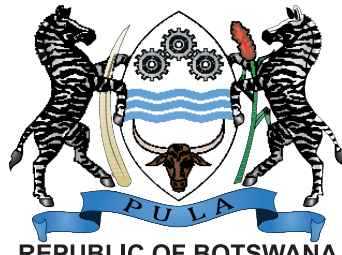


**MINISTRY OF EMPLOYMENT, LABOUR PRODUCTIVITY
AND SKILLS DEVELOPMENT**

DECENT WORK COUNTRY PROGRAMME FOR BOTSWANA

2020 - 2024





REPUBLIC OF BOTSWANA

**MINISTRY OF EMPLOYMENT, LABOUR PRODUCTIVITY
AND SKILLS DEVELOPMENT**

MEMORANDUM OF UNDERSTANDING

DECENT WORK COUNTRY PROGRAMME FOR BOTSWANA

2020 - 2024

18 February 2020

***Memorandum of understanding
between the
International Labour Organisation
and
The Government of Botswana***

Whereas the International Labour Organization (ILO) effectively cooperates with its Members in their efforts to achieve the principles and objectives set forth in its Constitution and the Declaration on Social Justice for a Fair Globalization, 2008.

Recalling the Convention on the Privileges and Immunities of the Specialized Agencies, 1947 and its Annex I related to the ILO, which Botswana acceded on 27 February 1978 and April 1983.

The Botswana constituents signed the first generation Decent Work Country Programme (DWCP) (2011 – 2015 ext.17); it was successfully implemented. The presentis Memorandum of Understanding (MOU) covers the implementation of the second generation DWCP for the period 2020 - 2024.

Whereas the Government of Botswana, represented by the Ministry of Employment Labour Productivity and skills development, the undersigned representatives of the Employers' organization and Workers' organization and the International Labour Organization represented by the International Labour Office (hereinafter designated as the Parties) wish to collaborate in order to promote and advance decent work in Botswana and implement the DWCP for the period 2020 – 2024.

Whereas the Parties desire to strengthen the development cooperation and to work together to achieve the objectives of the attached DWCP prepared for the purpose;

Now, therefore, the Parties have agreed as follows;

1. The Parties commit to collaborate in the implementation of the DWCP for the period 2020 - 2024. The following are agreed as priorities of the DWCP:
 - a) Sustainable Employment Creation particularly for young women and men ;
 - b) Improved Quality Social Protection and Conditions of Work for all;
 - c) Effective Labour Market Governance Institutions and Practices
2. The ILO will assist in the mobilization of resources and to provide development cooperation in the implementation of the DWCP, subject to its rules, regulations, directives and procedures, the availability of funds and conditions to be agreed upon in writing.
3. In relation to DWCP and to any related activities of the ILO in the country, the Government will apply, to the Organization, its property, its officials and any person designated by the ILO to participate in ILO activities the provisions of the aforementioned Convention on the Privileges and Immunities of the Specialized Agencies and its Annex I relating to the ILO.
4. This MoU may be modified by agreement between the Parties.
5. Nothing in or relating to this MoU shall be construed as constituting a waiver of the privileges and immunities enjoyed by the ILO.
6. The DWCP document is attached to this MoU. In the event that the terms contained in the DWCP document are incompatible with the terms of this MoU, including the provisions referenced in article 3, then the latter shall govern and prevail. The original of the MoU has been written and signed in English. If this MoU is translated into any other official language of Botswana the English version shall govern and prevail.
7. This MoU, superseding all communications on this matter between the Parties, shall enter into force with effect from its signature by the authorized representatives of the Parties.

Article IV

This Memorandum of Understanding is signed on 18th February 2020, in Gaborone, Botswana.

.....
For and on behalf of
Government of Botswana
Hon. Mpho Balopi
Minister of Employment, Labour Productivity
And Skills Development

.....
For and on behalf of
International Labour Organization
Dr. Joni Musabayana
Director

.....
For and on behalf of
Botswana Federation of
Trade Unions
Mr. Onnalenna Martin Gabobake
President

.....
For and on behalf of
Botswana Federation Of Public,
Private And Parastatal Sector Unions
Mr. Johannes P.S Tshukudu
President

.....
For and on behalf of
Business Botswana
Mr Norman Moleele
Executive Director

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ACRONYMS AND ABBREVIATIONS

AU	African Union
BB	Business Botswana
BDP	Botswana Democratic Party
BDWCP	Botswana Decent Work Country Programme
BFTU	Botswana Federation of Trade Unions
BNIP	Botswana National Internship Programme
BNSP	Botswana National Service Programme
BOCCIM	Botswana Confederation of Commerce, Industry and Manpower
BOFEPUSU	Botswana Federation of Public Sector Unions
CAS	Committee on the Application of Standards
CEACR	Committee of Experts on Application of Conventions and Recommendations
CEDA	Citizen Entrepreneurial Development Agency
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CESCR	Committee on Economic, Social and Cultural Rights
CLS	Core Labour Standards
CRC	Convention on the Rights of the Child
DaO	Delivering as One
DWCP	Decent Work Country Programme
DWT	Decent Work Team
EDD	Economic Diversification Drive
EESE	Enabling Environment for Sustainable Enterprise
ESP	Economic Stimulus Programme
GDP	Gross Domestic Product
GVS	Graduate Volunteer Scheme
HIV	Human Immuno-Deficiency Virus
HLCC	High Level Consultative Council
ICCPR	International Convention on Civil and Political Rights
ICEARD	International Convention on the Elimination of All Forms of Racial Discrimination
ICESCR	International Covenant on Economic, Social and Cultural Rights
ICRMW	International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families
ILC	International Labour Conference
ILO	International Labour Organisation
IMF	International Monetary Fund
ISPAAD	Integrated Support Programme for Arable Agricultural Development
JCI	Job Creation Initiative
LED	Local Economic Development
LIU	Labour Inspection Unit
MSMEs	Micro, Small and Medium Enterprises
NBC	National Business Conference
NCDs	Non-Communicable Diseases

ACRONYMS AND ABBREVIATIONS

NDP	National Development Plan
NGO	Non-Governmental Organizations
NPGAD	National Policy on Gender and Development
OSH	Occupational Safety and Health
OSYP	Out of School Youth Programme
PSBC	Botswana Public Service Bargaining Council
RADP	Remote Areas Development Programme
RNAPfY	Revised National Action Plan for Youth
RSA	Republic of South Africa
SACU	Southern Africa Customs Union
SADC	Southern Africa Development Community
SDG	Sustainable Development Goals
SEZ	Special Economic Zones
SME	Small and Medium Enterprises
TDA	Trade Disputes Act
TUEO	Trade Unions and Employers Organizations
UDHR	Universal Declaration of Human Rights
UNDS	United Nations Development System
UNSDf	United Nations Sustainable Development Framework
WB	World Bank
YDF	Youth Development Fund
YES	Youth Empowerment Scheme
YFF	Young Farmers' Fund

1 INTRODUCTION

The Decent Work Country Programme (DWCP) for Botswana 2020-2024 serves as the primary framework for ILO support to the Government of Botswana and the constituents and it seeks to realize the Decent Work Agenda¹ as an effective means of sustainable poverty reduction. This second generation DWCP follows the recently expired first generation DWCP which covered the period 2011-2015 and was extended to 2017. The formulation of this DWCP is a result of consultative engagements with representatives from Government (Ministry of Employment, Labour Productivity and Skills Development, Ministry of Health and Wellness, Ministry of Finance and Economic Development, National Strategy Office, Directorate of Public Service Management, and Ministry of Local Government, among others); Organized Labour (Botswana Federation of Trade Unions (BFTU) and Botswana Federation of Public Private and Parastatal Sector Unions (BOFEPUSU); Business Botswana (BB); and the ILO Decent Work Team for Eastern and Southern Africa. This DWCP builds upon lessons learnt from the previous DWCP, which was validated with national stakeholders in a workshop in July 2015, and was evaluated in 2018. This DWCP is aligned to the National Development Plan (NDP) 11 (2017-2023) whose theme is “Inclusive Growth for the Realisation of Sustainable Employment Creation and Poverty Eradication”; Vision 2036 which is themed “Achieving Prosperity for All”; and the United Nations Sustainable Development Framework (UNSDf) 2017 – 2021. The development of this DWCP also took into consideration a number of regional and continental commitments, particularly: a) the Decisions of the 2018 Annual Meeting of the Southern African Development Community (SADC) Ministers responsible for labour and employment and the social partners; b) the SADC Industrialization Strategy and Roadmap 2015-2063; c) The African Union Declaration and Plan of Action on Employment, Poverty; Eradication and Inclusive Development (Ouagadougou + 10); d) the African Union Agenda 2063 and e) the ILO 2018-2019 Programme and Budget.

The identified strategic priorities to be pursued during the period 2020-2024 are: i) Sustainable Employment Creation; ii) Improved Quality Social Protection and Conditions of Work; and iii) Enhanced Labour Market Institutions. The implementation of the programme will contribute towards a more inclusive society, poverty eradication, and the attainment of several Sustainable Development Goals (SDGs) targets.

2 COUNTRY CONTEXT AND DIAGNOSTIC SITUATION ANALYSIS

2.1 Economic Overview

Botswana represents one of the World’s most remarkable economic transformation stories. Gaining independence in 1966 as one of the poorest countries in the world, the discovery of diamonds and prudent management of the country’s resources saw the country of 2 073 675 people transform itself into an upper middle income country within three decades. Botswana has been one of the world’s fastest growing economies, averaging 5% per annum over the past decade. In 2017, Botswana was the second largest diamond producer after Russia. However, its reliance on commodities renders it vulnerable to international market fluctuations. Real economic growth accelerated to 4.4% in 2018 (the fastest growth rate in the last five years) and will remain at around 4% up to 2021. Economic growth will be driven by mining activity, construction, services sector and intensified public investments.

The National Budget was presented to Parliament on February 4, 2019, the new budget puts total expenditure and net lending at P67.54 billion, 32.7% of the country’s gross domestic product (GDP), an increase of P2.4 billion (3.6%) compared to the previous fiscal year. The capital budget is P17.03 billion, up by P0.4 billion (2.3%) over the previous fiscal year. A budget deficit of P7.3 billion (3.5% of GDP) is expected despite the positive domestic economic outlook. Fiscal spending will continue to advance at today’s more-rapid pace, with priority for areas identified in the National Development Plan 11 (NDP11) that focuses in three key areas : (i) tackling poverty,

¹ Decent work agenda consists of productive employment, rights at work and labour standards, social protection and social dialogue

inclusive growth, and (iii) job creation. Despite this success, critical economic and social challenges confront Botswana: the need to diversify the economy; ability to implement policies, programmes and projects; high unemployment; poverty; vulnerability to weather changes, and changes in the world prices of its major commodities.

2.2 Political Overview

Botswana is a stable constitutional democracy that has held regular elections since 1965 and the Botswana Democratic Party (BDP) has ruled the country since independence. The country's constitution provides for the separation of powers between the Executive (led by a president), Parliament (made up of 57 elected and 6 specially elected members) and, the Judiciary. The Constitution also includes a Bill of Rights, which guarantees certain fundamental rights and freedoms and it affords all persons equal protection of the law. The National Assembly makes laws for the peace, order and good governance of Botswana. Ntlo ya Dikgosi (House of Chiefs) serves an advisory role to parliament on matters of legislation pertaining to tribal law and custom and has no legislative or veto powers. However, all Bills affecting tribal affairs, customary law, and the administration of customary courts go through the House before being discussed in the National Assembly. The House must also be consulted when the Constitution of the country is being reviewed or amended. It is currently made up of 35 traditional leaders.

