through consultations and active participation in the oversight committee and the actual implementation process.

The oversight committee that will provide policy guidance to the implementation of the Joint Programme and it will be comprised of representatives from all these entities; that is, the relevant sector MDAs, private sector including financial institutions, bilateral and multilateral partners like the EU, IMF and WB, Germany, France, United Kingdom, USA, the participating UN Agencies, civil society organisations comprised of youth and women organisations, academic and research institutions and local authorities. The oversight committee will be an integral part of the SDGs Institutional Structure to avoid establishing another parallel structure. The Resident Coordinator co-chairs the SDGs National Steering Committee under this structure along with his government counterpart in the MFED.

The effort of the Government under this Joint Programme will be complemented with the technical support and expertise of all participating UN Agencies and the World Bank that is already a member of the UNCT in Botswana and was consulted during the drafting of this Programme. There is a technical and strategic role to play by these agencies in the support to the Government on the INFF and SDGs financing strategy, and the zero-based budgeting principle. The European Union, IMF and bilateral partners will also have an important role to

play during the implementation of the Joint Programme through consultations and active participation in the various processes of the INFF and zero-based budgeting principle.

### 3. Programme implementation

#### 3.1 Governance and implementation arrangements

Under the leadership of the Government of Botswana through the Ministry of Finance and Economic Development (MFED), the Joint Programme will be implemented. It will also actively participate in coordinating its implementation with all participating stakeholders. The UN system will provide technical assistance under the leadership of the Resident Coordinator.

So that the Joint Programme is integrated into an existing structure and does not operate as a standalone initiative, the governance structure will be that of the existing Institutional Structure of the SDGs. The Structure comprises the SDGs National Steering Committee (co-chaired by the Government through the MFED by the Secretary, Economic and Financial Policy and the UN system through the UNCT by the Resident Coordinator). There is the SDGs National Secretariat, which supports the work of the SDGs National Steering Committee with technical support provided by the SDGs Technical Task Force (co-chaired by the Government through the SDGs National Secretariat and UNDP). Therefore, the role of the oversight committee will be played by the SDGs National Steering Committee with secretariat services from the SDGs National Secretariat and technical support from the SDGs Technical Task Force. In this regard, overall policy guidance and decision-making will be undertaken by the SDGs National Steering Committee as the oversight committee.

The Institutional Structure of the SDGs was established to support the implementation of the SDGs at national, local and sector levels. Under this structure, a National SDGs Roadmap, SDGs Communication Strategy and National Volunteer Review Report were developed with the support of the UN system under the technical leadership of UNDP. One of the interventions clearly outlined in the Roadmap has to do with the domestication of the Addis Ababa Action Agenda (AAAA). Therefore, the support under this Joint Programme on this initiative in the context of the Integrated National Financing Framework (INFF) and SDGs financing strategy, as well as the Government's desire to implement a zero-base budgeting principle could not have come at a better time than now. In this regard, the collective action of all partners will be leveraged and solicited for the successful implementation of the Joint Programme under the leadership of the Government through the MFED and the UN system through the UNCT, headed by the Resident Coordinator.

All relevant sector MDAs and other key stakeholders such as the private, academia, civil society, and development partners such as the World Bank, International Monetary Fund, European and Governments of Germany, USA, France and United Kingdom will be actively involved through consultations and active participation in the implementation of the Joint Programme. Many of these stakeholders are already actively participating in the SDGs National Steering Committee and SDGs Technical Task Force.

The role of each PUNO in the Joint Programme is very key to its full implementation. On this basis, the following information has been provided to demonstrate more, the role that each PUNO will be actively engaged in during the Joint Programme.

UNDP is the development network of the United Nations system, working with programme countries to help them to find their own solutions to development issues such as eradicating poverty, reducing inequalities and exclusion. This is being done through the design of policies, leadership skills, partnering abilities, institutional capabilities and building resilience to

achieve sustainable development results. In Botswana, UNDP is supporting the Government in areas such as governance and rule of law, economic diversification and inclusive growth and sustainable environment, climate change and energy. It is also providing technical leadership in the UN system in supporting the coordination function of the MFED on the SDGs. Therefore, UNDP brings to this Joint Programme its extensive experience in providing technical support to the articulation of the INFF and the SDGs financing strategy. It will therefore use its extensive experience and convening power to help government to mobilise the whole of society approach around the INFF and SDGs financing strategy through policy dialogue and consultations with key development partners in the society. It will also play an active role in supporting the implementation of the zero-based budgeting principle. More so, as a key champion of gender equality, UNDP will work with UNWomen and other development partners to advocate and integrate gender analysis and mainstreaming in the INFF and SDGs financing architecture and ecosystem. To achieve this, one of the interventions in this Joint Programme will be the articulation of a gender-based budgeting strategy.

