



UNITED NATIONS
BOTSWANA



**BOTSWANA: COMMON COUNTRY ANALYSIS
(CCA) 2020**

FOREWORD



Undertaken by the United Nations Country Team (UNCT) in collaboration with the Government of Botswana, other development partners and stakeholders, the Common Country Analysis (CCA) identifies the key development issues and challenges facing Botswana today. The CCA will form the basis of our dialogue with the Government of Botswana and other stakeholders. Using it, the UN, together with diverse partners, will craft a new five-year development plan for 2022–2026, known as the United Nations Sustainable Development Cooperation Framework (UNSDCF). This will articulate the UN’s collective response to support the Government and people of Botswana in

reaching their national development goals and fulfilling the promise of the Sustainable Development Goals (SDGs).

The UN Secretary General has promoted “Leave No One Behind” (LNOB) as the prominent rallying cry and mantra of the Decade of Action. Unless all people benefit from development gains, the SDGs will remain a distant dream. LNOB is particularly salient in Botswana: despite economic growth and many development advances, Botswana is one of the most unequal countries in the world. Even as we note that rapid and phenomenal national growth has been accompanied by vast and well-intentioned development investments for the people, we must also recognize that a significant proportion of the population live in immensely challenging circumstances. For a well-endowed country, with peaceful democracy, low levels of corruption and a high level of socio-economic investments in tackling poverty, Botswana remains a country of painful extremes.

The CCA explores inequality from social, economic and environmental perspectives, with a focus on various exacerbating factors such as gender, income, health and residence status. Continued discourse is needed to get a deeper appreciation of causes and drivers of inequality. There currently appears to be an imbalance with regard to the issues that are prioritized for debate. For example, some key issues are discussed openly, such as GBV and HIV. Others, such as climate change and urbanization, need to be brought to the fore in future updates. Some issues are deemed sensitive, such as migration, rights of minority groups, xenophobia and corporal and capital punishment. We must be bold in addressing all these issues.

We must also recognize that some internal drivers of inequality call for a deep critique of our own systems, bureaucracies and attitudes. Systemic challenges such as inefficiency or lack of accountability in the public sector or lack of coordination between development agents, including the UN and NGOs, may lead to poor policies, or to policies not adopted or implemented with urgency.

The CCA does not seek to be comprehensive on all issues; it is a living document, which will be updated on an annual basis. The Resident Coordinator's Office is responsible for leading the annual CCA updates, but is always open to feedback on how to improve the report. These are welcome, via bwrcomail@un.org .

Just as the CCA will develop as new challenges emerge, we as a UN family will continue to adapt to face new challenges, and we will not be disheartened or intimidated by the task ahead. We will draw strength from our belief in human rights for all. We will continue to promote the importance of multilateralism and cooperation, as we firmly believe in the power and necessity of solidarity. We will continue to feel urgency to act until the SDGs are achieved. We will be data driven in our analyses and humble in our openness to learn and improve, but always resolute in our defence of human dignity.

This CCA was developed with substantial inputs by UN agencies, UNCT steering committee and the CCA Task Team through the leadership of the Office of the Resident Coordinator. The UNCT would like to thank all participants at the various consultative workshops and meetings that were held and feedback on various drafts of the CCA.

Zia Choudhury
UN Botswana Resident Coordinator

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Abbreviations and Acronyms

AAAA	Addis Ababa Action Agenda
AU	African Union
BAIS	Botswana AIDS Impact Survey
BIDPA	Botswana Institute for Development Policy Analysis
BSDS	Botswana Strategy for Development of Statistics
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CSO	Civil Society Organizations
DIF	Domesticated Indicator Framework
FAO	Food and Agriculture Organization
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GEF	Global Environment Facility
HDI	Human Development Index
ILO	International Labour Organization
LNOB	Leaving No One Behind
MDA	Ministries, Departments and Agencies
MDG	Millennium Development Goals
MFED	Ministry of Finance and Economic Development
MTR	Mid-Term Review
NDP 11	National Development Plan 11
NMES	National Monitoring and Evaluation System
NSO	National Strategy Office
PSC	Parliamentary Select Committee
PWDs	People with Disabilities
RNNP	Revised National Population Policy
SADC	Southern Africa Development Community
SDG	Sustainable Development Goal
UN	United Nations
UNAIDS	The Joint United Nations Programme on HIV and AIDS
UNCSD	United Nations Conference on Sustainable Development
UNCT	United Nations Country Team
UNDAF	United Nations Assistance Development Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environmental Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UN WOMEN	United Nations Entity for Gender Equality and Women Empowerment
WHO	World Health Organization

EXECUTIVE SUMMARY

Botswana has transformed itself from one of the world's poorest countries at its independence in 1966 into an upper-middle-income country. However, it remains one of the 10 most unequal countries in the world. The country has a constitutional democracy with a functioning opposition, but Botswana has fewer women in political and decision-making positions than most other countries. Botswana does not have a vibrant civic space, but despite some threats, individuals are free to form civil society organizations without undue interference from the state and to peacefully assemble and demonstrate in public.

Botswana is committed to achieving the SDGs and has aligned its National Development Plan 11 and Vision 2036 with the SDGs, ensuring budgeting for development is possible. However, Botswana has not taken advantage of the new global framework for financing sustainable development adopted in 2015, despite the fact that it signed up to the Addis Ababa Action Agenda (AAAA) calling for the adoption of Integrated National Financing Frameworks. The country has attained 9 out of the 12 MDG-related SDGs. In monitoring the SDGs, inadequate data remains a problem. The country's current SDGs monitoring capacity is only at 34.8 per cent.

Botswana's current economic model is not sustainable: the country is over-reliant on mining for revenues and growth, and the COVID-19 pandemic has hit hard. The government's focus has rightly shifted toward the non-mining sector. However, the Government's revised budget for 2020/21 budget is 16 per cent less than originally envisioned, suggesting that the country will have to do more (including achieve the SDGs) with fewer financial resources.

Botswana continues to struggle with high levels of poverty and inequality. Unemployment was 23.2 per cent in Q1 2020, and is higher among women than men. The rate will likely increase due to the impact of the COVID-19 pandemic.

Children, adolescent girls and young women (AGYW), women, youth, the rural poor, the elderly, indigenous people, people with disabilities, the LGBTIQ community, migrants and refugees, and accused and detained people are among the groups being left behind due to various cross-cutting factors.

Children have unequal access to quality healthcare and early childhood development and education opportunities and are at greater risk of violence and sexual exploitation. Under-5 mortality rates remain high at 56 per 1,000. Among the estimated 11,132 children aged 0–14 living with HIV (2019), only 37 per cent are receiving antiretroviral treatment. Where disadvantages intersect, the situation is exacerbated: for example, children in remote and marginalized communities are more susceptible to dropping out of school. About half of children (48.9 per cent) live in multi-dimensional poverty, with 7 out of every 10 children deprived of sanitation. Children living in poverty do not have sufficient access to social assistance, and children from poor, rural households have higher rates of deprivation.

Gender inequality in Botswana's society is pervasive and deep-rooted. The persistence of harmful practices, including child marriage, and deep-rooted stereotypes regarding the roles and responsibilities of men and women in the family

and the community, continue to undermine progress on gender equality and women's empowerment. The use of both common and customary laws in the country is a challenge for women as the customary law continues to perpetuate discriminatory practices in the area of marriage and family relationships, with negative impact on women and girls.

Botswana's women (especially poor, rural women) face unequal access to productive resources and markets as well as harmful social and cultural norms that place them at greater health risk, at risk of violence and sexual exploitation, and diminish their political participation. More women than men are living with HIV. Women encounter difficulties accessing sexual and reproductive health services, including post-partum care, and maternal mortality remains high. Gender-based violence against women is pervasive across the country with 67 per cent of women experiencing sexual, physical, emotional and/or economic violence by a partner or non-partner. Women are disadvantaged across the entire agriculture sector, owning less land, cattle and livestock than men.

AGYW are exposed to harmful social and cultural norms which place them at greater health risk, at risk of violence and sexual exploitation, and limit their access to education and learning. Fewer young people living with HIV receive treatment than adults. High rates of school dropout and grade repetition occur as a result of pregnancy, especially among girls from poor, rural communities and of double orphan status.

Botswana recognizes the value of its natural capital in providing resources and services needed for future development and economic growth. However, while the country is richly endowed with natural capital, it is challenged by biodiversity loss, food insecurity and climate change. Financing for the environment remains inadequate with the budgetary allocation for the sustainable environment portfolio for 2020/21 standing at 1 per cent of the national budget.

Increasing incidences of climate-driven aridity adversely affect Botswana's water resources, livelihoods, agriculture, ecotourism activities, public health, and the cost of doing business. Energy security is challenged by existing disparities in access to energy such as the reliance on wood fuel as an energy source by rural households. The urgent focus on renewable energy is limited by funding, existing policy frameworks, technical capacities and research and development (R&D). Water resource management is challenged by the heavy reliance on fresh and saline groundwater; the pressure on water withdrawals by agriculture, households, mining and urbanization; poor maintenance of storage facilities and dilapidated water supply infrastructure; and the pressure to increase water supply without addressing distribution issues.

Efforts at land management are challenged by land degradation and desertification due to overgrazing of livestock, severe drought, over-exploitation of wood resources – a significant threat to the productivity of Botswana's land resources, food security, poverty, public health, etc. Urban governance strategies are challenged by rapid urbanization (expected to rise to over 70 per cent in 2021) which is placing tremendous pressure on agricultural land, water resources, waste management systems, and infrastructure.

LIFE IN BOTSWANA TODAY

The United Nations in Botswana is focusing its programming even more on the most marginalized and vulnerable groups, to ensure that all participate in and benefit from the country's development. This will ensure we leave no one behind in attaining the SDGs. Without such a focus, some population groups may lag further behind, which in turn may negatively impact social relations. In designing programmes for vulnerable groups, it is essential that their perspectives are mainstreamed and their voices are heard. To this end, we present here the stories of some members of marginalized groups, in their own words, about their experience of life in Botswana as it is today.

Tshepo RADITLADI – Botswana Association of the Blind and Partially Sighted

The main challenge is access to information as most of it does not come in braille.



Blind people face a lot of challenges in Botswana. The main challenge that we face is access to information. Because we are blind, we cannot access printable materials. Most people who are blind use braille and there is a lot of information that is inaccessible in braille. Braille documents are limited.

The other challenge that we must grapple with is access to infrastructure in general. You will find that a lot of times new buildings and premises have elevators that do not have braille dots. So, if you go into an elevator you cannot select a floor. You will need to have an able sighted person who can help you to select the floor that you want to go to. There are few buildings in the country that have braille numbers and audio that we can use independently. In most cases, where there is a lack of those adaptive devices, we face challenges

in that.

Another area is policy challenges that protect the rights of people with disabilities in general, and of people who are blind. For instance, Botswana has not signed and ratified the **Convention on the Rights of Persons with Disabilities**. This means that in most cases blind and partially sighted persons find themselves being denied some rights, access to resources and access to opportunities that would be available to able persons.

What is needed for a better Botswana?

First of all, the Government needs to sign, ratify and deposit the **Convention on the Rights of Persons with Disabilities**, because if we have that policy, Government will be able to make legislation that caters and protects the rights for persons with disabilities in general.

We also need a society that is inclusive, a society that caters for the full participation of any person of different abilities, the blind included. This should also include

decision-making. We need policymakers who are blind so that they can advocate for minority groups.

Tlotlo MOILWA – HIV Activist

Tlotlo is a 22-year-old HIV activist who advocates for young people living with HIV/AIDS. She states that stigma and discrimination are some of the challenges that people living with HIV face on a daily basis.

The challenges that I face as a young person living with HIV are the fact that a lot of people have not really gotten used to having people that are openly living with HIV around. I face a lot of stigma and discrimination. I have a lot of people that come to me to ask about my life living with HIV. One other challenge that people living with HIV have is accepting their status and adhering to medication. Also, HIV positive people do not know how to disclose their status to their loved ones, partners and families once they discover that they are HIV positive.



What is needed for a better Botswana?

To make the environment safe for people living with HIV, we should have more organizations to advocate for us and make people familiar with HIV. If we could have more young people like me who are open about their HIV status, and who advocate for other young people living with HIV being included in policymaking, it would help to improve things and make things easier for us. I believe that if we are not included, things are honestly not for us.

Bradley FORTUIN – LeGaBiBo (Lesbians, Gays and Bisexuals of Botswana)

Bradley is an LGBTIQ advocate who wishes that policies could be changed in order to accommodate the LGBTIQ community.



One challenge that we face as the LGBTIQ community in Botswana is laws and policies that are not inclusive of our communities. For a start, the country does not have hate crime laws that protect LGBTIQ people from violence, getting raped or being killed because of who we are, how we identify and how we express ourselves. We see and experience violence on a daily basis and every hour as gay people and as trans identifying individuals also.

In 2019 the High Court of Botswana decriminalized consensual same-sex sexual relations, which was a cornerstone and foundation of where exclusion and violence begins with our community. It is very unfortunate, because as much as the laws and policies are slowly becoming progressive, societal attitudes remain behind. We have seen this and experienced this a lot. We have been kicked out of our homes by

our families, being passed over for employment opportunities because we identify as transsexual. What is on our national identity documents is not how we necessarily portray or express ourselves. That in itself is a hindrance to getting employment, which leaves us economically disadvantaged.

As much as we have been making progressive reports and coverage on LGBTIQ issues, there are still stories that promote sensationalism. This has a great impact on how the public perceives the LGBTIQ community, and because of those misconceptions and misrepresentations, we still face violence. Hate crime is still being preached from the pulpits. We see this every Sunday as gay people when we go to church. Your preacher is there on the pulpit preaching hate and this has an impact on society and the way we are treated.

What is needed for a better Botswana?

My aspiration as a young gay man is for me to walk with my partner through the Gaborone malls, having our children, being married and not having to worry about being stabbed, being killed or being raped. Everyone has a role in trying to ensure that the world we live in is a better place, that the world is more inclusive, and that the world is more protective of vulnerable groups. We need to train law enforcement officers with comprehensive education on human rights, and not just human rights but that which includes LGBTIQ rights, sexuality, gender and HIV/AIDS.

Katso MOLEBATSI – Young Person

As a young Botswana youth, a major problem that arose this year was unemployment. A lot of Botswana are unemployed and it has been made worse by the pandemic that we are facing. A lot of students completing tertiary studies face a bleak future and will stay home unemployed.

Mental health issues are also on the rise, with many people dealing with feelings of anxiety and depression, which has also been made worse by the pandemic.

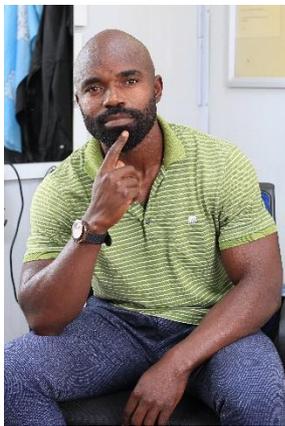


What is needed for a better Botswana?

One of the major things that can be done is to encourage an entrepreneurial spirit in our youth because that is the only way forward to fight unemployment. The reason there are not as many jobs is because there are not as many entrepreneurs and as many businesses being started. If businesses can be started, this will have a positive impact on job creation.

We need to be inclusive in addressing mental issues. Young people need more counselling to deal with suicide and unhealthy coping mechanisms. I believe that the Government can be of help by making funding for small businesses more accessible and easier to obtain. Also, the private sector can step in and show us the way in becoming entrepreneurs of tomorrow. Most importantly young people need to take a stand; we need to advocate more and volunteer in mental health spaces and all the spaces that affect us, such as reproductive health and HIV/AIDS.

Alex Simisi KAMATE – Refugee



I have been in Botswana since 2002 and I have been a barber working in a salon ever since. There is one challenge that has been persistently affecting us as refugees: employment. As a refugee doing manual work, the main challenge has been finding employment as you have to go through a process. This means you have to apply for an exit permit from the camp to wherever you are going around the country. That process has become tougher and tougher over the years. The host Government has been tightening that window of opportunity that has enabled us to seek formal employment wherever jobs exist. Getting work and residence permits as a refugee has been very challenging.

What is needed for a better Botswana?

What is needed for a better future is to have that weight of limitations off one's back. There is so much you can do if you can plan freely for tomorrow. If policies could be relaxed, there is so much that the Government could do to be more generous, welcoming and supportive to refugees.

Sharif OLANYA – Refugee

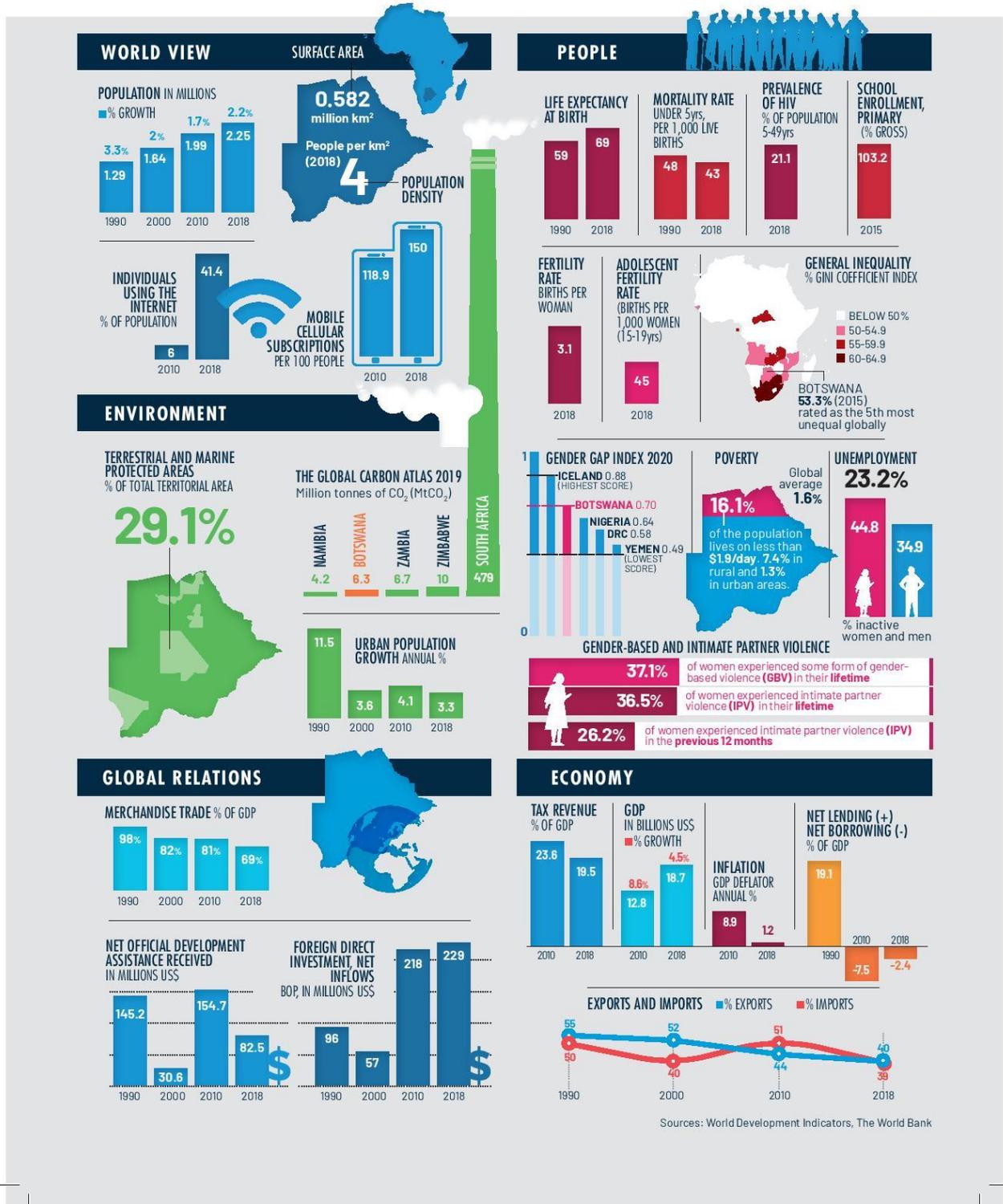
I have been in Botswana for the past 18 years. As a refugee, the biggest challenge I face in Botswana are policies that make it difficult for refugees to make ends meet. One policy is on the freedom of movement and the other on the liberty to work. As you already know, without these two (movement and work), it creates a dependency syndrome among refugees. Refugees then have to depend on the stakeholders providing for everything. The other thing right now is the issue of documentation. We face a hard time because our identity documents are not recognized by financial institutions, and as a result we miss out on many chances.

What is needed for a better Botswana?

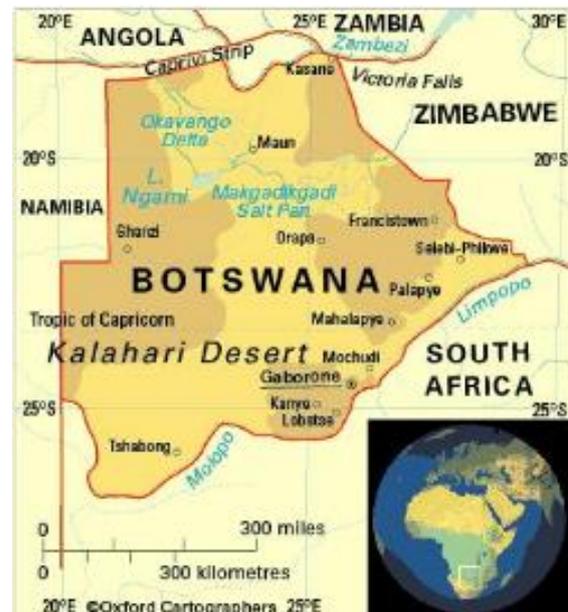
With the documentation, it is my hope that Government will resolve the issue so that the identity documents we get can be recognized by all service providers in the country.

1. COUNTRY PROFILE AND GOVERNANCE

BOTSWANA 2020 COUNTRY PROFILE



The Republic of Botswana is a landlocked country in the southern hemisphere bordered by South Africa, Namibia, Zambia and Zimbabwe. With an estimated population of 2.254 million, comprising 1,088,049 males and 1,166,077 females, spread over vast land of 581,730km², Botswana is home to five major linguistic-tribal groups (Tswana, Basarwa, Bakgalagadi, Wayeyi and Hambukushu). The Tswana group is more dominant both politically and numerically.



Botswana has transformed itself from one of the world's poorest countries at its independence in 1966 into an upper-middle-income country. The country has a relatively young population (32.6 per cent of the population is below 15, 30.3 per cent is aged between 10 and 24 years, while those 65 years and older constitute 5.1 per cent). HIV/AIDS prevalence is high: 25.2 per cent among 15–49-year-olds and 18.5 per cent when computed as a percentage of the population aged between 18 months and 49 years. HIV prevalence is higher among females (20.8 per cent) than males (15.6 per cent).

Botswana spends 4.4 per cent of GDP on social protection, 4.5 per cent on health, and 8.5 per cent on education. While the heavy investment in the social sectors has extended service reach and accessibility, the outcomes achieved in some areas, including poverty reduction, education and health, have fallen below expectations.

Today, Botswana faces the challenge of ensuring that all women and men, boys and girls, and future generations, fulfil their potential in dignity and equality in a healthy environment. The country falls into the category of one of the 10 most unequal countries in the world, creating a need for close monitoring and adjustment of strategies for inclusion.

1.1 DEMOCRACY AND POLITICAL PARTICIPATION

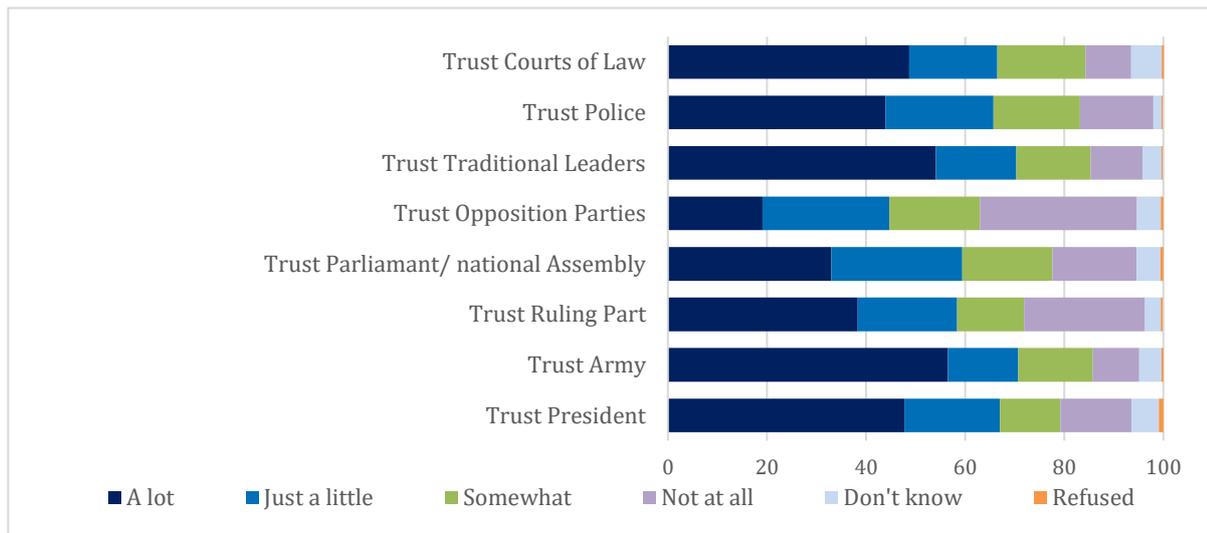
Botswana was a protectorate of the British government between 1885 and 1966, when it gained independence.¹ The first general elections were held in 1965, leading to self-government and independence on 30 September 1966. The Botswana Democratic Party has held power since independence and there is currently an active political opposition. The Constitution of Botswana contains a Bill of Rights.

Botswana has a constitutional democracy that provides for three arms of government: the Legislature, which is the law and policymaking branch of government; the Executive, which is headed by the President and implements the laws made by Parliament; and the judiciary, which consists of the courts, and plays a key role in the democratic process, providing checks and balances.

¹ World Bank (2018). *Country Data Profile*.

Afro-barometer perception-based studies undertaken on public attitudes towards democracy, governance and society reveal that in Botswana, there is a lot of public trust for the army (56.5 per cent), traditional leaders (54.1 per cent), courts of law (48.7 per cent), the President (47.7 per cent) and the police (43.9 per cent). Botswana has a Corruption Perceptions Index (CPI) of 61 per cent, ranking 34 out of 198 countries.² This exceeds the average score for sub-Saharan Africa (32 per cent), the lowest scoring region.

Figure 1: Public perceptions on trust in Botswana, 2019



Source: 2019 Transparency International Corruption Perception Index

In spite of its treaty commitments, Botswana is among the countries of the sub-region and the world with the fewest women in political positions, namely in parliament and government, in the House of Chiefs and local government, and in decision-making positions in higher courts and at the international level. Rural women are not adequately represented in political positions, including in village development committees. Botswana has no legislated quotas nor affirmative action. As of 1 October 2020, just 10.8 per cent of Botswana's national parliament were women (only seven women out of 65 parliamentarians). It ranks low in women in ministerial positions, with appointments up to 1 January 2020 at 21.1 per cent. By the end of the 2016 general elections, out of 591 councilors countrywide, there were 116 women councilors constituting 19.4 per cent of all councilors compared to 80.4 per cent of men. The 116 women consist of 78 elected (23.7 per cent) and 38 nominated councilors (37.6 per cent).³

The level of women's participation in politics is an indication of the limitations created by a lack of legally mandated quotas right from the political party level; lack of political party funding; patriarchal beliefs that women are not capable of performing in office; and an unaccommodating political atmosphere for women, despite the higher prevalence of women voters and a constitution that protects women's political rights.⁴

² Transparency International (2019). *Corruption Perception Index* (<https://www.transparency.org/en/cpi/2019/results/bwa>).

³ UN Women (2019). Botswana Beijing+25 Report (<https://www.unwomen.org/-/media/headquarters/attachments/sections/csw/64/national-reviews/botswana.pdf?la=en&vs=4821>)

⁴ Mthembu and Lunga (2020). *Social Media and Elections: A case of Botswana, Lesotho and Eswatini* p. 188.

As a result of the low participation of women in political life, policies and laws are not in alignment with the prevailing context of women in Botswana, whose lived experience is characterized by inhibitive cultural norms.⁵

1.2 HUMAN RIGHTS FRAMEWORK

Botswana has ratified five of the nine core international human rights instruments⁶ and two optional protocols.⁷ Botswana was recently reviewed by the Committee on the Elimination of Discrimination Against Women (CEDAW Committee) (2019) and the Committee on the Rights of the Child (2019). Botswana has made some positive strides in the submission of reports to the treaty bodies. Reports on the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT), the Optional Protocol to the CRC on the involvement of Children in Armed Conflict (CRC-OP-AC) and the Optional Protocol to the CRC on the Sale of Children, Child Prostitution and Child Pornography (CRC-OP-SC) have still to be submitted to the respective treaty bodies. Furthermore, Botswana has not yet ratified the following four treaties: the International Covenant on Economic, Social and Cultural Rights (ICESCR); the Convention on the Rights of Persons with Disabilities (CRPD); the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICMW) and the International Convention for the Protection of All Persons from Enforced Disappearance (CPED).⁸ At the regional level, Botswana has ratified two key African Union human rights treaties: the African Charter on Human and Peoples' Rights and the African Charter on the Rights and Welfare of the Child. However, Botswana has not ratified the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (Maputo Protocol), the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Older Persons, and the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Persons with Disabilities in Africa.

In 2002, Botswana put in place an Inter-ministerial Committee on Treaties, Conventions and Protocols. In 2019, a Human Rights Unit at the Office of the President was established to coordinate the preparation of reports for human rights mechanisms and the implementation of recommendations in collaboration with other Government Ministries. The Human Rights Unit coordinates with the Inter-Ministerial Committee.

In May 2018, Botswana issued a standing invitation to the UN special procedures, which means that the country will accept requests from all special procedures mandate

⁵ Mohy-Ud-Din and Radaf (2020). *Mapping Botswana's Collective GBV Prevention and Response*.

⁶ Botswana has an overly broad reservation to Article 1 of CRC, but the country is taking steps to lift the reservation.

⁷ Botswana has ratified the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT); the International Covenant on Civil and Political Rights (ICCPR); the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW); the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD); and the Convention on the Rights of the Child (CRC). Botswana has ratified the following two optional protocols: Optional protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict (OP-CRC-AC); and Optional protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography (OP-CRC-SC). The country has also accepted the individual complaints procedures under the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women (OP-CEDAW).

⁸ The pending optional protocols include: Second Optional Protocol to the International Covenant on Civil and Political Rights aiming at the abolition of the death penalty; Optional Protocol to the Covenant on Economic, Social and Cultural Rights; Optional Protocol to the International Covenant on Civil and Political Rights; Optional Protocol to the Convention on the Rights of the Child on a communications procedure; Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment; and Optional Protocol to the Convention on the Rights of Persons with Disabilities.

holders. The most recent visit was conducted in August 2018 by the Special Rapporteur on Minority Issues. In November 2015, the Special Rapporteur on the human rights to safe drinking water and sanitation visited Botswana, and the Special Rapporteur in the field of cultural rights visited the country in November 2014. In March 2009, the Special Rapporteur on the rights of indigenous peoples visited Botswana. A visit from the Special Rapporteur on the Rights of Persons with Disabilities scheduled for 2020 was postponed due to COVID-19.

Botswana was reviewed in the 29th session of the third cycle of the Universal Periodic Review (UPR) in January of 2018. The country received 207 recommendations in total, most of which related to SDG 16 on peace, justice and strong institutions (31 per cent of recommendations), SDG 5 on gender equality (23 per cent), SDG 10 on reducing inequalities (10 per cent), SDG 1 on poverty eradication (9 per cent) and SDG 4 on education (8 per cent). Botswana is committed to implementing 93 recommendations, which were supported by the state. Botswana particularly noted a number of recommendations regarding the protection of journalists, freedom of opinion and expression, including the right to receive and impart information, abolition of the death penalty, protection of LGBTIQ rights, prohibition of corporal punishment against children and ensuring the right to a nationality for all children.

Botswana has a number of integrity institutions, including the Office of the Ombudsman, Auditor-General, Electoral Commission and the Directorate of Corruption and Economic Crime. However, there is no consistent legal framework for Botswana's integrity and oversight institutions. In 2014, Botswana committed to amending the Ombudsman Act to transform it into a National Human Rights Institution. Between 2014 and 2020, several drafts of a Bill were developed, none of which fully comply with the Principles relating to the Status of National Institutions (Paris Principles, adopted by the General Assembly in its resolution 48/134 of 20 December 1993). In August 2019, the Government of Botswana established the Human Rights Unit in the Ministry for Presidential Affairs, Governance and Public Administration. The mandate of this Unit includes, among other things, the coordination of all human rights issues. It is important to enhance the capacity of the Human Rights Unit.

1.3 THE RULE OF LAW

The *World Justice Project Rule of Law Index* measures countries' rule of law performance across eight factors: Constraints on Government Powers, Absence of Corruption, Open Government, Fundamental Rights, Order and Security, Regulatory Enforcement, Civil Justice, and Criminal Justice. Botswana has a World Justice Project Rule of Law Index score of 0.60, which is higher than the global average (0.56) and much higher than the regional average (0.47).⁹ Only Mauritius and Namibia have higher scores in the region. Botswana's score on the Open Government indicator is the only one below the global average. This measures the openness of government defined by the extent to which a government shares information, empowers people with tools to hold the government accountable, and fosters citizen participation in public policy deliberations.

⁹ World Justice Project (2020). *WJP Rule of Law Index 2020* (<https://worldjusticeproject.org/our-work/research-and-data/wjp-rule-law-index-2020>).

Domestically, the Court of Appeal is the highest court in Botswana; it is headed by the Judge President and is the final arbiter of all legal matters. The High Court is a superior court of record with unlimited jurisdiction. It has four locations: Lobatse, Francistown, Maun and the headquarters in Gaborone. The High Court presides over matters beyond jurisdiction of the lower courts as well as appeals emanating from the lower courts. The Industrial Court is a Court of Law and Equity, created by section 14 of the Trade Disputes Act No.6 of 2016. The Court has exclusive judgments in all labour disputes and ranks equal to the High Court in its status and power. Its judgments are appealable to the Court of Appeal.

The Magistrate Courts, created by statute with power defined by the Magistrates Courts Act, are subordinate to the High Court. Unlike the High Court, Magistrates Courts are not created by the Constitution. They are therefore controlled and supervised by the High Court, through reviews and appeals. Magistrate Courts operate in 25 different centres around the country. The Botswana Magistracy performs a very important role in the judiciary of the nation. The Magistrates try the bulk of the offences committed and handle the bulk of common disputes between ordinary citizens of Botswana. The Magistrate Courts cover family-related cases such as paternity and alimony orders, adoption of children, restraining orders in domestic violence cases, civil suits and criminal trials. In addition, the Customary Courts (kgotla – meeting place for the tribe) play a significant role in access to justice in Botswana, with the Department of Tribal Administration advising that approximately 80 per cent of legal issues are dealt with in the Customary Courts (from which lawyers are barred). The Kgotla is the pillar institution among local tribes, which each tribal community consisting of one. It is a place for formulating policies, make decisions and hear judicial matters. The Kgosi, who leads the Kgotla, is elected by the community or the government. Additionally, selected wise elders assist the Kgosi in the matters of the Kgotla. It is expected to be an inclusive body where everyone from the community is heard and respected.