Botswana ranks well across a number of governance indicators including: safety; rule of law; human rights; participation; public sector accountability; corruption and gender. A rich history of consultation and participatory processes drawing on both tradition and modern institutions, underpins dialogue in the conduct of local and national affairs. The country has effective local and national planning processes. Delivery on plans is affected by implementation capacity constraints and a centralised approach to implementation. With regards to women in politics: Botswana's development planning model adopts a bottom up approach. The lowest planning structures are Village Development Committees that mostly constitute women. Additionally the national planning process is coordinated within the public sector thus according women, who account for 42% of decision-makers, opportunities to influence policy. Although the participation of women in the political sphere is low, the participation of women in decision-making positions in the public sector and within the NGO sector continue to be at higher levels as compared to other sectors. There is notable progress in women's participation in the Judiciary as it stands at 71%. Currently women in the Public sector account for 42% of all persons holding positions of Deputy Director to Permanent Secretary level making Botswana second in Southern Africa with a record of 35% women Permanent Secretaries and 45% Directors.²

2.3 Social Overview

While the economic model has delivered important results, the 2015/16 Multi-Topic Household Survey (MTHS) indicates that poverty and high levels of income inequality persist. Poverty has come down to approximately 16%, but some 30% of the population remains just above the poverty line and thus vulnerable to a range of shocks.³ With a Gini coefficient of 0.52, greater focus must be given to the inclusiveness of Botswana's economic model while improving how public institutions manage the fiscal space. Because the model has generated strong state-dependence and limited private sector job creation, unemployment remains high (approximately 18%) with youth unemployment posing a critical challenge. Addressing these challenges will require improving the quality of infrastructure (water and electricity), essential basic services (education, health, and social safety nets), as well as accelerating reforms to the business environment and effective support for entrepreneurship.⁴

² National Policy on Gender Development

³ BMTHS

⁴ <https://www.worldbank.org/en/country/botswana/overview>

The country has a relatively young population (32.6 % of the population is below 15, 30.3 % is aged between 10-24 years, while those 65 years and older constitute 5.1 %).^{5,6} This youth bulge presents an opportunity to harness the demographic dividend to accelerate socio-economic development.⁷ Females represent 51 % of the population with a sex ratio (males to 100 females) of 95.5.⁸ The country is urbanizing rapidly with 64.1 % of the nation classified as urban⁹ owing to a mix of migration and reclassification of areas. HIV/AIDS prevalence is high; 25.2 % among 15-49 year olds and 18.5 % when computed as a percentage of the population aged 18 months to 49 years. HIV prevalence is higher among females (20.8 %) than males (15.6 %).¹⁰

Women make up 51% of the population. The population is largely urbanised (58% urban and 42% rural) and there are no differences in the proportions of urbanised males and females. The country has used its mineral wealth to develop infrastructure that has contributed to significant improvements in access to basic social services and the reduction of poverty among its population. Despite these improvements, poverty remains high (16.3%)¹¹ for an Upper Middle Income Country. One constant feature in all poverty-related policy documents such as the National Strategy for Poverty Eradication (NSPR) of 2003, successive NDPs and Visions, has been the need to strengthen the participation of the poor in income and employment generating activities through the promotion of small-scale entrepreneurship. Sustainable employment creation was to also benefit from efforts to diversify the economy away from its high level of dependence on the diamond sector. Increases in the contribution of manufacturing, services, tourism and agriculture to national income would be accompanied by increased employment from which the poor would benefit.

There is evidence of continued improvement on several measures of gender equality and female empowerment. In 2011, women constituted 33.8 % of managers/administrators. Furthermore, Net Enrolment Rates (NERs) are higher for females than males at both the primary and secondary levels. In 2014, adult literacy rates (age group 15 to 60) were 89.6 % for females and 87.5 % for males. In 2011, females constituted 43.3 % of the employed, whilst males stood at 56.7 %. Gender analysis and gender equality centred planning will be promoted to inform gender-responsive and rights-based policies. This will facilitate, amongst others, fairness of treatment, including in the distribution of development resources and opportunities between women and men. Implementation of gender mainstreaming as a strategy for sustainable development will be intensified across sectors to ensure equal and meaningful opportunities for women and men to participate in and benefit from socio-economic, cultural and political development initiatives of the country.¹²

⁵ United Nations, Botswana common country assessment, 2016

⁶ National population census, 2011

⁷ National Development Plan 11

⁸ ibid

⁹ ibid

¹⁰ Botswana AIDS impact survey, 2013

¹¹ Botswana Multi-Topic Household Survey 2015/16 Poverty Stats Brief

¹² NDP 11

2.4 The Status of Employment

2.4.1 Overview

Botswana has over the years experienced high but declining growth rates.¹³ Recognition of this trend, fueled by the low potential of mining to create employment and the realization that diamond revenues have a finite lifespan, has underpinned the drive for economic diversification.¹⁴ Among the groups heavily represented among the unemployed are young people and many in the agricultural sector who constitute the 'working poor'.¹⁵ With the economy creating employment at a small fraction of the rate of new labour market entrants, the informal economy has become increasingly important, particularly for women, migrants and other vulnerable groups of workers who are excluded from other opportunities and have little choice but to take informal, low-quality jobs.¹⁶ The youth unemployment rate is about 41.4 % for 15-19 year olds, 34% for 20-24 year olds and 22.4 % for 25-29 year olds¹⁷ indicating that Botswana is not benefiting from its youth bulge.¹⁸ Against a backdrop of an oversupply of unskilled (and deskilled) labour, much of the labour currently unemployed will face difficulties even in a growing labour market.¹⁹

Botswana's last labour force survey was conducted in 2005/06. Since that period, the country has periodically produced annual labour statistics reports, and in 2015/16, it undertook a multi-topic household survey that covered a range of topics including poverty and labour. Arising from the survey, an Economic Activity Stats Brief (2017) and a Poverty Stats Brief (2018) were produced. Labour force participation stands at 72% (78% for males and 66% for females) with women making up 47% of the labour force. The age-dependency ratio has been declining and currently stands at 55%. The sustained impressive economic growth obtaining in Botswana has not been accompanied by similar improvements in employment opportunities. Botswana's unemployment rate has, over the last decade, hovered around 18% and stood at 17.7% in 2017 (22% among females and 15% among males). Over the last few years, Botswana's youth unemployment rate has been at 35%. The ratio of female to male youth unemployment has declined from 165% in 2008 to 139% in 2017 reflecting improvements in employment opportunities for women.

As a result of the slow growth of employment opportunities over the years, the unemployment rate is high at around 20%, and the youth and women are the most affected. In order to effectively deal with this problem, a number of measures will be used which include; improving the investment climate for both local and foreign investors; developing and implementing an employment strategy with clear goals and targets to address labour-absorptive capacity and skills requirements of the economy; and putting in place measures to improve productivity across the economy. The country's economic diversification efforts are bearing fruit but the pace of growth in sectors outside of mining has been slow with inadequate employment creation, thus leading to an unemployment rate that is greater than prevails among Botswana's Upper Middle Income Countries peers.²⁰

¹³ ibid

¹⁴ ibid

¹⁵ World Bank, systematic country diagnostic, March 2015

¹⁶ ILO, Informal Economy <http://ilo.org/global/topics/employment-promotion/informal-economy/lang-en/index.htm>

¹⁷ Botswana core welfare indicators survey, 2009-2010

¹⁸ National development plan 11

¹⁹ ibid

²⁰ United Nations, Botswana common country assessment, 2016

The formal sector employs fewer than 45% of the labour force leaving the bulk of the labour force either unemployed or in the informal sector. In December 2017, 410,329 persons were in formal employment. Of the formal sector jobs, 47.2% were in the private sector, 48.1% in central and local government and 4.7% in parastatals. Women accounted for 51% of formal sector employees.

The Government's efforts to address youth unemployment adopted a youth empowerment approach that has seen the establishment of several programmes including the Youth Development Fund, the National Service Programme, and the Internship Programme. Close to 4 000 businesses that were financed by the Youth Development Fund from the beginning of NDP 10 up to 2015/2016 were operational and 4 500 interns were offered permanent employment during the same period. These programmes will be continued and strengthened²¹

2.4.2 Gender equality and women's empowerment

Botswana aims at being a country where all men and women have equal opportunity to actively participate in the economic, social, cultural and political development of their country. Emphasis will be on ensuring equal women participation and representation in politics. Botswana will domesticate human rights treaties that aim to promote gender equality, empower women and make deliberate efforts to end gender discrimination and gender-based violence.²² To note, the country is party to major international gender equality instruments, and various policies and programmes have been adopted and a "National Gender Machinery" set up to translate these principles into practice.²³ Botswana is doing well with regard to achieving targets for gender equality and women's empowerment. It is party to major international gender equality instruments and its Vision and national plans recognize the need to integrate women into the development process as an issue of social equality and a key element in progressing towards poverty eradication. Various policies and programmes have been adopted and a "National Gender Machinery" set up to translate these principles into practice.²⁴

Women enjoy the same rights as men under the constitution, though customary laws limit their property rights.²⁵ The female labour force participation rate is high in Botswana, maintaining a level of about 71% since 2007, putting the country above its regional peers. At the same time, however, female unemployment exceeded male unemployment by about 30%.²⁶ The Gender Development Index (GDI) for 2007 was 0.689, which shows an improvement over 2004 and places the country above Namibia, South Africa and Swaziland. However, the Gender Empowerment Index (GEM), which measures women's status in society relative to men, placed Botswana below South Africa and Namibia, though the score has improved since 2004.

²¹ NDP

²² Vision 2036

²³ African Development Bank (2009) Country Governance Profile – Botswana; European Commission (2008) Republic of Botswana– European Community, Country Strategy Paper and National Indicative Programme for the Period 2008-2013, Botswana 2008

²⁴ 125 European Commission (2008) Republic of Botswana–European Community, Country Strategy Paper and National Indicative Programme for the Period 2008-2013, Botswana 2008.

²⁵ UNDP (2009) Assessment of Development Results: Evaluation of UNDP Contribution – Botswana. ²⁶ IMF (2007) Botswana: Selected Issues and Statistical Appendix.

The country does not have a legal requirement for equal pay for equal work laid by national legislation. Botswana has however ratified ILO core Convention No. 100 on Equal Remuneration for Work of Equal Value and is therefore bound by its international commitment.²⁷ The CEACR has requested the country to adopt legislative provisions in this regard, to which the Government replied that it was in the process of revising the employment legislation. In general, female participation in politics remains below 30%, although some progress has been made. Women constitute 18% of the National Assembly and cabinet, and an estimated 32% of high management positions are held by women.²⁸

Government recognises the need for equal participation and representation of women and men in all development processes. Furthermore, Government recognises the unique challenges faced by women and men, and the need to develop targeted interventions to effectively address them. The Government seeks to promote gender equality and empowerment of women through mainstreaming of gender as outlined in the National Policy on Gender and Development. Concrete measures and mechanisms will be put in place to facilitate the participation of women in all governance structures. Government will also strengthen the National Gender Machinery to facilitate capacity building, inclusiveness and empowerment of citizens including vulnerable groups in all development processes.