UNICEF works with governments and other development actors to protect the welfare and rights of children and women around the world. In Botswana, UNICEF is working with the Government of Botswana on child-sensitive development issues related to social protection and public finance. The work is centred around policy analysis and capacity building of government institutions and policy and legislative improvements for children, coupled with community-level Proofs of Concept to demonstrate scalable models for service delivery. Some of the key interventions include child sensitive budget analysis and public expenditure reviews. Therefore, in this Joint Programme, UNICEF will take leadership on the zero-based budgeting principle, which has been identified as one of the strategic areas to support. It will also be strategically involved throughout the INFF and development of the SDGs financing strategy as well as the gender-based budgeting strategy.

UNWOMEN works with governments and civil society to empower women and girls in our world. This is achieved through the design and implementation of laws, policies, programmes and services to enable women and girls to claim their rights and expand their opportunities. Therefore, in the context of this Joint Programme, UNWOMEN will provide technical leadership in ensuring that gender analysis is undertaken and mainstreamed in the INFF and SDGs financing strategy. It will also provide leadership in the articulation of a gender-based budgeting strategy, as defined in the Joint Programme.

UNFPA Botswana works with governments and other development actors to deliver a world where every pregnancy is wanted, every childbirth is safe and every young person's potential is fulfilled. Therefore, in this Joint Programme, it will provide leadership for the intervention on investment case for family planning aimed at leveraging development resources to eliminate unmet needs of family planning in Botswana.

### 3.2 Monitoring, reporting, and evaluation

Reporting on the Joint SDG Fund will be results-oriented, and evidence based. Each PUNO will provide the Convening/Lead Agent with the following narrative reports prepared in accordance with instructions and templates developed by the Joint SDG Fund Secretariat:

- Annual narrative progress reports, to be provided no later than one (1) month (31 January) after the end of the calendar year, and must include the result matrix, updated risk log, and anticipated expenditures and results for the next 12-month funding period;

- Mid-term progress review report to be submitted halfway through the implementation of Joint Programme<sup>6</sup>; and
- Final consolidated narrative report, after the completion of the Joint Programme, to be provided no later than two (2) months after the operational closure of the activities of the Joint Programme.

The Convening/Lead Agent will compile the narrative reports of the PUNOs and submit a consolidated report to the Joint SDG Fund Secretariat, through the Resident Coordinator.

The Resident Coordinator will be required to monitor the implementation of the Joint Programme, with the involvement of Joint SDG Fund Secretariat to which it must submit data and information when requested. As a minimum, Joint Programme will prepare, and submit to the Joint SDG Fund Secretariat, 6-month monitoring updates. Additional insights (such as policy papers, value for money analysis, case studies, infographics, blogs) might need to be provided, per request of the Joint SDG Fund Secretariat. Joint programme will allocate resources for monitoring and evaluation in the budget.

Data for all indicators of the results framework will be shared with the Fund Secretariat on a regular basis, in order to allow the it to aggregate results at the global level and integrate findings into reporting on progress of the Joint SDG Fund.

PUNOs will be required to include information on complementary funding received from other sources (both UN cost sharing, and external sources of funding) for the activities supported by the Fund, including in kind contributions and/or South-South Cooperation initiatives, in the reporting done throughout the year.

PUNOs at Headquarters level shall provide the Administrative Agent with the following statements and reports prepared in accordance with its accounting and reporting procedures, consolidate the financial reports, as follows:

- Annual financial reports as of 31st December each year with respect to the funds disbursed to it from the Joint SDG Fund Account, to be provided no later than four months after the end of the applicable reporting period; and
- A final financial report, after the completion of the activities financed by the Joint SDG Fund and including the final year of the activities, to be provided no later than 30 April of the year following the operational closing of the project activities.

In addition, regular updates on financial delivery might need to be provided, per request of the Fund Secretariat.

After completion of a joint programme, a final, independent and gender-responsive<sup>7</sup> evaluation will be organized by the Resident Coordinator. The cost needs to be budgeted, and in case there are no remaining funds at the end of the joint programme, it will be the responsibility of all participating UN Agencies to pay for the final, independent evaluation from their own resources.

The joint programme will be subjected to a joint final independent evaluation. It will be managed jointly by the PUNOs as per established process for independent evaluations, including the use of a joint evaluation steering group and dedicated evaluation managers not

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<sup>6</sup> This will be the basis for release of funding for the second year of implementation.

<sup>7</sup> [How to manage a gender responsive evaluation, Evaluation handbook](#), UN Women, 2015



involved in the implementation of the joint programme. The evaluations will follow the United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, using the guidance on Joint Evaluation and relevant UNDG guidance on evaluations. The management and implementation of the joint evaluation will have due regard to the evaluation policies of PUNOs to ensure the requirements of those policies are met and the evaluation is conducted with use of appropriate guidance from PUNOs on joint evaluation. The evaluation process will be participative and will involve all relevant programme's stakeholders and partners. Evaluation results will be disseminated amongst government, development partners, civil society, and other stakeholders. A joint management response will be produced upon completion of the evaluation process and made publicly available on the evaluation platforms or similar of PUNOs.

### 3.3 Accountability, financial management, and public disclosure

The Joint Programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channelled for the Joint Programme through the AA. Each Participating UN Organization receiving funds through the pass-through has signed a standard Memorandum of Understanding with the AA.