1.4 FREEDOM OF ASSEMBLY, ASSOCIATION, AND EXPRESSION

Botswana does not have a vibrant civic space, with civil society organizations primarily funded by Government, and limited inclusion and participation in policy and legislation processes (aside from consultations in the kgotla settings). Individuals are free to form civil society organizations without undue interference from the state and to peacefully assemble and demonstrate in public.

In recent years, freedom of association has come under threat in Botswana due to the overreach of the state security agency, the Directorate of Intelligence and Security Services (DISS). Civil society groups in Botswana have been critical of DISS' intrusive intelligence methods that undermine basic rights and create a climate of fear. In the past, trade unions, political parties and media organizations all complained about intrusion into their affairs. Freedom of association received a boost in November 2014 following a High Court ruling ordering government to register The Lesbians, Gays and Bisexuals of Botswana (LEGABIBO), a non-governmental organization (NGO) promoting the rights of sexual minorities. The court said government's refusal to register LEGABIBO was unlawful because it "violated the applicants' rights to freedom of expression, freedom of association and freedom of assembly". However, the government subsequently appealed against this ruling to the Court of Appeal.

Threats to freedom of expression and independent media are cause for concern in a country with a population of two million where critical voices can easily be identified. However, the 2020 World Press Freedom Index reported that press freedom violations had declined under the current administration. This elevated the country from 44th to 39th of 180 countries.¹⁰ The improved ranking came after specific pledges were made to improve press freedom after President Mokgweetsi Masisi assumed the Presidency in 2018.

Although the country's media freedom ranking continues to improve, incidents of violations continue to be reported. In April 2020, President Masisi was accused of using the COVID-19 pandemic to crack down on media and government critics. This followed the passing of the Emergency Powers Act by Parliament. The Emergency Powers Act introduced offences with heavy punishment, including imprisonment of up to five years or a \$10,000 fine for anyone publishing information with "the intention to deceive" the public about COVID-19 or measures taken by the government to address the pandemic. In enforcing this law, a schoolteacher was arrested for challenging a claim by government that a social worker who had screened law makers in parliament had tested positive for the virus. Again, opposition leaders have been arrested and charged under the Penal Code for "degrading and maligning the leadership" after a social media post criticising the president for declaring a lengthy state of emergency "so that he could deal with his political rivals and business competitors".

The Emergency Powers Act also prohibits journalists from using sources other than the country's director of health services or the World Health Organization when reporting on COVID-19, imposing a fine of \$10,000 or a five-year jail term. This provision creates an offence that has a potential to create a chilling effect on the legitimate exercise of freedom of expression by individuals and journalists to criticise any measure taken by the government to address the pandemic. Equally, the offence that prohibits persons from using the media for any information on COVID-19 without prior permission of the Ministry of Health unduly restricts right to freedom of expression, particularly the freedom to seek, receive and impart information and ideas of all kinds. The offence is an undue restriction that seeks to control information on COVID-19, which curtails debate and the transmission of information and ideas of all kinds in respect to COVID-19. This is further compounded by the lack of an access to information law in Botswana. Civil society organizations, however, have worked with opposition parties to draft a Freedom of Information Bill, which remains pending.

1.5 HUMAN DEVELOPMENT AND POLICY CAPACITY

Botswana's 2019 Human Development Index score of 0.735 puts the country in the high human development category, positioning it at 100 out of 189 countries and territories.¹¹ The HDI is a summary measure for assessing long-term progress in three basic dimensions of human development: a long and healthy life, access to knowledge and a decent standard of living. In the region, only Mauritius and Seychelles are higher in the rankings than Botswana. Compared to Eswatini and Namibia, Botswana fares much better on the three basic dimensions of human development.

¹⁰ Reporters Without Borders (2020). 2021 World Press Freedom Index: Index Details (https://rsf.org/en/ranking_table).

¹¹ United Nations Development Programme (2020). *Human Development Report 2020, The Next Frontier: Human Development and the Anthropocene* (<http://www.hdr.undp.org/sites/default/files/hdr2020.pdf>).

Furthermore, in 2020, Botswana scored 0.709 on the Gender Gap Index, placing it 12th among sub-Saharan African countries and 73rd in the world. Progress has been made in education and health and 80 per cent of the gender gap has been closed in terms of participation and economic opportunities for women. However, the country lags behind on women's political participation and is among the countries of the sub-region and of the world with the lowest number of women in political positions in parliament and in the government.

With an estimated Gini Index of 53.3 in 2015, inequalities in the distribution of income and consumption expenditure among individuals or households remain high in Botswana, although there was a 11.9 per cent improvement from 2009.¹²

The INFORM Global Risk Index (GRI) identifies countries at risk from humanitarian crises and disasters that could overwhelm national response capacity. The GRI is made up of three dimensions: hazards and exposure, vulnerability and lack of coping capacity. At a GRI of 3.2, Botswana is rated as a low risk-class country; in the region, only Mauritius and Seychelles have lower scores.¹³ Inequality and droughts are the country's highest risk factors.

Policy formulation processes in Botswana are designed such that sectoral policies align with national policy. Since independence in 1966, Botswana has operated a system of development planning characterized by regular preparation of national development plans (NDPs). NDPs outline the national development strategy to be pursued by all development efforts in the country. Aligned to the long-term national Vision 2036, the 11th National Development Plan (NDP 11) of April 2017 to March 2023 focuses on six broad-based national priorities: i) Developing Diversified Sources of Economic Growth; ii) Human Capital Development; iii) Social Development; iv) Sustainable Use of Natural Resources; v) Consolidation of Good Governance and Strengthening of National Security; and vi) Implementation of an Effective Monitoring and Evaluation System. The NDP 11 was developed to meet the development challenges facing the country and to align with global, continental and regional initiatives such as the UN's Sustainable Development Goals, the AU Agenda 2063, and the Revised SADC Regional Indicative Strategic Development Plan.¹⁴

The Mid-Term Review (MTR) of the NDP 11 was presented in the July 2020 session of Parliament to assess the first 3 years of implementation of the National Development Plan. While emphasizing the need to diversify the economy away from diamonds, the MTR also demonstrated that Botswana has too many policies, strategies and plans which conflict, overlap and create unnecessary bureaucratic processes. Botswana's policy formulation and implementation are undertaken by institutions at different levels: national, district and local/settlement levels, with minimum participation of the general citizen.¹⁵ Community engagement and

¹² World Bank (2015). *World Bank Open Data* (<https://data.worldbank.org/indicator/SI.POV.GINI?locations=BW>).

¹³ European Commission (2020). *Country Profile* (<https://drmkc.jrc.ec.europa.eu/inform-index/INFORM-Risk/Country-Profile/moduleId/1767/id/386/controller/Admin/action/CountryProfile>).

¹⁴ Government of Botswana (2017). *National Development Plan 11 April 2017–March 2023*.

¹⁵ Molebatsi, C. (2013). "Participatory Development Planning in Botswana: Exploring the utilization of spaces for participation". *Town and Regional Planning*, vol. 62, no. 1, pp. 9–14.

consultation is usually undertaken through kgotla platforms that tend to be poorly attended.¹⁶

¹⁶ Botswana Institute for Development Policy Analysis (2004). *Capacity Development for delivery of Remote Area Dweller Programmes*.

2. PROGRESS TOWARDS THE 2030 AGENDA AND SDGS

2.1 VISION AND PRINCIPLES

A systems perspective: integration and acceleration

In Botswana, the transition from the Millennium Development Goals (MDGs) to the Sustainable Development Goals (SDGs) coincided with the preparation of Vision 2036 and National Development Plan 11. Vision 2036, *Achieving Prosperity for All*, and NDP 11, *Inclusive Growth for the Realization of Sustainable Employment and Poverty Eradication*, were approved by Parliament in July 2016 and April 2017 respectively. This provided an opportunity for Botswana to align its medium- to long-term national goals and priorities with those of the SDGs.¹⁷

Having embraced the UN's Agenda 2030 as key to transforming its economy, Botswana established an SDGs National Steering Committee (NSC) and a subsidiary body, the SDGs Technical Task Force, to oversee and guide implementation of the SDGs in the country. A Botswana SDGs Roadmap (2017–2023) was developed and launched in February 2018 setting out the proposed approach and identifying strategic intervention areas for successful implementation of the SDGs. An SDGs Communications Strategy was also developed and put in place in 2019 to guide advocacy, sensitization and awareness creation on the SDGs. These measures provided a solid foundation for implementation of the SDGs in the country.

2.2 IMPLEMENTATION

Integrated national planning

The Botswana SDGs Roadmap identified broad areas of focus: i) Coordination, Ownership and Leadership, ii) Implementation, Building on Existing Structures, and iii) Data and Progress Tracking and Reporting. These areas of focus are to be implemented in three phases:

- *Phase 1 (2016–2022)*: This phase is to involve the broad incorporation of the SDGs agenda into mainstream development. It is expected that during this phase, the country will have attained all the MDG-related SDGs and registered measurable progress on all other SDGs.
- *Phase 2 (2023–2029)*: This phase will involve the transformation of development drivers towards sustainability, with all relevant SDGs targets set to be achieved by 2029.
- *Phase 3 (2030)*: The third and final phase is for wrap up, reporting and packaging. The country is to begin setting new goals for its next development phase in line with the national context and global developments and continue with implementation of Africa's Agenda 2063.

¹⁷ Government of Botswana (2017). *National Development Plan 11 April 2017–March 2023*, p. 27.

The SDGs Roadmap includes a five-year plan of action implemented through annual work plans. The Roadmap foresees the attainment of all the MDGs that relate to the SDGs by 2022. Therefore, when reviewing progress in the implementation of the SDGs, a reflection on efforts that are being put in place to address those specific targets that were not achieved during the MDGs, is necessary.

Table 2.1: Alignment of Sustainable Development Goals to NDP 11 and Vision 2036 pillars

The Five (5) P's	People -End Poverty & Fight Inequality, Ensure Healthy lives, Knowledge, Inclusion of Women & Children		Planet -Protect our Ecosystem for All Societies & Our Children	Prosperity -Grow Strong Inclusive & Transformative Economy	Peace (Justice) -Promote Safe & Peaceful Societies & Strong Institutions	Partnership -Catalyze Global Solidarity for Achieving SD
SDGs (Target 2030)	1 2, 3, 4,5		6, 12, 13, 14, 15	7, 8, 9, 10, 11	16	17
NDP11 Priorities	End Poverty & Fight Inequality	Social Development	Sustainable Use of Natural Resources	Diversified Sources of Economic Growth & Human Capital Development	Consolidation of Good Governance & Strengthening of National Security	Implementation of an Effective Monitoring & Evaluation
Vision 2036 Pillars	Human and Social Development (Pillar 2)	Human and Social Development (Pillar 2)	Sustainable Environment (Pillar 3)	Sustainable Economic Development (Pillar 1)	Governance, Safety & Security (Pillar 4)	Governance & Safety & Security (Pillar 4)

Source: MFED/UNDP (2020). *National Report on the Status of Implementation of the Sustainable Development Goals Agenda in Botswana.*

The Botswana MDGs Report of 2015 noted that Botswana made achievements in nine out of the 12 MDG targets.¹⁸ The three targets found to be moving slowly in terms of implementation were:

- i. Target 6 related to maternal health, specifically the need to reduce the maternal mortality ratio by three-quarters, between 1990 and 2015
- ii. Target 10 calling for the integration of the principles of sustainable development into country policies and programmes, and to reverse the loss of environmental resources
- iii. Target 11 in relation to global partnerships for development, requiring countries to further develop an environment conducive to beneficial trade and foreign direct investment.

¹⁸ Ministry of Finance and Economic Development/United Nations Development Programme (2015). *Botswana MDG Status Report 2015.*

Significant progress has since been made in reducing maternal mortality and under-five mortality. Furthermore, a sustainable environment is a key priority of NDP 11, which contains a wide range of projects and programmes aimed at the sustainable management of the environment, including conservation of natural and cultural resources, climate change and mitigation, among others. Similarly, programmes have been developed to enhance global partnerships and to create a conducive environment for beneficial trade and foreign direct investment, such as ease of doing business reforms; trade facilitation initiatives in relation to land, utilities, ICT, infrastructure and skills; and other programmes and projects aimed at diversifying the economy.

Strengthening local partnerships and participation

Advocacy, sensitization and awareness creation are central to generating momentum and commitment to attaining the SDG targets. Building public awareness is a critical step towards a participatory process in implementing the SDGs that ultimately leads to maximizing ownership and sustainability of development.

In this context, Botswana has set up a solid institutional SDGs Roadmap as a prerequisite for leveraging interlinkages, mainstreaming, localization and steering implementation of the SDGs across all sectors. However, sectors are not able to explicitly identify interlinkages across goals and targets in an integrated and holistic way, which is a prerequisite for systematic policy design, implementation and multi-stakeholder collaboration. Greater efforts are needed to bring the private sector, civil society and academia into the implementation and monitoring process.

2.3 FOLLOW-UP AND REVIEW

The Domesticated Indicator Framework

Beyond the national development frameworks (NDP and Vision 2036), Botswana also subscribes to various development frameworks at regional, continental and global levels including Southern African Development Community (SADC), African Union Agenda 2063 and the SDGs, which involve data-intensive progress monitoring and evaluation. For that reason, quality statistics are needed on critical assessment indicators.

The Domesticated Indicator Framework (DIF) contains 17 goals, 169 targets and 209 indicators. *The National Report on the Status of Implementation of the SDG Agenda in Botswana*, completed in September 2020, showed that although the country has lined up programmes and projects supporting 174 of the 209 indicators, challenges exist related to poor programme design, flawed implementation, and limited monitoring capacity.¹⁹

¹⁹ Ministry of Finance and Economic Development/United Nations Development Programme (2020). *National Report on the Status of Implementation of the Sustainable Development Goals Agenda in Botswana*.

Of the 209 SDG indicators, 158 are measurable and categorized under Tier I and II, 47 are unmeasurable as their methodologies are still being defined, and 4 are multitier indicators. An assessment of baseline estimates for the domesticated SDG indicators revealed that the country's SDG current statistical monitoring capacity, that is, the ability of the country to generate or produce SDG data, is at 34.8 per cent. Table 2.2 highlights the number of Botswana-relevant targets and indicators vis-à-vis the global ones, the number of indicators supported by actions/programmes and projects by both government and partners, and mainstreamed indicators per goal. As indicated in Table 2.2, 88 of the 209 applicable indicators have baselines, up 33 from the SDGs Domesticated Indicator Framework Baseline Report of 2018. These include both quantitative (76) and qualitative indicators (12). Of the 88, only 42 have been mainstreamed/integrated in plans and have annual performance targets. This means the impact of the numerous interventions funded by government and partners in the form of programmes and projects can only be assessed and tracked for 42 indicators. This makes it near impossible to reliably measure progress in the implementation of the SDGs in Botswana.

Table 1.2

Status of mainstreaming of the SDG Targets and Indicators at a glance

Sustainable Development Goal (SDG)	Targets		Indicators		Measurable indicators (as at 31.12.18)	Indicators with supporting Actions/Programs	Indicators with baselines	Indicators mainstreamed and with Annual Targets
	GIF	DIF*	GIF	DIF				
Goal 1: No Poverty	7	7	12	13	9	11	7	5
Goal 2: Zero Hunger	8	5	14	11	8	11	6	1
Goal 3: Good Health and Well Being	13	13	26	28	25	25	11	8
Goal 4: Quality Education	10	9	11	11	9	10	3	0
Goal 5: Gender Equality	9	9	14	13	12	13	7	2
Goal 6: Clean Water and Sanitation	8	8	11	11	11	8	5	3
Goal 7: Affordable and Clean Energy	5	4	6	5	5	5	3	2
Goal 8: Decent Work and Economic Growth	12	12**	17	16	14**	12	6	4
Goal 9: Industry, Innovation and Infrastructure	8	8	12	12	11	12	5	1
Goal 10: Reduced Inequalities	10	6	11	10	6	7	2	1
Goal 11: Sustainable Cities and Communities	10	6	16	13	8	8	4	3
Goal 12: Responsible Consumption & Production	11	3	13	13	3	3	2	1
Goal 13: Climate Action	5	1	7	4	2	3	3	2

Goal 14: Life Below Water	10	1	10	1	1	1	0	0
Goal 15: Life on Land	12	8	14	12	10	10	8	6
Goal 16: Peace, Justice and Strong Institutions	12	9	23	22	16	15	8	3
Goal 17: Partnerships for Goals	19	14	25	24	18	20	8	0
Total	169	123	242** *	219** *	168***	174***	88****	42

Note. Target 8b in DIF (page 33) is misaligned. For the purpose of this report, it is assumed target 8b and indicator 8b.1 are included in the DIF; *** includes repeating indicators and **** includes proxy indicators.

Source: MFED/UNDP (2020). *National Report on the Status of Implementation of the Sustainable Development Goals Agenda in Botswana*.

The current status of monitoring the SDGs can be attributed to a number of factors:

1. There is a high level of functional illiteracy within ministries, departments and agencies (MDAs) to meaningfully integrate SDG principles, targets and indicators into development plans, policies, programmes and projects.²⁰
2. As a new agenda, SDGs impose new demands on human resources and technical statistical knowledge, necessitating training in new methodologies and tools, understanding of SDG indicators and their calculation as well as analysis and interpretation of the data. Institutions for data collection, processing and dissemination, in particular statistics bureaus, have to handle new or additional supervision and coordination responsibilities brought about by the SDGs, and systems are not ready for these new requirements.
3. MDAs may not be aware of the existence of baseline data particularly as it obtains in the *SDGs DIF Baseline Stats Brief* (2018) which can be useful in planning an integration of the SDGs in planning instruments.

Some data might possibly exist in hard copy but is not yet digitized. The lack of available digital data formats is one of the most pressing constraints of Statistics Botswana. This impedes the efforts to establish a baseline and construction of an M&E system for the SDGs. The data format in hard copy also makes it difficult to share and analyze data between agencies, especially for submission to Statistics Botswana.

The Ministry of Finance and Economic Development (MFED) has developed SDG Planning Guidelines as a tool to find practical ways to accelerate the rate of implementation of the SDGs in Botswana.²¹ The guidelines should provide a mechanism to move national discussions away from conversations around goals to planning for and implementing specific SDG targets according to the development challenges facing the country. Work is under way to roll out these guidelines across the sectors and line ministries, and it is critical that MFED finalizes both the guidelines and their roll-out.

Data gaps and capacity needs

²⁰ Ministry of Finance and Economic Development (2018). *Planning Officers Manual*.

²¹ Ministry of Finance and Economic Development (2019). *SDG Planning Guidelines, Botswana*.

Botswana is doing relatively well compared to other countries on data availability to monitor the SDGs. Even advanced economies are struggling with data availability within their own statistical systems to establish SDG baseline. For example, the Danish Government has called on the ecosystem to provide information and complement their domesticated indicators with qualitative and quantitative information and data. In an environment with limited resources, Statistics Botswana together with the key stakeholders might consider following the Danish experience and reaching out to the ecosystem, especially the private sector.

That said, data quality in all the seven dimensions of relevance, accuracy, coherence, credibility, timeliness, accessibility and interpretability remains weak across the data value chain. Human resources capacity challenges remain prevalent, including weak statistical knowledge, data analysis and reporting at the administrative level. Furthermore, a significant proportion of data available are not adequately disaggregated on issues of gender, socio-economic status, disability and other relevant diversities. And while government sectors collect administrative data, the sectors are not well equipped in terms of statistical processes concerning refinement of data collection tools, automation of data collection systems and processing of administrative data. There are no national standards and guidelines for setting annual performance targets. The Botswana Strategy for Development of Statistics (BSDS) highlights additional challenges in the data production value chain, namely the lack of statistical advocacy in and across sectors and low levels of coordination and information sharing. These challenges contribute to flawed programme design, implementation, monitoring and evaluation mechanisms.

Realizing the intensive nature of the SDGs in terms of data, the Botswana SDGs Roadmap (2017–2023) called for a data revolution if government is to successfully monitor, evaluate and report the country's performance against the SDGs. The process of data collection and reporting is critical to monitoring progress in the SDGs as it is key to guiding evidence-based programme management and decision-making. The national coordinating structures, including Parliament, must make sure that implementation of SDGs is on track and can be recalibrated in light of evidence and public feedback.

The National Strategy Office (NSO) coordinates the National Monitoring and Evaluation System (NMES) which is aimed at assessing progress made towards achieving NDP 11 priorities. The NMES advocates for efficiency, effectiveness, transparency and accountability for sustainability of development results. An expanded NMES could be an effective tool for measuring progress made towards achieving the country's development priorities, including the SDGs. This calls for more strengthened efforts towards data development and management, ensuring quality, timeliness and reliability of the data at appropriate disaggregation levels so that policymaking and decision-making are inclusive, in the spirit of leaving no one behind. Harnessing the potential of the data revolution for the Voluntary National Review (VNR) requires the NMES to integrate the exponentially increasing amounts of data available. Much of this data comes from untraditional sources as far as national statistical systems are concerned. Therefore, new partnerships are needed to allow access, save costs and provide more detailed, insightful and real-time data. The extent to which the Botswana NMES is ready to embrace this data revolution is uncertain. Although at a higher policy level, the Botswana Government speaks of its

Transformation Strategy and leap-frogging into the Fourth Industrial Revolution, the reality is that frameworks for operationalization, standards, systems and capacities are lagging behind, leading to missed opportunities.

National databases rely on multiple surveys conducted by Statistics Botswana such as household surveys, vital registration and census as sources of data as well as routine monitoring and evaluation (M&E) of programmes and projects. Routine collection of data by line ministries can improve the full and effective operationalization of the SDG indicator framework. This is because while Statistics Botswana is the main institution for collecting and publishing national statistics, the organization is only responsible for 35 per cent of SDG-related data while the majority of the data, (60 per cent), is to be provided by the various line ministries, departments and agencies and only 5 per cent by international data sources.

Botswana has developed an M&E policy framework and manual with clear roles and responsibilities, tools and processes for data collection at all levels as well as a Data Management Strategy. These instruments must serve to address fundamental M&E systemic challenges, including standardization of M&E practices and increasing service delivery responsiveness to time-sensitive information. The country also needs to invest in modern electronic data collection and monitoring systems. The systems must also be automated so that they widen opportunities for accessibility to data and reduce long and repetitive manual data collection processes. Any data available in hard copy should be digitized and uploaded into the NSS. Such activity might reduce the data gap further.

Statistics Botswana has begun work aimed at expanding the SDGs statistical monitoring capacity of the country. The work will assess data availability and gaps for the “46 easily available” category of indicators as a first step and thereafter solicit measures to build capacity and skills for collection of missing data using appropriate tools. The MFED Guidance Note to support its SDG coordination role identifies actions necessary for improving monitoring, data collection, analysis and reporting as follows:

- Production of Statistical SDG Annual Reports tracking indicator movements in the SDGs
- Developing and implementing a statistical capacity development plan to support MDAs in the collection, compilation and production of data required in order to improve SDG monitoring capacity in the country
- Facilitation of the active participation of the SDGs National Secretariat in the Thematic Working Groups and their sub-committees to ensure alignment of the 2030 Agenda with the national development agenda.²²

2.4 SDG FINANCING LANDSCAPE

The Government of Botswana uses tax revenues, government borrowing and grants from development partners to fund its implementation of development plans. The decision to align the NDP 11 with the SDGs was a critical precursor for budgeting to support SDG implementation. It allowed the government to integrate SDGs not only into the planning process, but also into all cycles of budgeting processes. The allocation of financial resources to SDGs programmes and projects is based on the

²² Ministry of Finance and Economic Development (2019). *Guidance Note on Executing the Coordination Role Executed by the Ministry of Finance and Economic Development.*

assumption that all the SDG-related activities are mainstreamed into national and associated district and urban development plans.

The Development and Budget Division within the MFED coordinates both budgetary processes and the implementation of development projects and programmes.²³ The annual budget speeches are presented to Parliament for budget debate before approval. The budget speeches act as progress reports towards the attainment of the goals and objectives contained in the plans. The budgeting process embraces the principle of accountability and transparency. However, an analysis of results of the Open Budget Survey indicates that the country provides the public with limited budget information and there are few opportunities for the public to engage in the budget process.²⁴ This has been attributed to the failure by the country to publish the Executive's Budget Proposal and Year-End Report online in a timely manner. Furthermore, MFED does not make the In-Year Reports and Mid-Year Review available to the public. The limited participation of the public in budgeting does not yield the positive outcomes associated with greater budget transparency in ensuring that SDG-related activities are adequately mainstreamed into medium-term plans and adequately budgeted for.

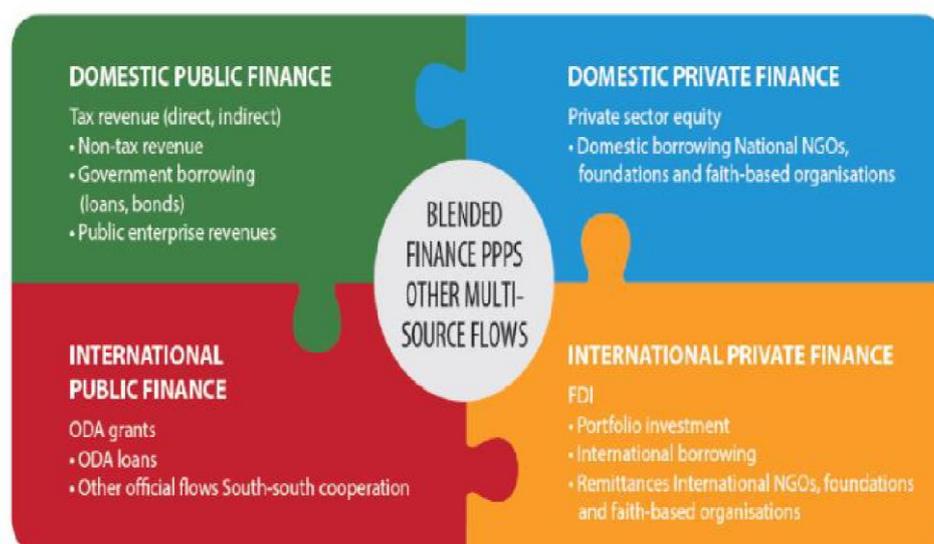
Botswana does not have an independent fiscal institution (IFI), which in turn compromises accountability. The oversight role could be strengthened through institutionalization of a Parliamentary Select Committee (PSC) on SDGs. The PSC has the power to call on government officials to provide information on the impact of government policies and programmes. The Committee can also call public hearings to garner citizens' views on SDG implementation and use its oversight mechanisms in assessing progress in implementation of SDGs. This would generate important information that could be used to support government planning and delivery mechanisms through the national SDG coordinating structures.

Botswana signed up to the Addis Ababa Action Agenda (AAAA) in 2015, but it has not taken advantage of this new global framework for financing sustainable development. The AAAA builds on the commitments and progress made in the implementation of the Monterrey Consensus and the Doha Declaration. The AAAA outcome document affirms the UN Member States' strong political commitment to addressing the challenge of financing and to creating an enabling environment at all levels for sustainable development in the spirit of global partnership and solidarity.

²³ Ministry of Finance and Economic Development (2019). *Functions of Development and Budget Division*.

²⁴ International Budget Partnership (n.d.). *Open Budget Survey 2017: Botswana*.

Figure II: Development finance sources



Source: 12th UNCTAD Debt Management Conference: *Making Debt work for Development. Presentation by Ms. Erica Gerretsen, November 2019.*

The AAAA calls for the adoption of Integrated National Financing Frameworks (INFFs). In this regard, governments are now increasingly requesting support to take forward policy and institutional reforms to enable more integrated management of a broader set of financing for development flows to support the implementation of their national priorities and the SDGs. The path to achieving this has become even more challenging in light of the COVID-19 pandemic, which has had adverse impacts on the humanitarian, health, women’s rights, and development landscapes of almost all countries around the world. As stated in Botswana’s 2020 Economic Recovery Transformation Plan (ERTP), Botswana will now need approximately BWP 40 billion to support the economy out of impact of COVID-19 and build back better.²⁵

²⁵ The monetary unit of Botswana is the pula (BWP). During the period covered by the report, the mean value of the pula in relation to the United States dollar was US\$1 = BWP 10.9.

3. PROSPERITY AND ECONOMIC TRANSFORMATION

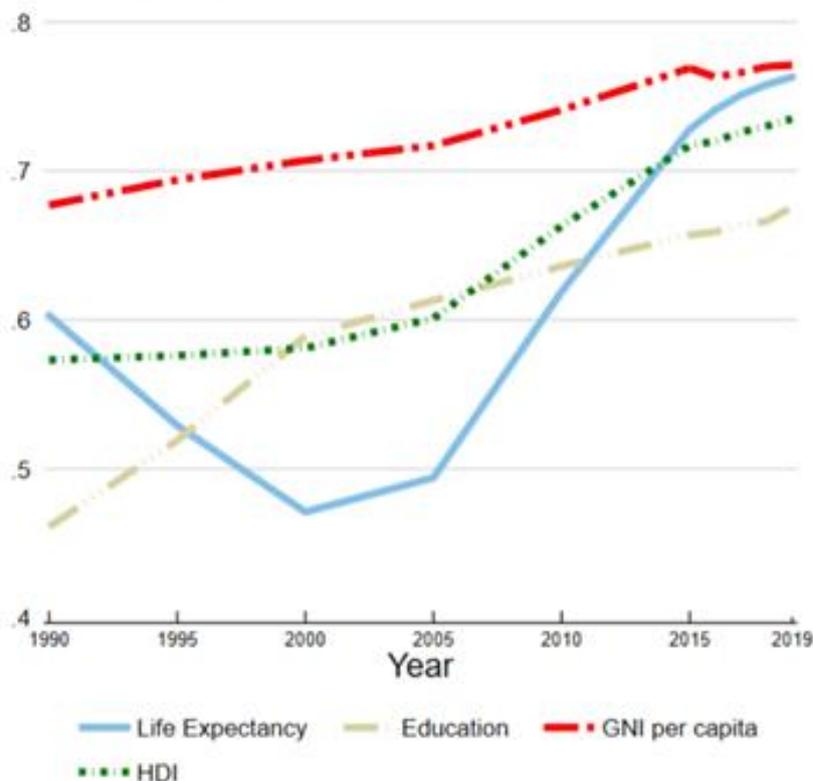
3.1 ECONOMIC TRANSFORMATION MODEL

Botswana is one of the few countries in sub-Saharan Africa that has truly benefited from its mineral wealth. Revenues from diamond mines, combined with sound economic policies, have helped build infrastructure and kept the economy stable. But with high unemployment and limited export diversification, the mineral-dependent and public sector-led development model is showing its limits.

Botswana has shown steady progress in the area of human development. Botswana has grown from a Human Development Index score of 0.573 in 1990 to 0.735 in 2019, an increase of 28.3 per cent, and globally Botswana is ranked 100 out of 189 countries (Figure III). The marked dip in life expectancy during the early 2000s was due to the devastating effect of the HIV-AIDS epidemic. Pre-COVID-19, Botswana was in the highest category of the Gender Development Index (GDI) globally and for sub-Saharan Africa with a score of 0.990. However, the impact of the COVID-19 pandemic threatens to roll back these gains.

Figure III: Trends in Botswana's HDI component indices 1990–2019

Figure 1: Trends in Botswana's HDI component indices 1990-2019



Source: UNDP (2020). *Human Development Report 2019*; Briefing Note for Countries on the 2019 Human Development Report, Botswana.

The nature of Botswana's GDP growth over the longer term, as well as the composition of GDP over time reveals some interesting facts about the current growth model.

Botswana grew at an exceptional pace for over two decades, averaging 13 per cent annual growth between 1968 and 1991, but its growth has been quite modest since then. The growth rate since 1992 has averaged just 3 per cent. Moreover, the inherent volatility of growth since 1992 – ranging from a high of 9.6 per cent (1999) to a low of -7.6 per cent (2009) – mirrors the significant variation in the demand for diamonds.

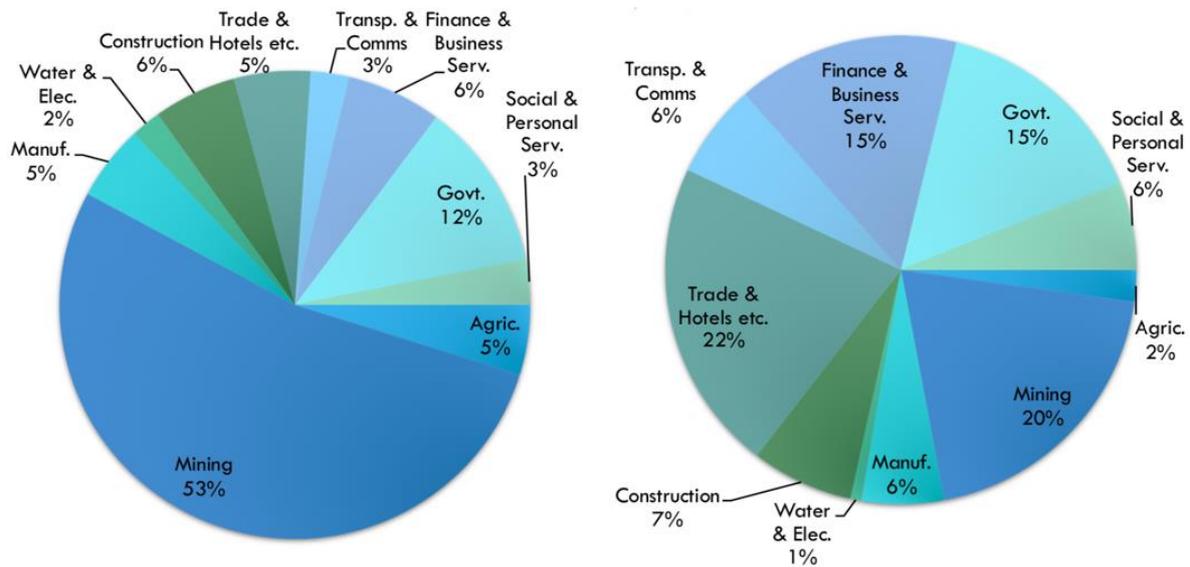
The structure of the economy after the discovery of diamonds can be simplified to mining and non-mining export sectors, coupled with the domestic sectors comprising government and goods and services for domestic consumption. The structure of the economy has indeed diversified over time (Figure IV), with the share of mining shrinking from 53 per cent of GDP in 1988 to 20 per cent of GDP in 2017. The share of retail trade, hotels and restaurants in GDP has increased from 5 per cent to 22 per cent over the same period. Thus conceived, the economy has diversified, but the pattern of growth has focused on mining, government and the domestic market for goods and services.