Equal access and opportunity for women and men is cardinal to the development process in all aspects of development and in all spheres of life. Mainstreaming a gender perspective into all development initiatives, including policies programmes as well as processes, is increasingly being recognised as a vital development planning approach. The Government has committed to the promotion of gender analysis and gender equality centred planning to inform gender-responsive and rights-based policies. This will facilitate, amongst others, fairness of treatment, including in the distribution of development resources and opportunities between women and men. Implementation of gender mainstreaming as a strategy for sustainable development will be intensified across sectors to ensure equal and meaningful opportunities for women and men to participate in and benefit from socio-economic, cultural and political development initiatives of the country. Despite the progress achieved to date, a lot still needs to be done to, there are still challenges with data gaps, including lack of gender disaggregated data, to inform decision making.

2.4.3 Youth employment

SDG 4 (Ensure inclusive and equitable quality education and promote lifelong learning opportunities) calls for actions that specifically address issues of relevant skills for employment, decent work and entrepreneurship among women, youth and persons with disabilities (targets 4.3; 4.4; and 4.5). Botswana has a relatively young and dynamic population. In education, gender parity at enrolment has also been achieved at secondary and tertiary education levels.²⁹ However there are challenges in education such as, girls dropping out due to pregnancy and lower female enrolment in Science, Technology and Mathematics (STEM) . There are also concerns that the education and training system are not producing young people that are suitable for employment.³¹ A new five-year education and training sector strategy has been developed with the purpose of reforming the education sector.³² Minimizing the risk of failure and learning from parts of the system that currently work well present strategic opportunities to support the reform process.³³

²⁷ It is to be noted that ILO Convention goes beyond equal pay for equal work to encompass the whole remuneration package on one hand, and different jobs which are of equal value.

²⁸ Freedom house (2011) Freedom in the World Country Report – Botswana; UNDP (2009) Assessment of Development Results: Evaluation of UNDP Contribution – Botswana.

²⁹ Botswana MDGs Status Report 2015

³⁰ *ibid*

³¹ Vision 2036 Frame work Document, 2015

³² Botswana Vision 2036, 2016

³³ United Nations, Botswana common country assessment, 2016

Another challenge that Botswana faces is not just creating employment opportunities for unemployed youths in the job market, but anticipating and preparing the new generation for future skills requirements in an evolving employment landscape including support to entrepreneurial activities. The young are unable to find decent jobs. This is partly due to the capital-intensive nature of the sector driving economic growth, that is, the mining sector, and the inadequately diversified economy. It is also a result of a skills mismatch. Unemployment among youth stands at 41% for 15-19 year olds, 34% for 20-24 year olds, and 22% for 25-29 year olds. Young women are more affected compared to young men. The higher unemployment rate among young women translates into greater vulnerability to HIV, which in turn threatens the maintenance of a healthy workforce, as well as the provision of adequate childcare and support.

Over the years, the Government of Botswana has initiated a number of efforts towards youth empowerment and addressing the jobs-skills mismatch. Among these have been the Youth Policy of 1996, the Revised Youth Policy of 2010, Out of School Youth Programme (OSYP), Young Farmers' Fund (YFF), Youth Development Fund (YDF), Botswana National Internship Programme (BNIP), Job Creation Initiative (JCI), Youth Empowerment Scheme (YES), Botswana National Service Programme (BNSP), and Graduate Volunteer Scheme (GVS). While the initiatives have had some positive effects, they have been unable to keep up with the growing number of young people. The Government also introduced the National Human Resources Development Strategy and a comprehensive Human Resources Development Plan with a view to improve sector-specific skills development.

2.4.4 Persons with disabilities

Botswana's 2011 Population and Housing Census reported a total of 59,103 disabled persons across all age groups and types of disability. Based on a total population of 2,024,904 this translates into a national disability prevalence rate, based on the categories of types of disability used, of 2.91%. The country has in place a policy and institutions to address disability issues, including representative bodies of persons with disabilities. While it is true that most employment generating activities can significantly address poverty issues, there also exists a segment of the population that is not able to be employed due to some problems of incapacities. Some people living with disabilities, children, and the elderly may not be able to take advantage of available economic opportunities because of their special circumstances. Therefore, to achieve inclusive growth, Government will continue to implement specific social programmes targeted to such groups. In an effort to include people with disabilities in mainstream society, the Government introduced three initiatives, namely: disability allowance; disability data base; and inclusive education policy, which targets children with special needs. Furthermore, ILO Convention No. 159 on Vocational Rehabilitation and Employment (Disabled Persons), not ratified by Botswana, contains useful legal guidelines from which the country can inspire itself from.

2.4.5 Labour Migration

Prior to South Africa stopping the recruitment of labour for its mining industry from neighbouring countries, Botswana was a sending country. While the significance of migration from Botswana has declined markedly, the country still has to find solutions to some of the health problems afflicting former mine workers owing to their employment. Over the years, Botswana has experienced a rapid rise in the number of documented and undocumented immigrants that has seen the total migrant stock rise from around 2% in 1980 to 7% in 2015.

Botswana has not ratified any of the ILO Conventions relating to migrant workers (Migrant Workers Conventions Nos. 97 and 143, and the Private Employment Agencies Convention No. 181 which tackles the process of recruitment, including in the framework of migration). Within the SDGs framework (SDG 8, target 8.8; and SDG 10, target 10.7) the country has obligations to promote safe and secure working environments for all workers including migrant workers and to implement planned and well-managed migration policies. Botswana has requested the support of ILO and the IOM in the development of a labour migration policy that is in line with the SADC Labour Migration Action Plan and the Labour Migration Policy Framework.

2.5 LABOUR ADMINISTRATION

The core elements of Labour Administration are labour inspection; dispute resolution; conciliation, mediation and arbitration; Occupational Health and Safety; HIV/AIDS in the workplace; collective bargaining; processing of work permits; workers compensation claims; monitoring of training and localization in the private and parastatal sectors; and, registration of trade unions and employers' organizations. Botswana manages these issues through the Ministry of Employment Labour Productivity and Skills Development. Through provision of these services, harmonious industrial relations conducive for investment, sustainable economic growth, prosperity as well as socio-economic development are facilitated.³⁴

2.5.1 Labour Inspection

The inspection system in Botswana has adapted to changing circumstances driven by the forces of globalization and the increased intensity of competition generated by those forces. Botswana has responded to changing circumstances by preparing a labour inspection policy and strategy that provides guidelines for the future protection of its labour force and at the same time, identifies the need for improved economic efficiency and competitiveness within its business establishments. Botswana's draft inspection policy and strategy are aimed at effective compliance with Labour Laws.³⁵

Botswana, as a member of the International Labour Organisation (ILO) has an obligation of providing and maintaining a system of Labour inspection to secure compliance with legal provisions relating to terms and conditions of work and the protection of workers and employers in all workplaces. Two ILO governance Conventions cater for Labour Inspection (Nos. 81 and 129). Despite the validation of a gap analysis in relation Convention No. 81, Botswana has not ratified either of the conventions and remains the only SADC country that has not ratified Convention 129. Botswana's Labour Inspection Unit (LIU) is housed under the Department of Labour and Social Security in the Ministry of Employment, Labour Productivity and Skills Development. The LIU is mandated to conduct inspection of any workplace. Areas covered by labour legislation and subject to inspection include rights and terms and conditions of employment. For example, hours of work, overtime, rest period, paid public holidays, probation period, notice period, paid sick leave, terminal benefits, maternity allowance, employment of children, unionism in work places and others. There are eight Regional Labour Offices and twenty-five District labour offices. While labour officers are spread throughout the country, their numbers are very low resulting in inadequate inspection coverage.

2.5.2 Dispute Resolution

The number of disputes between employers and employees that have been taken to the Ministry of Employment, Labour Productivity and Skills Development for mediation and arbitration has increased from 3 368 cases in 2005 to 6 634 in 2016 and 7 083 in 2017.³⁶ While this may reflect improved awareness of rights among workers, it also may reflect weaknesses in workplace mediation and arbitration mechanisms.

³⁴ www.gov.co.bw

³⁵ Draft labour inspection policy

³⁶ Minister Mabeo (11 December 2017) as cited at <http://www.dailynews.gov.bw/news>

The country has an Industrial Court, which was established in 1992 to settle trade disputes and to maintain good industrial relations.³⁷ Access to courts has been improved through Legal Aid Botswana which is a statutory entity and a parastatal under the Ministry of Defence, Justice and Security (MDJS) and has offices in Gaborone, Francistown and Tsabong. The Alternative Dispute Resolution (ADR) mechanism was set in motion through consultation and benchmarking.³⁸

At 106th Session of the International Labour Conference (the June 2017), the Committee on the Application of Standards called upon the Government to take appropriate measures to rectify several observations including:

- ensuring that labour and employment legislation grants members of the Prison Service the rights guaranteed under the Convention;
- ensuring that the Trade Disputes Act (TDA) is in full conformity with the Convention; and,
- to amend the Trade Unions and Employers Organizations Act (TUEOA) to bring the law in conformity with the Convention.³⁹

The detailed specific actions are presented in Annex E.

2.5.3 Minimum wage

Botswana has in place legislation that covers minimum wages for different sectors including the agricultural and domestic workers. The Botswana minimum wage is 3.8 Botswana pula an hour for most full-time workers in the private sector. 2.7 Botswana pula per hour for domestic workers and 550 Botswana pula per month for workers in the agriculture sector Botswana's minimum wage was last changed in 1-Jan-2015.⁴⁰ A challenge in ensuring compliance has been inadequate capacity in the Department of Labour and Social Security to undertake inspections. This scenario calls for the strengthening of self-compliance, which in turn requires the education of both the employers and the workers. The CEACR in 2016 and 2017 made observations regarding legislative expression of the provisions of Convention 100 (EQUAL REMUNERATION CONVENTION, 1951) in the Employment Act of 1982. The Committee emphasized that giving legislative effect to the principle of the Convention is important but that a range of pro-active measures were also necessary to achieve goal of the Convention. The Committee called on the Government to ensure that the principle of equal remuneration for men and women for work of equal value was taken into account by the Minimum Wages Advisory Board and be fully reflected in the minimum wage setting process.

2.5.4 Occupational Health Safety

In the areas of occupational health and safety, Botswana has only ratified Convention 173 (Safety and Health in Mines Convention, 1995). The country is yet to ratify the OSH conventions concerning occupational safety and health (No. 155) and the Promotional Framework for OSH convention (No. 187) which stress the need for the formulation and implementation of a coherent national OSH policy in consultation with the most representative organizations of employers and workers. The improvement of the OH&S situation in the country cannot be realised in the absence of a comprehensive, integrated and effective occupational health and safety legislation that covers all work environments; medical surveillance; information and education and training; and provides adequate penalties for non-compliance with the law.⁴¹

³⁷ NDP 11 - Constitutional Framework; 1.7 & 1.8 Judiciary,

³⁸ NDP 11 – Governance, Safety and Security; 8.4.1 Legal Aid Botswana

³⁹ CEACR

⁴⁰ <https://www.minimum-wage.org/international/botswana>

⁴¹ Draft OSH Policy

2.6 Social Security

Botswana does not have a mandated national social security scheme. There is limited information on the extent of pensions coverage through the private voluntary pensions sector with estimates being below 20%.⁴² A large proportion of the economically active population do not have access to employer provided retirement vehicles.