Each Participating UN Organization (PUNO) shall assume full programmatic and financial accountability for the funds disbursed to it by the Administrative Agent of the Joint SDG Fund (Multi-Partner Trust Fund Office). Such funds will be administered by each UN Agency, Fund, and Programme in accordance with its own regulations, rules, directives and procedures. Each PUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.

Indirect costs of the Participating Organizations recovered through programme support costs will be 7%. All other costs incurred by each PUNO in carrying out the activities for which it is responsible under the Fund will be recovered as direct costs.

Funding by the Joint SDG Fund will be provided on annual basis, upon successful performance of the joint programme.

Procedures on financial transfers, extensions, financial and operational closure, and related administrative issues are stipulated in the Operational Guidance of the Joint SDG Fund.

PUNOs and partners must comply with Joint SDG Fund brand guidelines, which includes information on donor visibility requirements.

Each PUNO will take appropriate measures to publicize the Joint SDG Fund and give due credit to the other PUNOs. All related publicity material, official notices, reports and publications, provided to the press or Fund beneficiaries, will acknowledge the role of the host Government, donors, PUNOs, the Administrative Agent, and any other relevant entities. In particular, the Administrative Agent will include and ensure due recognition of the role of each Participating Organization and partners in all external communications related to the Joint SDG Fund.

### 3.4 Legal context

This section refers to cooperation or assistance agreements form the legal basis for the relationships between the Government and each of the UN organisations participating in this joint programme. For example: The Basic Cooperation Agreement for UNICEF; Standard Basic Assistance Agreement for UNDP, which also applies to UNFPA; the Basic Agreement for WFP;

as well as the Country Programme Action Plan(s) where they exist; and other applicable agreements for other participating UN organizations. For the Funds and Programmes, these are standing cooperation arrangements. For the specialized Agencies, these should be the text that is normally used in their programme/project documents or any other applicable legal instruments. The text specific to each participating UN organization should be cleared by the respective UN organization.

Agency name: UNDP  
Agreement title: Standard Basic Assistance Agreement  
Agreement date: 14<sup>th</sup> May 1975

Agency name: UNICEF  
Agreement title: Basic Cooperation Agreement  
Agreement date: 1968 and revised in September 1994

Agency name: UNWOMEN  
Agreement title: Standard Basic Assistance Agreement  
Agreement date: 14<sup>th</sup> May 1975

Agency name: UNFPA  
Agreement title: Standard Basic Assistance Agreement  
Agreement date: 14<sup>th</sup> May 1975

Note: A letter was written by the then Ministry of Foreign Affairs and Development Cooperation, dated 29<sup>th</sup> April 1997, to the effect that the SBAA signed by UNDP and the Government on 14<sup>th</sup> May 1975 be applied, mutatis mutandis, to UNFPA.

## D. ANNEXES

### Annex 1. List of related initiatives

Name of initiative/project	Key expected results	Links to the joint programme	Lead organization	Other partners	Budget and funding source	Contact person (name and email)
Support to the Government to rollout the SDGs planning guidelines in six ministries. <sup>8</sup>	To have the SDGs mainstreamed in sector plans of MDAs	To support the realisation of the SDGs, Outcome 1 of the Joint Programme	UNDP, MFED	MFED & other MDAs	\$414,000; UNDP Trac 2	Boitumelo Gofhamodimo <a href="mailto:boitumelo.gofhamodimo@undp.org">boitumelo.gofhamodimo@undp.org</a>
Developing/ updating the thematic budget briefs on education, health, social protection and child protection issues	The budget briefs explore the extent to which the public budget addresses the needs of children under 18 years in Botswana	The synthesized budget information can be used to inform financial decision-making processes	UNICEF, MFED	MOBE, MOHW, MLGRD and other line ministries	Technical support from UNICEF	Ulugbek Olimov <a href="mailto:ulolimov@unicef.org">ulolimov@unicef.org</a>
Support the development of an Action Plan that addresses recommendations from the Botswana's Basic Education Public Expenditure Review (PER)	The PER results are widely disseminated through both online and offline resources. The Action Plan is approved	This activity contributes to both outcome areas 1 and 2	MOBE, World Bank, UNICEF	MLGRD, MFED, MLGRD	Technical support from UNICEF and the World Bank	Ulugbek Olimov <a href="mailto:ulolimov@unicef.org">ulolimov@unicef.org</a>
Capacity development of social sector ministries and local government authorities in their budget planning and preparation	Capacity development programme on budget planning, preparation and sectoral prioritization is designed. A ToT is conducted	This initiative contributes to activity of Outcome 2 on capacity building in the selected ministries to facilitate smooth implementation of the ZBB	UNICEF, MFED	MOBE, MOHW, MLGRD and other line ministries	US\$20,000 (co-financed by UNICEF and MFED)	Ulugbek Olimov <a href="mailto:ulolimov@unicef.org">ulolimov@unicef.org</a>

<sup>8</sup> The following six ministries have been selected to rollout the SDG planning guidelines and expected to be upscaled to the remaining sector MDAs once the funding is mobilised: Ministry of Finance and Economic Development, Ministry of Agriculture and Food Security, Ministry of Environment, Natural Resources Conservation and Tourism, Ministry of Wellness and Health, Ministry of Investment, Trade and Industry, and Ministry of Local Government and Rural Development.