Unlike the domestic economy, the external sector has hardly diversified at all, with mining exports (i.e. diamonds) still accounting for the bulk of exports over time. Non-mining exports have shown little promise, with the exception of tourism (services). The composition of exports has remained stubbornly similar over the longer term with diamonds taking the lion's share (Figure V).

As some other researchers have noted, the stagnant nature of non-mining exports does not bode well and is likely to lead to a balance of payments crisis, especially under the likely scenario in which diamond revenues begin to decline.²⁶ In fact, the COVID-19 pandemic's impact on the diamond market has clearly demonstrated this scenario, as dwindling diamond demand has led to a sizeable trade deficit for Botswana.

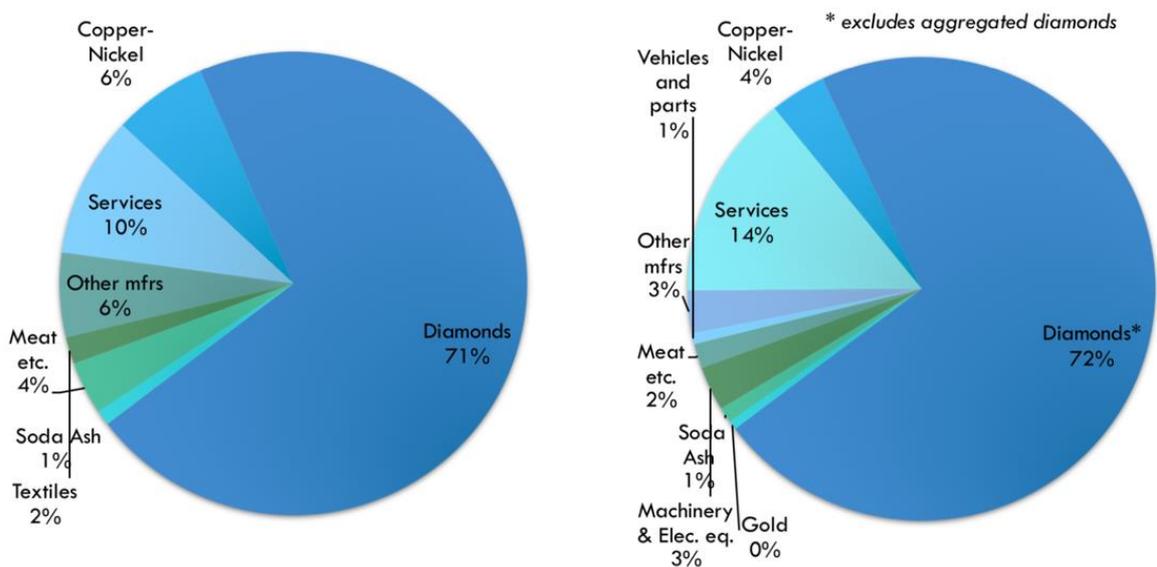
²⁶ Notably, Keith Jefferies has written widely on this issue; see *Econsult* quarterly reviews (<http://econsult.co.bw>). See also Michael Lewin (2011). "Botswana's Success: Good Governance, Good Policies and Good Luck" in P. Chuhan-Pole, et al, eds. *African Success Stories*. World Bank.

Figure IV: Composition of GDP (value added): 1988/89 (left) compared to 2018/19 (right)



Source: Statistics Botswana Gross Domestic Product Estimates by Economic Activity

Figure V: Composition of exports 1992 (left) compared to 2016 (right)



Source: Statistics Botswana Gross Domestic Product Estimates by Economic Activity

The current growth model is, therefore, unsustainable. Due to the small size of the domestic market, there are clear limits to growth. Moreover, diamond production has peaked and the contribution of other minerals (e.g. copper and nickel) to exports is minimal and unlikely to increase. The severe impact of the pandemic on the economy has also exposed some of these inherent weaknesses.

The government's focus has rightly shifted toward the non-mining sector and tapping its potential as a source of export revenue and growth. Both Botswana's Vision 2036 and NDP 11 emphasize export-led growth focused on the non-mining sector. The

underlying question then becomes whether Botswana is realistically prepared and well-placed for export-led growth outside of diamonds.

Politically, as one of Africa's most stable democracies, the country is on a strong footing. Botswana's strong macro-economic fundamentals, including its strong fiscal discipline and a robust economic policy framework, have given it some credibility with rating agencies and its international trading partners. However, in May 2020, Botswana was put on the list of countries that 'pose significant threats to the financial system of the European Union' as recommended by OECD's Financial Action Task Force (FATF), meaning that according to the EU, the country has deficiencies in its anti-money laundering and counter-terrorist financing (AML/CFT) policies and implementation. The blacklisting could prove to be detrimental for Botswana's capacity to attract foreign investment given the weak global environment, since it will severely affect business confidence in the country's financial system. It is expected that Botswana will be taken off this list in 2021 provided that it improves its regulatory environment and take appropriate AML/CFT measures.

3.2 STRUCTURE OF THE ECONOMY

1. The **industrial sector** of Botswana is dominated by diamond processing, food processing (mostly beef), textiles and mining, with diamond mining and processing comprising the major sources of revenue and foreign currency.²⁷ According to the World Bank (2019), the industrial sector contributes about 28.3 per cent of GDP to the country's economy and accounts for 18.1 per cent of total employment. Only 9.5 per cent of women in the employed labour force work in this sector compared to 26 per cent of the employed male labour force. Botswana also possesses the second largest coal reserves in Africa after South Africa (an estimated 212 billion tonnes) along with other metals and minerals such as copper, gold, nickel and soda ash.²⁸
2. The **mining sub-sector** has been severely affected by COVID-19; it is expected to contract by at least one-third during 2020, although some estimates put the contraction at twice that level.²⁹ The De Beers Group reports that, as a result of COVID-19, revenue earnings from diamonds have decreased by nearly 36 per cent.³⁰ The impact on diamond sales has a direct cascading impact on mining-related services. Diamond sales did however pick up during Q3, showing signs of recovery as the year-end holiday season approached. In August 2020, 80 per cent of total exports were attributed to diamonds (BWP 2,124.2 million).
3. The **agriculture sector** contributes only 2 per cent to GDP but is an important mainstay and source of employment and income for Botswana, especially for those in rural areas. It employs about 20.4 per cent of the working population, making it a bigger employer than the industrial sector. About 17 per cent of the female labour force is employed in the sector compared to 25 per cent of the male labour force. Women in Botswana play an active role in crop production as well as in food and nutrition security; 58 per cent of arable land is owned by women and 42 per cent by men. Men dominate the livestock sector and own more cattle, sheep and goats than women involved in the sector.³¹ Overall, the agriculture sector has failed to provide a proper livelihood for Botswana.
4. The **services sector** is the largest contributor to the economy, accounting for 60.6 per cent of GDP in 2019 and employing 61.5 per cent of the working population. Around 75 per cent of the female workforce are employed in services, compared to almost 50 per cent of all employed males. Similar to other sectors, services have not been spared by the COVID-19 pandemic, with the retail trade, hotels and restaurants sub-sector expected to contract by 32.2 per cent; transport and communication by 4.1 per cent; and the construction sub-sector by 1 per cent

²⁷ According to the U. S. Geological Survey, Mineral Commodity Summaries, 2020, Botswana has the third largest diamond reserves in the world (90 million carats).

²⁸ Botswana Investment and Trade Centre (2016). "Investment Opportunities in the Coal Sector. Investor Factsheet" (<https://www.gobotswana.com/sites/default/files/BITC%2020Coal%20Value%20Proposition.pdf>).

²⁹ Ministry of Finance and Economic Development (2020). *Economic Briefing by Honorable Ministry of Finance and Economic Development, 24th April 2020*.

³⁰ That is, from a revenue of \$551 million during sales in the first auction to \$355 million earned from the second auction. The situation was dire during the third auction, with literally no revenue earned at all, but improved during the eighth auction with revenues estimated at \$467 million as of 9 October 2020. See De Beers Group (2020). "Rough Diamond Sales" (<https://www.debeersgroup.com/reports/rough-diamond-sales>).

³¹ Food and Agriculture Organization (2018). *Botswana Country Gender Assessment Series: National Gender Profile of Agriculture and Rural Livelihoods*.

during 2020. The expected contraction in retail trade, hotels and restaurants can directly be attributed to border closures and successive lockdowns, which have halted foreign tourism since March 2020 and have drastically reduced domestic economic activity.

5. The 2015 Informal Sector Survey by the Ministry of Finance and Development Planning estimated that there were 116,571 **informal sector** businesses employing 191,176 people, which amounts to less than 5 per cent of the labour force (15 years and above). Data shows that a higher proportion of informal sector business owners are under the age of 41, are women, and operate in the retail trade sector in urban and peri-urban areas. The contribution of the informal sector towards GDP is estimated at 5.3 per cent.³² While the contribution to GDP is lower relative to other African countries,³³ the informal sector is estimated to have grown rapidly between 2007 and 2015 with the number of informal sector businesses having increased by 233 per cent during the period.

3.3 THE IMPACT OF COVID-19

The COVID-19 pandemic continues to disrupt economies around the world, and Botswana is no exception. Even though the onset of COVID-19 has been slow and the number of deaths comparatively low, the economic impact of COVID-19 on Botswana's economy has been significant. The contraction in domestic output for 2020 has been estimated at 8.9 per cent.³⁴ The latest published figures (June 2020) paint a grim picture, with the real economy shrinking by 4.2 per cent in the 12 months leading to June 2020.³⁵ This is in sharp contrast with the 3.6 per cent growth over the previous 12 months (July 2018–June 2019).

When isolating for the impact of COVID-19, the year-on-year output contraction during the second quarter (Q2) of 2020 is a staggering 24.8 per cent (see Figure VI), with the mining sector shrinking by 60.2 per cent during Q2, 2020. Second quarter contractions were experienced by the retail trade, hotels and restaurants sector (40.3 per cent); manufacturing (31.3 per cent); construction (36 per cent); transport and communication (16.9 per cent); and financial and business services (11.9 per cent). Non-mining GDP decreased by 20.7 per cent during Q2.³⁶ In comparison to neighbouring economies, Botswana emerges as the hardest hit. Q2 2020 growth rates for South Africa, Namibia, and Kenya are -17.1 per cent, -11.1 per cent, and -5.2 per cent respectively. For 2020, the Economist Intelligence Unit has made a conservative prediction that Botswana's GDP will contract by 7.8 per cent.³⁷

³² Statistics Botswana (2015). *2015 Multi-Topic Household Survey Report 2015/16, and 2015 Project to Conduct an Informal Sector Study for Botswana*.

³³ Phiri and Nakamba-Kabaso (2012). Taxation of the informal sector in Zambia estimated that informal sector businesses in 37 African economies contributed an average of 43.2% to GDP. Among them, informal sector in Zimbabwe contributed 63.2%; in Tanzania, 60.2%; in Nigeria, 59.4%; in Zambia, 50.8%; in Namibia, 33.4%; in Lesotho, 33.3% and in South Africa, 29.5%.

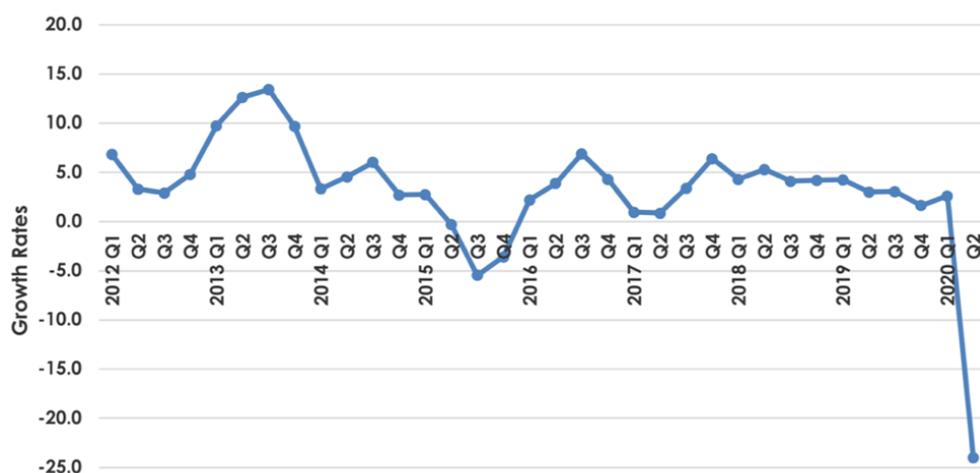
³⁴ Ministry of Finance and Economic Development (2020). *Economic Briefing by Honorable Ministry of Finance and Economic Development, 24th April 2020*.

³⁵ Statistics Botswana (2020). *Gross Domestic Product – Second Quarter of 2020* (<https://www.statsbots.org.bw/sites/default/files/Gross%20Domestic%20Product%20%20Q2%202020.pdf>).

³⁶ Ibid.

³⁷ Ibid.

Figure VI: Real GDP growth rate by quarter



Source: Statistics Botswana, 2020.

The pandemic's impact has therefore been particularly severe. Looking beyond the formal economy, the informal sector and micro-enterprises including street vendors have also been severely affected. The informal sector is predominantly female and highly vulnerable to economic shocks. Given the paucity of data on the informal sector, it is hard to gauge the true impact. However, stakeholder interviews conducted mid-2020 highlighted strong social and economic disruptive effects on the informal sector of the COVID-19 pandemic and lockdown.³⁸

Given Botswana's narrow economic base, the country relies heavily on diamonds and tourism not just to fuel its economic growth, but for export and government revenues as well. In fact, mining – mainly diamond mining – is the largest single contributor to government revenues in most years, and the source of 80 per cent of goods export earnings.³⁹ In both diamonds and tourism, the pandemic has led to a significant negative impact on demand. Diamond exports declined by 68.8 per cent compared to Q1 2020 and by 77.8 per cent compared to Q2 2019. This has contributed to a fiscal deficit of BWP 1.52 billion during Q2, 2020 which is likely to widen during the year, owing to increased welfare and healthcare expenditure.⁴⁰ And despite an oil price slump, the current-account deficit will widen in 2020 as mining exports and tourism receipts decline sharply.

Regionally, landlocked Botswana relies on its southern neighbour for much of its trade. Since Botswana closed its borders in late March 2020, trade with its southern neighbour has taken on greater significance, especially with regard to imports. During the month of August (2020) 70.2 per cent of all imports were from South Africa.⁴¹ From a political perspective, the relationship is perhaps one of country's most important. However, South Africa's attempt to adjust the current revenue-sharing formula of the

³⁸ Government of Botswana and UNDP (2020). *Botswana National Informal Sector Recovery Plan*, p. 2.

³⁹ Economist Intelligence Unit (2020). *Botswana Country Report*, October 22, 2020.

⁴⁰ Ibid and Statistics Botswana (2020). *Gross Domestic Product – Second Quarter of 2020*.

⁴¹ Statistics Botswana (2020). *International Merchandise Trade Statistics Monthly Digest – August 2020* (<https://www.statsbots.org.bw/sites/default/files/BIMTS%20August%202020.pdf>).

Southern African Customs Union (SACU) will likely negatively affect Botswana, leading to reduced trade-related revenues.

Inflation has been low, hovering between 1 per cent and 2 per cent, which is well below the Bank of Botswana's target range of 3–6 per cent. At the meeting held on October 8, 2020, the Monetary Policy Committee (MPC) of the Bank of Botswana decided to reduce the Bank Rate by 50 basis points from 4.25 per cent to 3.75 per cent.⁴² The rationale behind cutting the policy rate is to stimulate the economy and support credit growth amid weakening business sentiment. It is expected that the state bank will maintain its accommodating stance throughout 2021, in order to spur credit growth for business purposes. Monetary tightening is only expected once economic growth returns to pre-COVID levels.

With regards to the exchange rate, the pula (BWP) is pegged to a currency basket comprising the South African rand (a weighting of 45 per cent of the total basket) and the IMF's special drawing rights (SDR) basket (a 55 per cent weighting), using a crawling band mechanism for small-scale adjustments. As a widely traded currency, the rand remains vulnerable to global developments. The rand is likely to depreciate over the near-term horizon, especially given the pandemic-driven global economic contraction, coupled with a deep recession in South Africa. This will weigh on the pula, possibly causing it to depreciate. Sustained rand depreciation, due to a persistent current-account deficit in South Africa, will continue to affect the pula-US dollar exchange rate.

3.4 ECONOMIC TRANSFORMATION AND INEQUALITY

Botswana economic success has occurred at the expense of high levels of income inequality. The country's Gini index (a measure of income inequality) stood at 64.7 in 2002 before coming down to 53.3 in 2015. High levels of inequality are evidenced in the fact that while the industrial sector (and mining sub-sector) contribute more towards GDP than the agricultural sector, the industrial sector's relative contribution to total employment is much less than that of agriculture. In simple terms, agriculture plays an outsized role in terms of employment compared to its contribution to national output.

The private sector accounts for the largest share of formal employment in Botswana. However, much of the growth in employment is driven by the public sector, recording annual employment growth of around 3.3 per cent (2018).

Unemployment and underemployment

While the average unemployment rate for all upper-middle-income countries is 6 per cent (2020), Botswana's unemployment rate stood at 23.2 per cent (Q1 2020) just before COVID-19.⁴³ Unemployment for women stood at 21.4 per cent (15 yrs+), and for men, at 14.6 per cent of men, a gender gap of 6 percentage points.⁴⁴ The Labour

⁴² Bank of Botswana (2020). *Monetary Policy Committee Decision – October 2020* (<https://www.bankofbotswana.bw/news/monetary-policy-committee-decision-october2020#:~:text=At%20the%20meeting%20held%20on,4.25%20percent%20to%203.75%20percent>).

⁴³ International Labour Organization (2020). *ILOSTAT database*.

⁴⁴ <https://www.ilo.org/infostories/Stories/Employment/barriers-women/>

Force Participation Rate (LFPR) for women increased from 53.8 per cent in 2010 to 56.1 per cent in Quarter 4, 2020. Despite this increase, the sex disparity is still apparent in Q4 2020: the LFPR for men was 64.6 per cent compared to 56.1 per cent for women.⁴⁵ Without efforts to change the barriers to women's participation, the situation will likely revert to past trends.

The time spent by women on unpaid care work is usually a root cause of women's underutilization. The country also lacks accessible and affordable childcare facilities to ensure equal participation of women in the labour market.⁴⁶ This impacts their availability to enter the labour force or remain there, their access to contributory social protection and retirement entitlements, the balance between dependents and economically active persons, and potential demographic dividend gains.

High unemployment among women, combined with women's limited access to land and housing, put women at higher risk of poverty than men. Further, women are over-represented in the informal sector: women own and operate an estimated 74 per cent of informal businesses. Participation in the informal sector means exclusion from labour and social security protections, including pension benefits.

Young people are the most affected by unemployment. Youth unemployment for Q1 of 2020 was estimated at 31.3 per cent, and the proportion of youth not in education, employment or training (NEET) increased from 36.1 per cent to 39.7 per cent between the fourth quarter of 2019 and the first quarter of 2020, an increase of 3.6 percentage points. Higher rates of unemployment are seen among female youth (32.2 per cent), in urban villages (52.9 per cent) and among the youth population qualified at the secondary education level (69.8 per cent).⁴⁷ This situation has implications for real-life economic dependency in Botswana, which is substantially different from the theoretical dependency ages of 0–15 years and 65+ years, with young people in fact remaining dependent up to the age of 32 years. This highlights the urgency of implementing strategic policy actions to harness and maximize the demographic dividend. The drivers of high youth unemployment include lack of specific and technical skills, low levels of education, lack of work experience, a skills mismatch and the inability of government to create jobs through a diversified economy.⁴⁸

Government's response to youth unemployment and outcomes has been through policy and programme formulation, for instance, the 1996 Youth Policy, 2010 Revised Youth Policy, Out of School Youth Programme (OSYP), Young Farmers' Fund (YFF), 2009 Youth Development Fund (YDF), 2009 Botswana National Internship Programme (BNIP), Job Creation Initiative (JCI), 2012 Youth Empowerment Scheme (YES), 2014 Botswana National Service Programme (BNSP), and 2015 Graduate Volunteer Scheme (GVS).

Data collection tends to be weak regarding these interventions, so the number of participants in each of these programmes and their resulting outcomes are unknown. Many of these policies and programmes are characterized by not being anchored in

⁴⁵ Statistics Botswana (2021). *Quarterly Multi-Topic Survey: Labour Force Module Report Quarter 4: 2020*.

⁴⁶ CEDAW/C/BWA/CO/4 (2019), paras. 35–36

(https://tbinternet.ohchr.org/_layouts/15/treatybodyexternal/Download.aspx?symbolno=CEDAW/C/BWA/CO/4&Lang=En).

⁴⁷ Statistics Botswana (2020). *Quarterly Multi-Topic Survey: Labour Force Module Report Quarter 1: 2020*.

⁴⁸ Nthomang, K., and Diraditsile, K. (2016). "Youth Unemployment in Botswana: Understanding the journey travelled so far", in *Journal of the Botswana Educational Research Association*, vol. 19, no. 1, pp. 45–55.

robust empirical research. They tend to be reactive, top-down derived, politically motivated, and short-term “quick fixes” which are often poorly implemented and poorly coordinated between the different implementing ministries and departments, local authorities, the private sector, and NGOs.⁴⁹ Inadequate training, mentorship and monitoring have undermined the successful implementation of several youth policies and programmes. Little attention has been paid to the sustainability of youth projects.

A significant proportion – 52,114 people – of the workforce are underemployed. Of this number, 38,813 are females (74.5 per cent) and 13,301 males (25.5 per cent). Women’s average cash earnings is BWP 898 less than men (men BWP 5,283 and women BWP 4,385). Furthermore, the estimated overall inactivity rate is at 40.3 per cent, with females and males recording 44.8 per cent and 34.9 per cent respectively.⁵⁰ The Government’s Ipelegeng programme is a sizeable programme that accounts for one in every 10 employed persons in Botswana (as of Q1 of 2020). However, its access to women and men differs, as only 5.4 per cent of the female workforce are part of the programme while 14.1 per cent of the male workforce are employed by it. Moreover, within the programme, 17.1 per cent of men are underemployed, compared to nearly half of the women (47.6 per cent). This indicates the need for greater gender sensitivity in design and implementation, as well as in the monitoring and evaluation of Ipelegeng.⁵¹

Poverty and social assistance spending

Figure VII indicates that expenditure on education (7 per cent of GDP) and health (4 per cent of GDP) are fairly high. However, despite these spending levels and a mature set of social protection programmes, poverty remains a challenge. The pre-pandemic poverty headcount ratio at \$1.90 per day and at \$3.20 per day stood at 16.1 per cent and 31.1 per cent, respectively.⁵² These ratios will likely increase due to the impact of the COVID-19 pandemic. In comparison, the average level of poverty (at \$1.90 per day and at \$3.20 per day) for all upper-middle-income countries in 2018 was 1.6 per cent and 6.4 per cent, respectively. Poverty levels are higher for female-headed households. In cities and towns 54.1 per cent of the poor are females, and similarly in urban villages and rural areas 57.6 per cent and 53.8 per cent of the poor are females, respectively. Poverty is highest in Kweneng West District (50.6 per cent), followed by Ngwaketse West (40.3 per cent) and Kgalagadi South (39.5 per cent).⁵³

Furthermore, about half of children (48.9 per cent) live in multi-dimensional poverty, with many children living in or spending time on the streets.⁵⁴ Sanitation remains the most common form of deprivation. At least seven out of every 10 children are deprived of adequate sanitation. Children from poor, rural households have higher rates of deprivation. Social assistance benefits are paid out to individuals with no evidence on

⁴⁹ Diraditsile, K. (2017). “Challenges to social policies: A critical analysis of youth intervention programmes in Botswana”, in *Asian Journal of Social Science Studies*, vol. 2, no. 1, pp. 74–82; Nthomang & Diraditsile 2016; Nthomang, K., & Diraditsile, K. (2015). “Need for evidence informed policies and programmes in addressing youth unemployment”, in *OSSREA Botswana chapter academic policy dialogue workshop report*, pp 12–13.

⁵⁰ Statistics Botswana (2020). *Quarterly Multi-Topic Survey: Labour Force Module Report Quarter 1:2020*.

⁵¹ Ibid.

⁵² Estimated based on Bank of Botswana (2020) “Functional Classification of Government Expenditure and Net Lending, BFS, 2020/Q1” (<https://www.bankofbotswana.bw/botswana-financial-statistics>).

⁵³ Statistics Botswana (2018). *Botswana Multi-Topic Household Survey Report 2015/16*.

⁵⁴ UNICEF (2020). *Child Poverty in Botswana: Updating the National Multiple Overlapping Deprivation Analysis (N-MODA)*. Unpublished Report.

how they trickle down to benefit children. Most children suffering from multi-dimensional poverty do not access social assistance, which risks inter-generational poverty. Seventy-seven per cent of multidimensionally poor children live in households that do not receive government social assistance.⁵⁵ Current efforts aim to influence government to commit to increasing allocation of resources to child-based programmes.

Figure VII: Total government education and health spending as % of GDP



Source: Author's estimates based on the Botswana Financial Statistics (BFS) available at <https://www.bankofbotswana.bw/botswana-financial-statistics>

In the past decade, social assistance spending gradually decreased as a share of GDP in Botswana. During the 2012/13 fiscal year, social protection spending accounted for about 3.5 per cent of GDP, while 2019/2020 budget allocations constitute around 2.3 per cent of GDP.⁵⁶ There is a general sense that while the social protection system is comprehensive, covering pensions, social assistance, school-feeding programmes, labour market programmes, and tertiary level scholarships, it has become cumbersome, with some 30 programmes spread across 10 government agencies.⁵⁷ The efficiency and effectiveness of the social protection system has suffered as a result.⁵⁸ Given the current fiscal constraints, it is critical that the social protection system be reformed so that outcomes are proportionate with the amount of spending.

In summary, while Botswana has made tremendous progress since its independence in lifting much of its population out of poverty through maintaining robust economic growth over several decades, it has reached a point where the current growth model is no longer sustainable. Relying on natural resources as the main source of growth and revenue is no longer a viable option. There is a clear need to shift trajectory toward tapping new sources of growth and revenue and strengthening existing (and in some cases setting up new) governance systems that are fit for purpose, whereby growth is not only sustainable, but also more equitable.

⁵⁵ UNICEF (2020). *Situation of Children in Botswana*.

⁵⁶ UNICEF (2019). *Botswana Social Protection Budget Brief, 2019/2020 Fiscal Year*.

⁵⁷ Ibid.

⁵⁸ World Bank (2013). *Africa Social Safety Net and Social Protection Assessment Series: BOTSWANA Social Protection, December 2013*.

3.5 DEVELOPMENT FINANCING: DOING MORE WITH LESS

The COVID-19 pandemic has led to a significant contraction of the economy and a marked reduction in government revenues, which has implications for the overall budget. In the government's Economic Recovery and Transformation Plan (ERTP 2020), the government's revised budget for 2019/20 is 8.2 per cent less than the initially planned budget, and the 2020/21 budget is 16 per cent less than envisioned.⁵⁹ There is a clear recognition that the government will have to "do more with less" during this period of radical uncertainty, if it is to achieve its aims to restore "economic activity and incomes, facilitate economic growth and the further expansion of productive capacity, accelerate economic transformation and build the resilience of the economy".⁶⁰ At the same time, the Government is in talks with Multilateral Development Banks (MDBs) to secure concessional loans to bridge the budget shortfall over a 2- to 3-year time horizon.

Financing development has therefore become a very real issue which has serious implications for achieving the SDGs and positioning the country for a sustainable economic recovery. The Government recognizes that the recovery from the pandemic offers an opportunity to take bold steps in terms of much needed reforms. The pandemic provides renewed impetus for "the transition towards a digital and knowledge economy, and highlighted the need for improved availability, accessibility and affordability of internet connectivity, and related investment in human capital and infrastructure".⁶¹

Prior to the COVID-19 pandemic, earnings from minerals and customs and excise revenue accounted for over 50 per cent of government revenues in the 2020/2021 national budget. This has been the trend in successive national budgets over the years, with these two budget items being the two largest contributors to the total revenues and grants.⁶² However, measures outlined in the ERTP to revive the economy, reduce inequality and boost employment will require additional spending. The country will either have to further draw down on reserves, print currency, or opt to borrow (domestically or externally) to overcome the budget shortfall. At the same time, there will be pressure to ensure that spending is efficient and leakages are minimized.

In the short term, the likelihood of expanding sources of financing (beyond borrowing and/or drawing on reserves) seems limited, although there is greater emphasis on the private sector to contribute more toward achieving development goals. Deficit financing (through sale of bonds) is another option. The COVID-19 relief fund, established by the Government to mitigate the negative impact of COVID-19, was, in essence, a crowd-funding mechanism to which everyone was encouraged to contribute. The success of any such measure depends on the overall transparency

⁵⁹ Government of Botswana (2020). *020/21 – 2022/23 Economic Recovery and Transformation Plan*.

⁶⁰ *Ibid*, p. 2.

⁶¹ *Ibid*.

⁶² For instance, total revenues and grants for the 2019/2020 financial year amounted to BWP 60.71 billion. Out of this amount, mineral revenue accounted for BWP 18.43 billion and customs and excise revenue accounted for BWP 13.7 billion. This was the same trend for the 2020/2021 national budget until the financial year was disrupted by the COVID-19 pandemic. The total revenues and grants projected then amounted to BWP 62.39 billion, with mineral revenue accounting for BWP 20.02 billion and customs and excise revenue accounting for BWP 15.38 billion. MFED (2020). *2020 Budget Speech by Honourable Dr. Thapelo Matsheka, Minister of Finance and Economic Development, delivered to the National Assembly on 3 February 2020*.

and efficiency of spending, the underlying trust between government and the public, as well as the results achieved.

4. PEOPLE AND SOCIAL EXCLUSION

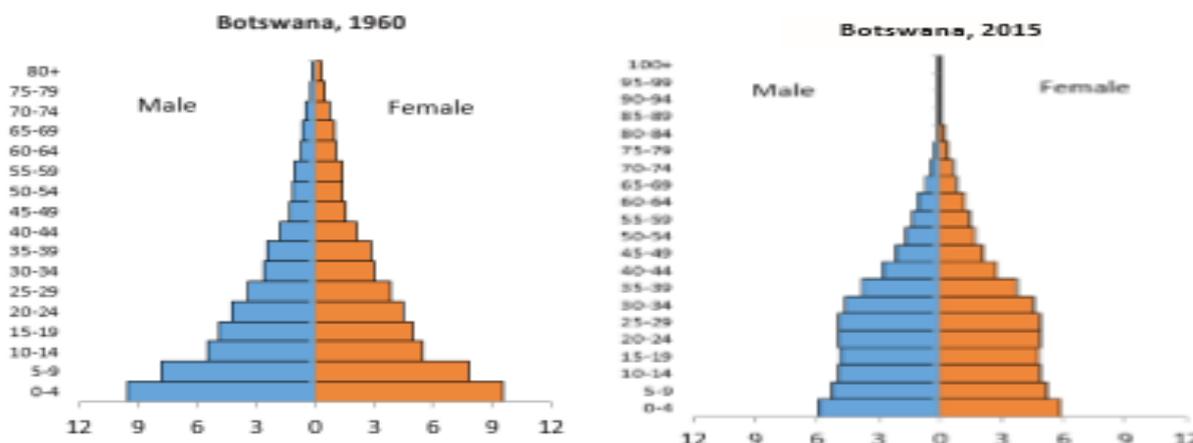
4.1 INTRODUCTION

Relative to most countries in sub-Saharan Africa, Botswana is at an advanced stage of a demographic transition that has been facilitated by strategic investments across a range of population dimensions. However, the country has made uneven progress towards ending poverty and hunger, and ensuring its citizens and residents fulfil their potential in dignity and equality, in a healthy environment and with access to quality education.

The Total Fertility Rate (TFR) has declined to 3 births per woman (2017) largely due to the implementation of a high-quality family planning programme, an increase in the age at first birth (mean age of mother at birth estimated at 27.7 years in 2018), increased women's participation in the labour market and improved child survival (23 deaths per 1000 in 2011 compared to 52 deaths per 1000 in 2001). However, despite the substantial decline in TFR, the current fertility rate suggests the economy continues to bear a sizable child dependency burden that may limit the availability of resources for savings and future investments. The burden is attributed to the high number of births per 1,000 girls aged 15–19 years (39 births/1000 in 2019), indicative of a substantive gap in access to information and services among adolescent girls and young people that hinders their ability to exercise their reproductive rights.

Life expectancy at birth for men and women respectively is expected to increase from its 2011 levels of 62.6 and 64.6 years to the projected 65.4 and 68.2 years in 2021. The declines in both fertility and mortality in Botswana have resulted in its age structure shifting from one with more child dependents to one with significantly more people in the economically productive ages where two-thirds of the population are between the ages of 15–64 years (Figure VIII). This puts Botswana within a temporary window period to harness the first demographic dividend before the age structure further shifts and becomes dominated by old age dependency.

Figure VIII: Age distribution of Botswana population, 1960 and 2015



Source: Statistics Botswana *Botswana Population Projections 2011-2026*

However, while two-thirds of Botswana's population is within the working age group, only about 60 per cent of these persons are considered economically active. Women are more often than men out of the labour force: overall 44.8 per cent of women are inactive against 34.9 per cent of men.

Botswana has undergone rapid urbanization since independence. In 2011, almost two thirds (64%) of the population lived in urban areas and were projected to reach 80 per cent by 2026. Combined with the population bulge in the economically active age groups, as well as the potential of women not currently in the labour market as labour supply, and the generation of mass quality jobs for young people, this can be a valuable engine for socio-economic transformation and development. However, higher multidimensional poverty in rural areas, the COVID-19 pandemic and gender-based violence, among other drivers of poverty and inequality, have emerged to challenge the realization of this potential and call for a revised prioritization of current population issues.

The People and Social Exclusion chapter addresses what is known about inequality, discrimination and vulnerability in Botswana with the aim of (1) identifying key population groups at risk of exclusion across the important dimensions of health; security; education; and social protection and (2) assessing and analysing the current situation of these groups in order to form the basis for the development of a theory of change for these groups. The chapter therefore emphasizes the evidence that might be most compelling in making the case for change. Much of the chapter was informed by recommendations made by government officials and other key development partners during the *CCA Stakeholder Consultation and Evaluation Validation Workshop* held in Gaborone on 10 December 2020.

4.2 HEALTH

SDG 3 aims to ensure good health and promote well-being for all at all ages. Although Botswana has not yet ratified the International Covenant on Economic, Social and Cultural Rights, it has ratified the Convention on the Rights of the Child and the Convention on the Elimination of All forms of Discrimination against women, both of which provide for the right to health.⁶³ Moreover, it is a party to the African Charter on Human and Peoples' Rights, which requires states parties to ensure the right of every individual "to enjoy the best attainable state of physical and mental health".⁶⁴ Hence, Botswana has the obligation to ensure that the right to physical and mental health of everyone in the country is realized.