The Employment Act requires workers not covered by retirement pension arrangements to receive protection under its gratuity/severance scheme. The scheme is characterised by several weaknesses including:

- that it is not funded leading to companies experiencing cash flow difficulties
- low compliance, especially amongst smaller and medium employers, and
- it meets neither the function of compensation for unemployment, which was at the origin of the scheme nor the retirement objective, as the funds obtained upon reaching retirement age are insufficient and one off transfer

The implementation of national social security legislation for the private sector workers was an objective under the National Development Plan 10.⁴³ The National Development Plan recognized the assistance of the International Labour Organisation in implementing a social security scheme in Botswana. It was envisaged that the social security policy and legislation would cover both the contributory social insurance fund and social safety nets. The work is yet to be completed.

2.7 Status of Fundamental Principles & Rights at Work

The ILO Declaration on Fundamental Principles and Rights at Work (1998) commits Member States, irrespective of whether or not they have ratified the relevant Conventions, to respect and promote principles and rights in four categories as follows:

- freedom of association and the effective recognition of the right to collective bargaining,
- the elimination of forced or compulsory labour,
- the abolition of child labour and,
- the elimination of discrimination in respect of employment and occupation.

Botswana has ratified the eight core Conventions of the ILO. However, the country is yet to ratify the Protocol to Forced Labour Convention No. 29.

2.7.1 Freedom of association and effective recognition of the right to collective bargaining

Botswana has ratified ILO Freedom of Association Convention No. 87 and Collective Bargaining Convention No. 98. As of November 2017, Botswana had 61 registered trade unions (28 in the services sector, six in education, two in construction, three in retail, six in manufacturing, five in mining and 11 miscellaneous), two registered trade union federations and one employers' organisation.⁴⁴

⁴² See ref. ahead on Developing a broad based employee pension scheme for Botswana , <http://www.econsult.co.bw/Pension%20workshop%20slides%20April%202009.pdf>

⁴³ National Development Plan, Dec 2009, pages 205-206

http://www.finance.gov.bw/index.php?option=com_content1&parent_id=334&id=338

⁴⁴ Minister Mabeo (11 December 2017) as cited at <http://www.dailynews.gov.bw/news-details.php?nid=40060>

The various sector trade unions are organised and participate in social dialogue through two representative bodies, the Botswana Federation of Trade Unions (BFTU) and the Botswana Federation of Public Private Parastatals Sector Unions (BOFEPUSU). Despite the large number of trade unions, it is estimated that fewer than 25% of workers in the country are represented by a union.⁴⁵ Botswana's Trade Unions and Employers' Organisation Act which provides for the registration of representation bodies for workers and employers has been the subject of concern at International Labour Conferences leading to several observations and recommendations.

Botswana's Business Botswana, formerly known as Botswana Confederation of Commerce, Industry and Manpower (BOCCIM), represents employers. Business Botswana has 1 600 members of whom 80% are small and medium enterprises. The fragmentation and diversity of the membership, together with an inadequately resourced secretariat limit the ability of Business Botswana to lobby fully for all members' interests.

There are arrangements for collective bargaining, dispute resolution and the protection of employees represented by registered trade unions or employee associations. However only trade unions that have registered at least a third of a sector's employees can engage in collective bargaining. In instances of disputes, public sector disputes are referred to the ombudsman while private sector disputes are referred to labour commissioners. In all cases, the courts are final arbiters. Capacity constraints in the intermediate processes and at the industrial court have tended to delay the resolution of disputes. Botswana has ratified ILO Freedom of Association Convention No. 87 and Collective Bargaining Convention No. 98. During recent years, it has attracted a number of comments by the CEACR regarding non-compliance with these Conventions. In addition, the International Labour Conference Committee on the Application of Standards (CAS) has selected Botswana in 2018 as facing serious challenges regarding Convention No. 87.

The Committee on the Application of Standards (CAS) has raised concerns on the implementation of Convention No. 87 on Freedom of Association and Protection of the Right to Organise. Key issues have included:

- Failure by Government to grant members of Botswana Prisons Service the right to organize
- Favouritism of certain Trade Unions by Government
- Lack of consultation in the development of the Public Service Bill.
- Cancellation of the Public Service Bargaining Council
- Submission of Trade Unions books to the Registrar of Trade Unions

The Government in collaboration with the Social partners and other key stakeholders are reviewing the national legislations to ensure that they are in alignment to the international labour standards .

2.7.2 Elimination of child labour

SDG 8 (target 8.7) commits Botswana to eliminating the worst forms of child labour by 2025. Botswana's constitution and law prohibit all forms of forced and compulsory labour, including by children and the country has ratified Forced Labour Conventions Nos. 29 and 105. Botswana has over the years strengthened efforts to detect and counter human trafficking, and in this regard, the Protocol of 2014 to Forced Labour Convention No. 29 contains useful measures aiming at tackling human trafficking for labour purposes.

⁴⁵ http://www.commonwealthofnations.org/sectors-botswana/civil_society/trade_unions/

Botswana's laws provide for employment of children aged 14 years and older and stipulates work conditions that, among other provisions, limit work to 6 hours for children not in school and five hours for children in school. The Government of Botswana has not collected data on child labour. Analysis of Botswana Population and Housing Census 2011 data⁴⁶ suggests that 2% of children were engaged in economic activity. Indications from other sources⁴⁷ suggest that Botswana continues to face challenges of child labour, particularly in cattle herding, agriculture, vending, domestic work, and commercial sex work. There are also suggestions that some of the children engaged in child labour are trafficked.⁴⁸ The Government of Botswana has ratified international conventions No 138 and 182 on child labour, put in place policies on child labour, established mechanisms for the coordination of government efforts on child labour, and put in place social programmes to address child labour. The adequacy of the measures has been questioned owing to gaps in the legal framework and the scope of programmes to address child labour in cattle herding and domestic work, among other areas.⁴⁹

2.7.3 Status on Social Dialogue & Tri-Partism Plus

Botswana has ratified ILO Tripartite Consultations (International Labour Standards) Convention No. 144. The country has social dialogue structures that include the Labour Advisory Board; Minimum Wage Board; the Labour Sector Sub-High Level Consultative Council (HLCC); National Business Conferences; and, the Botswana Public Service Bargaining Council (PSBC). While these mechanisms enable government, labour and employers to engage in dialogue, they have not been effective in addressing differences on legislative reform and the conduct of tripartite partners. A consequence has been a number of court challenges and a request for ILO support in encouraging Botswana to ensure its legislation and practices comply with ILO conventions and agreed rules of engagement.

2.8 International Labour Standards

The Government of Botswana has ratified and domesticated 15 ILO Conventions. Despite ratification and domestication, both the ILO Committee of Experts and the country's courts have identified some compliance gaps as well as inadequacies in legislation. Preceding sections of this context analysis also identify other areas in which ratification and compliance with ILO Conventions would contribute to improved protection of the rights workers.

The ILO's Committee of Experts on Application of Conventions and Recommendations (CEACR) provides an impartial and technical evaluation of the state of application of international labour standards. The CEACR makes two types of comments - observations and direct requests. Observations contain comments on fundamental questions raised by the application of a particular Convention ratified by a State. Direct requests relate to more technical questions or requests for further information. The CEACR has noted gaps in the implementation of ratified conventions. The gaps are attributable in part to capacity limitations in the Department of Labour and Social Security, and the inability of social partners to monitor compliance.⁵⁰ Against Botswana's nine outstanding reports, there were five observations and seven direct requests from dating to 2016 and 2017.

⁴⁶ Kgosidintsi, G. and S. D. Rakgoasi (2015). Notes on Levels and Patterns of Child Labour and Child Work in Botswana.

⁴⁷ See for example United States Department of Labour Bureau for International Affairs (2012)

⁴⁸ Bureau of International Labour Affairs, 2017 Findings on the Worst Forms of Child Labour

⁴⁹ Bureau of International Labour Affairs, 2017 Findings on the Worst Forms of Child Labour

⁵⁰ Botswana Federation of Trade Unions, 2012.

The five observations related to: Freedom of Association and Protection of the Right to Organise; Right to Organise and Collective Bargaining; Equal Remuneration; Discrimination (Employment and Occupation); and, Worst Forms of Child Labour. The seven direct requests related to Forced Labour; Freedom of Association and Protection of the Right to Organise; Equal Remuneration; Abolition of Forced Labour; Discrimination (Employment and Occupation); Worst Forms of Child Labour; and, Minimum Age for Admission to Employment.

LIST OF RATIFIED CONVENTIONS

Convention	Ratification date
C14 Weekly Rest (Industry) Convention, 1921	03:02:1988
C19 Equality of Treatment (Accident Compensation) Convention, 1925	03:02:1988
C29 Forced Labour Convention, 1930	05:06:1997
C87 Freedom of Association and Protection of the Right to Organize Convention, 1948	22:12:1997
C95 Protection of Wages Convention, 1949	05:06:1997
C98 Right to Organize and Collective Bargaining Convention, 1949	22:12:1997
C100 Equal Remuneration Convention, 1951	05:06:1997
C105 Abolition of Forced Labour Convention, 1957	05:06:1997
C111 Discrimination (Employment and Occupation) Convention, 1958	05:06:1997
C138 Minimum Age Convention, 1973	05:06:1997
C144 Tripartite Consultation (International Labour Standards) Convention, 1976	05:06:1997
C151 Labour Relations (Public Service) Convention, 1978	22:12:1997
C173 Protection of Workers' Claims (Employer's Insolvency) Convention, 1992	05:06:1997
C176 Safety and Health in Mines Convention, 1995	05:06:1997
C182 Worst Forms of Child Labour Convention, 1999	03:01:2000

3 LESSONS LEARNED FROM PREVIOUS DWCP IMPLEMENTATION

Several lessons and good practices were learnt from the BDWCP's development and implementation. Key among these lessons have been the following:

- A DWCP priority-setting process that involves the national tripartite, ILO and other relevant partners is critical in building shared understanding of issues and alignment with the national development framework;
- Management Committee accountability to high level bodies is key to avoiding implementation delays;
- Adherence to, and implementation of International Labour Standards is fundamentally predicated upon an appreciation of labour issues. Ratification alone is not enough to drive progress;

- The sharing of responsibility for implementation of priorities between social partners at design stage and the development of appropriate tools to track delivery on outputs are critical to implementation;
- Intra-organisation tensions of a national tripartite constituent not only compromise the quality of implementation of a DWCP, but it also results in a substantial number of potential beneficiaries being left out;
- Capacity constraints should be addressed as soon as they are identified. Delay of failure to address capacity constraints at the outset can slow progress substantially;
- Ownership of a programme by a country is a good but not a sufficient condition for implementation;
- A resource mobilization strategy should be integrated at the design stage of the programme.
- Promotion of Gender Equality and the Empowerment of Women, equal access and opportunity for women and men is cardinal to the development process in all aspects of development and in all spheres of life. Mainstreaming a gender perspective into all development initiatives, including policies, programmes as well as processes, is increasingly being recognised as a vital development planning approach.