## Annex 2. Results Framework

### 2.1. Targets for Joint SDG Fund Results Framework

Joint SDG Fund Outcome 2: Additional financing leveraged to accelerate SDG achievement

Indicators	Targets	
	2020	2021
2.1: Ratio of financing for integrated multi-sectoral solutions leveraged in terms of scope <sup>9</sup>		
2.2: Ratio of financing for integrated multi-sectoral solutions leveraged in terms of scale <sup>10</sup>		

Joint SDG Fund Output 4: Integrated financing strategies for accelerating SDG progress implemented

Indicators	Targets	
	2020	2021
4.1: # of integrated financing strategies that were tested (disaggregated by % successful / unsuccessful)		
4.2: # of integrated financing strategies that have been implemented with partners in lead <sup>11</sup>	0	1
4.3: # of functioning partnership frameworks for integrated financing strategies to accelerate progress on SDGs made operational	0	1
4.4: # of family planning resource mobilisation analysis framework available	0	1

Joint SDG Fund Operational Performance Indicators

- Level of coherence of UN in implementing programme country<sup>12</sup>
- Reduced transaction costs for the participating UN agencies in interaction with national/regional and local authorities and/or public entities compared to other joint programmes in the country in question
- Annual % of financial delivery
- Joint programme operationally closed within original end date
- Joint programme financially closed 18 months after their operational closure
- Joint programme facilitated engagement with diverse stakeholders (e.g. parliamentarians, civil society, IFIs, bilateral/multilateral actor, private sector)
- Joint programme included addressing inequalities (QCPR) and the principle of “Leaving No One Behind”
- Joint programme featured gender results at the outcome level
- Joint programme undertook or drew upon relevant human rights analysis, and have developed or implemented a strategy to address human rights issues
- Joint programme planned for and can demonstrate positive results/effects for youth

<sup>9</sup>Additional resources mobilized for other/ additional sector /s or through new sources/means

<sup>10</sup>Additional resources mobilized for the same multi-sectoral solution.

<sup>11</sup> This will be disaggregated by (1) government/public partners (2) civil society partners and (3) private sector partners

<sup>12</sup> Annual survey will provide qualitative information towards this indicator.

- Joint programme considered the needs of persons with disabilities
- Joint programme made use of risk analysis in programme planning
- Joint programme conducted do-no-harm / due diligence and were designed to take into consideration opportunities in the areas of the environment and climate change

## 2.2. Joint programme Results framework

Result / Indicators	Baseline	2020 Target	2021 Target	2022 Target	Means of Verification	Responsible partners
Outcome 1: By 2022, Botswana has a fully operationalised integrated INFF and SDGs Financing Strategy and its core institutional components developed and implemented.						
Outcome Indicator 1: DFA & INFF/SDGs Financing Strategy	0	0	1	1	Meeting and consultation reports, DFA report. SDGs Financing Strategy	MFED, other sector MDAs, UNDP, UNICEF, DPs <sup>13</sup> & Other PUNOs, BoB, & Private sector
Output 1.1: By 2021 Botswana has successfully assessed the development finance landscape to inform the development of an SDG Financing Strategy.						
Output 1.2 indicator: # of diagnostics & assessment of financing landscape and financing strategies	0	0	1	1	Development Finance Assessment report and SDGs Financing Strategy roadmap	MFED, UNDP, UNICEF, Private sector, DPs & other PUNOs
Output 1.2: By 2022, Botswana has in place a gender responsive national budget and a gender-based budgeting strategy.						
Output 1.2 Indicator: # of gender responsive national budgets and gender-based budgeting strategies	0	0	1	1	Gender responsive national budgets and gender-based budgeting strategy	MINGA, UNWOMEN, UNDP, other PUNOs, private sector and DPs
Output 1.3: By 2021 an oversight committee and secretariat established						
Output 1.3 Indicator: Oversight committee and secretariat established	0	1	1	1	Terms of references and minutes of meetings	PUNOs, MFED
Output 1.4: By 2022 Botswana has in place a fully operationalised multi-stakeholder dialogue platform.						
Output 1.4 Indicator: # of multi-stakeholder dialogue platforms established	0	0	1	1	Multi-stakeholder dialogue platform established and fully operational & meeting reports	PUNOs, MFED & DPs, & private sector

<sup>13</sup> DPs: Development Partners including the IFIs, bilateral partners, EU, civil society, academic and research institutions, etc.