Botswana has detailed policy frameworks that lay the foundation for placing at the centre of the development agenda the improvement of sexual and reproductive health and rights (SRHR), HIV/AIDS, and gender equality. At the global level, Botswana is committed to achieving universal health coverage (UHC) and has aligned its national strategies to the Health in the 2030 Agenda for Sustainable Development. The Third National Multi-Sectoral HIV and AIDS Response Strategic Framework 2018–2023 (NSF III) and the National Health Policy 2011 are linked to other national strategic plans including those guiding sexual reproductive health and rights (SRHR), maternal,

⁶³ Article 24 of the CRC and Article 12 of the CEDAW.

⁶⁴ Article 16 of the African Charter.

neonatal, child and adolescent health and nutrition; HIV testing services; TB and non-communicable diseases; and gender inequality and gender-based violence (GBV).

Nonetheless, children, women, adolescent girls and young women, members of the LGBTIQ community, the elderly, people with disabilities and migrants and refugees are among those who face health inequalities in Botswana arising from a range of institutional, social, cultural, environmental and economic risk factors.

Children need equal access to high-quality, timely healthcare

While children's health indicators show some improvement, certain groups of children in Botswana continue to experience discrimination and disparities in accessing basic health services. They include children living in remote areas, children of foreign nationality, children with disabilities, children in street situations, children in internal migrant families, children born to unmarried parents, orphans and children in foster care, and children affected by HIV/AIDS. Disadvantages can intersect to cause greater hardship: poverty and lack of identification documents, for example, can limit access to health services, immunization and antiretroviral treatment for refugee and asylum-seeking children, abandoned children and indigenous Basarwa/San children who are not born in hospitals.⁶⁵

Infant mortality rates have declined, but neonatal, infant and under-5 mortality rates remain high at 39, 38, and 56 per 1,000 children respectively. Neonatal mortality accounts for about 70 per cent of child deaths in the first year.⁶⁶ The lack of adequate neonatal care facilities factor into these high rates, as does lack of information on available services, poor referrals and linkages to services, low breastfeeding rates and poor infant and young child feeding practices.

Severe malnutrition is another key factor in infant mortality: the stunting rate is estimated at 31.7 per cent for children under-five and birth weight remains low (12.5 per cent in 2007). Children in rural areas, such as Kgalagadi (North & South), Mabutsane, Gantsi, Okavango, Boteti, Bobirwa, and hard-to-reach districts and geographically isolated areas (e.g., farms) have the highest rates of malnutrition. Malnutrition is also observed among children in refugee camps and children of illegal immigrants.⁶⁷

National immunization coverage is high, but DTP3 and MR1 averages trend below the regional target of 90 per cent in most districts and dropout rates are high. Coverage is low in hard-to-reach districts where essential vaccines take longer to reach, e.g. Gantsi, Okavango and Kgalagadi North and geographically isolated areas such as farms. Children in refugee camps and children of illegal immigrants are at particularly high risk of missing routine immunizations.⁶⁸

⁶⁵ OHCHR (2020). *Botswana Universal Periodic Review (UPR) Civil Society Mid-Term Review Stakeholder Report Third UPR Cycle, 31 August 2020* (<https://www.ohchr.org/Documents/HRBodies/UPR/NGOsMidTermReports/CSJointSubmissionBotswana31Aug2020.pdf>)

⁶⁶ UNICEF (2020). *Situation of Children in Botswana*.

⁶⁷ Ibid.

⁶⁸ Ibid.

Children face unequal access to HIV/AIDS treatment and care services. Among the estimated 11,132 children aged 0–14 living with HIV in 2019, only 37 per cent are receiving antiretroviral treatment, as compared to 84 per cent of adults, 15 years and above.⁶⁹ Some children, in particular children of foreign nationality, have limited access to antiretroviral treatment. Children living with HIV face the same stigma and discrimination as do adults living with the illness, and may also suffer from inadequate parental support.

Social and cultural norms around gender pose health risks to several groups

Women

Gender inequalities persist in Botswana and limit women’s choices, opportunities and access to information, health and social services. However, much progress has been made to improve access to quality health services for women, including sexual and reproductive, maternal and newborn services. There is a high rate of prenatal attendance by pregnant women and more than 98 per cent of births are institutional.⁷⁰ Even so, the investment into ensuring availability of comprehensive integrated SRHR, HIV and other health services has not adequately translated into desired maternal mortality targets. Botswana’s Maternal Mortality Ratio (MMRatio) of 133.7 deaths per 100,000 live-births is inconsistent with the target for an upper-middle-income country.⁷¹

Table 4.1: Botswana Maternal Mortality Ratio 2014–2018

	2014	2015	2016	2017	2018
Institutional live births	47,273	57,290	54,159	52,242	52,999
Non-Institutional live-births	205	190	108	116	116*
Total live-births	47,478	57,480	54,267	52,358	53,115
Maternal Deaths	72	73	85	75	71
Maternal Morality Ratio (per 100,000 live-births)	151.6	127.0	156.6	143.2	133.7

Statistics Botswana Stats Brief, October 2019, Botswana - Maternal Mortality Ratio (MMR) 2014 – 2018

The Botswana MMR 2019 Statistics Brief shows that maternal deaths continue to be disproportionately located among age groups 25–29 and 30–34 years. It is similarly concerning that about 8 per cent of maternal deaths occur among adolescents aged 15–19 years. Direct obstetric causes contributed a higher proportion (73.2 per cent) of total maternal deaths in 2018 compared to indirect causes, which were responsible for 26.5 per cent of maternal deaths. The three leading direct contributing factors of maternal deaths over time are postpartum haemorrhage (PPH), abortive complications and hypertensive disorders. While postpartum haemorrhage and abortion related complications declined slightly in 2019, infections including those associated with abortions continue to be a significant cause⁷².

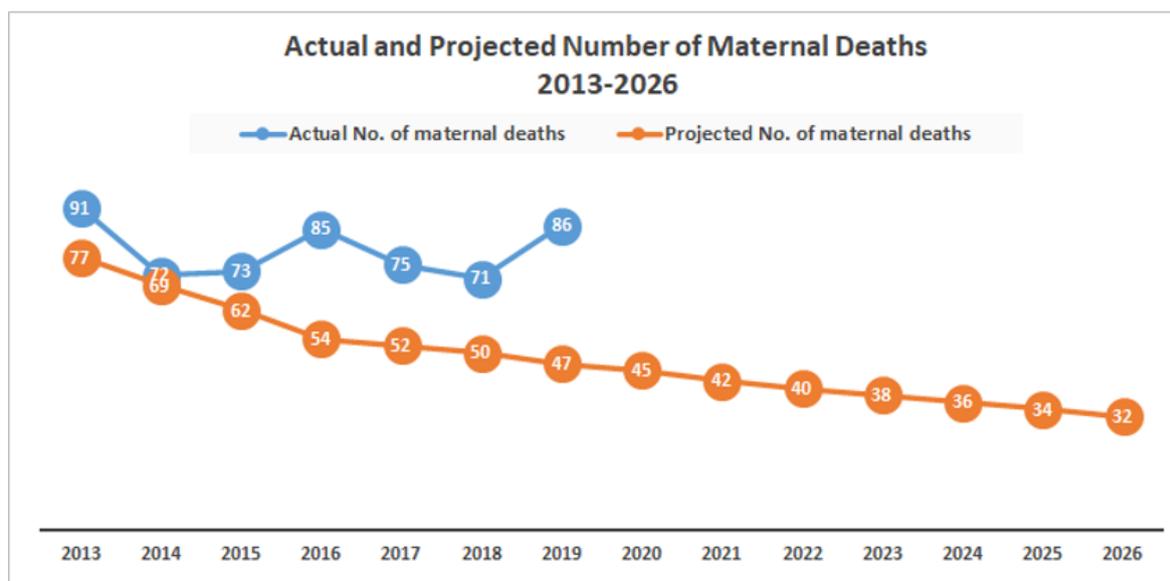
⁶⁹ Ibid; *UNAIDS Estimates*, 2020. Due to government’s concerns about the validity of these estimates, UNAIDS was directed not to publish these estimates in 2019 pending further investigation.

⁷⁰ Statistics Botswana (2019). *Botswana Maternal Mortality Ratio (MMR)*.

⁷¹ Ibid.

⁷² MoHW Program Reports 2017–2019.

Figure IX: Total number of maternal deaths compared to projected targets



Target: UNFPA 2018, *Policy Brief towards achieving SDG 3.1: MMR target for Botswana*
 Actual: MoHW, SRHD-MNH MDS Reports 2017–2019

Assessments identify substandard care as a major contributing factor in maternal deaths⁷³. Consistent with previous assessments, the majority of maternal deaths are attributable to third obstetric delay factors including limited skilled providers, unavailable commodities and equipment, poor management of obstetric complications and referral delays. The majority of maternal deaths are therefore preventable⁷⁴. Unsafe abortions are also one of the leading causes of maternal death. Many women who undergo unsafe abortions and suffer complications do not seek medical attention due to fear of prosecution. Abortion in Botswana is criminalized except in cases of rape, incest, threats to the life or health of the pregnant woman or severe fetal impairment.

The number of women living with HIV remains higher than men, with the HIV prevalence rate being highest among rural women. This arises from pervasive gender inequality, patriarchy and discrimination which undermine progress in the HIV response. Women living with HIV/AIDS are vulnerable with regards to economic opportunities and access to health care justice. They face challenges in terms of marriages and relationships as they are often accused of being the ones bringing HIV into the relationships; they carry the burden of care for those affected by HIV/AIDS; and they encounter difficulties accessing sexual and reproductive health services including post-partum care.

Increased risk for adverse sexual and reproductive health (SRH) outcomes persists where sexual gender-based violence (SGBV) survivors do not receive comprehensive survivor-centered services, including clinical management of rape such as access to post-exposure prophylaxis to prevent unintended pregnancies, STIs and HIV infection.

⁷³ MoHW Program Reports 2018.

⁷⁴ MoHW Program Reports 2014.

Specific groups of women can fare even worse, when GBV intersects with, for example, status as a sex worker. For instance, The Hands Off! (AIDS Fonds; Hands Off, 2017) Study revealed that violence is a key factor in the vulnerability of sex workers to HIV/AIDS, preventing sex workers from accessing valuable information, legal support and health services that help to protect them from HIV/AIDS. There were an estimated 6,718 female sex workers (FSW) across 12 study health districts in 2017, comprising 1.61 per cent of total female population in those districts.⁷⁵ At least 42 per cent are living with HIV, of whom 88 per cent are receiving antiretroviral therapy. Aspects of sex work are criminalized in Botswana, which results in the marginalization of sex workers and increases their vulnerability to victimization, including sexual and other violence, harassment, blackmail and discrimination with impunity.⁷⁶ Harassment by law enforcers including threats of arrest in exchange for sex, the confiscation of condoms and the use of condoms as ‘evidence’ in criminal cases against sex workers deter sex workers from carrying condoms and leave them vulnerable to HIV and sexually transmitted infections (STIs).⁷⁷ Sex workers in Botswana experience high levels of violence, ranging from societal stigma and discrimination to beatings, theft and rape.

Women with disabilities too experience stigma and discrimination. Women and girls with disabilities are often exposed to injuries and poor SRH outcomes such as increased likelihood of unintended pregnancies, acquisition of HIV and other sexually transmitted infections⁷⁸.

This makes tackling gender inequality key to ending AIDS, ensuring that all people particularly women, adolescent girls, young people and key populations can exercise their SRH rights as well as achieving other, broader development outcomes. Factors such as early sexual abuse, forced marriage and GBV have also increased women and girls’ vulnerability to HIV. Given the demonstrated crosscutting impacts of SRHR on human rights, gender equality and HIV & AIDS, linkage and scaling up quality integrated SRHR/HIV and GBV services is critical for the achievement of SDGs 3 and 5 as well as in adequately responding to national SRHR/HIV and GBV goals and other regional and international commitments.

Adolescent girls and young women

Structural, social and cultural factors, such as the adverse influence of patriarchy, misogyny, dikgosi, and customary law which enables young girls to marry without parental permission, contribute to the fact that negative indicators of SRH and HIV are persistent among adolescent girls and young women (AGYW). The sexual experiences of adolescents start early; 33 per cent of adolescents in school had their first sexual encounter before age 13, and 22 per cent had a forced first sexual experience, particularly girls below 15 years.⁷⁹ Twenty-five per cent of AGYW are engaged in age-disparate relationships.

⁷⁵ ACHAP & Ministry of Health and Wellness (2017). *Mapping and Size Estimation of Select Key Populations in Botswana*.

⁷⁶ The Global Fund (2018). *Baseline Assessment: Botswana: Scaling up Programmes to Reduce Human Rights-Related Barriers to HIV Services*, p. 27.

⁷⁷ National AIDS and Health Promotion Agency (2020). *Removing Legal and Human Rights and Gender Related Barriers to HIV/AIDS and TB Services in Botswana. A Five Year National Comprehensive Plan (2019-2024)*.

⁷⁸ Alight Botswana (2018). *Nothing about us Without us: Inclusion of Women with Disabilities in Research and Capacity Building on Disability and Violence in Botswana Alight Botswana Study Report*.

⁷⁹ Ministry of Basic Education Report (2016).

New HIV infections among AGYW (15–24 years) remain high, accounting for 24 per cent of the estimated 9,500 new infections in 2019.⁸⁰ Young women have an HIV prevalence rate that is twice that of young men (9 per cent vs 5.5 per cent), and higher incidence is found among young people in the poorer northern and eastern parts of the country.⁸¹ Treatment coverage for young people lags behind that of adults – 66 per cent of the 30,533 young people living with HIV (15–24 years) are on treatment compared to 84 per cent of adults 15 years and above.⁸² The situation is exacerbated by limited access to information on HIV prevention (47.4 per cent among females compared to 47.1 per cent among males),⁸³ lack of access to contraceptives, and inconsistent condom use (50 per cent among young females compared to 29 per cent among males).

The April–May 2020 national COVID-19 lockdown further heightened vulnerabilities to SRH issues by restricting access to contraceptives, including condoms. Furthermore, programmatic interventions for AGYW that have shown to be ineffective continue to be implemented (i.e. stand-alone centres for provision of SRH services and peer education) while those proven to be effective are delivered ineffectively (i.e. Comprehensive Sexuality Education), with inadequate duration and application, resulting in limited or transient results.

The LGBTIQ community

Members of the LGBTIQ community continue to face discrimination, which affects their access to healthcare and HIV prevention. Even though the Botswana High Court struck down laws making homosexuality illegal in 2019, little information is available on the size of the community and on HIV and TB prevalence rates within it. In 2017, the number of men who have sex with men (MSM) was estimated at 2,625 in 10 study districts leading to an adjusted national size estimate of 4,169.⁸⁴ In the 2017 BBSS, condom use at last sex was reported by 77 per cent on average, with less than two-thirds reporting they always used condoms (61 per cent). About 20 per cent reported engaging in sex work, 42 per cent were in concurrent relationships, and 40 per cent had (mostly casual) female partners in the six months prior to the survey, thus intersecting with the female population at large.⁸⁵

LBT women experience limited access to health care services, including sexual and reproductive health services.⁸⁶ Transgender people are unable to access identity documents that reflect their gender identity, and there are documented cases in which identity document barriers have resulted in delays in accessing health care, and where access was impeded when health workers called the police after transgender persons presented identity documents that did not reflect their gender identity.⁸⁷ In 2014, at

⁸⁰ UNICEF Annual Report (2020).

⁸¹ Ibid.

⁸² Ibid.

⁸³ Statistics Botswana (2013). *Botswana AIDS Indicator Survey (BAIS IV)*.

⁸⁴ ACHAP and Ministry of Health and Wellness (2017).

⁸⁵ Ibid.

⁸⁶ Black Queer Docx (2019). *BOTSWANA: Shadow report on the status of lesbian, bisexual and transgender women in Botswana to the Committee on the Elimination of All Forms of Discrimination against Women (CEDAW) for consideration at the 72nd session*.

⁸⁷ National AIDS and Health Promotion Agency (2020). *Removing Legal and Human Rights and Gender Related Barriers to HIV/AIDS and TB Services in Botswana. A Five Year National Comprehensive Plan (2019-2024)*.

least 75 per cent of HIV programmes and services for transgender persons were provided by civil society organizations (CSOs).⁸⁸

Insufficient provision has been made to meet the health care needs of the elderly, people with disabilities, and migrants and refugees

The elderly

Gains in life expectancy are bringing about a demographic transition to an ageing population, accompanied by an epidemiological transition from the predominance of infectious diseases to noncommunicable diseases, which will create an increasing demand for health care and long-term care. Ageing has implications for government spending as health care costs increase, including provisions for long-term care of the infirm and for public pensions. Furthermore, as the population ages, the taxpayer base will shrink, putting further pressure on spending. At a household level, too, concrete steps have not been taken to finance increased old-age dependency.

Older persons are frequently, and mistakenly, seen as a sexually inactive group and consequently not at risk of HIV. They are at increased risk of HIV infection because they are not included in public information campaigns and diagnosis can be difficult as the symptoms of HIV/AIDS are similar to those of other immunodeficiency symptoms that can occur in later life. Health-care providers often fail to inquire about their sexual activity as younger health-care providers are inhibited in discussing such issues with older people.

People with disabilities

There is limited data on health issues among people with disabilities (PWDs). Existing national surveys do not cater for PWDs.⁸⁹ The 2017 Botswana Demographic Survey (BDS) indicates that 90,945 individuals (or 4.2 per cent of the population) self-report as having a disability. Females have a higher prevalence rate of disability, at 4.7 per cent compared to males at 3.7 per cent. Proceeding of the 30th November 2020 UNFPA, WAR and RCO Dialogue with traditional leaders in Maun indicated that in the small communities of Maun, multiple forms of physical disability and mental illness result from incest and the sexual assault and rape of women and girls within the family context.

A 2016 report documenting challenges and human rights issues facing PWDs indicated that PWDs in Botswana are not always treated as autonomous persons, including by not having their health-related decisions recognized by healthcare workers.⁹⁰ People with disabilities reported that they have been treated with indignity in health facilities and discrimination when accessing sexual and reproductive healthcare; some individuals who sought sexual and reproductive health services were presumed to have been sexually assaulted instead of consensual sexual partners. People with disabilities also reported instances of breaches of confidentiality and

⁸⁸ Botswana National AIDS Coordinating Agency (2016). *Botswana 2013 Global AIDS Response Report*, p. 65.

⁸⁹ Key Informant Interviews conducted in 2016.

⁹⁰ Southern Africa Litigation Centre (SALC). (2016). *Accountability and Redress for Discrimination in Healthcare in Botswana, Malawi and Zambia*.

failures of healthcare workers to provide reasonable accommodation, including provision of interpreters for hearing-impaired individuals.⁹¹

Migrants and refugees

Most international migrants in Botswana originate from India, South Africa, Zambia, Zimbabwe and the United Kingdom, with 80 per cent falling within the 15–49 age group, i.e. the most sexually active and economically productive age group. Botswana's 170,000 non-citizens in residence constitute 7 per cent of the country's total population; of these, an estimated 30,000 are living with HIV, with approximately 27 per cent receiving ART.⁹²

Policies and practices that restrict access to essential healthcare services for migrants and refugees can reduce their access to information on HIV prevention, and lead to them avoiding testing services and treatment for HIV for fear of arrest and deportation. This means that fewer know their HIV status and can cause increased HIV prevalence through the practice of Multiple Concurrent Partnerships (MCP) and reduced access to prevention of Mother-to-Child Transmission (PMTCT).

Migrants are being left behind through limited access to free, publicly financed antiretroviral therapy, despite the 2016 Treat All policy and the government's National HIV and AIDS Strategic Framework 2018–2023 (NSF III) which recognizes non-citizens as a priority population requiring programmatic attention.⁹³ Within the non-citizen population, prisoners and refugees have access to ART, but other migrants have to purchase antiretrovirals from private facilities at a high cost. Non-citizen populations who cannot afford ART treatment on their own include low-wage workers, such as maids, cleaners, hair braiders and other day labourers, and unmarried partners of citizens, including the unmarried mothers of children fathered by citizens.⁹⁴

Non-citizens (including their children) were excluded from government COVID-19 food assistance during the April-May 2020 national lockdown. Asylum seekers are held in prisons and prison-like conditions, including at the Francistown Centre for Illegal Immigrants. Poor conditions include lack of adequate healthcare.⁹⁵ The refugee population tends to face exclusion from tertiary healthcare assistance that require referral to private health facilities.

⁹¹ Ibid.

⁹² *Third National Multi-Sectoral HIV and AIDS Response Strategic Framework 2018-2023* (NSF III), p.14.

⁹³ UNAIDS (2019). *Policy Brief: Saving lives, transforming the economy: Making "Treat All" real and saving additional 23,000 Botswana from new HIV infections by 2030.*

⁹⁴ Ibid.

⁹⁵ National AIDS and Health Promotion Agency (2020). *Removing Legal and Human Rights and Gender Related Barriers to HIV/AIDS and TB Services in Botswana. A Five Year National Comprehensive Plan (2019–2024).*

4.3 PHYSICAL AND LEGAL SECURITY

The International Covenant on Civil and Political Rights, ratified by Botswana, protects the right to non-discrimination,⁹⁶ the right to life,⁹⁷ the right to liberty and security of the person,⁹⁸ including access to justice and the right to a fair trial. Such rights are also protected by the African Charter on Human and Peoples' Rights, also ratified by Botswana. Moreover, SDG 16 aims to “provide access to justice for all and build effective, accountable and inclusive institutions at all levels”.

Inequalities in physical and legal security are driven mainly by differences in exposure to different forms of violence, inadequate protection, inequalities in access to justice and lack of recognition or inadequate enforcement of human rights.

Women, children and adolescent girls and young women are at greater risk of violence and sexual exploitation

President Masisi in a public statement on GBV made on 20 September 2020 recognized the alarming situation of GBV in Botswana (rape, femicide and domestic violence) and reiterated the Government's commitment to addressing the issue. He listed the following as critical challenges that need immediate remedy: inadequate resourcing for GBV response; limited implementation of strategies targeting gender norms and standards; lack of an effective and integrated response system that brings together key players such as the police, the justice and health departments, counselling services and other service providers; inadequate reporting of offences by the victims and their families and communities; inadequate reporting on gender issues by the media; and inadequate child-friendly settings in the justice system and law enforcement systems.

Violence against women

Botswana has not yet adopted a comprehensive gender-responsive budgeting strategy to ensure that sufficient resources are allocated for the realization of women's rights and safety.⁹⁹ GBV against women is pervasive across the country, with 37.1 per cent of women reporting sexual, physical, emotional and/or economic violence by a partner or non-partner.¹⁰⁰ The Botswana National Relationship Study (BNRS) in 2017 found that one in three women experienced some form of GBV in their lifetime. The 2013 BAIS IV Study indicated that 24.8 per cent of females aged 15–49 who had an early sexual debut (before the age of 15) had not given consent at the time of intercourse.¹⁰¹ Intimate partner violence (IPV) remained the most prevalent form of GBV with 36.5 per cent of women interviewed having experienced IPV and 26.7 per cent of men admitting to perpetrating intimate partner violence. Women of reproductive age were more likely to experience IPV and 15 per cent of women who have ever been pregnant had experienced GBV during pregnancy. The Relationship study further found that women with all types of disabilities were two to three times more vulnerable to GBV than men and that the rates were highest among women with functional

⁹⁶ Articles 2 and 3 of the ICCPR.

⁹⁷ Article 6 of the ICCPR.

⁹⁸ Article 9 of the ICCPR.

⁹⁹ CEDAW/C/BWA/CO/4, paras. 17 and 18.

¹⁰⁰ Botswana Ministry of Nationality Immigration and Gender Affairs (2018), *Botswana National Relationship Study*.

¹⁰¹ Statistics Botswana (2013). *Botswana AIDS Impact Survey IV*.

mobility. The 2018 ALIGHT Botswana study revealed that people with disabilities (including youth and women) are 50 per cent more likely to experience violence, including GBV.

Botswana's high GBV prevalence is attributable to deep-rooted patriarchal attitudes and gender stereotypes regarding the role and responsibilities of men and women in society. The Botswana National Relationship Study (2018) found that 45 per cent of men believe that in any rape case, there is need to ask whether the victim was promiscuous; 34 per cent of men affirmed that in some rape cases, women want it to happen; and 41 per cent of men believe that if a woman does not fight back, it is not rape. Addressing norms around masculinity and investing in positive masculinities is needed in order to prevent GBV.

Reporting of GBV is low: less than 3 per cent of women report cases to the police. Cases go unreported because of fear of retribution and victimization of survivors by perpetrators and the community, and the low numbers of investigations, prosecutions and convictions of perpetrators. A high proportion of victims withdraw their complaints due to economic dependence on perpetrators, pressure from family and the length of time for cases to appear before the courts.

No specific legislation in Botswana criminalizes sexual violence, and marital rape is not recognized by law as a criminal offence. Although Botswana has adopted the Domestic Violence Act (2008), some of its provisions, including the definition of domestic violence and sexual harassment, are not in accordance with the CEDAW Convention. According to the CEDAW Committee Concluding Observations, there is a "lack of access to justice for women, owing to the ad hoc way in which the transfer of cases from customary courts to civil courts is determined, and the lack of access to legal aid for women living in poverty, women with disabilities and rural women". The Customary Courts Act needs to be amended to 'introduce a defined system of transfers of civil or criminal proceedings from customary courts to civil courts for cases in which women are discriminated against or their rights are violated'.¹⁰² However, as of 1 December 2020, GBV-specialized courts where GBV cases are filed as urgent applications began operation in 25 Magistrate Courts across Molepolole, Gaborone, Francistown, Maun, Palapye and Selebi Phikwe.

Measures to ensure the protection and safety of GBV survivors remain limited. Currently, only six shelters for victims are operating, with reduced accommodation capacity. These centres are run by civil society organizations (NGOs), namely WAR (Women Against Rape) and the Botswana Gender Based Violence Prevention and Support Centre (BGBVPSC). Both have been operating for several years with support from private funding, international donors, and some public funding. Domestic violence increased during the April–May 2020 COVID-19 national lockdown. Existing shelters reported an exponential increase in the demand for shelter. However, according to BGBVPSC and WAR, the sustainability of the centres is at constant risk. The shelters face challenges with staff training (to ensure quality services), the need to reactivate the Referral System, to strengthen and consolidate intersectoral and interdisciplinary coordination mechanisms and tools and to put in place a robust GBV information management system with a dedicated M&E team.

¹⁰² CEDAW/C/BWA/CO/4, paras. 15 and 16.

According to the CEDAW Committee, Botswana is a “source, destination and transit country for trafficking in women and girls for the purposes of sexual labour and exploitation”. The CEDAW Committee raised concerns about the fact that perpetrators of trafficking in persons are only fined as a form of punishment under the Anti-Human Trafficking Act and about the fact that there is a limited number of shelters for women. The CEDAW Committee recommended Botswana to amend its Human Trafficking Act to ensure the removal of fines as a punishment and to include heavier sentences for traffickers in persons; to strengthen the capacity of the shelters; and to take measures to ensure the protection of women from trafficking.¹⁰³

Violence against children and adolescent girls and young women

Child sexual exploitation is widespread, particularly in northern regions; it was the second most commonly addressed issue (after neglect) for the 611 total calls to the Childline Botswana Crisis Line in 2015.¹⁰⁴ Eight out of 10 children who are sexually abused know their abuser, as they tend to be family members or friends, neighbours or babysitters and many hold responsible positions in society.¹⁰⁵

Early and child marriage (marriage under the age of 18) continues to be prevalent, and Botswana has been recommended to take all measures necessary to eliminate it.¹⁰⁶ Adolescent girls and young women experience forced sex (22 per cent of sexually experienced adolescents had a forced first sexual experience) and sexual violence (9.3 per cent of adolescent girls under 18 experience sexual violence compared to 5.5 per cent of boys).¹⁰⁷ Teacher-perpetrated sexual abuse and harassment of girls has been reported, as has violence faced by girls on their way to and from school.

Child abuse is under-reported: less than 10 per cent of victims of child violence seek and receive help.¹⁰⁸ Reporting of perpetrators remains low due to distrust in the authorities, stigma, shame and reluctance of families and the general public to report such abuse. Children are discouraged from reporting by parents. Social norms dictate that families manage their own problems.¹⁰⁹ Meanwhile, corporal punishment remains lawful in all settings in Botswana, including in the home, schools, childcare institutions, alternative care settings and in the administration of justice.

Access to justice is primarily through the customary courts, and customary law may vary from international human rights commitments, particularly in relation to gender, disability and LGBTIQ issues. Lawyers are not permitted at customary courts when matters affecting children are heard.¹¹⁰ Moreover, throughout society, there is a lack of awareness around rights and accessing justice; police lack the capacity to report and respond appropriately and in a timely way to cases of violence; and perpetrators

¹⁰³ Ibid, paras. 27 and 28.

¹⁰⁴ Africa Directorate at the UK Foreign & Commonwealth Office (2019). DFID VAWG helpdesk.

¹⁰⁵ World Health Organization (2012). *Understanding and addressing violence against women* (https://apps.who.int/iris/bitstream/handle/10665/77434/WHO_RHR_12.37_eng.pdf;jsessionid=BD0FD73CA022E8A7561D527D84C3F6D3?sequence=1).

¹⁰⁶ CRC/C/BWA/CO/2-3 (2019), paras. 35–38

(https://tbinternet.ohchr.org/_layouts/15/treatybodyexternal/Download.aspx?symbolno=CRC/C/BWA/CO/2-3&Lang=En).

¹⁰⁷ Ministry of Basic Education (2016).

¹⁰⁸ Violence Against Children Survey (2016).

¹⁰⁹ UNICEF (2020).

¹¹⁰ UNICEF (2020).

tend to be disciplined and protected within the family. Child-friendly legislation is inadequate, no courts are specifically designated for dealing with children's cases, and the majority of personnel in the justice system are not trained to handle children's cases. Child victims still testify in open court, are subjected to interrogation by perpetrators and are sometimes named in public documents, thus revealing their identities and leading to their revictimization. In some instances, child witnesses of crime have been detained for refusing to testify in court.¹¹¹

Prevention of violence against children must start from early ages in different socialization institutions, including schools. This recommendation was widely supported by the participants of the men's dialogue on GBV, recently promoted by the Embassy of France in Botswana, in partnership with the Gender Equality Department and the UN. Participants emphasized the role that family, schools and media play in socializing and re-socializing young boys and in promoting positive gender relationships from the early ages and recommended the mainstreaming of gender equality across the education system as one of the priority sectors.

More work needs to be done to uphold legal protection and human rights standards

Asylum seekers, refugees and irregular migrants

Botswana is a signatory to the 1951 Refugee Convention and its 1967 Protocol and has ratified the 1974 OAU Convention Governing Specific Aspects of Refugee Problems in Africa. Botswana is also a state party to the 1954 UN Convention relating to the Status of Stateless Persons and the 1961 UN Convention on the Reduction of Statelessness. Botswana made several reservations to the 1951 Convention, including on both the freedom of movement of refugees and their right to work.¹¹² Botswana needs to consider amending the Refugees (Recognition and Control) Act of 1967 to address concerns in relation to rights of refugees and asylum seekers. As recommended in the third cycle of the UPR, it is important for Botswana to lift reservations on the Convention relating to the Status of Refugees, with a view to amending the policy of holding asylum seekers and refugees in camps and to providing them with work permits.¹¹³

Botswana is host to a population of just over 1,000 persons that include asylum seekers and refugees. Asylum seekers are categorized into two: those awaiting refugee status determination by the Government of Botswana, and those rejected by the Government and awaiting refugee status determination by UNHCR under its mandate processes.

The Refugee (Recognition and Control) Act of 1966 imposes an encampment policy that limits the right to free movement for persons of concern resident in the country. The two UNHCR populations of concern are those restricted and confined within the Dukwi Refugee camp, situated in the North-Eastern part of Botswana, and a small

¹¹¹ CRC/C/BWA/CO/2-3 (2019), paras. 66-69

(https://tbinternet.ohchr.org/_layouts/15/treatybodyexternal/Download.aspx?symbolno=CRC/C/BWA/CO/2-3&Lang=En)

¹¹² See list of reservations to the 1951 Convention (<http://www.unhcr.org/afr/protection/convention/3d9abe177/reservations-declarations-1951-refugee-convention.html?query=1951%20Refugee%20Convention>).

¹¹³ A/HRC/38/8, UPR 3rd cycle recommendation, paragraph 129.58.

caseload resident in urban areas to enable access to higher education, healthcare and livelihood needs with the permission of the regulating Ministry.

Due to the outdated nature of the Refugee Law of Botswana and encampment policy, refugees are faced with challenges that prohibit their optimal exercise of basic human rights and exclude them from access to certain rights. They face deprivation and inequality as a result of the inability to freely move around beyond the confines of the camp and the prohibition to engage in any form of employment. This has led to full reliance on UNHCR for their basics such as food and non-food items for persons who should ordinarily have been self-sustaining.

Extended periods in the detention centre awaiting status determination by the government and the further prohibitions faced by the refugee community in the camp, place the community at risk of engagement in illegal activities as means of sustenance and they often face detention for movement without the possession of exit permits. Women and girls resort to engaging in survival sex in the host community of Dukwi where there is a high rate of truckers en-route to the Kazungula border. They are at high risk of contracting diseases and facing gender-based violence, including from their partners who disapprove of their engaging in such activities to supplement their household needs. The seclusion asylum seekers and refugees face, GBV within the community and households, and psychosocial issues amongst the community, to name a few problems, can also be attributed to discrimination by the local community.

Irregular migrants are often subjected to the worst forms of exploitation and abuse. Many are engaged as cheap labour carrying out demanding, labour-intensive and in many instances risky assignments for little to no pay. Out of fear of law enforcement and risk of deportation, irregular migrants often choose not to report violence or abuse inflicted upon them. An irregular migration status is not a criminal offence in Botswana but rather a violation of the Immigration Act and its provisions.

Access to justice for accused persons

The Constitution of Botswana contains limited rights to a fair trial, but no publicly funded legal aid or assistance is available for criminal matters. Accused persons who do not have private legal representation are not likely to benefit from fair trials. While pro-deo support is available to accused facing trial for capital offences, representation is provided at appeal stage rather than upon arrest, and the effect of this support may be limited when junior or inexperienced counsel are appointed.

Accused persons who are declared “not fit to plead” at trial (e.g., due to lack of mental capacity or illness) may be detained indefinitely in mental health facilities and prison settings despite the lack of a trial and guilty verdict. The length of pre-trial detention violates fair trial rights, with detainees often serving longer than any likely sentence while awaiting trial or appeal. The Minister of Defence, Justice and Security appointed a committee to visit prisons on a quarterly basis and allows authorities to visit with prisoners. However, these visits have been restricted due to the COVID-19 pandemic.