4 THE ILO'S COMPARATIVE ADVANTAGE

The ILO's comparative advantage stems from: its unique tripartite structure; its role in normative and supervisory functions; its technical expertise; and, convening capacity on labour. The ILO deploys these capabilities in support of localised national decent work agenda and as fundamental elements towards the achievement of inclusive and sustainable development and the achievement of national development priorities. The ILO's facilitative role in social dialogue engagement is in keeping with the principles of sustainable development and is an essential vehicle for inclusiveness. The ILO also provides leadership and participates in several alliances and multi-stakeholder partnerships related to SDG 8 and other decent work related goals and targets. Through these partnerships, the ILO engages in collaborative and joint programming.

5 ALIGNMENT WITH NATIONAL, SADC, AU, AND GLOBAL DEVELOPMENT FRAMEWORKS

The BDWCP is aligned with national, sub-regional, regional and global frameworks. In seeking alignment with these frameworks, the approach to the BDWCP is to support national efforts at operationalising the frameworks, and, where necessary, promote actions towards the inclusion of the frameworks within national programmes and plans.

5.1 Alignment with Key National Development Frameworks

5.1.1 The national strategy for sustainable development and roadmap

Following the adoption of the SDGs in 2015, Botswana initiated a broad-based consultation leading to developing a draft National Framework for Sustainable Development. The framework defined a broad-based approach to sustainable development and the building blocks for Botswana's transition to a sustainable development pathway including the domestication of the SDGs. A phased approach to SDGs implementation was followed. This consisted of creating ownership; integration in national development plans; establishment of institutional coordination mechanisms; and, the development of a roadmap. The BDWCP will build on existing processes to strengthen the contributions of the tripartite partners to the implementation, monitoring and learning on the delivery of the SDGs with particular emphasis on SDG 8 as an entry point. The processes adopted for the SDGs will be utilized to devolve the tripartite plus engagement on decent work to local levels and promote citizens' awareness of fundamental principles and rights at work.

5.1.2 Vision 2036

Botswana's Vision is to be a High Income Country by 2036. In pursuing this vision, the country intends to bring prosperity to all its citizens and aspires to do so through four pillars, namely: Sustainable Economic Development; Human and Social Development; Sustainable Environment; and, Governance, Peace and Security. The Vision recognizes four key transformations that are at the core of the National Transformation Plan. These are:

- Moving away from dependence upon diamonds and government, and making concerted, serious strides towards economic diversification
- Generating national income from being competitive, productive and efficient, rather than from the consumption of mineral good fortune
- Opening up the country to investors and visitors, in the process creating a vibrant economy and society integrated into the global economy; and
- Enabling Botswana to be independent, self-reliant entrepreneurial in spirit, rather than dependent upon the state, and transforming the role of government from control to facilitation.

The BDWCP is primarily aligned with Pillar 1 (Sustainable Economic Development) and furthers aspects of Pillar 2 (social inclusion and equality, education and skills development, gender equality, youth), Pillar 3 (sustainable utilisation of natural resources), and Pillar 4 (freedom of expression and association).

5.1.3 The National Development Plan 11

The eleventh National Development Plan (NDP 11) is the first medium term plan towards the implementation of the country's second vision – Vision 2036. NDP 11 runs from 1 April 2017 to 31 March 2023. The NDP 11 whose theme is "Inclusive Growth for the Realization of Sustainable Employment Creation and Poverty Eradication" responds to the development challenges facing the country, and the need to align the focus of the Plan with global, continental and regional initiatives. The NDP11 is anchored on six national priorities, namely: developing diversified sources of economic growth; human capital development; social development; sustainable use of national resources; consolidation of good governance and strengthening of national security; and implementation of an effective monitoring and evaluation system. Five of the six NDP11 priorities map directly onto the four pillars of the national vision, Vision 2036. In NDP 11, Pillar 1 of Vision 2036 (Sustainable Economic Development) is split into two components, namely, Diversified Economic Growth and Human Capital Development.

The sixth priority of NDP 11 is crosscutting and focuses on an effective monitoring and evaluation system. Within each of the six priority areas, NDP11 specifies concerns, outputs, strategies and programmes thereby enabling the identification of decent work related aspects that can be supported as both a means and outcome of the NDP 11. The SDGs are directly mapped to each of the six NDP 11 identifies three outcomes, namely: diversified economy; competitive and productive human resources; and, sustainable employment.

Among the top national priorities to be addressed during the NDP 11 period are: economic growth; employment creation; and poverty eradication. Some of the economic activities with potential for creating employment opportunities, which Government will be undertaking during NDP 11 include implementation of the: National Entrepreneurial Policy and Strategy (entrepreneurial culture among Botswana, especially the young emerging business entrepreneurs); Co-operative Transformation Strategy; Citizen Economic Empowerment; Investment Strategy; Economic Diversification Drive (EDD) initiative; Cluster Development; and the creation of Special Economic Zones.

To address the identified challenges, a number of strategies will be implemented during NDP 11. Such strategies include improvement of the efficiency and effectiveness of the social protection programmes; better targeting of beneficiaries of social welfare programmes; improvement of coordination

mechanisms of programmes; strengthening of rehabilitation programmes and services; and enhancing access to quality health care services by all.

During NDP 11 Government will ensure that there is harmonious and peaceful industrial relations to promote socio-economic growth and development. To achieve this, the following will be undertaken: amendment of the Workers' Compensation, Trade Unions and Employers Organisations and the Employment Acts; strengthening of the labour inspection system in the country through the Decent Work Country Programme (DWCP); establishment of an independent dispute resolution structure; establishment of a National Tripartite Social Dialogue Structure; development of a National Employment Policy; implementation of an Occupational Broad Based Pension Scheme; development of a National Policy on HIV/TB and Employment; and development of a National Occupational Health and Safety Policy. The latter policy will guide the development of an efficient and effective occupational health and safety service delivery; enactment of a clear, comprehensive and harmonised legal and regulatory framework for all sectors of the economy; accessible and equitable compensation and rehabilitation of workers; and enhanced awareness, education and training at all levels.

Botswana's commitment to further advance gender equality is stated in NDP 11 as follows: "during NDP 11, gender analysis and gender equality centred planning will be promoted to inform gender-responsive and rights-based policies. This will facilitate, amongst others, fairness of treatment, including in the distribution of development resources and opportunities between women and men. Implementation of gender mainstreaming as a strategy for sustainable development will be intensified across sectors to ensure equal and meaningful opportunities for women and men to participate in and benefit from socio-economic, cultural and political development initiatives of the country".

The BDWCP will support the achievement of national objectives as outlined in the NDP11. It aims to use decent work as an entry point for sustainable and shared prosperity. The BCWCP will facilitate the inclusion of standards and cross-country experiences into national empowerment initiatives paying particular attention to issues of marginalization and human dignity throughout the lifecycle.

5.2 SADC Development Frameworks

5.2.1 SADC Decent Work Programme (2013-2019)

Priorities in the SADC Decent Work Programme (2013-20

19) include: support to member states towards ratification and application of Conventions with particular focus on the governance Conventions; support towards addressing decent work deficits in the informal economy to facilitate their transition towards formalization; youth employment; the adoption of rights based labour migration policies; and, strengthening member states' and labour and employer constituency capacity to generate and disseminate labour market information. The BDWCP will support Botswana to address the SADC Decent Work Programme by addressing country-specific challenges and utilize South-South Cooperation to assist other SADC member states to learn from Botswana's experiences.

5.2.2 SADC industrialization strategy and roadmap 2015-2063

The strategy emphasizes the need for the SADC member states to restructure and repurpose educational systems so that they are better tailored to meet the requirements of modern industry. Recognizing the high levels of unemployment and economic marginalization of women and youth, the strategy underscores the importance for member states to widen the scope and quality of women and youth participation in the industrialization process by facilitating their improved access to finance, skills development, SME support programmes. It also encourages member states to promote an enabling environment for the growth and sustainability of SMEs and an environment that facilitates the integration of SMEs into domestic, regional and even global value chains. In addition, the SADC industrialization strategy recognizes the importance for member states to adopt green technologies and measures to reduce the impact of industrialization and livelihoods on climate change. The BDWCP recognizes the efforts that Botswana has made over the years that are in line with the SADC Industrialization Strategy and Roadmap 2015-2063. It also recognizes the challenges that the country

has experienced in realizing returns from investments that are in line with the strategy and roadmap. The BDWCP will focus on enhancing the effectiveness of transformative initiatives to achieve results for marginalized groups and draw lessons for regional learning.

5.3 African Union Development Frameworks

5.3.1 The AU declaration on employment, poverty eradication and inclusive development in Africa (2015)

The AU declaration expresses a commitment by the Heads of State and Governments of the African Union to end the challenge of the persistently high levels of unemployment and underemployment in the course of the next 10 years. The Declaration further expresses the commitment to ensure the speedy and well-resourced implementation of a number of priority areas including youth and women employment, social protection and productivity for sustainable and inclusive growth, well-functioning and inclusive labour market institutions as well as labour migration and regional economic integration. The Heads of State and Government of the AU also undertook to effect reforms at national, regional and continental levels to address structural constraints, improve business practices and investment incentives, to stimulate entrepreneurship, promote private-public partnerships, and to create an enabling environment for increased production and decent employment opportunities to achieve inclusive and equitable growth. They also committed to accelerate the empowerment of the poor and the vulnerable, particularly in the rural communities and the urban informal economy, the unemployed and the underemployed and to take all measures to increase the abiding to fundamental principles and rights in protecting workers and their families from forms of work that are detrimental to current and future generations.

Botswana's Vision 2036 and the NDP11 are consistent with the declaration. The BDWCP through its alignment with national frameworks will further the aims of the AU Declaration on Employment, Poverty Eradication and Inclusive Development in Africa.

5.3.2 The African Union Agenda 2063

The AU Agenda 2063 aspires for a prosperous Africa based on inclusive growth and sustainable development. Priority areas outlined in AU Agenda 2063 Framework Document also provide a policy context for the DWCP, and include:

- Focus on incomes, jobs and decent work
- Addressing poverty, inequality and hunger
- Promoting social security and protection including persons with disability
- Promoting environmentally sustainable and climate resilient economies and communities

5.4 The United Nations Development Frameworks

5.4.1 The 2030 Agenda for Sustainable Development

The BDWCP is aligned to the 2030 Agenda that places decent work at the Centre of policies for sustainable and inclusive growth. The priorities for the BDWCP will facilitate ILO technical and capacity support to Government and the Social Partners in addressing development priorities aligned primarily with SDG 8, and contribute to targets under SDGs 1, 2, 3, 4, 5, 9, 10, 11, 16 and 17.

Table 1 below presents an overview of the SDG targets towards which the BDWCP will contribute.