Result / Indicators	Baseline	2020 Target	2021 Target	2022 Target	Means of Verification	Responsible partners
Output 1.5: By 2022 the national budget and financing strategies are sensitive to the needs the poor and all vulnerable groups in the society with focus on poverty eradication and the fight against inequality and exclusion.						
Output 1.5 indicator: number of people centred national budget and financing strategies	0	0	1	1	Reduction in relative and extreme poverty and inequality	MFED, PUNOs, DPs, & private sector
Output 1.6: By 2022 Botswana's financing sources are diversified with new financing instruments and enhanced national capacity toward delivery of the SDGs.						
Output 1.6 Indicator: # of new financing instruments & investment cases	0	0	1	1	New financing instruments and investment cases	UNFPA, MHW, MFED & other relevant UN Agencies, private sector & relevant DPs
Outcome 2: By 2022 Botswana successfully adopts the zero-based budgeting principle and upscaled same in all sector MDAs.						
Outcome 2 indicator: Zero-based budgeting principle piloted in 10 sector MDAs	0	0	5	10	Guidelines and other zero-based budgeting instruments developed	MFED, UNICEF, UNDP, WB, sector MDAs, & other DPs
Output 2.1: By 2022 Botswana successfully has undertaken a diagnostics and assessment to pilot the zero-based budgeting principle selected sector MDAs.						
Output 2.1 Indicator: # of diagnostics and assessments	0	0	1	1	Diagnostics and assessment report	MFED, UNICEF, UNDP, & other sector MDAs, WB
Output 2.2: By 2022 Botswana has in placed guidelines to guide the piloting of the zero-based budgeting principles in selected MDAs.						
Output 2.2 Indicator: # of zero-based budgeting guidelines	0	0	1	1	Zero-based budgeting guidelines/strategic framework	MFED, UNICEF, UNDP, & other relevant partners
Output 2.3: By 2022 sector MDAs have enhanced capacity to successfully implement zero-based budgeting principle.						
Output 2.3 Indicator: # of capacity building training workshops on zero-based budgeting	0	0	2	2	Training manuals; on zero-based budgeting; training reports	MFED, UNICEF, UNDP, WB & other DPs
Output 2.4: By 2022 Botswana have in place an effective monitoring and evaluation framework to guide the implementation of the zero-based budgeting principle in all sector MDAs						
Output 2.4 Indicator: A fully operationalised M&E framework	0	0	1	1	Monitoring reports; evaluation reports	MFED, UNICEF, UNDP, WB & other DPs

### Annex 3. Gender marker matrix

Indicator Formulation		Score	Findings and Explanation	Evidence or Means of Verification
1.1	Context analyses to integrate gender analysis	2	The context analysis in the Joint Programme (JP) has to some extent integrated gender analysis. The rationale is to seek a consensus around gender equality and women empowerment in Botswana. This is aimed at ensuring that gender is mainstreamed in all planning and budgeting processes, as well as policy and programmatic documents. Whilst gender equality and the empowerment of women is a policy issue for the government, not much has been done to mainstream same in the national budget, budget speeches and strategy papers and many other policy papers. The JP seeks to pursue this agenda.	Eleventh National Development Plan; SDG Fund Joint Programme
1.2	Gender Equality mainstreamed in proposed outputs	1	Based on the context analysis, gender equality has been planned as one of the strategic interventions, based on which it is expected that a gender-based budgeting strategy will be developed, and gender analysis will be considered in the INFF and SDGs financing strategy.	UNSDF 2017-2021; SDG Fund Joint Programme
1.3	Programme output indicators measure changes on gender equality	2	The JP has a targeted output on gender-based budgeting strategy and gender analysis and mainstreaming in the INFF and SDGs financing strategy.	Joint Programme document
2.1	PUNO collaborate and engage with Government on gender equality and the empowerment of women	2	Currently, there two joint programmes the UNCT is implementing in Botswana, which are gender targeted and gender sensitive. The first one is the JP on HIV and AIDS, which also has the participation of ILO that is not resident in the country. This JP has mainstreamed gender into it. The second JP is Gender and Human Rights and it is gender targeted. It has UNWOMEN, UNDP, UNFPA, UNICEF & WHO all participating in it. The SDG Fund JP will now be the third JP. We also have the UN Communication Group (UNCG) and the Financing for Development (FfD) TWG, the latter of which was chaired by UNDP in 2019 and is now chaired by UNICEF. The UNCG and the FfD TWG will be key in supporting the implementation of this JP.	HIV and AIDS and Gender and Human Rights JP documents and AWP; UNCG and FfD AWPs
2.2	PUNO collaborate and engages with women's/gender equality CSOs	2	Through the UN Joint Programme on Gender and Human Rights, UNWOMEN, UNDP, UNICEF, UNFPA and WHO are working with government and other development partners to champion the rights of women and advocate for gender equality and empowerment of women in Botswana. Through this advocacy, the 16 Days of Activism to fight against gender-based violence against women and children was held last year and is always observed.	Gender and Human Rights JP document and AWP; advocacy materials for the 16 Days of Activism
3.1	Programme proposes a gender-responsive budget	1	The SDGs Fund JP has proposed the articulation of the gender-based budgeting strategy, to advocate for the national budget to be gender-responsive and sensitive.	SDG Fund Joint Programme
Total scoring		10		