The age of criminal responsibility in Botswana is lower than international standards would dictate. Botswana has been recommended to urgently abolish the use of corporal punishment as a sentence and abolish offences such as “common nuisance”

and “idle and disorderly” which lead to children being deprived of liberty. Currently, the country lacks specialized juvenile justice personnel in the justice system and the police. In general, the use of non-custodial measures should be prioritized, but in cases where detention is unavoidable, it is important to ensure that detention conditions for girls and boys are compliant with international standards. There have been cases where, for example, girls have been detained with adult women and boys with adult men.

Capital punishment and “shoot-to-kill”

Botswana still retains the death penalty in law and regularly carries out executions. According to reports, two people were executed in 2020, one in 2019 and two in 2018. Prisoners are not given advance notice of execution dates, and family members of those convicted are only notified after the execution. Furthermore, the six-week timeline to prepare a clemency petition is not sufficient, and Botswana has conducted executions while clemency procedures were ongoing. In a 2016 ruling about clemency procedures (*Gabaakanye v. the State*), the Court of Appeal of Botswana established that there is a constitutional right to petition the President for clemency, and that it is obligatory for a committee to meet to consider every clemency petition. The Court also insisted on certain additional guarantees, such as the need to consider any material provided by the petitioners, the provision of pro-deo counsel to advise on and prepare the clemency petition, and the provision to petitioners of sufficient time and information to adequately prepare their applications.¹¹⁴

During the third UPR cycle in 2018, Botswana noted a number of recommendations relating to the death penalty, including recommendations to ratify the Second Optional Protocol to the International Covenant on Civil and Political Rights aiming to the abolition of the death penalty as well as recommendations to establish an official moratorium on the death penalty. On the other hand, the country supported recommendations to take active steps to ensure that public consultations on the abolition of the death penalty are held.¹¹⁵ The Human Rights Unit in the Office of the President is beginning preparations on a public consultation.

In 2013, the government of Botswana introduced a “shoot-to-kill” policy targeted at suspected poachers to reduce wildlife crime. This was done without the adoption of a document outlining the policy. Several people have lost their lives through the “shoot-to-kill” policy. Such killings contravene international law, since they violate the right to life and do not afford the person the right to a fair trial as required by the International Covenant on Civil and Political Rights. Botswana has to review this policy in line with the General Assembly Resolution 71/198 of 2016 that demands States to “ensure that the practice of extrajudicial, summary or arbitrary executions is brought to an end”.¹¹⁶

¹¹⁴ Southern Africa Litigation Centre (2020). “Submission to the Report of the Secretary General on the Question of the Death Penalty pursuant to Decision 18/117 and Resolution 22/11 of the Human Rights Council” (<https://www.southernafricalitigationcentre.org/2020/04/02/submission-to-the-report-of-the-secretary-general-on-the-question-of-the-death-penalty-pursuant-to-decision-18-117-and-resolution-22-11-of-the-human-rights-council/>); FIDH (2018). “Botswana continues with cruel and regressive execution” (<https://www.fidh.org/en/issues/death-penalty/botswana-continues-with-cruel-and-regressive-execution>).

¹¹⁵ UNHCR. *Universal Human Rights Index* (<https://uhri.ohchr.org>).

¹¹⁶ General Assembly Resolution 71/198 on Extrajudicial, summary or arbitrary executions adopted on 19 December 2016.

Women's rights

Botswana has a pluralist legal system in which customary and statutory laws may apply to any given legal issue, with some exceptions. Some elements of customary law do not comply with the CEDAW Convention and the statutory laws. Furthermore, the process of incorporating the CEDAW Convention into national legislation has not been completed. For example, the prohibition of discrimination provided in section 15 of the Constitution does not include a comprehensive definition of discrimination against women. It is also important to note that while Botswana has ratified the CEDAW Convention, the ratification of the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (Maputo Protocol) is still pending. Botswana adopted a National policy on gender and development in 2015, and its national operational plan in 2018 as well as a National strategy to end gender-based violence for the period 2014–2020, but the effective implementation of these policies remains a challenge.¹¹⁷

Botswana has established a Gender Affairs Department within the new Ministry of Nationality, Immigration and Gender Affairs and national gender machinery satellite offices. In addition, the National Gender Commission has a mandate to monitor and evaluate the implementation of gender policies in the country. However, the advancement of women's rights is hindered due to inadequate gender-responsive budgeting and technical capacity in the national gender machinery. Gender mainstreaming could be enhanced particularly at the local level for example by strengthening the mandate, budgetary allocations and technical capacity of gender committees at the district level.¹¹⁸

Botswana has taken some positive measures to strengthen women's access to justice, such as the adoption of the Legal Aid Act in 2013, the establishment of Legal Aid Botswana and the operation of mobile courts in rural areas. However, access to justice for women continues to be hampered due to the ad hoc way in which the transfer of cases from customary courts to civil courts is determined, and the lack of access to legal aid particularly for women living in poverty, women with disabilities and rural women. Furthermore, the Gender Commission has not been effective in elevating gender issues and the lack of a Paris Principles compliant National Human Rights Institution poses a challenge to the protection of women's rights.¹¹⁹

There needs to be greater emphasis and effort towards strengthening protection of women workers' rights, including through ratification of core ILO gender conventions which will accelerate the achievement of equal opportunity and treatment of women and men in the world of work.

¹¹⁷ CEDAW/C/BWA/CO/4 (2019), paras. 5 and 11–14

(https://tbinternet.ohchr.org/_layouts/15/treatybodyexternal/Download.aspx?symbolno=CEDAW/C/BWA/CO/4&Lang=En).

¹¹⁸ CEDAW/C/BWA/CO/4 (2019), paras. 17–18

(https://tbinternet.ohchr.org/_layouts/15/treatybodyexternal/Download.aspx?symbolno=CEDAW/C/BWA/CO/4&Lang=En).

¹¹⁹ CEDAW/C/BWA/CO/4 (2019), paras. 15–16

(https://tbinternet.ohchr.org/_layouts/15/treatybodyexternal/Download.aspx?symbolno=CEDAW/C/BWA/CO/4&Lang=En).

LGBTIQ rights

According to the 2019 Botswana CEDAW shadow report submitted by Black Queer Docx in consultation and partnership with the Lesbians, Gays and Bisexuals of Botswana (LEGABIBO),¹²⁰ despite the fact that Botswana has express non-discrimination provisions in some of its national instruments such as the Constitution and the Employment Act of 2010, many attributes (e.g., sexual orientation, disability) are not specifically mentioned and no specific legislation currently exists on non-discrimination, or on LBT women as a group deserving special protection against discriminatory conduct and practices. As a result, issues faced by LBT women by virtue of their sex, sexual orientation and gender identity receive inadequate attention.

LBT women face multiple and intersecting struggles which have a direct bearing on their socio-economic status and their ability to approach the courts. The dependence on the courts for recognition and equal treatment is ultimately untenable. Harmful stereotypical considerations manifest in the education system, in the area of employment, access to health care services, including sexual and reproductive health services, political participation and violence.

¹²⁰ Black Queer Docx, 2019.

4.4 EDUCATION AND LEARNING

SDG 4 aims at ensuring “inclusive and equitable quality education” and the promotion of “lifelong learning opportunities for all”. Although Botswana has not yet ratified the International Covenant on Economic, Social and Cultural Rights that imposes an obligation on the state to ensure the realization of the right to education for all, it has ratified the Convention on the Rights of the Child and the Convention on the Elimination of All forms of Discrimination against women, both of which provide for the right to education.¹²¹ Moreover, Botswana is a party to the African Charter on Human and Peoples’ Rights which requires states parties to ensure the right of every individual “to enjoy the best attainable state of physical and mental health”.¹²² Hence, Botswana has an obligation to ensure the realization of the right to education.

However, public education is not always of sufficient quality, negatively impacting outcomes for children and youth. Classroom shortages give rise to high student-classroom ratios: student-classroom ratios ranged in 2014 from 34, 37 and 39 in Lobatse, Gaborone and Selebi Phikwe, respectively, to 60 in Jwaneng and 66 in Central Boteti.¹²³ These large class sizes are due to a shortage of classrooms and the large number of elective subjects taught. In 2019, only 37.5 per cent of Junior Certificate (JC) candidates and 20.95 per cent of Botswana General Certificate of Secondary Education (BGCSE) candidates in government schools obtained Grades C or better (credit grades).¹²⁴ With less than 70 per cent of students transitioning from junior to senior secondary education and less than 80 per cent securing high grades at BGCSE, the evidence suggests that a portion of youth are leaving school without achieving the necessary learning outcomes and skills for the labour market.

Inequalities in education and learning may result from family income and education backgrounds, key structural and institutional factors within education and learning systems, nationality, and the country’s social and cultural norms. The education of learners was disrupted by the April–May 2020 national lockdown during the COVID-19 pandemic: 595,707 learners were out of school due to school closures and learners lost 33 teaching days during the lockdown.¹²⁵ Closures of non-formal opportunities deprived young people of social engagement with their peers and educators.

Access to and achievement in education is unequal

Twenty thousand children in Botswana are not in school. Children in marginalized communities have less access to education than their richer, urban peers: for example, while primary education is free and compulsory under the Children’s Act, primary education is not free for children of foreign nationality. Moreover, cost barriers such as

¹²¹ Article 28 of the CRC and Article 10 of the CEDAW.

¹²² Article 17 of the African Charter.

¹²³ Statistics Botswana (2014). *2011 Population and Housing Census* (https://www.statsbots.org.bw/sites/default/files/publications/national_statisticsreport.pdf); Statistics Botswana (2018). *Secondary Education Statistics Brief 2015*; World Bank (2015) *Botswana: Systematic Country Diagnostic 95304*.

¹²⁴ Botswana Examinations Council (2019). *2019 Botswana General Certificate of Secondary Education (BGCSE) Examination results are released* (<http://www.bec.co.bw/press-release-2019-botswana-government-certificate-in-general-education-bgcse-results-released>); Botswana Examinations Council (2019). *Press Release - 2019 Junior Certificate Examination (CE) results released* (<http://www.bec.co.bw/press-release-2019-junior-certificate-examination-jce-results-released>).

¹²⁵ Ministry of Basic Education Report (2020).

transport costs and costs of materials such as textbooks place a higher burden on poorer families.

Limited awareness of the importance of Early Childhood Education (ECE) among policymakers has contributed to a lack of appropriate funding mechanisms, infrastructure and equipment for ECE. Only 30 per cent of children aged 3 to 6 years have access to preschool education, which remains driven by the private sector and therefore unaffordable for the less privileged. Children in remote areas especially have limited access to ECE. This unequal access directly affects children's (especially poor children's) equal learning and cognitive development opportunities, and through the burden of unpaid childcare, indirectly affects women's ability to start a business, enter the labour force and access decent employment and professional training opportunities.

Poor and rural youth are more susceptible to dropping out of school or not registering for school. Forty-nine per cent of the poorest youth finish school between ages 15–18 as compared to 36 per cent among the richest.¹²⁶ Distance from school is a factor that limits the ability of children in rural areas to access education. Cost sharing may be another factor for children in poor and rural families. Cost-sharing fees were introduced in 2006 and set at a level equivalent to 5 per cent of the cost to government of providing secondary education, with a provision for exemption for children from destitute families, orphans, students in need of care and registered with the Social Welfare Services and students whose parents are terminally ill and incapable of caring for the student materially low-income households. Fees per child were set at BWP 300 a year for Junior Secondary and BWP 450 a year for Senior Secondary schools. Students from households whose total earnings are less than BWP 550 per month receive partial exemption if they have more than one child in secondary school.¹²⁷

Poorer students also fare less well in educational attainment: students from the richest 25 per cent of households score on average 23 per cent higher than their peers from the poorest 25 per cent of households in reading and 15 per cent higher in math.¹²⁸ Compared to other countries in the region, Botswana has a larger gap in attainment across income groups. In the three rounds of the international assessment programme carried out by Southern and Eastern African Consortium for Monitoring Educational Quality (SACMEQ), the difference between the average score and the score for the poorest quarter of students was only 17 points in Swaziland, 19 points in Lesotho, and 39 points in Namibia, but was a high 68 points in Botswana, not far behind the 72 points in South Africa.¹²⁹

Statelessness is another challenge for children in accessing the education system, since lack of appropriate documentation makes it harder to register for school. A significant number of children, particularly children in remote areas and nomadic communities, refugee and asylum-seeking children, abandoned children and children living in alternative care institutions, face barriers in accessing birth registration, which negatively affects their right to a nationality and subsequently impedes the realization

¹²⁶ World Bank (2015). *Botswana: Systematic Country Diagnostic 95304*, p. 50.

¹²⁷ Government of Botswana (2017). *Combined 2nd, 3rd, and 4th Report Submitted by the Republic of Botswana to the Committee on the Rights of the Child on the Implementation of the United Nations Convention on the Right of the Child (2002 -2015)*.

¹²⁸ World Bank (2015). *Botswana: Systematic Country Diagnostic 95304*, p. 51.

¹²⁹ World Bank (2015). *Botswana: Systematic Country Diagnostic 95304*.

of other rights. In order to prevent statelessness and reach universal registration, Botswana has been recommended to address administrative obstacles, expand health facility-based birth registration centres and mobile registration campaigns and raise awareness regarding the importance of birth registration.¹³⁰

Asylum-seeking and refugee children face challenges in access to and attainment within education. Children in the Dukwi camp receive basic education but are unable to access higher learning institutions, because the Government does not provide funding or support. There has been an increase in failure rates at secondary education final examinations, since youth lack motivation about their future. Parents are prohibited from engaging in any form of work and are consequently unable to provide funding for their children's further education. There have been instances where students have forfeited scholarships offered outside Botswana due to the inability to access travel documentation.

Children from minority groups in Botswana face challenges in accessing education, partly due to the absence of mother-tongue education. The report of the Special Rapporteur on minority issues highlights that despite the adoption of the system of hostel accommodation for children from minority groups, many of these children still ran away or performed poorly. It was therefore recommended that the Government adopt new educational policies allowing the teaching of minority languages and their use as a medium of instruction in private schools. The report further recommended "the development of policies for public schools to teach and use minority languages as the medium of instruction where this is reasonably possible and where numbers warrant, to the degree appropriate and applying the principle of proportionality".¹³¹

Lack of trained educators and support workers, geographical distance to school, and social norms and stigma contribute to the exclusion of children with disabilities from school. One-tenth of students with disabilities in Botswana reported stopping attending school because of difficulty in getting to school.¹³² Integration of children with disabilities into mainstream schools is limited, and children with disabilities are usually segregated into specific schools. When students with disabilities do attend mainstream school, learning support, including appropriate teaching material, can be inadequate: primary school students with disabilities in Botswana who attended mainstream schools reported that, although they appreciated being in inclusive classrooms, parts of the curriculum were inaccessible to them.¹³³

Adolescent girls and young women are also at risk of exclusion from education, especially because of early pregnancy. Female dropout exceeds that of their male counterparts across Forms 3–5. Higher rates of female dropout are found in the Central, Southern, North West, Kweneng and South East Regions. Pregnancy tends to be the main reason for female youth dropout and also accounts for the higher level of grade repetition among female youth across Forms 3–5. In 2015, the highest number of repeating students recorded were in Central and North West Regions.¹³⁴ In

¹³⁰ A/HRC/38/8, UPR 3rd cycle recommendations.

¹³¹ Report of the Special Rapporteur on Minority Issues (2019), A/HRC/40/64/Add.2, paras. 81 and 82.

¹³² UNESCO Global Education Monitoring Report Team (2020). *Global education monitoring report, 2020: Inclusion and education: all means all*, p. 167.

¹³³ *Ibid.*, p. 180.

¹³⁴ CRC/C/BWA/CO/2-3 (2019).

2015, 815 females dropped out of school due to pregnancy. Adolescent girls from poor, rural communities and of double orphan status are most affected by early and unintended pregnancy (EUP). In addition, girls face sexual abuse and harassment at school, sometimes perpetrated by teachers. Violence against girls on their way to and from school is also an issue.¹³⁵

High levels of teenage pregnancies are a major bottleneck for improving human capital development and addressing gender inequalities in education and employment. It is not clear how many girls return to school following childbirth. The CEDAW Committee expressed concern over the fact that public school re-admission policy requires pregnant girls who drop out of school to wait six months before they can return, and expects pregnant girls to enter technical training instead of general education.¹³⁶ Some AGYW are instead forced to enter the working world. Proceeding of the 30 November 2020 UNFPA, WAR and RCO Dialogue with traditional leaders in Maun highlighted that girls, especially those in rural poor areas, are often seen as a source of income for their families: “we raise our girls as they can give us something back”.

¹³⁵ CEDAW/C/BWA/CO/4 (2019), paras. 33–34

(https://tbinternet.ohchr.org/_layouts/15/treatybodyexternal/Download.aspx?symbolno=CEDAW/C/BWA/CO/4&Lang=En).

¹³⁶ CEDAW/C/BWA/CO/4 (2019). *Concluding Observations on the fourth periodic report of Botswana*.

4.5 SOCIAL PROTECTION AND THE RURAL-URBAN DIVIDE

Many of the SDGs are aimed at ensuring financial security and social protection for all. As for legally binding obligations, as indicated in the previous sections Botswana has not yet ratified the International Covenant on Economic, Social and Cultural Rights, which would impose an obligation on the country to ensure the financial security and social protection of its citizens. Nevertheless, such rights are provided by the Universal Declaration on Human Rights. Some of them are: Article 17 on the right to property; Article 21 on the right of equal access to public service; Article 22 on the right to social security; Article 23 on the right to work; and Article 25 on the right to adequate standard of living, including housing and the “right to security in the event of unemployment, sickness, disability, widowhood, old age or other lack of livelihood in circumstances beyond his control”. Moreover, Botswana has ratified the African Charter on Human and Peoples’ Rights, which has several provisions relating to financial security and social protection, such as the right to property; the “right to work under equitable and satisfactory conditions”, and to “receive equal pay for equal work”; and the right to development, including economic and social development.

Inequalities in social protection may be driven by dependence on subsistence agriculture amid land degradation, desertification, drought and climate change, as well as the rapid changes created by urbanization. The intersection of disadvantages including geographic location, poverty, minority status and gender increase the hardship faced by certain groups.

The rural poor have unequal access to productive resources and markets

Land degradation, desertification, drought and climate change negatively affect the rural poor

Botswana’s rural population comprises approximately 30 per cent of the total population. Although infrastructure and services have improved, poverty remains high in rural areas, as the majority of rural households continue to depend on subsistence agriculture under harsh climatic conditions, along with low incomes from informal businesses. The percentage of people living in severe poverty is higher in rural areas at 7.4 per cent vis-a-vis 1.3 per cent in urban areas. The Multidimensional Poverty Index (MPI) is 0.142 in rural and 0.034 in urban areas, with Ghanzi and Kweneng West having the lowest MPI values at around 0.2.¹³⁷

Those in remote areas, many of whom come from minority groups, face even greater poverty than those in rural areas closer to urban developments: the average poverty rate in remote area communities is 27 per cent, which is higher than average rates for all rural villages (24.3 per cent) and the national average (19.3 per cent). A significant proportion of people living in remote and sparsely populated areas are in 121 Remote Area Dweller Settlements (RADS), spread across eight districts and with a population of over 33,000 people.¹³⁸ The majority of minority group Basarwa/San communities relocated to the RAD are located in remote dry areas of western regions. The RADS

¹³⁷ Oxford Poverty and Human Development Initiative (2020). *The Global MPI Country Briefing 2020: Botswana (Sub-Saharan Africa)*.

¹³⁸ United Nations Development Programme (2012). *Botswana Water Sector Policy Brief 2012* ([https://sustainabledevelopment.un.org/content/documents/1007National%20Report%20\(Water\)%20-%20Botswana.pdf](https://sustainabledevelopment.un.org/content/documents/1007National%20Report%20(Water)%20-%20Botswana.pdf)).

are isolated, with only basic services (boreholes for potable water, health facilities and schools) and little or no prospects for economic progress, thus leaving the inhabitants with almost no source of sustainable livelihoods.

Other affected populations live on the margins of the Wildlife Management Areas (WMA), participating in Community Based Natural Resources Management (CBNRM) programmes through Community-Based Organizations (CBOs). There are currently 174 CBNRM villages, of which 43 per cent are RADS. Their livelihoods depend on extensive livestock production system with very low productivity levels, limited arable agriculture, wildlife resources and non-forest products.

These people and communities have been left behind in economic development because of their isolated geographic location and the harsh climatic environments in which they live. Their vulnerability is increased by degradation of the natural resource base due to over-grazing in communal areas, over-harvesting of veld products, and low participation in decision-making processes due to their remoteness and their relatively lower levels of education and limited access to information. Long, severe and frequent droughts result in serious livestock losses and serious crop failures for those attempting arable farming. Studies for Southern Africa indicate that because of climate change, “crop yields could in future fall by as much as a third or more in some areas”.¹³⁹ The situation will further deepen poverty for the affected communities unless strong measures are taken to build and strengthen resilience and adaptation.

During the 2019/2020 consumption year, the number of food insecure people in Botswana surpassed the 5-year average by 10.6 per cent due to persistent drought and reduced cereal production.¹⁴⁰ The impact of COVID-19 on food production and income generation from informal rural businesses and casual labour has further exacerbated household food insecurity, especially in women-headed households. Government of Botswana did scale up the safety net system at the beginning of the COVID-19 pandemic crisis, providing nutritionally balanced food baskets to almost all households in the rural areas.

Rural women face particular disadvantage

Under Botswana law, women and men have equal right to land ownership, but women do not have equal access to and control over productive resources such as land, water, property and finance. Women are disadvantaged across the entire agriculture sector. Although rural women in Botswana represent 57 per cent of the agricultural labor force, they do not have equal access to and control over productive resources such as land, water, property and finance. More women than men in Botswana are engaged in crops and vegetables production, as they own more arable land than men (57.6 per cent against 41.6 per cent). However, according to the Annual Agricultural Survey Report 2019: Traditional Sector, women own less land, cattle, livestock and boreholes than men.

Access to water remains a challenge for women in rural and remote areas, resettlements and poor urban settlements. Water collection is still traditionally the

¹³⁹ Daron, J.D. (2014). *Regional Messages for Southern Africa. Scientific Report from the CARIAA Adaptation at Scale in Semi-Arid Regions (ASSAR) Project, December 2014.*

¹⁴⁰ SADC (2019). *Regional Vulnerability Assessment & Analysis Synthesis Report 2019.*

responsibility of women and young girls in rural areas, and water points can be distant from rural villages, imposing an extra burden on women and girls, which can affect their ability to earn a living and receive an education. Furthermore, boreholes ownership is highly skewed towards men, with women owning 27 per cent and men owning 73 per cent of the country's boreholes. As highlighted by the report of the Special Rapporteur on the human right to safe drinking water and sanitation, women still do not participate in decision-making relating to water and sanitation despite the disproportionate burden on women caused by the lack of access to water and sanitation.¹⁴¹

The Special Rapporteur further noted that in many poor and rural areas in Botswana, habitants still use pit latrines, which can be a concern for contaminating ground water.¹⁴² In fact, pit latrines are the most common type of toilet in rural areas (43.6 per cent). The government usually does not give permission for pit latrines and encourages the use of conservancy tanks but in many instances, such guidance from government is insufficient.

Over the past years the government have implemented a number of targeted safety net/social welfare programmes (e.g., subsidies and grants) with a wide coverage that include poor rural households and smallholder farmers. However, these programmes have made little progress in reducing inequalities.

Urbanization poses new challenges for the urban poor

Traditionally a pastoral society, with a predominantly rural population, ever-increasing numbers have been moving to urban areas and large villages in the last three decades. Botswana's urbanization has grown from a rate of 45.7 per cent in 1991 to 61.8 per cent in 2011 and is expected to rise to over 70 per cent in 2021. Over 60 per cent of the population now live in urban areas.¹⁴³

While this urbanization rate is high, it has not resulted in large informal settlements. Recognized and documented informal settlements are Old Naledi (Gaborone), Monarch (Francistown) and Peleng (Lobatse) with 19,000, 14,000 and 7,000 people respectively, many of whom are low-income workers, rural-urban migrants and international migrants.¹⁴⁴ Any new emergence of squatting is quickly dealt with by demolitions and stiff penalties for defaulters.¹⁴⁵

Urbanization is accompanied by challenges. Low-income residential settlements are often characterized by overcrowding and inadequate access to infrastructure and social amenities, including under-served waste management systems. In Gaborone and Francistown, most migrants from rural villages moved to degraded housing areas which present at least one of the 5 deprivations as defined by UN-Habitat with regard

¹⁴¹ Report of the Special Rapporteur on the human right to safe drinking water and sanitation on his mission to Botswana, (13 July 2016). A/HRC/33/49/Add.3, para. 64.a.

¹⁴² Report of the Special Rapporteur on the human right to safe drinking water and sanitation on his mission to Botswana (13 July 2016). A/HRC/33/49/Add.3, paras. 22 and 32.

¹⁴³ Statistics Botswana (2014). *2011 Population and Housing Census* (https://www.statsbots.org.bw/sites/default/files/publications/national_statisticsreport.pdf).

¹⁴⁴ Statistics Botswana (2012). *2011 Population and Housing Census* (<https://www.statsbots.org.bw/sites/default/files/publications/2011%20Population%20and%20Housing%20Census%20%28Results%29.pdf>).

¹⁴⁵ Moshia, A. C. (2013). "Low-Income Access to Urban Land and Housing in Botswana", in *Urban Forum*, no. 24, pp. 137–154 (<https://doi.org/10.1007/s12132-012-9174-9>).

to permanent structures, living space, easy access to safe water and adequate sanitation, and security of tenure from forced evictions. The Government added the lack of access to proper storm-water drainage systems and lack of access to public facilities to these deprivations.¹⁴⁶ Forced evictions in the context of absence of alternatives for shelter provision constitute violations of several internationally recognized Human Rights.

Government reports show Botswana's urbanization has partly contributed to the country's rural-urban inequalities due to prioritization in national development planning and policy processes, the emergence of gated residential estates and up-market shopping malls alongside burgeoning low-income and inadequately serviced urban spaces where the informal sector has become a dominant activity.

Urban rental costs are comparatively high and most in the lowest income group spend appreciably more than the UN standard of 30 per cent of their income on housing. Other basic needs such as food, schooling, transport, utilities/energy, clothing, etc. consume the rest of their earnings, resulting in little or no disposable income.¹⁴⁷

The very poor (those with household incomes below BWP 367 [\$50] per month) are excluded from all forms of formal housing finance. This group includes domestic workers, gardeners, casual labourers and others earning below the minimum wage, as well as hawkers and new rural-urban migrants. For most of these people, rented accommodation in Self Help Housing Agency (SHHA) areas or the informal settlements are the only alternatives. SHHA is a government housing programme which assist low and middle lower income households with provision and construction on a subsidized basis.

Recent data on Botswana's access to safe water in urban areas depict a slightly falling trend, registering about 83 per cent coverage in 2017. SDG 6.2.1 seeks to ensure at least 89 per cent of the country's rural and urban populations are covered by basic services to sanitation by 2023 and to have no people practicing open defecation by 2030, but only 78.5 per cent of households in urban areas and 46.9 per cent in urban villages have flush toilets.

¹⁴⁶ European Commission, ACHAP & UN-Habitat (2017). *Botswana National Urban Profile, Participatory Slum Upgrading Programme*.

¹⁴⁷ Moshia (2013).

5. PLANET AND DEVELOPMENT

5.1 INTRODUCTION

This chapter recognizes the centrality of the planet in providing resources and services needed for the development and growth of Botswana’s economy as well as the well-being of its people. The UN 2030 Agenda for Sustainable Development articulates the nexus between socio-economic development and the environment, and hence the importance of protecting the planet by sustainably using and managing its resources to support present and future generations. The Botswana Vision 2036 Pillar 3 on Sustainable Environment envisages that sustainable and optimal use of the country’s natural resources, will lead to economic growth and improve people’s livelihoods. This has also been articulated in the National Spatial Plan 2036, which is intended to “provide an opportunity to establish prudent use of natural resources, nature and assets and to minimize development pressures on the natural environment and create healthy and sustainable sub-national regions”.¹⁴⁸ The chapter, therefore, contextualizes the country’s environmental sustainability trajectory. It does this by showcasing Botswana’s alignment with its own NDP 11 under the National Vision 2036 (Figure X). It also sheds light on Botswana’s track record in commitments to the regional and global policy processes and priorities to which the country has signed up. Among them are the international community’s Agenda 2030 for Sustainable Development and Climate Agreements.

Figure X: Environment is one of the key pillars of Botswana’s Vision 2036



Source: *Botswana Vision 2036*.

Despite being a landlocked country, Botswana is rich in diverse sets of natural capital that are pertinent to its sustainable development trajectory. Its natural capital endowments constitute a huge component of its needed socio-economic growth. These resources include renewables and non-renewables such as minerals, forests and wildlife. Its world-famous Okavango Delta, for instance, was listed in 2014 as the 1,000th World Heritage Site. The delta is rich in plant and animal life that are vital in the maintenance of healthy and productive ecosystems that are pivotal to Botswana’s

¹⁴⁸ Ministry of Land Management, Water and Sanitation Services, MLWSS (undated). *National Spatial Plan 2036*.

people and economy. Reports show the country's natural resources and its reputation as a wildlife-rich economy are under threat from land degradation, climate change and habitat loss, all of which pose a significant risk to the country's natural capital. In line with long-term development strategies such as Vision 2036, Botswana will be able to optimally harness the socio-economic benefits associated with these resources through innovative options such as sustainable management interventions and the continuous assessments of the impacts of their exploitation, particularly on the economic and environmental fronts.

5.2 NATURAL CAPITAL

Energy

Electricity access in Botswana stood at 62.8 per cent in 2017, up from 10.1 per cent in 1991, but with huge disparities reported between the country's urban and rural areas. One of the critical energy sector deliverables for NDP 11 is increasing self-reliance on the country's energy resources and sources. The country is exploring options to increase diversification and bolster the development of the economy by securing competitive, cost-effective and sustainable electricity. Botswana has developed a 20-year Integrated Resource Plan (IRP) for the power sector.¹⁴⁹ The plan contains projections of future energy demand and development of least-cost energy supply, based on demographic dynamics and projected level of economic activity.

Government reports show Botswana meets its energy demand by importing both petroleum products and electricity,¹⁵⁰ with South Africa providing most of the country's refined oil needs. The limited supply routes, however, lead to intermittent shortages in the country's fuel supply; the situation is exacerbated by insufficient internal strategic storage capacity and the substantial travel distances required to supply the entire country. The country is planning to not only wean itself off foreign energy but also become an exporter of power to some of its neighbours. As a result, key among Botswana's leading policy objectives, including in the NDP 11, is to improve and sustain its domestic energy security, particularly on the energy supply front.

Botswana is largely dependent on coal, with the national pundits citing its abundance and cost-effectiveness as the main reasons for its continued government backing.¹⁵¹ Reports show the country's proven recoverable reserves at the end of 2011 was 40 million tonnes, and the total production of coal in 2011 was 0.9 million tonnes. The Morupule reserve accounts for 80 per cent of domestic production and other coal-to-electricity generation plants are being considered. Since 2012, the Government has been actively exploring the prospects for coalbed methane extraction.

¹⁴⁹ Ministry of Environment, Natural Resources Conservation, and Tourism [MENT] (2019). *Botswana's Third National Communication to the United Nations Framework Convention on Climate Change October 2019* ([https://www4.unfccc.int/sites/SubmissionsStaging/NationalReports/Documents/3567491_Botswana-NC3-1-BOTSWANA THIRD NATIONAL COMUNICACION FINAL.pdf](https://www4.unfccc.int/sites/SubmissionsStaging/NationalReports/Documents/3567491_Botswana-NC3-1-BOTSWANA%20THIRD%20NATIONAL%20COMUNICACION%20FINAL.pdf))

¹⁵⁰ MENT (2019); United Nations Environment Programme (2017). *Atlas of Africa energy resources* (https://wedocs.unep.org/bitstream/handle/20.500.11822/20476/Atlas_Africa_Energy_Resources.pdf)

¹⁵¹ Jimah, K. Q., Isah, A. W., & Okundamiya, M. S. (2019). Erratic and epileptic power supply in Nigeria: Causes and solutions, in *Advances in Electrical and Telecommunication Engineering*, vol 2, no. 1, pp. 47–53.; MENT (2019); UNEP (2017).

Presently, wood fuel makes up a considerable component of energy sources among Botswana's rural households.¹⁵² Reports in 2017 showed wood fuel accounted for about 30 per cent of the country's primary energy supply and 38 per cent of total final energy consumption. Broader biomass energy supplies stand at 46 per cent of household energy nationally, with the bulk of usage (77 per cent) in the country's rural areas. The 2017 Africa Atlas of Energy Resources reported that about 70.7 per cent of Botswana's households in urban areas and 40.5 per cent in rural areas use LPG for cooking.¹⁵³ The report further showed Botswana's energy is liberalized, with private sector players controlling the supply and pricing that has been pivotal in stimulating the country's large market for LPG. In spite of the potential health and environmental issues associated with kerosene, the Botswana government has been subsidizing it, as of 2017, with a view to increasing access among low-income parts of the population.

An increased focus on renewable energy would be key to helping Botswana address its energy issues and their attendant climatic challenges.¹⁵⁴ However, the government has not yet incorporated a drive towards renewable energy into existing policy frameworks, and it receives low prioritization in national financing frameworks. The share of renewable energy in total final energy consumption declined from 36.6 per cent in 2000 to 28.6 per cent in 2017. Moreover, technical capacities to take advantage of renewable energy opportunities are inadequate, and there has been only limited private and public sector investment in R&D for renewable energy expansion.

Nonetheless, the raw materials are there, should the country choose to take advantage of them. Botswana has one of the highest levels of solar insolation worldwide, with direct normal irradiation (DNI) of 3,000 kWh/m²/year. Expert projections show massive potential in the country's solar energy resources. Estimates show that using less than 1 per cent of its land area, Botswana could meet its current electricity demand. Global irradiation is highest in the west, averaging 2,350 kWh/m²/year near Kang and around Gemsbok National Park. The first solar power generation plant opened in September 2012. The potential for sustainable business opportunities in the manufacture and assembly of solar energy equipment is huge. Solar energy is prevalent in rural areas where access to conventional electricity is limited.

The country's opportunities for wind energy are slightly lower than those of its regional counterparts. Its average wind speeds are lower than 4 m/s, the minimum for wind energy to be viable. However, studies show that there may be superior wind speeds at higher altitudes of the country such as at Kwai Pan where wind velocities are between 6 and 9 m/s.

¹⁵² MENT (2019); United Nations Environment Programme (2019). *Review of woodfuel biomass production and utilization in Africa* (<https://wedocs.unep.org/bitstream/handle/20.500.11822/28515/WoodfuelRpt.pdf>).

¹⁵³ UNEP (2017).

¹⁵⁴ UNEP (2017); UNEP (2019).