Table 1: BDWCP Contribution to SDGs Achievement

BDWCP	SDG Goal
<p>Goal: contribute to Botswana's progress towards the achievement of full and productive employment and decent work for all</p>	<p>Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all Goal 1. End poverty in all its forms everywhere Goal 5. Achieve gender equality and empower all women and girls</p>
BDWCP Priority	SDG Target
<p>Sustainable Employment Creation</p>	<p>1.2 By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions 2.4 By 2030, ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters and that progressively improve land and soil quality 2.c Adopt measures to ensure the proper functioning of food commodity markets and their derivatives and facilitate timely access to market information, including on food reserves, in order to help limit extreme food price volatility 4.3 By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university 4.4 By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship 4.5 By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations 5.b Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women 5.c Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels 8.2 Achieve higher levels of economic productivity through diversification, technological upgrading and innovation, including through a focus on high-value added and labor-intensive sectors 8.3 Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services 8.4 Improve progressively, through 2030, global resource efficiency in consumption and production and endeavor to decouple economic growth from environmental degradation, in accordance with the 10-Year Framework of Programmes on Sustainable Consumption and Production, with developed countries taking the lead 8.5 By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value 8.6 By 2020, substantially reduce the proportion of youth not in employment, education or training 8.b By 2020, develop and operationalize a global strategy for youth employment and implement the Global Jobs Pact of the International Labour Organization</p>

	<p>9.3 Increase the access of small-scale industrial and other enterprises, in particular in developing countries, to financial services, including affordable credit, and their integration into value chains and markets</p> <p>10.2 By 2030, empower and promote the social, economic and political inclusion of all, irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status</p> <p>17.9 Enhance international support for implementing effective and targeted capacity-building in developing countries to support national plans to implement all the Sustainable Development Goals, including through North-South, South-South and triangular cooperation</p>
<p>Enhanced Labour Market Institutions</p>	<p>5.2 Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation</p> <p>5.3 Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation</p> <p>5.5 Ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life</p> <p>8.7 Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms</p> <p>8.8 Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment</p> <p>16.2 End abuse, exploitation, trafficking and all forms of violence against and torture of children</p> <p>16.3 Promote the rule of law at the national and international levels and ensure equal access to justice for all</p> <p>16.6 Develop effective, accountable and transparent institutions at all levels</p> <p>16.7 Ensure responsive, inclusive, participatory and representative decision-making at all levels</p>
<p>Improved Quality Social Protection and Conditions of Work</p>	<p>1.3 Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable</p> <p>3.3 By 2030, end the epidemics of AIDS, tuberculosis, malaria and neglected tropical diseases and combat hepatitis, water-borne diseases and other communicable diseases</p> <p>3.4 By 2030, reduce by one third premature mortality from non-communicable diseases through prevention and treatment and promote mental health and well-being</p> <p>3.8 Achieve universal health coverage, including financial risk protection, access to quality essential health-care services and access to safe, effective, quality and affordable essential medicines and vaccines for all</p> <p>3.9 By 2030, substantially reduce the number of deaths and illnesses from hazardous chemicals and air, water and soil pollution and contamination</p> <p>5.4 Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate</p> <p>8.8 Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment</p> <p>10.4 Adopt policies, especially fiscal, wage and social protection policies, and progressively achieve greater equality</p> <p>10.7 Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies</p>

Under SDG 8, the DWCP priorities will lend particular support towards the achievement of targets 8.3 (by contributing towards the promotion of development oriented policies to support decent job creation, entrepreneurship, and the formalization of the SMMEs) 8.4 (through introducing tools and capacity for greening enterprises), 8.5 (promoting equal pay for work of equal value), 8.6 (reducing youth not in employment, education or training) 8.7 (elimination of child labour), and target 8.8 (protecting labour rights and promoting safe and secure working environments for all workers).

5.4.2 United Nations Sustainable Development Framework (UNSDF) 2017-2021

The United Nations Sustainable Development Framework (UNSDF 2017-2021) defines and facilitates the delivery of a partnership between Botswana and the United Nations Development System (UNDS) towards the realisation of The 2030 Agenda as adapted to the national and local contexts and reflected in the Botswana Vision 2036. The UNSDF 2017-2021 is aligned with the Eleventh National Development Plan (NDP11) and continues the reform of the relationship between the United Nations System and Botswana that dates back to 2008 when the Government of Botswana sought and received support for Botswana to adopt, as a self-starter, the Delivering as One (DaO) approach. Under the DaO approach, the United Nations System focused on greater coordination, harmonization and alignment of agency efforts with country priorities.

The UNSDF 2017-2021 was developed in a context of strong national efforts to alignment national plans with Agenda2030. Consequently, the UNSDF 2017-2021 focused on the key aspects of support to Botswana to achieve the SDGs and related targets. The UNSDF 2017-2021 sets out three priorities (quality policy and programme formulation; implementation capacity; and use of timely and quality data to inform planning and accountability processes). The priorities are reflected in the three outcomes defined for the cooperation, which are:

- Outcome 1: By 2021 Botswana has quality policies and programmes towards the achievement of Sustainable Development Goals targets and national aspirations
- Outcome 2: By 2021 Botswana fully implements policies and programmes towards the achievement of Sustainable Development Goals targets and national aspirations
- Outcome 3: By 2021, state and non-state actors at different levels use quality and timely data to inform planning, monitoring, evaluation, decision-making and participatory accountability processes.

The development of the BDWCP follows the UNSDF 2017-2021 approach of policy-implementation-data & accountability as intervention areas for each of the country priorities in pursuit of the four strategic pillars of the Decent Work Agenda (employment, social security, social dialogue, and fundamental principles and rights at work). Merging the approach of the UNSDF 2017-2021 with the contribution of the BDWCP to the SDGs provides a framework for both partnerships and joint programming but also for reporting on contribution to results. Table 2 shows relationship between the UNSDF 2017-2021 and the BDWCP 2020-2024. Each of the areas shown in Table 2 supports SDG targets as shown in Table 1.

Table 2: UNSDF and BDWCP Relationship and Scope for Partnerships

UNSDF Outcome areas	BDWCP Priorities and Indicative Areas for Partnerships/Collaboration ⁵¹		
	Sustainable Employment Creation	Improved Quality Social Protection and Conditions of Work	Enhanced Labour Market Institutions
Laws and Policies	<ul style="list-style-type: none"> • Employment • Youth • Disability • Informal sector & • SMMEs 	<ul style="list-style-type: none"> • Social Security • Occupational health and safety • Labour migration • Unpaid care work • Wellness and Disease Management in Employment 	<ul style="list-style-type: none"> • Dialogue platforms • Dispute resolution • Informal Sector Participation

Programmes and delivery capacity	<ul style="list-style-type: none"> • Youth employment action plan • Services for SMMEs • SMME integration in value-chains • Employment-intensive programmes • Green Economy 	<ul style="list-style-type: none"> • Gender mainstreaming • Capacity for Policy • Members outreach • Wellness and Disease Management in Employment 	<ul style="list-style-type: none"> • GBV • Disability • International standards
Data and Accountability	<ul style="list-style-type: none"> • Institutional framework for labour market data 	<ul style="list-style-type: none"> • Use of administrative data 	<ul style="list-style-type: none"> • Density of representation

5.5 Botswana DWCP Country Priorities and Outcomes

The Goal of the BDWCP 2020-2024 is to contribute to Botswana’s progress towards the achievement of full and productive employment and decent work for all.

To realise this goal, the constituents identified the top three priorities as:

- a) Sustainable Employment Creation particularly for young women and men;
- b) Improved Quality Social Protection and Conditions of Work for all;
- c) Effective Labour Market Governance Institutions and Practices

⁵¹ Based on BDWCP Outputs

Each of the priorities is to be realised through the achievement of outcomes as presented in section 5.5.1 below.

BDWCP Priorities			
	1. Sustainable Employment Creation particularly for young women and men	2. Improved Quality of Social Protection and Conditions of Work for All	3. Effective Labour Market Governance Institutions
BDWCP Outcomes	1.1 More and better jobs particularly for young women and men	2.1: Improved , extended and delivered coverage of national social security schemes for women and men	3.1: Improved social dialogue structures or institutions promoting decent work for women and men in all sectors.
	1.2 Improved effectiveness of Labour Market Information Systems in line with Sustainable development goals (SDG’s)	2.2: Enhanced access to quality workplace wellness and disease (including HIV and TB) management systems, including in the informal economy all women and men	3.2: Enhanced effectiveness of workers’ and employers’ organizations strengthened
	1.3 Improved enabling environment for young women and men for the development of sustainable enterprises	2.3: Improved protection of the rights of vulnerable workers	3.3: Improved capacities of the tripartite partners to promote, monitor and advocate for ratification of international labour conventions and appropriate actions as called for or recommended by the CEACR

Each of the nine outcomes will be realised through interventions that address gaps in laws and policies; public and private investment, programmes and delivery capacity; and data and accountability. The outputs identified corresponds to and seeks to advance a specific SDG target. The adoption of this approach will allow the partners to enter into strategic partnerships and be able to track and report on progress in a way that allows for integration of BDWCP contribution into national SDG monitoring and reporting as well as UN reporting.

5.5.1 PRIORITY 1: SUSTAINABLE EMPLOYMENT CREATION PARTICULARLY FOR YOUNG WOMEN AND MEN

Outcome 1.1 More and better jobs particularly for young women and men

The country is also faced with a 20% unemployment rate, the youth and women are the most affected. There is a slow growth in employment opportunities in Botswana for the youth due to the fact that the supply of skills from the education sector does not match the needs of the job market. This skills mismatch has led to an oversupply of certain skills in the job market, resulting in high graduate unemployment, even though other skills are in short supply. There is need to develop an adequately skilled workforce, which is responsive to the labour markets demands. The growing rate of unemployment of the youth, specifically graduates, indicates the critical need for improving the coordination, planning, quality, as well as management of human resource development. The Government of Botswana aims to address this challenge by implementing the National Human Resource Development Strategy, which stipulates the formulation of Human Resource Development Sector Plans, aimed at matching of skills with the labour market and the needs of the economy. These plans will address the skills requirements by the various sectors through linkages with employers in the public and private sectors.

The BDWCP will support actions towards profiling youth and the skills gaps that prevent them from transitioning from school to work, as well as facilitate access to information and opportunities in the labour market through apprenticeships and entrepreneurship development. Implementation of the outcome will contribute to the attainment of SDG target 5; 8.3; 8.5 and 8.6. Botswana is also not an exception to the global pattern whereby young women face more severe constraints than young men in accessing productive assets, markets and support services, thus hindering their income generation capacity, productivity and constraining rates of poverty reduction. Huge gender inequalities remain a major challenge. The focus of interventions will be on influencing upstream and downstream gender responsive policies and programmes that will enhance incomes and livelihoods through the creation of jobs especially for youth and women and the implementation of a stronger Labour market policy reforms that drive employment creation. This will be achieved by expanding employment opportunities on the one hand, and strengthening human development of the poor on the other. Therefore, for Botswana to achieve the overall goal of inclusive growth and job creation there is need to invest more on education and skills development and also in promoting women's economic empowerment and gender equality.