## Annex 4. Budget and Work Plan

### 4.1 Budget per UNSDG categories

UNDG BUDGET CATEGORIES	UNDP		UNICEF		UNFPA		UNWOMEN		TOTAL	
	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)	Joint SDG Fund (USD)	PUNO Contribution (USD)
1. Staff and other personnel	62,360		31,275		23,365		13,000		130,000	
2. Supplies, Commodities, Materials	15,000		8,725		2,000		3,500		29,225	
3. Equipment, Vehicles, and Furniture (including Depreciation)	6,275		5,000		0		4,000		15,275	
4. Contractual services	325,000		160,000		57,093		57,000		599,093	
5. Travel	20,000		10,000		6,000		4,000		40,000	
6. Transfers and Grants to Counterparts	36,000		20,000		0		6,000		62,000	
7. General Operating and other Direct Costs	31,346		16,682		5,000		5,958		58,986	
<b>Total Direct Costs</b>	<b>495,981</b>		<b>251,682</b>		<b>93,458</b>		<b>93,458</b>		<b>934,579</b>	
8. Indirect Support Costs (Max. 7%)	34,719	60,000	17,618	20,000	6,542	5,000	6,542	15,000	65,421	100,000
<b>TOTAL Costs</b>	<b>530,700</b>	<b>60,000</b>	<b>269,300</b>	<b>20,000</b>	<b>100,000</b>	<b>5,000</b>	<b>100,000</b>	<b>15,000</b>	<b>1,000,000</b>	<b>100,000</b>
1 <sup>st</sup> Year	175,000	30,000	125,000	10,000	100,000	2,500	100,000	5,000	500,000	47,500
2 <sup>nd</sup> Year	355,700	30,000	144,300	10,000	0	2,500	0	10,000	500,000	52,500

The JP will be implemented at a total cost of USD1,100,000.00 with the PUNOs contribution of USD100,000.00 (or 9.1%). A significant portion of the resources is targeted towards actual programme delivery, while 11.8% of the total budget will be allocated to the JP management costs. Moreover, the costs for equipment, furniture and supplies and travel expenses all together account 4.0% and 3.6%, respectively. In terms of PUNOs share, UNDP (leading agency) will receive 53.07% of the total funds, while UNICEF, UNWOMEN and UNFPA will be allocated 26.93%, 10.0% and 10.0%, respectively. The UNRCO retains the overall authority to virement the budget as necessary in consultation with the Secretary General's Fund Secretariat.

### 4.2 Budget per SDG targets

SDG TARGETS		%	USD
1	Target 1.4	18%	200,000
5	Target 5.c	14%	150,000
9	Targets 9.1 and 9.3	14%	150,000
10	Target 10.4	9%	100,000



17	Targets 17.1, 17.3 and 17.4	45%	500,000
TOTAL		100%	1,100,000

### 4.3 Work plan

Output	Annual target/s		List of activities	Time frame				PLANNED BUDGET				PUNO/s involved	Implementing partner/s involved		
	2020	2021		Q 3	Q 4	Q 1	Q 2	Q 3	Q 4	Overall budget description	Joint SDG Fund (USD)			PUNO Contributions (USD)	Total Cost (USD)
<b>Outcome 1: An integrated INFF and SDGs Financing Strategy and its core institutional components are developed and implemented</b>															
Output 1.1: Undertake a diagnostics and assessment to identify the current status and prospects of the financing flows opportunities, develop a roadmap for the articulation of an integrated national financing framework (INFF) and the SDGs financing strategy	A national & international team of consultants is onboard	1) A diagnostics & assessment report and INFF roadmap 2) SDGs financing strategy is developed	1) Define the scope of the assessment, including develop the terms of reference; 2) Issue an institutional based consulting contract; 3) Conduct diagnostics and develop an assessment report; 4) Develop scope of the assignment and terms of reference for the SDGs financing strategy; 5) Develop scope of the assignment and terms of reference for the SDGs financing strategy	X	X	X	X					356,975	40,000	396,975	UNDP, UNICEF, WB MFED, sector MDAs, UNICEF, DPs, other PUNOs, private sector, BoB, DPs
Output 1.2: Gender analysis undertaken and mainstreamed in the INFF and SDGs financing strategy, based on which a gender-based budgeting strategy is developed.	A national & international team of consultants is onboard	Gender analysis is mainstreamed in the INFF and SDGs financing strategy	1) Define the scope of the analysis and mainstreaming in the developed the terms of reference; 2) Issue an institutional based consulting contract; 3) Conduct consultations to finalise the SDGs financing strategy	X	X	X	X					85,000	15,000	100,000	UNWOMEN, UNDP & other PUNOs MINGA, MFED, sector MDAs, Agencies, Private Sector, CSOs, IMF, EU, and bilateral partners