Ecosystem management

Biodiversity

The health and productivity of Botswana's biodiversity and ecosystems constitute a key component of its economy. Its tourism industry, for instance, is based on the country's thriving wildlife populations. Aware of this significance, the Government has placed the sustainability of biodiversity and ecosystems at the centre of its political agenda. This is reflected in NDP 11, which considers ecosystems functions and services as a key constituent of the country's third pillar on the environment. The country is made up of seven of the global ecoregions that are managed under specific protected area interventions, except for its southern bushveld.¹⁵⁵ These ecosystems sustain the country's diverse sets of flora and fauna. Among them are over 150 species of mammals, including the African wild dog (*Lycaon pictus*) and African Elephant (*Loxodonta africana*).¹⁵⁶ Eland, gemsbok, giraffe, hartebeest, lechwe, sable, springbok, wildebeest, bats and panhandle crocodile are in decline due to vast habitat loss and disturbances emanating from various land use changes and other human-induced activities. While the status of birds across all of Botswana's ecosystems is relatively good, the critically endangered white-backed vultures face multiple threats from human activities such as the poisoning of wildlife carcasses, and in turn poses a significant threat to Botswana's livestock and human health. On the other hand, Botswana's floral species number more than 2,800, with 13 of them being cited to be endemic plant species. Others that include ten potentially endemic, seven near-endemic and 43 threatened plant species, have been reported.

The government continues to make a substantial contribution towards biodiversity management, including wildlife and forestry management, through its available financing mechanisms.

Wetlands and fresh water resources

Botswana has limited availability of surface water, coupled with endemic droughts and unpredictable rainfall.¹⁵⁷ The country's stable climatic conditions are characterized as arid to semi-arid with rainfall ranging from 650mm in the northeast to 250mm in the south-west. Daytime temperatures are warm to hot with mean monthly maximum temperatures ranging from 29.5°C to 35°C in summer and 19.8°C to 28.9°C in winter.

Recent statistics ranked the country 17 out of 150 countries at an extremely high risk of facing water scarcity.¹⁵⁸ Its existing perennial rivers are mostly shared with neighbouring countries, including in the river-basins such as Okavango, Zambezi, Orange-Senqu and Shashe-Limpopo. As a result, many of its people depend on groundwater resources, most of which are interlinked with the country's Okavango. This alternative, however, has various challenges impacting sustainability and human

¹⁵⁵ Ministry of Environment, Natural Resources Conservation and Tourism (2016). *National Biodiversity Strategy and Action Plan* (<https://www.cbd.int/doc/world/bw/bwnbsap-v3-en.pdf>).

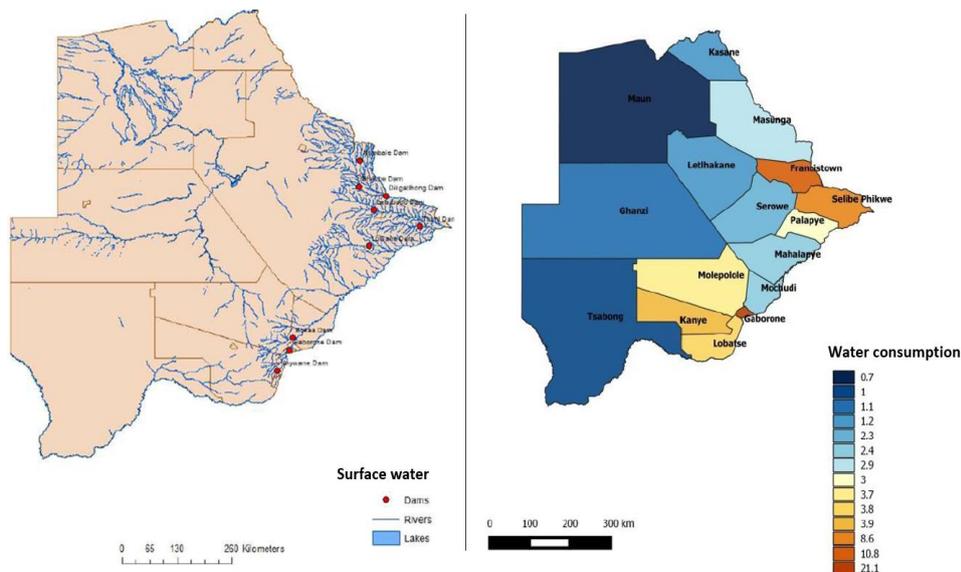
¹⁵⁶ Ibid.

¹⁵⁷ United Nations Development Programme (2012). *Botswana Water Sector Policy Brief 2012* ([https://sustainabledevelopment.un.org/content/documents/1007National%20Report%20\(Water\)%20-%20Botswana.pdf](https://sustainabledevelopment.un.org/content/documents/1007National%20Report%20(Water)%20-%20Botswana.pdf)).

¹⁵⁸ Department of Water Affairs (2017). *Botswana Water Accounting Report* (<https://seea.un.org/content/botswana-water-accounting-report-2015-2016>).

health. Botswana's fresh and saline groundwater resources are assessed at around 100 billion m³ with a low average annual recharge of 1.6 billion m³. This state of affairs is a cause of concern as pressures from climate change, high demand and competition from its various sectors could further constrain the country's limited aquifers. Its water storage capacity is much lower than those of other African countries owing to its relatively flat terrain.

Figure XI: Surface water resources and spatially-varied levels of consumption in Botswana



Source: Department of Water Affairs, 2017; Setlhogile, et al., 2017.¹⁵⁹

Key factors affecting the quality and sustainability of Botswana's water resources include the country's socio-economic development, land management and increasing urbanization.¹⁶⁰ These stressors are compounded by the seasonal shifts and inter-annual variability of rainfall situations in the country. Reports from 2017 show the country's renewable water resources per person stood at 5,340m³. At the same time, its water withdrawals stood at 88 m³ per person in 2016. Botswana's agricultural sector takes the largest share of water withdrawals, followed by households and mining. These rates of water extraction differ according to location and seasonality, being higher in highly populated cities and towns such as Gaborone, Francistown, Selebi Phikwe and Lobatse, and lower in arid areas such as Tsabong.

Poor maintenance and dilapidated water supply infrastructure, inadequate record-keeping and insufficient monitoring are some of the challenges facing the entire water supply and sanitation sector.¹⁶¹ Leaky water pipes in urban areas result in huge financial and precious water resources losses.¹⁶² For instance, the 2014 Botswana water accounts suggest that system water losses are averaging about 22.5 per cent or 3.5mm³ a year, costing roughly \$1.01 million.

¹⁵⁹ Ibid; Setlhogile, T., Arntzen, J., & Pule, O. B. (2017). "Economic accounting of water: The Botswana experience", in *Physics and Chemistry of the Earth*, no. 100, pp. 287–295.

¹⁶⁰ Ibid.

¹⁶¹ Department of Water Affairs (2017). *Botswana Water Accounting Report* (<https://seea.un.org/content/botswana-water-accounting-report-2015-2016>).

¹⁶² Mpofu, G., Darkoh, M. K. & Gwebu, T. (2018). "Peri-urbanization landuse dynamics: an analysis of evolving patterns and their impacts on Gabane Village, Botswana", in *GeoJournal*, no. 83, pp. 725–741.

Several institutional reforms have been undertaken to improve the efficiency, sustainability and equitability of water supply in the country. For instance, the 2013 IWRM-water efficiency (IWRM-WE) plan includes the incorporation of transboundary water management protocols and ideals into Botswana's national water resources management. The country's current policy emphasis is on increasing supply, which could be better supported by addressing distribution problems than by constructing expensive strategic water infrastructure. Financial and economic instruments need to be better used to help develop expensive water-related infrastructure.

Agriculture and land use

Land resources are crucial to Botswana's desired development trajectory. Its main uses include agriculture, mining and wildlife tourism. The 2020 World Bank's development indicators capture Botswana's agricultural land at 45.9 per cent of the country's land area. Out of this, arable land has increased from about 58 per cent in 2014 to about 90 per cent in 2016. Agricultural productivity, which accounts for more than 80 per cent of income opportunities among rural populations, is tied to the vitality of their arable land. Crop production is declining due to declining soil fertility in arable lands and increasing loss of soil and biodiversity. Other land-based resources include wildlife and freshwater, which equally play a pivotal role in its economy. World Bank data in 2017 indicated rangeland ecosystems comprising 57 per cent, and put Botswana's forested land at 19.1 per cent with an annual deforestation rate of 1 per cent.¹⁶³

The country's shifting demographics and its level of and approach to the consumption of its natural assets are cited as some of the key drivers of deforestation. Those forested areas affected mostly are woodlands in rural areas whose immediate communities are mostly dependent on wood fuel for cooking and lighting. Such a negative trajectory is likely to hamper the country's commitments to the Paris Agreement on climate change as well as its progress to the Agenda 2030 for Sustainable Development and will affect Botswana's attainment of Goals 1 and 2 on eradicating poverty and hunger.

Land degradation and desertification pose a significant threat to the productivity of Botswana's land resources. Key manifestations of this include depletion of soil fertility and freshwater resources, as well as loss of vegetation cover, and other forms of biodiversity decline. Land utilization regimes in Botswana vary according to the different biophysical factors associated with each land type. Land use in both urban and rural areas are bound to take a major turn in the coming years, with increasing migration of rural populations to urban areas. Data from Statistics Botswana show a 10 per cent annual growth in urban populations with major demographic shifts set to take place in the near future.

Despite the progress made in addressing land tenure issues, Botswana faces a number of challenges, including administrative procedures that hamper the efforts of government and rights holders to make gains from their respective tenure systems, with the most adversely affected groups being those under customary land tenure

¹⁶³ World Bank (2017). *The Little Green Data Book*.

systems.¹⁶⁴ Various different organizations and institutions are involved in land administration, and legislation governing land use is fragmented and overlapping. Institutions do not coordinate well enough internally or with other organizations, they have inadequate technical capacity to fulfil their functions, and there is frequently an absence of clarity on roles and reporting structures within and between organizations. Moreover, in many of the country's land boards, inadequate record-keeping hampers land distribution while also weakening measures addressing land disputes. As a result of all these issues, delays are frequent, service delivery is poor, and communities face high costs in accessing services.¹⁶⁵ The multiplier effects include increased incidences of land degradation in the country's farming areas and rangelands, with major impacts on food security and socio-ecological resilience.

5.3 CROSS-BOUNDARY, REGIONAL AND GLOBAL FACTORS

Botswana remains an active member of the global community, particularly as regards fostering international cooperation and solidarity for the sustenance of natural capital and climate action. It actively participates in the African Ministerial Conference on the Environment (AMCEN) and UN Environment Assembly (UNEA). Moreover, the country has ratified various international conventions and agreements that are aimed at increasing collaboration in areas of biodiversity conservation and ecosystem management.¹⁶⁶ These include the Convention on Biological Diversity, Nagoya Protocol on Access and Benefit Sharing, as well as the Cartagena Protocol on Biosafety. It is also party to the Convention on International Trade in Endangered Species (CITES), as well as the UN Convention to Combat Desertification (UNCCD).

On the climate front, Botswana is a signatory to climate agreements and subsidiary policy processes and priorities. As a Party to the UNFCCC, the country seeks to contribute to the ambitious goal of limiting temperature rise to 2°C, with efforts to reach 1.5°C agreed under the Paris Agreement.¹⁶⁷ In the areas of sound handling of chemicals and waste and atmospheric protection, Botswana is a committed member of various policy platforms that include the relevant regional and global agreements. Among them is the Montreal Protocol on Substances that Deplete the Ozone Layer, where it continues to work with partners to implement its associated compliance programmes and targets.

Botswana is also an active player in the regional cross-border management of water resources. It is a member of the Permanent Okavango River Basin Water Commission (OKACOM), along with its neighbours, Angola and Namibia. It is also part of the Zambezi Watercourse Commission (ZAMCOM), an inter-governmental organization that brings together eight riparian states that share the Zambezi River Basin (Angola, Botswana, Malawi, Mozambique, Namibia, Tanzania, Zambia and Zimbabwe), and it is part of the Orange-Senqu River Commission (ORASECOM), responsible for managing the resources of the Orange-Senqu River basin shared by Botswana,

¹⁶⁴ African Development Bank (2017). *Review of land tenure policy, institutional and administrative systems of Botswana – African Natural Resources Center African Development Bank – Case Study*.

¹⁶⁵ African Development Bank (2017); Kalabamu, F. T. (2019). "Land tenure reforms and persistence of land conflicts in Sub-Saharan Africa – The case of Botswana", in *Land Use Policy*, no. 81, pp. 337–345.

¹⁶⁶ Ministry of Environment, Natural Resources Conservation, and Tourism (2016). *National Biodiversity Strategy and Action Plan*.

¹⁶⁷ MENT (2019).

Lesotho, Namibia and South Africa. Botswana is also a key actor in the Trans-frontier Conservation Areas (TFCA) programme, in which participating countries aim to collaboratively manage their shared natural and cultural resources for improved biodiversity conservation and socio-economic development. So far, the SADC region has eight established TFCAs and four emerging ones. Botswana is a member of the already established Kavango-Zambezi TFCA and the emerging Greater Mapungubwe TFCA. The country has continued to demonstrate leadership in the implementation of the Gaborone Declaration for Sustainability in Africa.

5.4 FINANCIAL LANDSCAPING FOR THE ENVIRONMENT

Botswana's environment and climate change portfolios continue to benefit from multiple sources of domestic and external financing. However, in light of the existential challenges presented by climate change and other sets of environmental shifts, robust and more innovative resource mobilization strategies are needed.

Domestic financing and context

At the country level, financing for the environment has regularly been considered in annual budgetary allocations led by MFED. Environmental sustainability is part of the strategic issues of NDP 11. In the 2020 budget, Botswana highlighted its need to continually build the capacity of its subnational entities (districts) to effectively deliver the Local Economic Development (LED) Framework and Implementation Plan for Botswana. Among others, the LED focuses on mobilizing resources to support various environmental value chains such as eco-tourism, fish farming and waste management at the sub-national level. Moreover, in the 3 February 2020 Budget Speech budget speech, climate change was explicitly mentioned as a critical issue with which national policy priorities will have to be aligned.

In the 2020 Budget Speech, Botswana's Sustainable Environment portfolio was allocated BWP 164.5 million (\$14.4 million) in the 2020/21 fiscal year. The allocations were targeted to boost the implementation of climate change adaptation programmes and projects across all sectors. This underscored Botswana's commitment to its global, regional, and national policy processes and priorities on climate action aligning with SDG 13. In spite of this commitment, it should be noted that in monetary terms the Sustainable Environment Portfolio received the lowest share of the overall development budget allocated to the four thematic working groups. Indeed, this corresponds with the reality that Botswana, although an upper-middle-income country, is still confronted with various competing developmental needs.

Table 5.1: *Breakdown of development budget allocated to four pillars/thematic working groups*

Botswana's Four Thematic Working Groups – Budget Allocation 2020/21		
	Development Budget Allocation (P billion)	Share of the budget (%)
Economy and Employment	6.9	58
Social Upliftment	2.5	21
Governance, Peace and Security	2.4	20
Sustainable Environment	0.16	1

Source: Ministry of Finance and Economic Development 2020 Budget Speech.

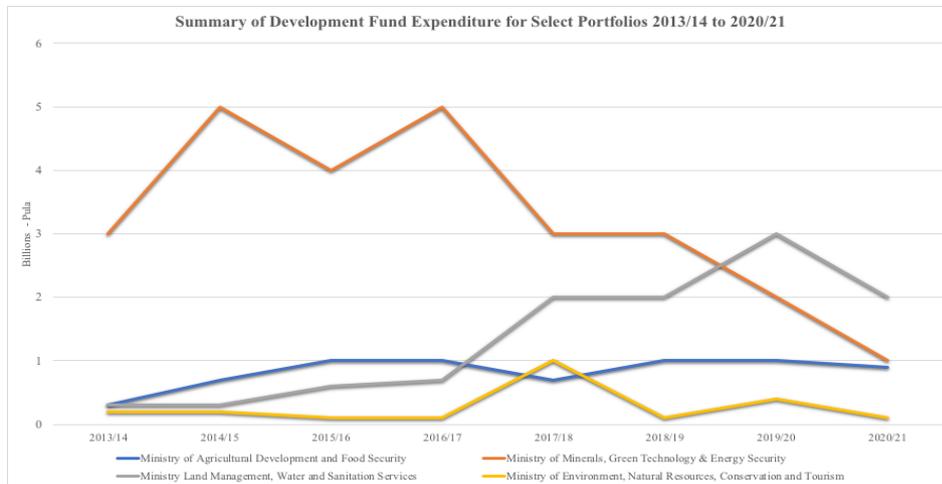
With respect to ministerial allocations, the 2020/21 budget saw the Ministry of Land Management, Water and Sanitation Services receive the country's major share of the Development Budget at \$181 million (BWP 2.07 billion) or 17.21 per cent. The resources were mainly to support initiatives geared towards improvement of water supply and management in the country, which naturally falls in line with SDG 6 on clean water and sanitation. The Ministry of Mineral Resources, Green Technology and Energy Security received the fifth largest share of the budget allocation of BWP 1.90 billion (\$95.4 million) which represents 9.05 per cent of the overall share of the budget. These provisions were targeted at supporting the widening of national and community-level access to electricity in line with SDG 7 on affordable and clean energy.

Other key areas prioritized in the national budgetary allocations include poverty-environment linkages through the transformation of value chains such as agro-value chains which involve the curbing of post-harvest losses and soil loss. These initiatives are covered under monetary allocations to the Ministry of Agricultural Development and Food Security. The 2020 figures show the Ministry received the sixth largest share of the Development Budget at BWP 976.17 million (\$85.4 million) or 8.12 per cent contributing towards efforts to realise SDG 1 on poverty eradication and SDG 2 on the ending of hunger and promotion of sustainable agriculture.

Notwithstanding the positives noted above, there is still more to be done. As Figure XII indicates, the financial commitment to some of the ministries in the fight against climate change and environmental degradation does not entirely capture the policy priority of attaining a sustainable environment. Financial commitments are on average reflecting a downward trajectory, a trend that cannot prove to be sustainable in the long term. This underscores the importance of having a domestic resource mobilization strategy that is robust and geared towards the greening of the economy and, ultimately, halting the emerging impacts of climate change. Since climate change and environmental concerns are a cross-cutting issue, with the potential to either undermine or consolidate Botswana's developmental gains, it is crucial that environmental considerations are mainstreamed throughout the planning and budgeting process. It cannot be overstated that climate change is an existential matter, cutting across considerations such as poverty eradication (SDG 1), hunger (SDG 2),

the well-being of communities (SDG 3), dynamic economic development (SDG 8) and others.

Figure XII: Summary of development fund expenditure for select portfolios over 7-year period



Source: Ministry of Finance and Economic Development - Summary of Development Budget Expenditure, 2012/13 - 2019/20 and Estimates of Expenditure 2020/21.

External financing

Botswana, among other countries in the global south, is keen to harness the opportunities associated with its longstanding relationship with diverse sets of development partners, which include the United Nations system. The country is ready to tap into financial architecture such as that housed under the global community's interventions under the UNFCCC. Such avenues have developed over the years and continue to become a key channel of international climate finance for a number of countries. Moreover, a number of multilateral and regional financial institutions have formulated guidelines, advanced climate related funds, and mainstreamed sustainability in their planning and investment design. Table 5.2 indicates some of the key institutions at the forefront of advancing finance towards climate and environmental projects.

The climate and environment finance architecture is complex and evolving. There are multiple mechanisms, institutions, programmes and activities at various scales. For this reason, it is crucial for the Government of Botswana to coordinate and engage in robust planning that ensures it can access the necessary funding from these sources, while avoiding inefficiencies in the process. In that regard, the country needs to further support the Biodiversity Finance Initiative (BioFin) and effectively leverage the various finance solutions such as biodiversity offsets, carbon trading and corporate donations.¹⁶⁸

¹⁶⁸ United Nations Development Programme (2018). *The Biodiversity Finance Initiative Workbook* (https://www.biodiversityfinance.net/sites/default/files/content/publications/BIOFIN%20Workbok%202018_0.pdf).

Table 5.2: Breakdown of key multilateral climate and environment finance funds

Financing Institutions	Background	Focus area
<p>The Green Climate Fund</p>	<p>The Green Climate Fund was established as a financing mechanism of the Paris Agreement to help developing countries mitigate and adapt to climate change. As of 2019, it had received \$10.3 billion in pledges, out of the goal of \$100 billion per year, and the Fund has committed about \$5 billion of that to approved climate projects.</p>	<ol style="list-style-type: none"> 1. Agriculture, Forestry and other land use (Mitigation) 2. Building Cities, Industries and Appliances (Mitigation) 3. Ecosystems and ecosystems services (Adaptation) 4. Energy (Mitigation) 5. Health, Food and Water Security (Adaptation) 6. Infrastructure (Adaptation) 7. Livelihoods of vulnerable communities (Adaptation) 8. Transport (Mitigation)
<p>The Global Environment Facility</p>	<p>The Global Environment Facility provides grants for several types of environmental projects, including climate change mitigation and adaptation. It also serves as the financial mechanism for the United Nations Framework Convention on Climate Change (UNFCCC). Since its founding in 1992, it has funded almost 1,000 climate mitigation projects and 330 adaptation projects.</p>	<ol style="list-style-type: none"> 1. Climate Change 2. International Waters 3. Land degradation 4. Chemicals and waste 5. Biodiversity
<p>Adaptation Fund</p>	<p>The Adaptation Fund was originally set up under the Kyoto Protocol and finances projects that help developing countries adapt to climate change. It has supported over 80 adaptation projects since 2010 and has committed \$564 million to climate adaptation and resilience activities (Adaptation Fund, 2019)</p>	<p>The Adaptation Funds' goal is to increase resilience through concrete adaptation projects & programmes and as such, it has a strong focus on the most vulnerable countries and communities.</p>
<p>Multilateral development banks/financial institutions</p>	<p>Climate change is a threat to development and anti-poverty goals, while acting on climate can bring development and equity co-benefits. For this reason, a number of institutions such as the World Bank, the African Development Bank and the International Fund for Agricultural have increased their climate investments, integrated climate change and the environment into their operations and acted as convenors for the establishment of multi-party funds that channel climate finance to countries.</p>	<p>Depending on the focus of the institution, it will usually align its internal processes and metrics to consider climate risks and opportunities and evaluates its operations for climate impacts and co-benefits.</p>

Source: Authors' compilation.

6. MULTIDIMENSIONAL RISKS AND OPPORTUNITIES

6.1 MULTIDIMENSIONAL RISKS

Economic stability

The effects of the COVID-19 pandemic are likely to be felt for a long time in Botswana as elsewhere. COVID-19 is a major threat to the economic stability of Botswana. Demand for diamonds and tourism have dropped precipitously as a result of the pandemic, with a serious effect on Botswana's exports. A global or local recession will increase the threat to economic recovery.

The government has drafted an Economic Recovery and Transformation Plan, but there is a high likelihood that many of the proposed interventions and policies will either face delayed implementation or not be implemented at all. If revenues are severely affected due to the prolonged impact of the COVID-19 pandemic, the government may have to reconsider its stance and adjust budgets accordingly.

Furthermore, Botswana has a weak track record in implementing planned policies and programmes. Several factors impede implementation, including (i) issues around efficiency and productivity; (ii) lack of a monitoring and evaluation structure; (iii) connectivity issues; (iii) weak governance and capacity to implement at the local/district level; and the (iv) challenges and delays in sourcing foreign talent. The serious issue of implementation will remain even after Botswana and the rest of the world emerges from the pandemic. It is an issue that needs to be addressed in a concrete manner, since the reforms needed for economic transformation cut across most, if not all, segments of government and society. Prioritization, sequencing and coordination are likely to be critical as well as the ability to course correct. This will most certainly require strong leadership. Political expediency in decision-making will have to give way to decisions informed by evidence and technical know-how.

Another issue for the coming year is Botswana's designation by the European Commission as a high-risk country for money-laundering, which has implications for FDI and business activity. Botswana moved from being on a grey list to being included in a list of high-risk countries of third jurisdictions with strategic deficiencies in their anti-money laundering/ counter financing of terrorism (AML/CFT) regimes published by the European Commission of the European Union. This will make economic recovery much harder. For instance, FDI will most likely be affected negatively, alongside general business confidence in the financial system. It also puts at risk Botswana's investments in the EU region.

Public health

The major public health threat in Botswana, as in the rest of the world, remains, for the moment, COVID-19. In Botswana's case, as was true for many other African countries, the government rightly prioritized 'prevention' of the virus and acted swiftly to close borders and introduce appropriate health safety measures. The closure of borders was announced even prior to the first COVID-19 case being identified. Prevention as a

strategy was adopted for several reasons, but primarily because the health system would be overwhelmed very quickly if the virus were to spread. The preventive actions taken by the government were perceived as largely successful in that they significantly reduced the spread and onset of COVID-19. Due to stringent yet necessary measures taken by the government initially, the virus was successfully contained through May and June 2020, but the subsequent opening up of the economy led to a steady rise in the number of cases. The vaccination programme is under way, but full vaccination will take some time, and the emergence of variants could further increase public health risks.

While COVID-19 has currently overtaken HIV/AIDs as one of Botswana's most pressing health risks, high HIV prevalence and low treatment coverage remain risk factors for the health of adult women, adolescent girls and young women, female sex workers and men who have sex with men. Its effects on the elderly, people with disabilities, LGBTIQ and migrant and refugee populations, are unknown. Low HIV treatment rates also threaten children's health, in addition to the incidence of malnutrition and immunization shortfalls.

Environment and climate

Climate change is having and will have an adverse impact on the health and productivity of Botswana's ecosystems, which form the foundational elements for the wellbeing of the country's population.¹⁶⁹ According to a recent tipping points analysis of five key sectors, namely water, biodiversity, health, cropping and livestock, Botswana is among the African countries most exposed to climate change risks.¹⁷⁰

Botswana is likely to have many of its critical sectors affected through the pressure on its biophysical systems. The country's water resources, as well as their management practices and related ecosystems, are among the sectors highly exposed to climate change impacts. Already, droughts have become more frequent, and the government projects that by 2050, climate change will result in water inflow into Botswana's dams decreasing by between 3.5 to 19 per cent, which represents actual loss of 34 to 75 mm³ by 2050.¹⁷¹ The country is hugely dependent on limited water resources, which increases its exposure to the attendant risks. Exacerbating this mounting challenge are increasing demographic shifts, as well as urbanization and the country's modalities of consumption and production.

Climate-induced shifts in Botswana's biophysical conditions pose a significant threat to the country's agricultural biodiversity and ecosystem services. These include its above- and below-ground soil biota and pollinators that are essential in the sustenance of its agricultural output, as well as their associated value chains. Along with agriculture, other sectors such as ecotourism activities, public health, and the cost of doing business will be affected by these shifts, which will jeopardize Botswana's trajectory towards meeting the SDGs, if no immediate adaptation and mitigation measures are put in place.

¹⁶⁹ MENT (2019).

¹⁷⁰ United Nations Development Programme (2020). *Tipping Points in Botswana Under Climate Change, Final Report*.

¹⁷¹ MENT (2019).

To mitigate climate change risks, the Government of Botswana has put forward a number of technical and policy interventions aimed at cushioning its socio-economy and environmental systems from the projected impacts of climate change. According to the country's 2019 third communication to the United Nations Framework Convention on Climate Change (UNFCCC), the country has drafted policies on energy, climate change, waste management and Integrated Transport Policy, among others, which are intended to enhance its readiness to combat climate change. The country also continues to support ongoing global and regional policy processes on climate action, including the Paris Agreement on climate change, as well as the upcoming UNFCCC Conference of Parties (COP26) in Glasgow, UK. In that regard, Botswana would do well to ensure that its priorities for climate change response are aligned to those already identified for COP26: adaptation and resilience; nature (protecting and restoring natural habitats and ecosystems); energy; transport; and finance.

Various forms of pollution compromise the sustainability and utilization of Botswana's natural capital, putting biodiversity at risk, lowering land values, and affecting nature-based tourism activities. Pollution of Botswana's water resources is one of the key threats to the country's natural capital and human health and wellbeing. The World Health Organization cited water pollution in 2012 as a key factor contributing to 25 per cent of global childhood mortality and other infirmities. Water pollution also compromises Botswana's targets of providing clean and safe water to the country's growing population. Significant sources of water pollution include mines, breweries, various institutions, textile industries and small-scale chemical industries. Areas that host these sources include Gaborone, Francistown, Selebi Phikwe, Palapye, Sua Pan and Lobatse.

Air pollution in urban areas is a growing concern. Traffic management techniques have evolved in tandem with the shifts in people's behaviours and numbers of motor vehicles. As a result, traffic congestion continues to affect air quality, mobility, and physical space, thus constraining the overall socio-economic progress in areas such as Gaborone and Francistown.

The country's existing waste management policies and practices are inadequately implemented and enforced. As a result, illegal dumping of waste is common. Country reports show the factors that limit the efficacy of pollution control measures include the limited capacity of local authorities, particularly on matters of municipal solid waste management, and the absence of an institutionalized approach to managing the informal recycling sector. This encourages continued adverse environmental impacts and the loss of economic benefits and valuable resources. NDP 11 aims to bring pollution under control by operationalizing institutional arrangements, building capacity, addressing sanitation in remote areas without sewerage line coverage, adopting appropriate technologies and implementing an improved water monitoring and compliance programme. Botswana's environmental and public health authorities have also made positive steps in the management of potentially harmful pollutants associated with COVID-19 containment measures, including those associated with personal protective gear use in households and at public places and healthcare centres.

Many of the challenges could present opportunities for enterprises that work across the 3Rs (reduce, reuse, recycle) of sustainable waste management. Elsewhere, it has been demonstrated that integrated waste management enterprises serve the dual goal of poverty alleviation and prevention of environmental degradation across the waste management value chain.¹⁷²

Food security and land

Botswana is one of the sub-Saharan African countries most affected by land degradation and desertification.¹⁷³ In many parts of Botswana, land degradation is manifested through vegetation and soil losses. Key among the drivers include overgrazing of livestock, severe droughts and deforestation, which is common in the country's woodlands due to overexploitation of wood resources for household energy in rural areas and the continued clearance of marginal lands for cultivation.

Consequently, socio-economic and environmental risks abound. Livestock and crop production are likely to be jeopardized by the impacts of land degradation and desertification if no urgent measures are put in place. At the greatest risk of being affected are those, especially in rural areas, whose livelihoods depend on agricultural and livestock output. For instance, the huge reliance on rain-fed agriculture and natural soil fertility have rendered most of the country's farming populations vulnerable to shifting climatic situations, with the immediate impacts being heightened food insecurity and poverty. Moreover, the situation increases their susceptibility to environmental disasters such as severe droughts and outbreak of animal diseases, which in turn could threaten public health systems if such diseases jump to humans. The challenges of land degradation and desertification could be overcome through land restoration and sustainable land management, paired with robust policies.

Food insecurity among rural women and the rural poor is especially likely to be exacerbated by climate change, frequent drought and loss of crops, and women's limited access to nearby water points and their lower levels of ownership of land, cattle, livestock and boreholes, relative to men.

Botswana's rapidly expanding urban population places excessive pressure on the country's natural capital through demands for physical space for infrastructure, housing and services, as well as demands for consumption and production resources at domestic and industrial levels. Moreover, the continued expansion of Botswana's urbanization poses another risk to its agricultural lands. Fertile farmland is being lost, while the country is forced to invest in new and often less productive drylands, thus putting more pressure on water resources.

To remedy the situation, better urban governance strategies are needed, climate change must be considered in spatial development plans, and disaster risk reduction as well as sustainable consumption and production should be included in Botswana's urban governance strategies.

¹⁷² World Bank (2017). *Inclusive innovations: Business models for Integrated Waste Management* (http://www.innovationpolicyplatform.org/system/files/4%20Integrated%20Waste%20Manangement_Apr6/index.pdf).

¹⁷³ Sebege, R. J., Atlhopheng, J. R., Chanda, R., Mulale, K., & Mphinyane, W. (2019). "Land use intensification and implications on land degradation in the Boteti area: Botswana", in *African Geographical Review*, vol. 38, no. 1, pp. 32–47.

Social cohesion, equality and non-discrimination

Relatively high levels of poverty, high unemployment, especially among female youth, and extreme levels of inequality together present a significant risk to development. The livelihoods and economic stability of women and youth especially are being threatened by the deleterious effects of the COVID-19 pandemic on businesses, incomes, employment, training opportunities and poverty. Children (especially rural children under five years of age), adolescent girls and young women, and adult women (especially rural women) are farthest behind.

Adolescent girls and young women face health and education deficits arising from infrastructural deficiencies in the education sector such as classroom shortages at schools around the country, and limited access to SRH and HIV services and information. Furthermore, a key risk area for children, adolescent girls and young women, and adult women is that of justice and the rule of law as mechanisms to protect them against sexual and gender-based violence require strengthening.

Displacement and migration remain a risk area for asylum seekers and refugees who encounter challenges related to the observation of human rights and protection, prolonged detention, exclusion from basic services and work, exploitation, and tension with surrounding communities. Women, members of the LGBTIQ community, people living with disabilities, indigenous people, detained people, migrants, asylum seekers and refugees, the poor, and those in rural areas face power imbalances within Botswana's society and prejudice on the basis of gender, ethnicity, national origin, income and disability which manifest themselves through unequal access to services, resources and opportunities, stigmatization and social exclusion. Intersections in areas of disadvantage place certain people at even higher risk: for example, the rural poor, many of whom come from minority groups, are particularly disadvantaged.

6.2 SOCIO-ECONOMIC OPPORTUNITIES

The COVID-19 pandemic has precipitated massive socio-economic shocks across the world.¹⁷⁴ Interventions at various levels, cessation of movement on land and by air, coupled with other stringent health measures, have resulted in unintended shocks to societies. Among the knock-on effects are losses of livelihoods and plummeting government revenues. In addition, the pandemic has slowed down progress towards the 2030 Agenda at global, regional and national levels. Responding to the UN Secretary General's call to "build back better", Botswana swiftly put in place a raft of measures to combat the socio-economic challenges presented by the pandemic.¹⁷⁵ Its response strategy has been lauded as one of the best in the Africa region, including stimulus packages and partnerships with non-state actors for more significant impact and momentum.

On the socio-economic front, the pandemic did bring some structural and development-related weaknesses to the fore. The economic and social impact of COVID-19 was exacerbated by (i) poverty and high levels of wealth inequality; (ii) a relatively weak healthcare system; (iii) high unemployment rates; (iv) a sizeable

¹⁷⁴ United Nations (2020). *A UN framework*.

¹⁷⁵ *Ibid.*

informal sector; (v) a narrow economic base that relies on mining diamonds for exports; and (vi) geographic aspects such as being landlocked.

At the same time, the pandemic also revealed elements of the socio-economic structure that proved resilient and robust and helped Botswana respond to contain the virus. For example, (i) the strong macro-economic fundamentals alongside a stable political environment; (ii) the fairly robust social protection system; and (iii) a relatively young population. These factors acted as a buffer against some the worst potential effects of the pandemic.

Looking ahead, the opportunities that Botswana must seize are closely tied to addressing the issues raised in the preceding chapters. There exist opportunities to change the current growth model and make it more inclusive by reducing inequality, poverty and unemployment, especially among youth and women. Achieving the SDGs for Botswana has to be seen in the context of an economic recovery that is inclusive, sustainable and resilient.