Outcome Indicators

- 1.1 (a) Employment to population ratio by sector, gender, age and disability in to the Employment Skills Development Programmes
- 1.1 (b) Number of gender-responsive Policy framework guided by relevant international labour standards developed and implemented
- 1.1 (C) Proportion of young women and men not in employment, education or training (NEET)

Outputs

- 1.1.1 Employment programmes initiatives for decent employment and economic opportunities for youth and women implemented

1.1.2 New or improved programmes, including apprenticeship and entrepreneurship programmes, that facilitate school to-work transition for young women and men are in place and regularly assessed

1.1.3. Knowledge base on gender equality strengthened and gender mainstreamed

1.1.4 Skills development programmes are reviewed and aligned with the labour market needs

Outcome 1.2: Improved effectiveness of Labour Market Information systems in line with sustainable development goals (SDG's)

National Priority: Economy and Employment (Human Capital Development)

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

Statistics are an indispensable resource for national development. They constitute an essential element in improving the ability of government (both national and local) to develop appropriate policies, manage the economic and social development processes, monitor improvements in the living standards of its citizens and report back this progress to the public using solid evidence as part of the government's accountability framework. A modern, efficient and effective labour administration system is critically dependent on adequate labour market information. This is currently one of the core deficits of the labour administration system in Botswana. Policy making, programme design and targeting linked to any branch of labour administration has to be based on solid evidence thus current extensive reliance on out-dated information sources and proxy data has to be overcome.

Moreover, utilizing gender-segregated labour market information as a monitoring tool will be a key enabler to improve performance of the entire system. The strategy will be to increase data collection and reporting on decent work indicators and the use of labour market data that are central to policy-making. Specific focus over 2020-2024 period will be placed on the collection and timely analysis of Labour Force Survey (LFS) data in order to obtain information on key labour market indicators. The ILO will continue to extend support to the constituents to implement a Labour Force Survey in line with the resolution of the 19th International Conference of Labour Statisticians, while targeted effort will be made to systematically generate sex-disaggregated data and disseminate them through the LMIS.

Outcome Indicators

1.2 (a) Availability of reliable and timely information on Labour Market and SDGs

1.2 (b) Availability of disaggregated data on the Labour Market (including gender, age, sector etc)

1.2 (c) Labour force participation rate by gender, geographical zone and educational attainment

Outputs

1.2.1 Labour market statistics and information systems strengthened using international statistical standards and report on SDG Global Indicator Framework

1.2.2 Improved statistical surveys and use of other statistical sources (including gender, age, sector, etc.)

1.2.3 Implementation of the resolution of the 19th International Conference of Labour Statisticians

Outcome 1.3 Improved enabling environment for young women and men for the development of sustainable enterprises

National Priority: Economy and Employment (Development of Diversified Sources of Economic Growth and Revenues)

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

Informal sector businesses, most of which are operated at family-level and are micro and small in nature have been found to contribute significantly to some economies. When such enterprises are supported to increase their productivity, formalize their activities and improve their level of compliance, their contribution to the development of their respective economies could be enhanced. The critical role of the informal sector, the importance of ensuring its formalization, and the contribution of micro, small and medium enterprises to sustained and inclusive economic growth and full and productive employment. Several bottlenecks, including gender inequality and discrimination continue to constrain the ability of both formal and informal enterprises to realize their full potential to accelerate growth and create jobs. It is also noted that the existing institutional support structure for MSME development is fragmented and needs to be rationalized to ensure an improved coordination. The Government of Botswana has committed to establish sustainable enterprises, support mechanisms and programmes aimed at eradicating poverty, and promoting sustainable livelihoods of the poor and people living with disabilities will be implemented.

Outcome Indicators

- 1.3 (a) Availability of frameworks developed, adopted and implemented to strengthen the business environment that contributes to an enabling environment for sustainable enterprises
- 1.3 (b) Number of young men and women starting their own business
- 1.3 (c) Number of new enterprises created by trained youth, women and People with disabilities that last for more than two years;

Outputs

- 1.3.1. Programmes and projects promoting entrepreneurship are developed
- 1.3.2 Sectors for green jobs generation identified and promoted.
- 1.3.3 Gender sensitive interventions to directly assist established SMEs for women to improve working conditions thereby increase productivity have been implemented

5.5.2 PRIORITY 2: IMPROVED QUALITY OF SOCIAL PROTECTION AND CONDITIONS OF WORK FOR ALL

Outcome 2.1: Improved, extended and delivered coverage of national social security schemes for women and men

National Priority: Social Development and Governance, Safety and Security

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

In less than five decades, Botswana has transformed itself from one of the world's poorest countries at its independence in 1966 into an Upper Middle-Income Country (UMIC). However, social outcomes are far from expected levels. Unemployment rate is greater than prevailing rates among Botswana's UMIC peers. Poverty rates are significantly higher than among peers, and income inequality is one of the highest in the world. Botswana's response to poverty has focused on improving the welfare status of citizens' investments in social protection. Consequently, significant resources (4.4 % of gross domestic product) are invested in social protection programmes. Currently there is no public social security contributory system except government officers.

The Government of Botswana and stakeholders have placed high importance in reforming its social protection systems and making it more efficient, as well as providing a comprehensive social protection systems. Formal and informal workers in the private sector are not covered by any social insurance scheme. The strategy will be to improve the management and coverage of social security for all within Botswana, by developing a comprehensive social security policy; thereby contributing to the reduction in poverty level. In order to enhance the productivity of women there is also a need to promote and enhance paid maternity and paternity leave. ILO, therefore, will support government partners to

develop a national action plan to extend social insurance coverage over the life cycle of the DWCP and support will be provided in strengthening the knowledge of the gender dimensions of social protection. Implementation of this outcome will contribute to the attainment of SDG indicators 1.3,5, 8.8 and 10.4.

Outcome Indicators

2.1 (a) % of workers covered by social security (disaggregated by public, private sector and other sectors, by age and gender)

2.1 (b) Number/percentage of people covered by social security in the informal economy disaggregated by age, gender; disability and location

2.1 (c) Number of social protection strategy or policy and legal framework for all women and men developed, adopted and implemented

Outputs

2.1.1 Contributory comprehensive social security scheme including portability of social security benefits established.

2.1.2 Improved systems for the generation, management and utilisation of information on the performance of components of the national social protection system.

Outcome 2.2: Enhanced access to quality workplace wellness and disease management systems, including in the informal economy.

National Priority: Social Development and Governance, Safety and Security

UNSCF Priority: Output-1.2: Enhanced national capacity to develop integrated policies, strategies and programmes to strengthen human and social development outcomes.

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

Good health and wellness are basic human rights and necessary conditions for development. Botswana is facing a rise in lifestyle and non-communicable diseases. There is also a continuous burden of communicable diseases such as HIV and AIDS, TB and malaria. It is therefore the responsibility of the state to guarantee access to health care services of the highest standard attainable, and of individuals to pursue healthy lifestyles. In addition to ensuring macroeconomic stability, the country continues to work on improving the microeconomic environment. In this regard, Government will ensure that programmes aimed at eradicating poverty, and promoting sustainable livelihoods of the poor and people living with disabilities will be implemented.

Furthermore, the Small Medium Micro Enterprises and Informal Sector models, as well as Local Economic Development approach will remain an essential part for promoting inclusiveness. Social protection programmes, especially the provision of social safety nets and other poverty related measures, will be strengthened to complement existing productive activities. Informal sector businesses, most of which are operated at family-level and are micro and small in nature have been found to contribute significantly to some economies. When such enterprises are supported to increase their productivity, formalise their activities and improve their level of compliance, their contribution to the development of their respective economies could be enhanced.

Building on past interventions and taking into account new challenges, the BDWCP will promote and support the development and implementation of strategic interventions to: promote wellness at work; strengthening of occupational safety and health; and promote the use of evidence to inform practice in extending health, safety and wellness beyond large firms. Key areas will include partnerships to enhance the HIV and AIDS response, reduced the occurrence of lifestyle-related conditions, contribute to the positive transformation of gender norms, and extend service coverage to small firms and the informal sector.

Outcome Indicators

- 2.2 (a) Increased percentage of workplaces (formal and informal) that have health and wellness programmes
- 2.2 (b) Number of workplaces reporting on wellness and disease management programmes

Outputs

- 2.2.1 Improved national capacities to develop, coordinate and implement policies for occupational health, safety, wellness and disease (incl. HIV and TB) management
- 2.2.2 Enhanced capacities among employers' and workers' organizations to promote and support the implementation of occupational health, safety, wellness and disease (incl. HIV and TB) management interventions
- 2.2.3 Enhanced national capacities for inspections that go beyond compliance to promotion of health and wellness programmes
- 2.2.4 Labour inspection systems in both the public and private sector are established and strengthened

Outcome 2.3 Improved protection of the rights of vulnerable workers

National Priority: Social Development and Governance, Safety and Security

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

Botswana has made commendable efforts to make the labour market inclusive and protect the rights of workers. The continuation of such efforts is key to the operationalization of the principle to 'Leave no one behind' and to ensure continued protection of those to whom protection has been extended. Women, children, migrants and persons with disabilities remain at risk of exclusion, abuse, and/or exploitation. Women face challenges of sexual harassment as well as unpaid care work that often affects their abilities to earn incomes. Child labour persists in some sectors. Legislation to protect migrant workers remains inadequate creating labour market biases and scope for exploitation. Persons with disabilities are disproportionately disadvantaged and more likely to be poor compared to the rest of the population.

Child labour remains a major concern for the government, social partners and the civil society in Botswana. This is in spite of the efforts made by government to put in place an enabling policy and legislative environment that regulates and prohibits under age children to work. The BDWCP will provide support aimed at: a) improving the understanding of the situation of vulnerable groups; b) increasing awareness of national obligations in relation to these groups; c) support to the mainstreaming of the issues of vulnerable groups in labour market policies; and the design and implementation of group-specific interventions to achieve equity of opportunities and outcomes for vulnerable groups. Key among the interventions will be the inclusion of information on vulnerable groups in labour market data and labour inspection data tools.

Outcome Indicators

- 2.3 (a) Proportion of changes identified by ILO supervisory bodies towards the situation of vulnerable workers (migrants, persons with disabilities, unpaid care workers, and minorities) that are effected
- 2.3 (b) Availability of Gender responsive policies and legislation formulated and adopted to improve working conditions (wages, unpaid domestic work, child labour, labour migration, gender equality (sexual harassment) and relevant labour market institutions

Outputs

- 2.3.1 Improved understanding among tripartite partners of state obligations in relation to vulnerable workers
- 2.3.2 Improved availability of information on vulnerable employees and their workplace vulnerabilities to inform policy dialogue
- 2.3.3 Policy proposals and advocacy materials towards the protection of the rights of vulnerable workers.

5.5.3 PRIORITY 3: ENHANCED LABOUR MARKET INSTITUTIONS

Botswana continues to make progress in the development of labour market governance institutions. As the labour market governance institutions have become stronger, areas in which legislation and/or practice is not consistent with international labour standards have been identified and discussed by tripartite partners. Some areas of disagreement have been referred to the courts of law for arbitration. It is noteworthy that some of the issues on which disputes have arisen are longstanding as they relate to key legislative instruments governing labour relations. At the same time, new areas of concern have arisen that require some revisiting of what may, in the past have been considered the norm. Similarly, institutional arrangements and capacities that were adequate in the past, today fall short of current and future needs. Of particular concern are centralised engagement structures and limited engagement of the informal sector.

The BDWCP aims to support to continued growth of labour governance institutions and relations in Botswana. The contributions of the BDWCP will include:

- Strengthening institutional arrangements for tripartite cooperation and social dialogue;
- Strengthening of institutional arrangements for labour disputes prevention and resolution
- Strengthening employers and workers organisations, particularly with a view to make them fit for purpose in a changing labour market; and
- Strengthening the capacities of the tripartite partners to promote, monitor and advocate for ratification of international labour conventions and appropriate actions as called for or recommended by the CEACR

Outcome 3.1 Improved social dialogue structures or institutions promoting decent work for women and men in all sectors.