Output	Annual target/s		List of activities	Time frame						PLANNED BUDGET				PUNO/s involved	Implementing partner/s involved
	2020	2021		Q 3	Q 4	Q 1	Q 2	Q 3	Q 4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)	Total Cost (USD)		
Output 1.3: Consolidate an INFF oversight committee that would provide the political executive mandate, but also the technical leadership of the recommendations emerging from the diagnostics and assessment for an INFF	Consultations held to form the Oversight Committee (OC)	Oversight Committee established and fully operational	1) Define scope of responsibilities for the OC in TOR; 2) Share TOR with members of the OC for review and approval; 3) Finalise the TOR and seek approval.	X	X	X					5,000	0	5,000	UNDP & other PUNOs	MFED and line ministries, other UN Agencies, Private Sector, CSOs, IMF, EU, and bilateral partners
Output 1.4: Establish a multi-stakeholder national dialogue platform – whole of society – that facilitates dialogue and participation around financing to from planning to allocation, to execution, to monitor and oversight, all aimed at promoting ownership, transparency and accountability	At least one Multistakeholder consultation held and training of trainers' workshop conducted	At least three Multistakeholder consultations held and training and trainers workshop conducted	1) Prepare concept note and TOR to recruit a team of consultants to carry out the training of training workshop on the INFF process 2) Issue an institutional based consulting contract to conduct the training	X	X	X				30,000	5,000	35,000	UNDP, UNICEF, WB	MFED and line ministries, UN Agencies, Private Sector, CSOs, IMF, EU, and bilateral partners	
Output 1.5: Finance for results is effectively managed ensuring that development outcomes are aligned with public finance, generating outcome-based incentives for private	A national & international team of consultants is onboard	A comprehensive M&E framework is developed	1) Define the scope of the assessment, including develop the terms of reference 2) Issue an institutional based consulting contract 3) Conduct diagnostics and develop an assessment report	X	X	X				60,000	15,000	75,000	UNDP, UNICEF, WB	MFED and line ministries, UN Agencies, Private Sector, CSOs, IMF, EU, and bilateral partners	

Output	Annual target/s		List of activities	Time frame					PLANNED BUDGET				PUNO/s involved	Implementing partner/s involved	
	2020	2021		Q 3	Q 4	Q 1	Q 2	Q 3	Q 4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)			Total Cost (USD)
Investment, more effectively targeting vulnerable or excluded populations through social protection schemes from blended finance instruments and corporate social responsibility and investment and strengthening parliamentary scrutiny and oversight over finance; enhancing data collection through an effective monitoring and reporting systems															
Output 1.6: New financing instruments and improved capacity to identify and mobilise financial resources toward delivery of SDGs-oriented sectors that will contribute to sustainable development	A national & international team of consultants is onboard	Investment case for key sector like family planning	1) Conduct a costing exercise to establish resources required to attain zero deaths, unmet need for family planning and elimination of GBV 2) Conduct gap analysis to determine the financial resource gap 3) Conduct financial landscape analysis	X	X	X	X	X		95,000	5,000	100,000	UNFPA & other relevant UN Agencies	MINGA, MFED and other relevant line ministries, relevant UN Agencies, Private Sector, & relevant DPs	
<b>Sub-Total for Outcome 1:</b>										<b>631,975</b>	<b>80,000</b>	<b>711,975</b>			

Output	Annual target/s		List of activities	Time frame						PLANNED BUDGET				PUNO/s involved	Implementing partner/s involved	
	2020	2021		Q 3	Q 4	Q 1	Q 2	Q 3	Q 4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)	Total Cost (USD)			
	Outcome 2: Zero-based budgeting principle is adapted and ready to be piloted															
Output 2.1: Undertake a diagnostic and assessment of what it will take for the Government to rollout and pilot the zero-based budgeting principle in the selected ministries	An international team of consultants is onboard	A diagnostic/assessment report is available	1) Define the scope of the assessment, including developing the terms of reference; 2) Issue an institutional based consulting contract; 3) Conduct diagnostics and develop an assessment report.	X	X	X	X					96,500	20,000	116,500	UNICEF, UNDP, the World Bank	MFED and line ministries, private sector, & DPs
Output 2.2: Support the development of guidelines and/or a strategic framework that will support targeted ministries to effectively pilot the zero-based budgeting principle, ensuring that the SDGs are mainstreamed in planning and budgeting processes	An international team of consultants is onboard	The guidelines and strategic framework are available	1) Develop guidelines and a strategic framework; 2) Validate and finalize guidelines and a strategic framework.			X	X					50,000	0	50,000	UNICEF, UNDP, the World Bank	MFED and line ministries, private sector, & DPs
Output 2.3: Provide capacity building support (human and institutional) to the selected ministries to facilitate smooth implementation of the zero-based budgeting principle	An international team of consultants is onboard	A Training of Trainers is conducted	1) Develop a capacity development programme; 2) Conduct a Training of Trainers (ToT).			X	X					40,000	0	40,000	UNICEF, UNDP, the World Bank	MFED and line ministries, private sector & DPs