Countries that have either made the jump from middle-income to high-income or have made significant development strides have done so through industrial policy that is closely tied to international trade, with steady movement up the economic value chain. During the 1980's and 1990s, the East Asian "miracle" economies of Hong Kong, Singapore, Taiwan (ROC), the Republic of Korea and Thailand were unique in combining sustained growth with highly equal income distributions. Several factors played a role, including (i) maintaining macro-economic stability; (ii) broad-based educational strategies; and (iii) well-managed and flexible industrial policy focused on boosting productivity and competitiveness. These countries transformed by getting the basics right; private domestic investment, combined with rapidly growing human capital, were the principal engines of growth. Agriculture, while declining in relative importance, experienced rapid growth and productivity change.¹⁷⁶

In the case of Botswana, the need to diversify the economy is well understood in policy circles. The government has also long recognized the importance of international trade as a means to sustainable growth and development. Deliberate efforts have been made in the past to attract investment into the country regarding skills and technology transfer, economies of scale production, and targeting external markets that contribute to employment creation and poverty alleviation. However, the sort of export-driven strategy that worked for East Asia in the latter part of the 20th century may not be a viable option for Botswana given differences in productivity, human capital, connectivity, and ability to tap economies of scale needed for competitiveness at a regional and global scale. While there are important lessons to be drawn from the successful experience of other economies, the context (landlocked, natural resource dependent, historical and political-economy context, geopolitics, etc.) demands that Botswana develop its own unique policy mix to transform its economy.

Diversifying the revenue base is closely tied to the objective of diversifying the structure of the economy. Botswana will have to look beyond its borders to boost growth, given the relatively small size of the domestic economy. Growth that relies on non-tradeables is unsustainable given the small size of the domestic market. In line

¹⁷⁶ Stiglitz, J. E. (1996). "Some lessons from the East Asian miracle", in *The World Bank Research Observer*, vol. 11, no. 2, pp. 151–177.

with Botswana’s strategy of diversifying its economic base, non-mineral trade (goods and services) will have to play a more instrumental role in boosting growth and employment if Botswana aims to reduce its dependence on diamonds. Looking at the current structure of exports, the services sector presents greater opportunities given that trade-related services account for the second largest share among exports and have shown a steady increase over time.

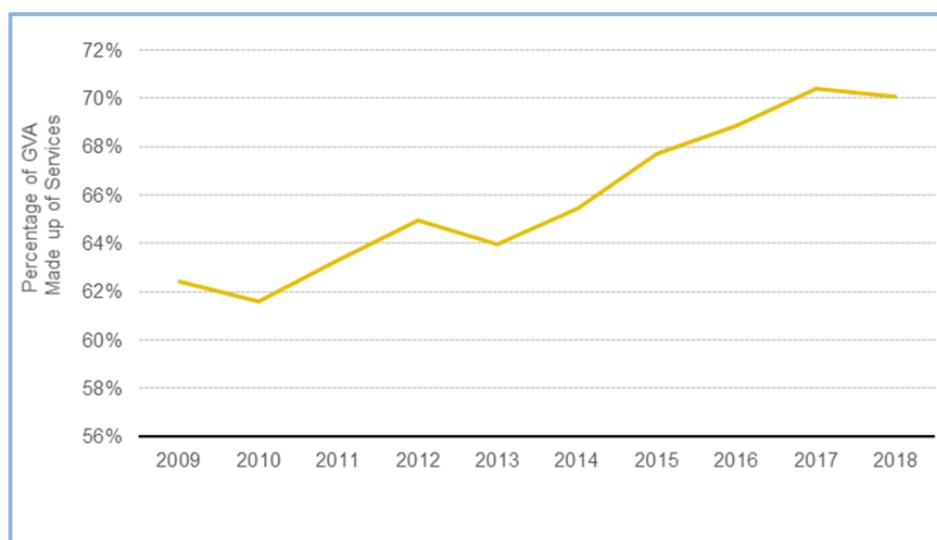
The role of services and its growing contribution to the economy is well-established (Figure XIII). As the world emerges out of COVID-19, tourism services should be an area of focus and further development. Tourism also holds the greatest promise for employment creation. High-end tourism is an area in which Botswana has done relatively well given tourism’s increasing share in GDP over time. There is, however, scope to provide a broader menu of tourism products that cater to a wider range of income groups. Cultural tourism should figure as part of the country’s tourism strategy so that Botswana is perceived as an attractive destination that offers more than luxury lodges and game parks.

One of the main shortcomings of the National Export Strategy (NES) is that it focuses mainly on a strategy for the export of goods and does not address the potential for trade services. If Botswana is to shift from a mineral-based economy to a knowledge-based one, a strategic approach to trade in services will be needed. The digitization of the economy is yet to take off, and relatively weak broadband coverage population and speed has hampered business activity and FDI. While the National Broadband Strategy (2018) aims to ensure universal access to broadband services, and the Botswana National E-government strategy (2011–2016) promised that “by 2016 all appropriate government information and services will be available online through a single government portal”,¹⁷⁷ these opportunities are yet to be realized. As of March 2019, penetration of fixed broadband in Botswana (per head of population) stood at 1 per cent. Only 2 per cent of the subscriptions are of speed over 10Mbps. This is in contrast to the proposed target that broadband speed in urban areas must reach a minimum 100Mbps by year 2023.¹⁷⁸

¹⁷⁷ Ministry of Transport and Communications of Botswana (2012). *National E-Government Strategy 2011–16*.

¹⁷⁸ Botswana Communications and Regulatory Authority (2020). *Facts and figures March 2020*.

Figure XIII: Services, Gross Value Added (%), 2009–2018



Source: Bank of Botswana and DNA Economics, RSA.

In general, if Botswana is to boost exports, it will need to be based on efficiency and productivity. For non-mineral exports, Botswana will have to be globally and regionally competitive and cost and quality of goods and services will matter. In addition to making investments and providing incentives to boost productivity and competitiveness, Botswana will have to improve its ease of doing business¹⁷⁹ indicators if it is to attract FDI and talent. Attracting talent and achieving competitiveness are closely linked. While the concept of citizen economic empowerment (CEE) and associated policies are well-intentioned, its contribution to boosting domestic employment is yet to yield results. Depending on CEE's application, it can pose a challenge for high-skilled foreign workers to take up employment in Botswana, thus adversely affecting foreign investment. This aspect has been noted, as the ERTTP recommends the "issuance of work permits for domestic firms and foreign investors where skills are in short supply, perhaps through a quota-based system linked to citizen employment and expedite introduction of eVisas".¹⁸⁰

Consistent with the development trajectory of countries that have moved up the development ladder, Botswana should identify areas where value can be added to goods and services in which it is already competitive, including diamonds, beef and potentially soda ash. For instance, Botswana relies heavily on India/Surat for cutting and polishing its diamonds. Efforts should be made to diversify this stage of the value chain – and this is something that Botswana would be well-placed to exploit. A process of dialogue with the Botswana diamond cutting and polishing sector should be undertaken to determine and address the constraints to building a larger and more sustainable cutting and polishing sector.

¹⁷⁹ Botswana was ranked 159 out of 190 for starting a business; 139 in getting electricity; and 137 in enforcing contracts. It takes an average of 48 days to start a business, which is more than two times that of the average for sub-Saharan Africa (21.5 days). See World Bank (2020). *Economy Profile Botswana: Doing Business 2020*.

¹⁸⁰ Government of Botswana (2020). *020/21 – 2022/23 Economic Recovery and Transformation Plan*, p. 50.

Reducing inequality

Reducing Botswana's high level of income inequality requires active engagement of the government. In countries where growth was accompanied by equity, there was active government intervention. An inclusive growth strategy, at a minimum, should ensure that:

1. ***Growth occurs in sectors in which the poor work.*** Agricultural growth and rural development must be prioritized and the sector must be modernized so that it becomes internationally competitive. For instance, there is scope to move up the agricultural value-chain vis-à-vis beef products as well as to strengthen agricultural extension services.
2. ***Investment occurs in areas where the poor live.*** Greater investments should be made in districts with higher rates of poverty such as Kweneng West District and Ngwaketse West.
3. ***Use is made of factors of production that the poor possess to enhance their capabilities.*** Labour demand created during the process of growth should be concentrated on creating employment opportunities for unskilled and semi-skilled workers. Labour-intensive sectors should be encouraged by preferential allocations of credit and tax treatment. In addition, the ability of the poor and youth to avail of emerging opportunities needs to be enhanced by higher investments in human development towards improving the quality of education and health services, ensuring school-to-work transition, and matching skills with the existing and future demand such as strengthening vocational training programmes.

Therefore, an inclusive growth strategy has to focus on *sectors, areas, and factors of production* as well as *items of consumption* which can play a role in alleviating poverty and reducing inequality. Beyond this, it is also important to recognize that particular groups are more vulnerable to being excluded or marginalized from the process of growth. To ensure that such groups are not left behind will require targeted measures that are effective. Women, youth, the landless, casual workers in the formal sector, minorities and indigenous people and the aged and disabled may not be covered adequately by the current social protection system.

Current economic challenges and budgetary constraints present an opportunity for the Government to drive through much needed reforms of the social protection system. The national social protection framework (NSPF), developed with the support of the World Bank, aims to address some of the shortcomings of the current structure. UNDP has also supported the development of the 2020 Botswana National Social Protection Recovery Plan. Together, these initiatives aim to provide social protection through a combination of targeted and universal programmes underpinned by an “inclusive life-course approach”. The idea is that “social protection needs to be responsive to the different risks and vulnerabilities that citizens face throughout the course of their lives”.¹⁸¹ The main objective is to move from an individual-based assessment to household-based and create a robust poverty-focused programme by consolidating and rationalizing several programmes. “Doing more with less” requires better

¹⁸¹ Ministry of Local Government and Rural Development (2020). *Botswana National Social Protection Framework: Implementation Plan, 15 November draft.*

information systems, reprioritization of resources to the most effective programmes, prioritizing resilience over relief, and perhaps even merging or shutting down programmes that overlap with others or do not deliver the desired results.

The informal sector provides direct incomes to households, thus contributing to reducing poverty and stimulating economic activity. This is the opportune time to find innovative ways to identify informal businesses in order to provide them with the necessary assistance. The reality is that the majority of informal businesses have collapsed due to the COVID-19 pandemic and urgent intervention in terms of financial assistance is needed. Government has recently called on informal sector businesses to register with Local Enterprise Authorities (LEA). If the registration exercise is successful and the informal entities are assisted, there is likely to be a marked improvement in economic activity. Most importantly, there are some businesses in the informal sector which qualify to be taxed and once these are identified, taxes from these establishments can contribute towards declining government revenue. The government should therefore fast-track the implementation of the recommendations of the 2020 Botswana National Informal Sector Recovery Plan to support the recovery of the informal sector from the effects of the COVID-19 pandemic. Among the key recommendations of the Recovery Plan is the establishment of an informal sector agency, which will formalize the engagement of the sector in policymaking and drive the implementation of government actions to support the sector.

Finally, the role of the private sector in boosting economic recovery should not be discounted. Based on the experience of other countries, the private sector has played an instrumental role in economic transformation. It usually accounts for the bulk of formal sector employment and drives growth. The current scenario and associated challenges require government to strengthen its relationship with the private sector. If channelled correctly, the private sector can play a complementary role in helping the country achieve the SDGs. Government has a key role to regulate and steer the private sector toward development-oriented outcomes, including the achievement of the SDGs. Strategic partnerships should be established between Government and the private sector, since public-private partnerships have the ability and capacity to promote innovation and aid the adoption of technologies that are necessary to spur a successful digital transformation.

Creating 'green' solutions

Botswana's economic recovery plan could be augmented by additional measures from both the Government and its development partners and non-state actors in the country. These include more focus on widening access to clean and more sustainable energy at households and business levels. This way, more of Botswana's population would be able to avert the effects of indoor air pollution, which compromises people's health while also increasing vulnerabilities and raising spending on medical remedies. Such energy interventions would also be pivotal in the recovery of Botswana's business. For instance, the country's micro, small and medium enterprises comprise more than 35 per cent of the country's GDP while at the same time employing a sizeable proportion of the country's population.¹⁸² The country's agricultural sector

¹⁸² International Trade Centre (2019). *Promoting SME competitiveness in Botswana A bottom-up approach to economic diversification* (https://www.intracen.org/uploadedFiles/intracenorg/Content/Publications/Botswana_SME_final_low_res.pdf (2019)).

could benefit more from value-addition of yields, for example through solar-powered driers that have been shown to increase the product's shelf life thus minimizing post-harvest losses in the value chain of Botswana's crops such as sorghum, maize, millet, groundnuts and cowpeas, among others.

The role of women and girls as key leaders and agents of change is worth noting. Women and girls play a critical, but often unrecognized, role in climate action and the management of natural resources. Women are the primary household energy managers and can also be powerful agents of change in the transition to sustainable energy. Women entrepreneurs have enormous potential to create distribution and service networks in rural areas, helping to lower the cost and increase access to sustainable energy. As decision-makers, they have offered innovative solutions to respond to climate change impacts and to making development more sustainable overall.

Other areas relevant to actors such as the UN system in Botswana include targeted consideration of Botswana's green and more inclusive socio-economic recovery options. In particular, and as a crucial component of a transformational change for nature and people in Botswana, the country's diverse sets of ecosystems constitute a key base for forestalling future zoonotic diseases associated with human-wildlife interfaces. As such, significant and evidence-based policy choices could be deployed in the medium to long term. These include tailored multi-stakeholder interventions to support the country's communities around wildlife conservation areas, including through integrated ecosystem-based approaches for food security, energy and clean water. Besides, opportunities exist in broadening collaborative avenues between the UN in Botswana and the Government of Botswana on options that can be harnessed to bring on board like-minded actors to support green and inclusive post-COVID-19 recovery interventions. These include multi-partner collaborations, aimed at generating impactful interventions in the lines of investing in nature and people and connecting it to a One Health approach at national and sub-national levels, among other key frontiers of COVID-19 socio-economic recovery.¹⁸³

¹⁸³ United Nations Environment Programme (2020). *Preventing the next pandemic: Zoonotic diseases and how to break the chain of transmission* (<https://wedocs.unep.org/bitstream/handle/20.500.11822/32316/ZP.pdf?sequence=1&isAllowed=y>).

7. CONCLUSION: TOWARDS THE UN BOTSWANA COOPERATION FRAMEWORK (2022–2026)

Developed as a joint initiative with the Government of Botswana, the 2020 CCA takes stock of Botswana's progress towards fulfilment of the 2030 Agenda, and analyses opportunities, constraints and capacity gaps in achieving the SDG targets with an emphasis on those left behind. The CCA has been conducted at a time when the COVID-19 pandemic is having deleterious effects across all three dimensions of sustainable development: economic, social, and environment. The analysis sheds light on the challenges as well as the opportunities that lie ahead. It emphasizes that a collective effort will be needed to ensure that Botswana builds back better and shifts to a more sustainable development trajectory.

The CCA will be updated on an annual basis to capture any new trends and changes in Botswana's development landscape. The CCA will serve as a knowledge and resource base for UN entities, Government and the wider development community as they continue to identify development priorities and opportunities that Botswana can seize for it to transition from an upper middle-income country to a high-income country while pursuing a sustainable development trajectory. The repository of documents, videos, and information that informed the analysis will be made publicly available.

The 2020 CCA will inform the upcoming United Nations Botswana Sustainable Development Cooperation Framework for 2022–2026 which will delineate the UN's areas of collaboration with the Government of Botswana over the five-year period. Such collaboration will seek to address the country's challenges in meeting the SDGs.

Strategic interventions are required in many areas to accelerate implementation and enhance achievement of the SDGs.

In **planning and budgeting**, efforts need to intensify towards a structured approach in the implementation of the SDGs to ensure that all relevant and prioritized SDGs targets and indicators are fully integrated in planning and financing instruments and that progress made is measurable. Efforts to roll out the SDG Planning Guidelines should be expedited, so as to fully integrate prioritized targets and indicators in national/sector plans and financing instruments. Public engagement in budgetary processes should be encouraged to achieve greater budget transparency and to ensure that priority SDG related actions, including on gender equality and women's empowerment, are adequately mainstreamed in plans and budgeted for. The oversight role of the Parliamentary Select Committee on SDGs should be enhanced to ensure that the planning and budgeting process incorporates SDG principles while addressing national priorities to boost the attainment of the SDGs. In-Year Reports, Mid-Year Review, and Audit Reports should be published online in a timely manner.

In **monitoring, data collection, analysis and review**, the Government must strengthen its efforts towards data development and management to support implementation of its development agenda, including the SDGs. Quality, timely and reliable data that is disaggregated is critical to support a transformation process that seeks to ensure prosperity for all and leave no one behind. The country's SDG statistical monitoring capacity needs to be improved. The Monitoring and Evaluation (M&E) Policy Framework and Manual should be published in order to address

fundamental systemic M&E issues, including the standardization of M&E practices and timely delivery of time sensitive data. The Domestic Indicators Framework must be updated on a continuous basis to take into account ever-changing circumstances pertaining to the SDGs globally, as well as developments on the local front. To avoid parallel systems, prioritized indicators in the SDGs and National Performance monitoring systems should be fully aligned, thereby ensuring equity and efficiency in resource allocation and use. Data collection tools and monitoring systems must be modernized and automated to widen opportunities for data accessibility and to reduce long and repetitive manual data collection processes. And the Ministries of Health and Wellness and Investment, Trade and Industry should remain focused on all outstanding MDG-related SDGs to fulfil the SDGs Roadmap ambition of attaining all MDGs related indicators where the country's performance was below target by 2022.

In terms of **partnerships**, building public awareness and engaging all key stakeholders will be a critical step towards a participatory process that ultimately leads to maximum ownership and sustainability of development results. The National SDGs Secretariat should enhance its efforts towards implementation of the SDGs Communication Strategy, which must be effectively rolled out in order to leverage the knowledge building process and to set priorities for action. SDG awareness campaigns must continue to take place among key stakeholders and with all district and urban councils, and information, education and communication materials must be developed in local languages as a critical step towards a participatory process. The media has been a key partner in SDG advocacy, sensitization and awareness creation, and it should remain so. The National SDGs Secretariat, ministries and departments must work with academia and other training institutions to develop tailor-made training programmes on SDGs for the media, which will also facilitate development-oriented reporting. Moreover, Government must forge strategic partnerships with think tanks, civil society organizations, academia and research institutions to produce knowledge products to planning, policy and decision-making and enhance implementation of the SDGs. Think tanks, academia and research institutions have an important part to play in effectively provide the required knowledge and solutions to SDGs implementation, and they must be made aware of this responsibility and opportunity.

As regards **implementation and coordination**, national ownership of the SDG agenda remains essential. Aligning the SDGs with existing priorities and processes will ensure successful implementation. Overall, the institutional mechanism for implementation of the country's development agenda must be rationalized for effective coordination and utilization of resources, to avoid the proliferation of structures and to ensure equity and efficiency in the delivery of the country's development agenda, including the SDGs. The domestication and localization of the SDGs at the subnational level must be expedited to enable the Ministry of Local Government and Rural Development to track performance and assess the contribution of local government in the attainment of the SDGs. And policy implementation must at all times be guided by the principle of gender equality and 'leave no one behind' which are at the centre of the 2030 Agenda for Sustainable Development.

Successful implementation of the SDGs will require **financing**, which will necessitate sustained efforts towards resource mobilization and the development an appropriate financing architecture for the country. The effects of COVID-19 have put a further strain on the country's financial resources. Further, the last few years have been

characterized by declining public revenues, budget deficits and overall decline in foreign reserves. The Addis Ababa Action Agenda (AAAA) should be used to address challenges of financing and to create an enabling environment for implementation of the SDGs at all levels. And private sector financing should be leveraged to support implementation of the SDGs through various initiatives such as public private partnerships.

The following issues highlighted in the 2015 MDG Report should continue to inform sustainable development initiatives, particularly as the country accelerates towards the 2030 timeline:

1. An Inclusive Economic Growth model should be developed to encourage private sector participation in growing the country's economy while at the same time paying attention to socio-economic dimensions, including gender mainstreaming.
2. The interrelationship of the SDGs should be mainstreamed in order to achieve efficient and effective implementation and realization of the net effect of sustainable development on society.
4. An awareness campaign should be mounted on climate issues of the same magnitude as that for HIV and AIDS prevention, to ensure the general public and private sector understand the effects of their collective activity on the climate.
5. Disparity gaps should be addressed at sub-national level to sustain development. For instance, real poverty can be alleviated when rural-urban inequality, gender inequality and all other possible disparities are addressed.¹⁸⁴

¹⁸⁴ Ministry of Finance and Economic Development/United Nations Development Programme (2015). *Botswana MDG Status Report 2015*.

ANNEX I. METHODOLOGY

The 2020 CCA focuses on inequalities and Leave No-one Behind, taking account of all guiding principles, and for analytical purposes was structured around three of the five 'P's: **Prosperity, People and Planet**.

Structuring the CCA analysis

Coordinated through the RCO, UNCT members formed four Chapter Teams responsible for drafting the substantive chapters of the CCA: Progress toward the SDGs, Prosperity, People and Planet.

The core principles were built into the analysis from the outset, ensuring that all chapters apply LNOB, human rights, gender equality, resilience, sustainability, risk and accountability filters to their analysis. Also provided as guidance to the chapters was to include analysis on:

- Availability and quality of data
- Patterns of discrimination
- Barriers
- Opportunities
- Gaps and priorities

CCA development support structures

The Chapter Teams supported population of the data repository, engaged with UNCT and stakeholders and substantively drafted the various chapters.

For a full list of Chapter Leads and Members, please see Annex II.

The Chapter Leads also engaged in stakeholder consultations, as well as supported UNCT review of the developing CCA.

Non-resident agencies were engaged through these processes and were active in all chapter teams and all steps of CCA development.

The Ministry of Finance and Economic Development was the focal Ministry in this process and were engaged throughout on the development of the report, stakeholder consultations and in discussions relating to developing the CF Road Map, also carried out in Q4 2020.

DCO provided support and advice throughout the process, including kicking off CCA development by providing an orientation session to all CCA Chapter Leads and Chapter Team members, which included experience sharing by the RCO Ethiopia. DCO also played a key quality assurance and review role.

The UNCT was engaged throughout the process, nominating staff to participate in drafting teams for the various Chapters, reviewing draft Chapters outlines and draft Chapters and advising the Chapter teams on gaps/ next steps. The UNCT approves and validates CCA document final version.

An external consultant was brought in to support certain chapters, but mainly focused on harmonizing and pulling together the chapters into a cohesive document.

The RCO supported the set-up of the Chapter Teams and regularly engaged with the chapter leads and teams. The RCO managed the data repository and consultant, including facilitating liaison between chapter teams and the consultant. The RCO further drafted a gender issues paper for the CCA, as well as the chapters and annexes Country Profile, Life in Botswana and Methodology. RCO also provided quality assurance support, including on gender equality, supported all stakeholder engagement and organized the national level stakeholder consultations, and ensured regular reporting to and facilitated engagement with and by UNCT, DCO, non-resident agencies etc.

Use of secondary data

Research and development for the Botswana CCA was carried out during the last half of 2020. Considering the global upheaval caused by COVID19, the emphasis on response and recovery and the limitations in carrying out traditional analysis, the CCA process had to adapt within limitations posed by lockdowns, COVID19 protocols etc. At the same time the UNCT emphasised the need for a very robust CCA, in light of the changes mentioned above but also since this CCA will lay the foundations for discussions on development of the next CF.

Following extensive trials and consultations on platforms that may be available to all the UN Country Team, finally a UNDP Microsoft 365 Teams platform was set up and managed by the RCO Data Management Officer as a data repository for the Botswana CCA Task Team. It included all members of the CCA Drafting Team as well as Heads of Agencies. The Team was arranged in Channels that were responsive to the CCA Chapters:

- i. General – included cross cutting reference material such as UN CCA Guiding documents, National Statistics, SDGs, Poverty, COVID-19 and HIV/AIDS.
- ii. Chapter Teams – members of different teams shared minutes of their meetings, draft documents and Chapter specific literature from national, regional and global level.

The use of this platform was useful in that it broke the silos between Chapter drafting teams as all could review the draft documents across the teams anytime to ensure flow across the chapters as well as to avoid duplication. Drafting team members could also share relevant data and documents for consideration even in Chapters of which they were not members. The challenge was that for most, this was the first time to use the platform, so there were initial start-up problems. There were also challenges expressed by draft team members that there was a large volume of documents in the Team and it was not easy to sieve through to identify the most relevant. These challenges will be considered as the data repository transforms in the coming reviews.

Due to the repositioning of programming and analysis needed to inform the COVID-19 response, a number of recent and on-going processes and analysis were able to be brought in to and inform the CCA process, including the Socio-economic analysis of COVID-19 impact carried out and the Private sector, Informal sector and Social Protection socio-economic response plans developed earlier in the year. Also, the development of the SERP fed into this process.

Similarly data was sourced from, for example, development partner analysis and consultation efforts, such as the Gender Men's Dialogue on GBV, held in partnership with the French Embassy and the Ministry of Nationality, Immigration and Gender Affairs and the Traditional Leaders Consultation on GBV, organized by the UNFPA and the WAR organization, in partnership with the RCO.

Engaging stakeholders

Considering the significant amount of stakeholder engagement that has taken place during the last few months in light of the socio-economic analysis of the COVID-19 impact, the UN75 dialogues, key stakeholder consultations with particular LNOB groups at community level (refugees, youth, persons with disabilities, gender dialogues with men and boys, traditional leaders, to name a few), the UNCT have ensured that CCA-related issues have been raised in dialogues where appropriate and that results from those various consultations – even if their primary focus was not the CCA – have informed the drafting of the various chapters.

Due to restrictions brought by COVID-19 such as limited movement and group interaction, the CCA team took advantage of pre-scheduled stakeholder consultations to add some CCA related questions/guiding engagement questions to be included during such engagements. Where face to face interaction was not possible or limited, virtual platforms such as Teams were utilized. Community level consultations included a combination of face-to-face and virtual, often led by one or more UN entities, their key stakeholders and implementing partners. Consultations have taken place at various locations including conversations with refugee communities at Dukwi camp, UN75 dialogue with persons with disabilities through community level surveys across the country, workshop dialogue with youth and people with disabilities and their representative organizations in Gaborone as well as consultation with community leaders and women at Maun.

To capture other key insights and cover gaps, key informant interviews have been carried out, speaking to specific issues/gaps identified as the CCA drafting was progressing. These interviews focused on persons active in the private sector. See Annex III that lists all stakeholder consultants for a list of these.

A final national-level consultation was held bringing together actors engaged in key national forums such as the National Steering Committee on the SDGs and the UNSDF Programme Steering Committee and beyond. This was also a combination of a face-to-face (Gaborone) and virtual event.

The CCA report in draft form will also be shared with Government and other key stakeholders for comment. DCO has been pivotal in supporting the set up and kick-off of this CCA, both engaging with the RCO but also providing a very appreciated orientation for all CCA focal points as nominated by the UNCT.

Challenges

There were some challenges encountered both in the use of secondary data as well as primary data collection.

Secondary Data

- An MS Teams platform was used for the CCA Data repository. This was after trying various platforms which could be accessed by all members of the drafting team from various UN entities. An orientation on the effective use of the platform had to be conducted by the ICT support team for specific individuals who may not have used Teams previously, especially those working with entities which do not use Microsoft.
- Identifying relevant documents from the mammoth repository was a challenge. Even though folders were used to try to group documents by subject, it still proved to be a challenge to know what content would be available in which documents and where such may be available. Librarian support may be necessary to support with indexing the vast literature available in the repository.

Primary data – Stakeholder consultation

- The advent of COVID-19 in Botswana as in many countries brought restrictions on movement and mass gatherings or group meetings. This limited access to some groups of the community, especially those outside Gaborone. In collaboration with the civil society umbrella body, BOCONGO, some community dialogues were held through community based civil society organizations with virtual support from the UN team. Other such dialogues include the Commemoration of 16 Days of Activism Against Gender Based Violence at Maun where Panel Discussions were held with community leaders and custodians of culture (Dikgosi) as well as women (survivors of GBV). These conversations were not primarily for CCA, but CCA was mainstreamed in the discussions.
- To limit movements and numbers of people gathering at a point, virtual meetings/workshops were held. There were accompanied by challenges such as access for those without relevant gadgets or with limited or no access to the internet.

ANNEX II. STAKEHOLDER CONSULTATIONS

Stakeholder consultations reflected in CCA development and report

This Annex is a list of consultations carried out either specifically for the 2020 UN in Botswana CCA or that were used by the UNCT members in the drafting teams as inputs to their CCA chapters. The consultations include national level consultations, community level consultations and key informant interviews.

Notes, reports and other materials from the below consultations can be accessed in the CCA Data Repository (please contact Rosinah Dialwa, Data Manager, RCO on Rosinah.dialwa@un.org for access/information).

National level

Consultation	About	Date, venue	Participants
National level CCA stakeholder consultation	Purpose: present preliminary CCA findings for discussion and review by broader stakeholder groups. Preliminary findings of the CCA built on secondary research as well as a number of other national and community level consultations, as listed below.	10 December 2020 Avani Hotel and Conference Centre, Gaborone, with virtual option	Included Government, civil society, private sector, academia and community group representatives.
UN75 dialogues	a) UN75 dialogue with various stakeholders b) Dialogue with representatives of Organizations of Persons with Disabilities	21 August 2020, Masa Hotel, Gaborone, with virtual option	Included Government, civil society, private sector, academia, youth groups, media, LGBTIQ representatives, various representatives of Organizations for Persons with Disabilities and general public.
Consultation on UNPRPD MPTF Expression of Interest	Stakeholder consultation for preparation of the Botswana 2020 Expression of Interest to the 4 th	28 September 2020	Included Government, civil society organization for persons with disabilities and private sector actors.

	Funding Call of the UN Partnership on the Rights of Persons with Disabilities Multi Partner Trust Fund (UNPRPD MPTF).	UN Building, Gaborone, with virtual option	
Gender Dialogue series: Men against GBV	Engage with men as key players in addressing GBV. To strengthen alliance with men, promote non-violence means of communication and collect precious testimonies that will serve as inputs to policy recommendations.	17 November 2020 Venue: Residence of French Ambassador	In total 50 participants, included representatives from the government, men and boys from CSOs and private sectors; media representatives, UN and French Embassy. The event was also live streamed, enabling conversation to reach populations from different districts and remote areas
Key Informant Interviews	Entrepreneurs, Economists, Private Consultants, Tourism Leaders, Advisors, documented and undocumented migrants.	UN Building	RCO participants

Community level

Consultation	About	Date, venue	Participants
Dukwi refugee camp – UNHCR strategic planning exercise with community representatives	The consultation brought together community representatives, Government and UNHCR. The consultation fed into UNHCR's strategic planning work for 2020 as well as the on-going CCA process.	9 November 2020 Dukwi Refugee Camp, UNHCR offices and virtual	Camp management, school representatives, local law enforcement, health facilities, community representatives, Government, UN
Dialogue on GBV with Traditional Leaders in Maun	PURPOSE: Organized by UNFPA, Women against Rape (WAR) and RCO, the event	30 November 2020 VENUE, Maun	Participants: traditional leaders (Dikgosi) , elder women and men, community leaders, CSOs, women

	aimed to bring elders and traditional leaders into the GBV discussions, as critical players in prevention and response at community level. It was also an opportunity to raise awareness on the need to strengthen inter-generational dialogue on GBV.		survivors of GBV, among others. The event was live streamed.
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ANNEX III. CCA TEAM

2020 CCA Task team members

CCA Chapter	Name	Organization	Contact	LEAD
Country Profile and Governance	1. Rosinah Dialwa	RCO	Rosinah.dialwa@un.org	LEAD
	2. Ashwane Budoo	OHCHR	Consultant.budoo@ohchr.org	
	1. Nchidzi Smarts	RCO	Nchidzi.smarts@un.org	LEAD
	2. Mmakeng Leepile	UNHCR	leepile@unhcr.org	
Planet and Development	3. Michael Flyman	FAO	michael.flyman@fao.org	LEAD
	4. Charles Sebukeera	UNEP	charles.sebukeera@un.org	
	5. Louise Setshwaelo	FAO	louise.setshwaelo@fao.org	
	6. Lesedi Modo	FAO	Lesedi.mod@fao.org	
	7. Jean Jacob Sahou	UNEP	jean-jacob.sahou@un.org	
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	9. Ludo Moroka	UNDP	Ludo.moroka@undp.org	
	10. Harrison Simotwo	UNEP	Harrison.simotwo@un.org	
	11. Ivonald Da Cruz	IFAD	i.dacruz@ifad.org	
	People and Social Exclusion	12. Mareledi Segotso	UNFPA	segotso@unfpa.org
13. Boago Makatane		UNFPA	makatane@unfpa.org	
14. Kefilwe Koogotsitse		UNFPA	koogotsitse@unfpa.org	
15. Vanilde Furtado		RCO	Vanilde.furtado@one.un.org	
16. Sarah N'ginja		UNICEF	snginja@unicef.org	
17. Natasha Hirschfeld		UNDP	Natasha.hirschfeld@undp.org	
18. Amala Reddy		UNAIDS	redya@unaids.org	
19. Louise Setshwaelo		FAO	louise.setshwaelo@malladiepe.com	
20. Arvind Gupta & Mmakeng Leepile		UNHCR	Guptaa@unhcr.org	

	21. Janica Puisto	OHCHR	jpusto@ohchr.org	
	22. Thomas Chiramba	UN-HABITAT	Thomas.chiramba@un.org	
	23. Juliet Bataringaya	WHO	Bataringayaj@who.org	
	24. Christian Dietz	IFAD	cdietz@ifad.org	
Progress towards SDGs, 2030	25. Margunn Indreboe	UNDP	Margunn.indreboe@undp.org	LEAD
	26. Bame Mannathoko	UNDP	Bame.mannathoko@undp.org	
	27. Amala Reddy	UNAIDS	redya@unaids.org	
	28. Kefilwe Koogotsitse	UNFPA	Koogotsitse@unfpa.org	
	29. Juliet Evelyn Bataringaya	WHO	bataringayaj@who.int	
	30. Mpho Mmesesi	UNAIDS	mmelesim@unaids.org	
Prosperity and Economic Transformation	31. Taimur Khilji	RCO	Taimur.khilji@un.org	LEAD
	32. Lesedi Modo	FAO	Lesedi.mod@fao.org	
	33. Johnson Maiketso	UNDP	Johnson.maiketso@undp.org	
	34. Janica Puisto	OHCHR	jpusto@ohchr.org	
	35. Ulugbek Olimov	UNICEF	uolimiv@unicef.org	
	36. Guido Rurangwa	WBG	grurangwa@worldbank.org	
	37. Thomas Chiramba	UN Habitat	Thomas.chiramba@un.org	
DCO Support	38. Kwasi Amankwaah	DCO-Regional	kwasi.amankwaah@un.org	Support- main DCO focal point for CCA
	39. Pauline Atieno Owuor Magawi	DCO-Regional	pauline.magawi@un.org	Support
	40. Themba Kalua	DCO-Regional	themba.kalua@un.org	Support

The overall CCA process was managed by Helen Andreasson, RCO Team Leader (Strategic Planning)

ANNEX IV. SUMMARY OF DEVELOPMENT CHALLENGES

Summary of key development challenges facing Botswana today:

SDG	CHALLENGES
 <p>The icon for SDG 1, 'No Poverty', features a red square with a white number '1' in the top left corner. To the right of the '1' are the words 'NO POVERTY' in white, uppercase letters. Below the text is a white silhouette of a family consisting of two adults and three children.</p>	<ul style="list-style-type: none"> • Botswana has not yet ratified the International Covenant on Economic, Social and Cultural Rights which would enable the citizens of Botswana to hold the country liable at the UN level in instances of non-realization of economic, social and cultural rights leading to poverty. • The country has also not ratified the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (Maputo Protocol) which contains several provisions to ensure that women do not live in poverty. • Botswana's poverty level remains significantly high relative to its status as an upper middle-income country. • About half of the country's children live in multi-dimensional poverty, with seven out of every 10 children deprived of sanitation. Children from poor, rural households have higher rates of deprivation. • Poverty remains high in rural areas, remote communities, and in households headed by women. According to the <i>2015/16 Botswana Multi Topic Household Survey</i>, there is a higher percentage (55 per cent) of poor female-headed households than male-headed (45 per cent) households. A higher proportion of employed women than employed men live below the poverty line. • Women's livelihoods from agriculture activity remain unequal. While women and men have equal rights to land ownership, the <i>Annual Agricultural Survey Report 2019: Traditional Sector</i> indicates that women own less land, cattle, livestock and boreholes than men. • Women's livelihoods through informal sector activity are at risk. Women's ownership of informal businesses is threatened by the social distancing requirements needed to curb the spread of the COVID-19 disease. Business ownership excludes women entrepreneurs from accessing social security protection measures (e.g., pensions). • Climate change continues to exacerbate the vulnerability of people living in remote and sparsely populated areas such as those living in Remote Area Dweller Settlements (RADS) and Community Based Natural Resources Management (CBNRM) villages across Botswana. Isolated, with only basic services (e.g., boreholes for potable water, health facilities and schools), these groups depend on an extensive livestock production system with very low productivity levels, and limited arable agriculture, wildlife resources and non-forest products. The average poverty rate in these communities is higher than the average poverty rate for all rural villages as well as the national average. • The national social protection system is cumbersome, inefficient and ineffective, with some 30 programmes spread across 10 government agencies. Spending on social protection constituted 3.5 per cent of GDP (2012/2013), with the current budget allocation estimated at 2.3 per cent of GDP.