Output	Annual target/s		List of activities	Time frame						PLANNED BUDGET				PUNO/s involved	Implementing partner/s involved	
	2020	2021		Q 3	Q 4	Q 1	Q 2	Q 3	Q 4	Overall budget description	Joint SDG Fund (USD)	PUNO Contributions (USD)	Total Cost (USD)			
	Sub-Total for Outcome 2: 238,025															20,000
Output 2.4: Support the development of an effective monitoring and evaluation framework to report on and assess performance of implementation in the pilot ministries to support the upscaling process	An international team of consultants is onboard	Comprehensive M&E framework is developed	1) Develop M&E framework; 2) Validate and finalize guidelines and a strategic framework.			X	X					51,525	0	51,525	UNICEF, UNDP, the World Bank	MFED and line ministries, private sector & DPs
Monitoring, Reporting and Evaluation & personnel costs	Quarterly monitoring; mid-term review/evaluation	Quarterly monitoring; mid-term review/evaluation; final independent evaluation	1) Prepare quarterly monitoring report; 2) Undertake a mid-term review/evaluation 3) Recruit a Programme Manager & Associate to support implementation	X	X	X	X	X	X			130,000	0	130,000	UNDP, UNICEF, UNFPA, UNWOMEN	UNRCO/PUNOS
<b>Grand Total (Outcomes 1 &amp; 2 &amp; Joint Programme Management):</b>										<b>1,000,000</b>	<b>100,000</b>	<b>1,100,000</b>				

## **Annex 5. Risk Management Plan**

In the implementation of this Joint Programme, there are risks that are likely to influence the outcome of the interventions that have been defined in the programme. This is likely to only happen if the appropriate mitigating measures are not put place to address them. Therefore, we have outlined these risks along with strategies that will be adopted to address risks, so they do not negatively impact on the implementation of the programme.

### Contextual risks

- Current laws and regulations are likely to impact on the implementation of the Joint Programme, especially those that require the active involvement of the private sector and civil society to play more active role in its implementation.
- The relevant institutional structure and its capability to provide policy guidance and decision-making will be critical for the implementation and realisation of the programme objectives.
- The lack of strong political commitment by senior members of government is likely to impact on the implementation of the Joint Programme, and ultimately affect the realisation of its objectives.
- Senior government and policy decision-makers strongly disagree on interventions that are key to accelerating progress, thus potentially delaying decisions.

### Programmatic risks

- Lack of quality, timely and reliable data may impact on effective monitoring, reporting and evaluation of the JP.
- Resistance to change by sector MDAs.
- Inability to mobilise the remaining resources to support all interventions in the Joint Programme.
- Failure to deliver Joint Programme interventions as planned due to delays in procurement processes.
- Failure to obtain buy-in from all targeted stakeholders
- Long-term impact of COVID-19, which could delay the timely implementation of the JP interventions.

### Institutional risks

- Delays in policy decision-making by the oversight committee to guide the implementation of the Joint Programme.
- Delays in approving Joint Programme interventions by senior managers
- Policy decisions related to the Joint Programme are ambiguous, with no clear direction on what to do.
- Failure to actively engage all stakeholders, including Government counterparts, IFIs, private sector, academia, civil society, development partners throughout the process to ensure that evidence-based decisions are made, and consensus is reached.
- Lack of or limited capacity of relevant sector MDAs to provide technical inputs to interventions throughout the implementation of the Joint Programme.
- Weak capacity of civil society organisations and private sector to actively engage in the implementation of the Joint Programme.

### Fiduciary risks

- Limited transparency and accountability in the use of Joint Programme resources.
- Failure to follow procurement processes.

Risks	Risk Level: (Likelihood x Impact)	Likelihood: Certain - 5 Likely - 4 Possible - 3 Unlikely - 2 Rare - 1	Impact: Essential - 5 Major - 4 Moderate - 3 Minor - 2 Insignificant - 1	Mitigating measures	Responsible Org./Person
<b>Contextual risks</b>					
Possible	3	3	3	<ul style="list-style-type: none"> <li>• Strong political commitment from government and all its senior officials will be galvanized to support the implementation of the Joint Programme (JP).</li> </ul>	MFED, PUNOS
<b>Programmatic risks</b>					
Possible	4	4	4	<ul style="list-style-type: none"> <li>• Work with Statistics Botswana, BoB, MFED and other relevant statistics producing agencies to generate the relevant data that will be required for monitoring and reporting against progress of the JP.</li> <li>• Prioritise resource mobilisation for the funds that will be mobilise by PUNOs with the support of the MFED. In this regard, effort will be made to reach donor partners for support.</li> <li>• To avoid procurement delay, procurement plan will be submitted in advance by all PUNOs, consolidated and duly followed.</li> <li>• A communication plan will be developed to effectively engage all stakeholders for their buy-in on the JP.</li> </ul>	PUNOs, Statistics Botswana, MFED, and other sector MDAs
<b>Institutional risks</b>					
Possible	3	4	4	<ul style="list-style-type: none"> <li>• The institutional structure will be fully engaged to provide the relevant policy guidance for the JP. This will be through regular meetings of the oversight committee to provide progress on the JP.</li> <li>• Capacity building through training workshops for sector MDAs will be part of the JP to gauge understanding and buy-in of these sectors.</li> </ul>	UNRCO, MFED, Oversight Committee
<b>Fiduciary risks</b>					
Unlikely	2	2	2	<ul style="list-style-type: none"> <li>• The financial and procurement rules and regulations of all PUNOs will be duly applied throughout the implementation of the JP, with regular reports on the use programme resources.</li> </ul>	PUNOS