	<ul style="list-style-type: none"> • Measures are needed to diversify the economy and accelerate economic growth aimed at increased productivity, poverty reduction and the attainment of equitable social development. Policies must also lift young people out of exclusion and poverty, especially those living in rural areas. • There is limited data, including disaggregated data, on people living below the international and national poverty lines; living in multidimensional poverty; and covered by the national social protection system. A review of Botswana's national census approach is needed in order to collect and analyze data disaggregated by ethnicity, religion and language, in full compliance with standards of personal data protection and privacy.
 <p>2 ZERO HUNGER</p>	<ul style="list-style-type: none"> • Malnutrition remains prevalent among children, especially those living in rural areas. UNICEF's (2020) <i>Situation of Children in Botswana</i> reveals that the stunting rate and underweight rate at birth were 31.7 per cent for children under 5, and 12.5 per cent respectively, in 2007. • Children in Kgalagadi (North & South), Mabutsane, Gantsi, Okavango, Boteti, Bobirwa and hard-to-reach districts and geographically isolated areas (e.g., farms) have the highest rates of malnutrition. Malnutrition is also observed among children in refugee camps and children of illegal immigrants. • The proportion of undernourished was 24.1 in 2020. The <i>2020 State of Food Security and Nutrition in the World</i> states that 64.5 per cent of Botswana cannot afford a healthy diet. • The number of food insecure people is increasing. Climate change, long and frequent drought, overgrazing in communal areas and over-harvesting of veld products are exacerbating food insecurity through livestock losses and crop failures. Crop yields are projected to fall in the future by as much as one-third in some areas. Due to persistent drought and reduced cereal production, the number of food insecure has surpassed the five-year average by 10.6 per cent (2019/2020 consumption year). • The COVID-19 pandemic is also exacerbating household food insecurity, especially in rural women-headed households, due to its impact on food production and income generation from informal rural businesses and casual labour.
 <p>3 GOOD HEALTH AND WELL-BEING</p>	<ul style="list-style-type: none"> • Botswana has not yet ratified the International Covenant on Economic, Social and Cultural Rights which imposes an obligation on the state to 'recognize the right of everyone to the enjoyment of the highest attainable standard of physical and mental health'. • High child mortality: The under-5 mortality rate is 56 per 1,000, with over half of children in this age range dying as a result of sepsis, severe malnutrition, diarrhoea and pneumonia. Neonatal mortality accounts for 70 per cent of child deaths in the first year due to inadequate neonatal care facilities and other factors. • High maternal mortality is estimated at 133.7 deaths per 100,000 live-births. About 8 per cent of maternal deaths occur among adolescents aged 15–19 years. Direct obstetric causes contribute to 73.2 per cent of total maternal deaths; the three leading direct contributing factors of maternal deaths are postpartum haemorrhage (PPH), abortive complications and hypertensive disorders.

	<ul style="list-style-type: none"> • Botswana still criminalizes abortion except in cases of rape, incest, threats to the life or health of the pregnant woman or severe fetal impairment under Section 160 of the Penal Code. This increases the incidence of unsafe abortions. • Children continue to have unequal access to HIV treatment and care services. Among the estimated 11,132 children aged 0–14 living with HIV in 2019, only 37 per cent were receiving antiretroviral treatment. There is inadequate parental support to children living with HIV. • Cost and lack of identity documents continue to limit access to health care and antiretroviral treatment for children living in remote areas and nomadic communities, refugee and asylum-seeking children, abandoned children, children living in alternative care institutions, and indigenous Basarwa/San children who are not born in hospitals. • Young women have an HIV prevalence rate that is twice that of young men. New infections among adolescent girls and young women (AGYW) [15–24 years] remain high, at 24 per cent of the estimated 9,500 new infections in 2019. Treatment coverage lags behind that of adults – only 66 per cent of young people living with HIV (15–24 years) are on treatment. • The HIV incidence among AGYW is related to limited access to information on HIV prevention; limited access to contraceptives; inconsistent condom use; and the adverse influence of patriarchy, misogyny, dikgosi, and customary law. • The April–May 2020 national COVID-19 lockdown heightened vulnerabilities to SRH and HIV by restricting access to contraceptives (including condoms) as well as HIV testing and antiretroviral treatment. • The number of adult women living with HIV remains higher than men. • HIV tends to be undiagnosed among the elderly due to the symptoms of HIV/AIDS being similar to those of other immunodeficiency symptoms that can occur in later life, and the inhibition of health-care providers in inquiring about the sexual activity of the elderly. • People living with HIV who are on treatment are living longer. They face health complications as they age. • LGBTIQ people, people with disabilities (PWDs), and migrants and refugees continue to experience discriminatory health service delivery. • Rural/urban disparities exist in the quality and supply of health care. • Botswana’s health system is struggling to respond to the COVID-19 pandemic.
	<ul style="list-style-type: none"> • Botswana has not yet ratified the International Covenant on Economic, Social and Cultural Rights which imposes an obligation on the state to ‘recognize the right of everyone to education’. • Education quality remains low for infrastructural reasons. Classroom shortages give rise to high student-classroom ratios. This situation is compounded by the in-class social distancing requirements for combating COVID-19.

	<ul style="list-style-type: none"> • Only 30 per cent of children aged 3 to 6 years have access to preschool education which remains driven by the private sector and is therefore unaffordable for the less privileged. • Children in remote areas have limited opportunities and access to early childhood education (ECE) and are more susceptible to dropping out or not registering for school. • Children’s limited access to early education is related to the lack of appropriate funding mechanisms for preschool education; insufficient infrastructure, equipment and qualified staff in ECE centres; limited awareness by policymakers of the learning gains and educational advantages of ECE; and the challenge faced by early learners of having to walk long distances daily to access school. • Rural, poor youth are at risk of exclusion from education due to the implementation of the government’s cost sharing policy, transport costs and the requirement to engage in family labour activities. • School dropout and grade repetition remains high among adolescent girls and young women due to pregnancy. Adolescent girls from poor, rural communities and of double orphan status are most affected by early and unintended pregnancy. • An issue of concern is the re-admission policy of public schools that requires pregnant girls who drop out of school to wait six months before they can return, and which expects pregnant girls to enter technical training instead of general education. • People with disabilities (PWDs) including children with disabilities (CWDs) are not mainstreamed into the education system. CWDs in rural areas do not have access to opportunities and services because appropriate facilities tend to be located in urban centres. • While primary education is free and compulsory under the Children’s Act, primary education is not free for children of foreign nationality. • Asylum-seeking and refugee children do not have equal access to education. Children in the Dukwi refugee camp receive basic education but become idle following completion of their secondary studies as they are unable to access higher learning institutions in the absence of Government funding and support for tertiary education. There have been instances where students have forfeited scholarships offered outside Botswana because of their inability to acquire travel documentation. • Human rights education needs to be promoted in schools. • The UN Special Rapporteur on minorities has urged Botswana to adopt new educational policies that allow the teaching of minority languages and their use as a medium of instruction in private schools. It was also suggested that policies be developed for public schools to teach and use minority languages as the medium of instruction where reasonably possible and numbers warrant, to the degree appropriate and applying the principle of proportionality.
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- Botswana has not yet ratified the Maputo Protocol which provides for comprehensive steps that the state can adopt to ensure gender equality.
- Botswana has not yet acceded to the Convention on the Rights of Persons with Disabilities which has a specific focus on women and girls with disabilities and the impact of intersecting discrimination and violence.
- Gender-based violence (GBV) against women is pervasive across the country with 37.1 per cent of women reporting sexual, physical, emotional and/or economic violence by a partner or non-partner.
- Domestic violence increased during the April–May 2020 COVID-19 national lockdown with 272 women seeking shelter and other assistance from NGOs.
- The number of shelters for GBV victims and the provision of medical and psychological rehabilitation services for GBV victims are inadequate.
- Reporting of GBV is low due to fear of retribution and victimization of survivors by perpetrators and the community, and the low numbers of investigations, prosecutions and convictions of perpetrators. A high proportion of victims withdraw their complaints due to economic dependence on perpetrators, pressure from family and the length of time for cases to appear before the courts.
- Legal protection of married women against GBV is hampered because marital rape is not recognized by law as a criminal offence. Marital rape should be criminalized in the Penal Code.
- As of 1st December 2020, GBV specialized courts where GBV cases are filed as urgent applications began operation in 25 magistrate courts across Molepolole, Gaborone, Francistown, Maun, Palapye and Selebi Phikwe.
- The prohibition on child marriage under the Children’s Act of Botswana does not apply to customary and religious marriages under the Marriage Act.
- As regards trafficking of women and girls, Section 9 of the Anti-Human Trafficking Act only provides for the imposition of a fine as a sanction against a perpetrator of trafficking in persons. There are insufficient shelters for victims of trafficking. Greater protection from trafficking is needed for women living in poverty, unemployed women, rural women and women with disabilities, including by carrying out awareness-raising campaigns among them on available, accessible services and job opportunities, and increasing the early detection capacity of law enforcement personnel to promptly identify victims of trafficking and to facilitate the referral of victims to the appropriate services.
- Female sex workers (FSW), who are at higher risk of contracting HIV, continue to face challenges in accessing the healthcare system due to stigmatization, threats and harassment.
- While women and men have equal rights to land ownership, women are disadvantaged across the entire agriculture sector, owning less land, cattle and livestock, than men.
- Botswana has the lowest number of women in political positions, namely in Parliament and government, the House of Chiefs and local government, decision-making positions, and higher courts

	<p>and at the international level. Temporary special measures with targets are needed with respect to women's participation in political and public life, as well as their access to health and housing.</p> <ul style="list-style-type: none"> • Botswana has not yet adopted a comprehensive gender responsive budgeting process to ensure the allocation of sufficient budgetary resources to realize women's rights. • A comprehensive definition of discrimination against women is required in the Constitution and other national laws, covering all prohibited grounds (direct and indirect) in the public and private spheres and in customary law. • Domestic violence should be criminalized and further elaboration and implementation is needed of public policies to prevent, address, punish and eradicate all forms of violence against women. • The Customary Courts Act should be amended to introduce a defined system of transfers of civil or criminal proceedings from customary courts to civil courts for cases in which women are discriminated against or their rights are violated.
 <p>6 CLEAN WATER AND SANITATION</p>	<ul style="list-style-type: none"> • Botswana continues to rely heavily on fresh and saline groundwater as existing perennial rivers, such as the Okavango, Zambezi, Orange-Senqu and Shashe-Limpopo river basins, are shared with neighbouring countries. Pressures from climate change, high demand and competition from the country's various economic sectors could further constrain Botswana's limited aquifers whose water storage capacities are much lower than those of its counterparts in Africa owing to the country's relatively flat terrain. Agriculture, households, mining and urbanization place significant pressure on water withdrawals. • Poor maintenance of storage facilities and dilapidated water supply infrastructure remain major concerns, especially since the construction of strategic water infrastructure such as water transfer schemes, dams and wastewater treatment plants are considered expensive. • Access to water remains a challenge for rural women in Botswana. Although their rights of access to land generally include access to surface water resources, women's plots tend to be far from water points. Furthermore, borehole ownership is highly skewed towards men, with women owning only 27 per cent of the country's boreholes. • People in transition from a nomadic to a settled life and women and girls suffer from a lack of access to water and sanitation on disproportionate scales. • Women still do not participate in decision-making relating to water despite the disproportionate burden on women caused by the lack of access to water and sanitation. • There is risk of contamination as there are still people who use pit latrines in areas where the ground water table is shallow, despite the government's efforts to encourage the use of conservancy tanks in these areas. • The country's current policy emphasis on increasing supply should be accompanied by attention being given to resolving complicated distribution problems and by acquiring the financial resources necessary to develop the country's water-related infrastructure.

<p>7 AFFORDABLE AND CLEAN ENERGY</p> 	<ul style="list-style-type: none"> • Existing disparities in access (e.g., the reliance on wood fuel as an energy source by rural communities) challenge Botswana’s energy security. • The urgent requirement to transition to renewable energy is challenged by existing policy frameworks, limited funding, technical capacities and R&D. • Despite the potential health and environmental issues associated with kerosene use, the Botswana government continues to subsidize this fuel source, with the intention of increasing its access to low-income communities. • Energy demand, met through imports of petroleum products and electricity, is impeded by intermittent shortages arising from limited supply routes. This supply problem is exacerbated by insufficient internal strategic storage capacity and the substantial travel distances required to supply the entire country. • Wind energy has potential in Botswana. Superior wind speeds exist at higher altitudes of the country such as at Kwai Pan where wind velocities range between 6 and 9 m/s. • The potential exists for sustainable business opportunities in the manufacture and assembly of solar energy equipment. Solar energy use is prevalent in rural areas where access to conventional electricity is limited.
<p>8 DECENT WORK AND ECONOMIC GROWTH</p> 	<ul style="list-style-type: none"> • Botswana’s unemployment rate (23.2 per cent, Q1 2020) remains significantly high relative to the country’s position as an upper middle-income country. • Unemployment among women (21.76 per cent) is at a 10-year high. Unemployment is higher among young women (32.2 per cent) compared to young men (30.4 per cent), with higher incidences occurring in urban villages. • One in three youth is unemployed (Q1 2020) and the number of young people who are not in education, not in employment or training (NEET) is increasing. Youth remain dependent up to age 32 which is late as compared to other upper middle-income countries, underscoring heightened vulnerabilities for youth. • Youth unemployment arises from their lack of specific and technical skills, low levels of education, their lack of work experience, the mismatch of their skills to the needs of the economy, and government’s inability to create jobs through a diversified economy. • Government’s response to youth unemployment and outcomes has been through policy and programme formulation. However, many of these policies and programmes are not anchored on robust empirical research; are reactive, top-down derived, politically motivated; and are short-term ‘quick fixes’ which are often poorly implemented and poorly coordinated between the different implementing ministries and departments, local authorities, the private sector and NGOs. Inadequate training, mentorship and monitoring have undermined the successful implementation of several youth policies and programmes. Little attention has been placed on the sustainability of youth projects. • Underemployment is prevalent, especially among women. The estimated overall inactivity rate is at 40.3 per cent, higher among women. Access to the Government’s Ipelegeng programme is higher for men. Within the programme, 17.1 per cent of men are

	<p>underemployed as compared to nearly half of women (47.6 per cent), suggesting the need for greater gender sensitivity in programme design and implementation, as well as the monitoring and evaluation of Ipelegeng.</p> <ul style="list-style-type: none"> • Female participation in the labour market is 66.2 per cent compared to 78.6 per cent for men. Women’s average cash earnings are P898 less than men (men P5,283 and women P4,385). Most of Botswana’s female working population (75 per cent) are in the services sector. Women own 74 per cent of informal businesses, mostly in the services sector. These businesses are under threat of failure as a result of lockdown and COVID-19’s social distancing requirements. • Women entrepreneurs tend to encounter several challenges. A 2019 study conducted by UN Women with the aim of obtaining baseline data and information on micro-entrepreneurs and co-operatives in seven selected villages in Okavango Delta found that their micro businesses were either not registered or operated informally due to the lack of knowledge of registration requirements and the distance to registration offices. Most of the women entrepreneurs were breadwinners, but most lacked basic business management skills including record keeping skills. Most businesses were constrained by access to finance and lacked access to markets.
<p>9 INDUSTRY, INNOVATION AND INFRASTRUCTURE</p> 	<ul style="list-style-type: none"> • The digitization of the economy is yet to take off. Digitization should underpin the focus on trade in services if Botswana is to shift from a mineral-based economy to a ‘knowledge-based’ one and one based on trade in services. • Relatively weak broadband coverage and speed continues to hamper business activity and FDI. As of March 2019, the penetration of fixed broadband in Botswana (per head of population) stood at 1 per cent. Only 2 per cent of subscriptions are of speed over 10Mbps. This is in contrast to the proposed target that broadband speed in urban areas must reach a minimum 100Mbps by year 2023. • While the National Broadband Strategy (2018) aims to ensure universal access to broadband services, and the Botswana National E-government Strategy (2011–2016) promised that ‘by 2016 all appropriate government information and services will be available online through a single government portal’, these opportunities are yet to be realized. • Increased investment in data collection and management could create significant opportunities, including employment in data centres, emergence of specialists required for data mining, big data analytics and other innovations associated with a digital economy.
<p>10 REDUCED INEQUALITIES</p> 	<ul style="list-style-type: none"> • Botswana has not ratified the Convention on the Rights of Persons with Disabilities, the International Convention on the Protection of the Rights of All Migrant Workers and Members of the Families, and the Maputo Protocol. • Botswana’s economic success occurs at the expense of high levels of income inequality. • There is a lack of disaggregated data (urban/rural, regional, by gender, age, sex, ability/disability) on income inequality.

	<ul style="list-style-type: none"> • Inequalities in the distribution of income and consumption expenditure among individuals or households remain high even though there has been a 11.9 per cent improvement from 2009. Botswana's Gini Index was 53.3 in 2015. • While the industrial sector (and mining sub-sector) contributes more towards GDP than the agricultural sector, the industrial sector's relative contribution to total employment is much less than that of agriculture. • Asylum seekers and refugees face deprivation and inequality as a result of their inability to freely move beyond the confines of the Dukwi refugee camp and their prohibition from engaging in any form of employment. • The seclusion asylum seekers and refugees face, gender-based violence within the community and households, and psychosocial issues faced within the community can also be in part attributed to the discrimination they experience from members of the surrounding local community. • Botswana made several reservations to the 1951 Convention including on both the freedom of movement of refugees and their right to work which is reflected in its Refugees (Recognition and Control) Act of 1967. • Despite the fact that Botswana has express non-discrimination provisions in some of its national instruments such as the Constitution and the Employment Act of 2010, no specific legislation currently exists on non-discrimination on the grounds of sexual orientation. • To ensure that all children are apprised of their rights, Botswana needs to translate its Children's Act into Setswana and make it available in accessible child-friendly versions. • Botswana has been listed as a high-risk country for money-laundering. This has implications for FDI and business activity and will likely render economic recovery much harder. For instance, FDI is likely be affected negatively, along with business confidence in the financial system. The listing puts at risk Botswana's investments in the European Union region.
 <p>11 SUSTAINABLE CITIES AND COMMUNITIES</p>	<ul style="list-style-type: none"> • Increasing urbanization, while not resulting in large informal settlements, has resulted in the poor (domestic workers, gardeners, casual labourers and others earning below the minimum wage, as well as hawkers and new rural-urban migrants) and international migrants renting accommodations in SHHA areas and informal settlements such as Gaborone's Old Naledi, Tlokweng and Mogoditshane, Monarch (Francistown) and Peleng (Lobatse). • Urbanization continues to be accompanied by challenges. In Gaborone and Francistown, most migrants from rural villages have moved to degraded housing areas which show signs of slum or squatter habitation. Urbanization is placing heavy demand on infrastructure, housing and services; fertile farmland and less productive drylands; water resources; underserved waste management systems; and social amenities. • Pollution, littering and overcrowding is common in low-income residential areas. • Pollution in Botswana is being driven by the country's existing waste management practices which are mostly characterized by

	<p>inadequate implementation and enforcement of waste management policies. As a result, the country continues to experience illegal dumping of waste, the creation of mini dumping sites, increased risk to its terrestrial and aquatic biodiversity, and the lowered value of land in affected areas. Significant sources of pollution include mines, breweries, various institutions, textile industries and small-scale chemical industries. Areas that host these sources are in Gaborone, Francistown, Selebi Phikwe, Palapye, Sua Pan and Lobatse. Traffic congestion is increasing as another source of pollution. It continues to affect air quality, mobility, and physical space, thus constraining the overall socio-economic progress of areas such as Gaborone and Francistown.</p> <ul style="list-style-type: none"> • Integrated Solid Waste Management is yet to be embraced, leading to opportunities missed for employment creation through waste recycling enterprises.
<p>12 RESPONSIBLE CONSUMPTION AND PRODUCTION</p> 	<ul style="list-style-type: none"> • Rapid urbanization and the effect of climate change in terms of continued heavy dependence on limited water resources continue to challenge sustainable consumption and production.
<p>13 CLIMATE ACTION</p> 	<ul style="list-style-type: none"> • Botswana is among those African countries most exposed to climate change risks. Increasing incidence of climate-driven aridity is aggravating the fragility of Botswana's biophysical environment, with drought conditions increasingly recurrent. • Government projections for 2050 indicate that climate change will result in decreased water inflow into the country's dams by between 3.5 to 19 per cent, which represents an actual loss of 34 to 75 mm³ by 2050. This situation will adversely affect available water resources, agriculture, ecotourism activities, public health, and the cost of doing business. It jeopardizes Botswana's trajectory towards the Agenda 2030 for Sustainable Development, if no immediate adaptation and mitigation measures are put in place. • Cognizant of climate change risks, Botswana's Government has put forward a number of technical and policy interventions including policies on energy, climate change, waste management and Integrated Transport Policy. The country also continues to support ongoing global and regional policy processes on climate action, including the Paris Agreement on Climate Change. • Botswana's transition to a low carbon, climate-resilient economy remains a challenge.
<p>14 LIFE BELOW WATER</p> 	<ul style="list-style-type: none"> • Botswana does not have as significant aquatic life as other countries. However, there continues to be heavy reliance on fresh and saline groundwater as existing perennial rivers such as the Okavango, Zambezi, Orange-Senqu and Shashe-Limpopo river basins are shared with neighbouring countries. This is a cause of concern, since pressures from climate change, high demand and competition from its various sectors could further constrain the country's limited aquifers whose water storage capacities are much lower than those of counterparts in Africa owing to the country's relatively flat terrain.



- Botswana's large mammals such as the eland, gemsbok, giraffe, hartebeest, lechwe, sable spring and wildebeest are on a significant decline. The loss of over 350 elephants at Okavango in 2020 was attributed to pathogenic microbes such as lethal cyanobacteria. Scientists and experts pointed to warming conditions which increased the propagation of the toxic microbes in the country's watering areas frequented by elephants in dry seasons. The situation is likely to be compounded by the limited availability of freshwater resources.
- The number of small mammals such as endangered bats is reported to be in decline, attributed to vast habitat loss and disturbances emanating from various land use change and other human-induced activities.
- Botswana's status of birds across all its ecosystems have been shown to be on a relatively good standing. The country provides important habitats to the Near Threatened (IUCN Red List) Lesser Flamingo (*Phoeniconaias minor*) as well as the Greater Flamingo (*Phoenicopterus roseus*). Its other bird species, such as the critically endangered white-backed vultures, are facing multiple threats from human activities such as the poisoning of wildlife carcasses, which often result in massive die-offs. A decline in the population of vultures poses a significant threat to Botswana's livestock and human health, with a likelihood of major impacts on the country's economy. Vultures play a vital role in Botswana's ecological ladder. They sweep out carrion that could have otherwise been hubs for zoonotic diseases. Such vulture decline-induced diseases have had catastrophic consequences in other parts of the world through surging cases of rabies and other morbidities.
- Among key faunal species, the country's panhandle crocodile population that reside in the Okavango are reported to be in decline.
- Land resources are crucial to Botswana's desired development trajectory. Main land uses include agriculture, mining and wildlife tourism. Agricultural land comprise 45.9 per cent of the country's land area. Out of this, arable land has increased from about 58 per cent in 2014 to about 90 per cent in 2016. Agricultural productivity, which accounts for more than 80 per cent of income opportunities among rural populations, is tied to the vitality of the arable land. Crop production is declining due to declining soil fertility in arable lands and increased loss of soil and biodiversity. Forested land comprises 19.1 per cent of land area; annual deforestation occurs at a rate of 1 per cent.
- Although rural women in Botswana represent 57 per cent of the agricultural labor force, they do not have equal access to and control over productive resources such as land, water, property and finance. More women than men in Botswana are engaged in crops and vegetables production, as they own more arable land than men (57.6 per cent against 41.6 per cent). However, according to the *Annual Agricultural Survey Report 2019: Traditional Sector*, women own less land, cattle, livestock and boreholes than men.
- Depleted soil fertility and freshwater resources together with vegetation and soil losses characterize the country's land

	<p>degradation and desertification problem. Key among the drivers of this problem are overgrazing of livestock, severe droughts, and deforestation common in the country's woodlands through overexploitation of wood resources for household energy in rural areas and the continued clearance of marginal lands for cultivation.</p> <ul style="list-style-type: none"> • At risk are food security, livestock and crop production, and the livelihoods of rural households and their increased susceptibility to environmental disasters such as severe droughts and outbreak of animal diseases, which in turn threaten public health systems when such diseases jump to humans. • The challenges of land degradation and desertification can be overcome through land restoration and sustainable land management paired with robust policies. However, despite the progress made in addressing pertinent land tenure issues, Botswana continues to face challenges such as administrative procedures that hamper the efforts of Government and those who hold various forms of rights from making optimum gains from their respective tenure systems, with the most adversely affected groups being those under customary land tenure systems. • There continues to be poor record-keeping at many of the country's land boards, which hampers land distribution while also weakening measures that address land disputes. There tends to be lack of clarity of roles and reporting structures among different organizations involved in land administration; poor coordination of land administration institutions; overlapping legislation which result in delays and poor service delivery as well as high costs for communities to access services; and inadequate technical skills. There is inadequate talent to execute land administration responsibility, including among the land board members, a situation that compromises the quality of service delivery and Government's value for money.
 <p>16 PEACE, JUSTICE AND STRONG INSTITUTIONS</p>	<ul style="list-style-type: none"> • Botswana's integrity and oversight institutions do not have the requisite legal frameworks including independence and autonomy for effective functioning. • The Customary Courts, which deal with approximately 80 per cent of justice issues in Botswana, have capacity issues. • Botswana does not have a National Human Rights Institution despite Government's longstanding commitment to implement recommendations made by several international bodies to establish one (Universal Periodic Review, UN Special Rapporteur reports, treaty body concluding observations). • A more comprehensive human rights framework, including a review of the Constitution to ensure compliance with its international human rights obligations is needed to ensure, among other things, a comprehensive Bill of Rights. • Peace, stability and prosperity are best ensured when all segments of society are accepted and included and have equal opportunities and access to services. The nation-building efforts of Botswana need to more fully reflect the diversity of its population, including people with disabilities, LGBTIQ people and its non-Tswana population.

	<ul style="list-style-type: none"> • Botswana’s international anti-corruption and human rights obligations must be domesticated and reservations lifted where they are inconsistent with national law. • Accused and detained persons continue to face unequal access to affordable and high-quality legal assistance and representation. Although the Constitution of Botswana contains limited rights to a fair trial, there is no publicly funded legal aid or assistance available for criminal matters. Accused persons who do not have private legal representation are not likely to benefit from fair trials. While pro-deo support is available to accused people facing trial for capital offences, such support may be limited when junior or inexperienced counsel are appointed. Furthermore, accused persons who are declared ‘not fit to plead’ at trial (e.g., due to lack of mental capacity or illness) may be detained indefinitely in mental health facilities and prison settings despite the lack of a trial and guilty verdict. The length of pre-trial detention violates fair trial rights with detainees often serving longer than any likely sentence while awaiting trial or appeal. • Botswana is a party to the International Covenant on Civil and Political Rights (ICCPR), but not a party to its Second Optional Protocol aiming at the abolition of the death penalty. There has been a rise in executions of late and the Government has been encouraged to take active steps to ensure public consultation on the abolition of the death penalty. • Violence against women and children is prevalent across the country. For the period April 1 to June 30, 2020, after national lockdown, the Botswana Police Service recorded a total of 531 cases of domestic violence, encompassing murder, threat to kill, rape and defilement. Domestic violence increased during the April–May 2020 COVID-19 national lockdown. Botswana Gender Based Violence Prevention and Support Centre (BGBVC) and Women Against Rape (WAR) provided GBV consultations to 272 clients in April 2020. Between 30 March and 5 April 2020, a few days into the national COVID-19 lockdown, 23 cases of defilement were reported and out of 22 rape cases, 7 of them were of children aged between 2 and 13. Furthermore, during January to May 2020, a total of 132 children were sexually abused. • Reporting of perpetrators in child sexual exploitation and abuse cases remains low due to distrust in the authorities, stigma, shame and reluctance of families and the general public to report such abuse. Children are discouraged from reporting by parents. The social norms among community members, police and magistrates is that families will manage their own problems. Access to justice is also limited. There is a lack of awareness around rights and accessing justice; police lack the capacity to report and respond appropriately and in a timely fashion to cases of violence; and perpetrators tend to be disciplined and protected within the family. There is insufficient child-friendly legislation and guidelines in the justice system, no courts designated specifically to deal with children’s cases, the majority of personnel in the justice system are not trained to handle children’s cases, and lawyers are not permitted at customary courts when matters affecting children are heard.
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	<ul style="list-style-type: none"> • Corporal punishment remains lawful in all settings in Botswana, including in the home, schools, childcare institutions, alternative care settings and in the administration of justice. • Botswana's high GBV prevalence is attributed to deep-rooted patriarchal attitudes and gender stereotypes regarding the role and responsibilities of men and women in society. The Botswana National Relationship Study (2018) found regarding rape, 45 per cent of men believe that in any rape case, there is need to ask if the victim was not promiscuous; 34 per cent of men affirmed that in some rape cases women want it to happen; and 41 per cent of men believe that if a woman does not fight back, it is not rape. • Reporting of GBV is low as less than 3 per cent of women report cases to the police. Cases go unreported because of fear of retribution and victimization of survivors by perpetrators and the community, and the low numbers of investigations, prosecutions and convictions of perpetrators. A high proportion of victims withdraw their complaints due to economic dependence on perpetrators, pressure from family and the length of time for cases to appear before the courts. Legal protection of married women against GBV is hampered because marital rape is not recognized by law as a criminal offence. • Botswana lags behind on women's political participation with the lowest number of women in political positions, namely in Parliament and government, in the House of Chiefs and local government, and in decision-making positions in higher courts and at the international level. • The unavailability of identity documents is limiting access to health care and antiretroviral treatment for children living in remote areas and nomadic communities, refugee and asylum-seeking children, abandoned children, children living in alternative care institutions and indigenous Basarwa/San children who are not born in hospitals. • Transgender persons are unable to access identity documents that reflect their gender identity. There are documented cases in which identity document barriers have resulted in delays in accessing health care, and where access was impeded when health workers call the police since transgender persons present identity documents that do not reflect their gender identity.
<p>17 PARTNERSHIPS FOR THE GOALS</p> 	<ul style="list-style-type: none"> • Botswana has set up the SDGs Roadmap as a prerequisite for leveraging interlinkages, mainstreaming, localization and steering implementation of the SDGs across all sectors. However, sectors are not able to explicitly identify interlinkages across goals and targets in an integrated and holistic way which is a prerequisite for systematic policy design, implementation and multi-stakeholder collaboration. • The Ministry of Finance and Economic Development has developed SDG Planning Guidelines as a tool to find practical ways to accelerate the rate of implementation of the SDGs in Botswana. The Guidelines provide a mechanism to move the national discussions away from conversations around goals to planning for and implementing specific SDG targets according to the development challenges facing the country. However, intensified effort is needed to roll out these guidelines across the sectors and line Ministries.

	<ul style="list-style-type: none"> • SDG monitoring is set back by limited data to facilitate the determination of baselines for SDG indicators and the setting of annual targets for the rest of measurable indicators. There is a high level of functional illiteracy within ministries, departments and agencies (MDAs) to meaningfully integrate SDG principles, targets and indicators into development plans, policies, programmes and projects. MDAs may not be aware of the existence of baseline data particularly as it obtains in the SDGs DIF Baseline Stats Brief (2018). Human resources capacity challenges remain prevalent including weak statistical knowledge, data analysis and reporting at the administrative level. While government sectors collect administrative data, the sectors are not well equipped in terms of statistical processes concerning refinement of data collection tools, automation of data collection systems and processing of administrative data. Furthermore, a significant proportion of data available are not adequately disaggregated on issues of gender, socio-economic status, disability and other relevant diversities. There is also the lack of national standards and guidelines for setting of annual performance targets. • Statistics Botswana is the main institution for collecting and publishing national statistics. However, this organization is only responsible for 35 per cent of the SDGs related data. The majority of the data (60 per cent) needed to monitor the SDGs is to be provided by the various line ministries, departments and agencies and only 5 per cent by international data sources. • Think tanks, civil society organizations, academia and research institutions should produce knowledge products for the planning, policy and decision making and implementation of the SDGs.
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