National Priority: Consolidation of Good Governance and Strengthening of National Security

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

Tripartite cooperation and social dialogue constitute the foundation upon which implementation of the BDWCP rests. Botswana has in place multiple tripartite cooperation and social dialogue mechanisms. The multiplicity of institutions creates challenges both in terms of the finality of discussions as well as inclusion and participation. Furthermore, current institutional arrangements do not adequately provide for the cascading and extension of the principles and practices of tripartite cooperation and social dialogue to subnational levels. The BDWCP will support the establishment and operationalization of a national social dialogue structure that is cascaded to district level. The establishment of the structure will transform participation in other tripartite forums from decision-making to agenda advancing opportunities. An anticipated strength of the proposed approach is that it will facilitate capacity building and tripartite engagement at lower levels thereby enhancing both the understanding and operationalization of international labour standards.

Outcome Indicators

3.1 (a) Number of workers' and employers' concerns resolved through tripartite social dialogue platforms

3.1 (b) Number of tripartite forum engagements convened annually

Outputs:

3.1.1 An effective national social dialogue institution is established

3.1.2 Enhanced capacity of the Employers' and Workers' Organizations to effectively influence social and economic policies

3.1.3 Capacity of social partners to engage more effectively in social dialogue is strengthened

3.1.4 Improved capacity of the tripartite constituents to implement existing labour Conventions and to ratify new Conventions

3.1.5 Strengthened labour administration systems with better service in collective bargaining, dispute resolution, mediation and arbitration needs in line with international standards

Outcome 3.2: Enhanced effectiveness of workers' and employers' organisation

National Priority: Consolidation of Good Governance and Strengthening of National Security

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

Employers and workers' organisations play critical roles in recruiting and educating members, representing members and monitoring practices and compliance with international labour standards. Continuous organizational development is necessary to ensure these institutions are able to perform their roles including their own transformation to better reflect the realities of the composition and issues faced by their members, including greater attention to previously neglected issues such as gender equality. The BDWCP will focus on strengthening the capacity of workers to be effective social dialogue actors to enhance efforts towards enhancing application and implementation of International Labour Standards. Capacity support will be provided to the workers and employers organizations to undertake audits of their members' needs. Such audits will help to inform the development of relevant and quality services and assist Employers and Workers Organizations to redefine service strategies for their membership in light of changing business models, production processes and work relations. For organized labour this will include knowledge sharing on innovative strategies (including through legal reform) to safeguard the recognition, organizational and representational rights of workers involved in precarious work (including those in disguised employment relationships). Organizational support to employers and workers' organizations will also aim to strengthen and improve their capacity to extend effective services to workers and businesses in the informal economy. This will also include assisting workers and employers' organizations to develop marketing strategies to increase the retention and recruitment of new members and the organization thereof. Support will be provided to promote women's leadership through a women's leadership development programme which will also include a male gender champion component and a minimum critical mass target of at least 30% women to be included in the oversight and guidance mechanisms for the DWCP to promote gender parity in decision-making. Additionally, male domination in representation, leadership and decision-making positions adversely affects the achievement of gender parity, despite provisions within the national laws, organisational constitutions and organisational affirmative policies. This hinders efforts in achieving gender equity, gender equality, diversity and non-discrimination in the world of work.

The BDWCP will provide institutional development support to workers' and employers organisations with a view to strengthen their abilities to a) recruit and retain members; b) engage and educate members; c) represent members interests; d) strengthen members' capacities to engage in tripartite cooperation and social dialogue; e) foster institutional transformations that reflect new norms in gender equality and the representation of marginalized and vulnerable groups; and f) foster the inclusion of issues affecting vulnerable groups in national policies and programmes.

Outcome Indicators

3.2 (a) Number of initiatives by workers and employers' organizations to influence laws, policies, strategies and action plans

3.2 (b) % of workers and employers that belong to a union or association

3.2 (c) % of women in leadership positions in workers' and employers' organizations

Outputs:

- 3.2.1 Employers' and workers' organizations adopt and implement strategic plans to optimize their organizational, management and governance structures and practices in line with the changing world of work in order to increase their relevance and effectiveness
- 3.2.2 Gender responsive constituents' Strategic Plans developed and implemented
- 3.2.3 Enhanced capacity of employers' and worker's organizations to analyse the business environment and influence policy development at the national, regional and international level.
- 3.2.4 Workers' and employers' organisations have greater knowledge and appreciation of the Decent Work Agenda.
- 3.2.5 Workers' and employers' organizations have extended and improved services for both existing and potential members, including those in the informal economy.

Outcome 3.3: Improved capacities of the tripartite partners to promote, monitor and advocate for ratification of international labour conventions and appropriate actions as called for or recommended by the CEACR

National Priority: Consolidation of Good Governance and Strengthening of National Security

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

Botswana has ratified 15 ILO Conventions, including the eight core Conventions and one governance Convention, i.e., Tripartite Consultations (International Labour Standards) Convention No. 144. Thus, three governance Conventions remain to be ratified in line with SADC ILS Policy, i.e. Conventions Nos. 122, 81 and 129. In addition to ratification, the country has received requests and recommendations from the CEACR some of which relate to long-standing issues. The ability of tripartite partners to push for ratification, compliance and action on recommendations is affected by several issues among which is limited capacity for monitoring. The BDWCP will support improvements in the knowledge of ILO Conventions among tripartite partners and their respective members; support the identification of opportunities to utilise the ILO conventions to improve domestic labour market performance; and support the development of tools for tracking actions and reporting on ILO Conventions and CEACR requests and recommendations and will address the challenge of monitoring of compliance and reporting on ILO Conventions.

Outcome Indicators

- 3.3 (a) Number of ILO Conventions ratified, domesticated and implemented
- 3.3 (b) % of CEACR recommendations and/or requests resolved within 12 months
- 3.3 (c) Number of reports submitted for the preparation and reporting on international labour standards

Outputs

- 3.3.1 Compliance on ratified ILS and ILO core gender conventions, domestication of unratified ILS improved.
- 3.3.2 Increased advocacy by tripartite partners for comprehensive and timely action on CEACR request and recommendations
- 3.3.3 Tripartite inter-ministerial committee set up to address CEACR comments

6 MANAGEMENT, IMPLEMENTATION, PLANNING, MONITORING AND EVALUATION ARRANGEMENTS

6.1 Role of the Steering Committee

The formulation, implementation, and management oversight role for the Botswana Decent Work Country Programme (DWCP) will be driven through the tripartite National Steering Committee.

The National Steering Committee for Botswana is comprised of representatives from Government -, Ministry of Employment, Labour Productivity and Skills Development, Organized Labour (Botswana Federation of Trade Unions (BFTU) and Botswana Federation of Public Private and Parastatal Sector Unions (BOFEPUSU) and Business Botswana (BB) and a representative from the ILO. The National Steering Committee will convene at least once every quarter of a year to guide, monitor and review implementation of the DWCP. The Steering Committee has full responsibility for articulating priorities for implementation plans developed within the framework of the DWCP at the start of every biennium to ensure alignment of planning with the ILO's two-year programming cycle.

6.2 Role of the ILO

The Director in the ILO Pretoria Country Office will assume overall responsibility for managing provision of support for the implementation of the DWCP in close consultation with the National Steering Committee. A DWCP Manager will be appointed to provide coordination and management support to the implementation of the DWCP on behalf of and reporting to the ILO Director and the National Steering Committee.

The ILO Pretoria Decent Work Team (DWT) will provide technical, advisory and capacity support to the constituents in the implementation of the DWCP. The ILO will ensure high quality technical support is provided timeously for effective implementation of the programme through a network consisting of DWT/CO Pretoria; the Regional Office for Africa and Technical Units at the ILO Headquarters, Geneva as well the International Training Centre in Turin, Italy. Where applicable the ILO will seek collaboration with other UN agencies in the context of Delivering as One UN towards the achievement of the SDGs.

6.3 Monitoring and Evaluation Plan

The DWCP Results Monitoring Plan, the DWCP Implementation Monitoring Plan and the DWCP results framework will provide guidance towards the monitoring of the DWCP implementation. At least one country programme review will be conducted during the programme cycle of the DWCP and this will be supplemented by independent evaluations conducted of Development Cooperation projects throughout the programme cycle of the DWCP.

Strengthening the monitoring, evaluation, and results based management capacities of the constituents and ILO staff will be a priority of capacity development support under the DWCP. The generation and dissemination of regular labour market statistics with ILO support will facilitate monitoring and reporting on decent work related national priorities, policies, and regional and global development agendas.

During the first 6 months of the DWCP implementation, missing baseline will be collected to feed into the monitoring and evaluation plan. Missing baseline will be conducted through research studies, surveys, key informant interviews as well as desk review research commissioned by the ILO to allow for the proper monitoring of DWCP interventions.

6.4 Risk Analysis and Management

The following are some of the major risks to be managed to ensure attainment of the objectives of the DWCP for Botswana:

6.4.1 Coordination and collaboration: Successful implementation and monitoring of this DWCP will largely depend on effective partnerships and improved coordination amongst Government Ministries, employers' organizations, trade unions and other key national stakeholders. Strong national ownership in the formulation, implementation and monitoring of the DWCP is also very critical for the successful achievement and sustainability of expected results. To ensure strong national ownership, particular attention will be drawn towards constituents' involvement in the formulation, implementation and monitoring of the DWCP throughout the programme cycle of the country programme.

The Ministry of Employment Labour Productivity and Skills Development in collaboration with the ILO will work towards improved coordination and collaboration with the context of the national SDG strategies and the UNADF processes towards the attainment of the country's development objectives. The successful implementation of the DWCP will rest also among others on the availability of adequate funding which will necessitate increased capacity by the Office and of the constituents to mobilize resources. Against the backdrop of dwindling donor funding because of Botswana's upper middle-income status coupled with a constrained national fiscus, the level of risk for funds to be inadequate to support implementation of the DWCP is relatively high. The ILO Office will therefore, invest much time and effort in strengthening its own internal capacity and that of the constituents to explore other funding options including domestic funding, Public-Private Partnerships and even South-South Cooperation. The ILO will also intensify greater investment in UN collaborative programming to not only tap into the expertise of partner agencies in the pursuit of common development objectives but to also leverage resources through joint programmes.

6.4.2 Political commitment from ILO constituents: The DWCP requires strong support from ILO constituents. Once the document has been endorsed, it shall be the responsibility of these actors to lead (joint) efforts at awareness raising, capacity building, lobbying for support for the programme within government bodies and among development partners. More importantly, the constituents shall also assume full ownership of the programme and alongside ILO, will be held accountable for its deliverables. While ILO will provide technical and financial support toward the achievement of its objectives, the success of the programme will only be possible with the political commitment and practical actions of the government, workers and employers. At the beginning of each financial year, the Steering committee with technical support from the ILO will conduct a risk mapping exercise of the DWCP and propose measures to mitigate the occurrence of risk.

6.5 Funding Plan

An estimated total of US\$ 6,430,000 will be required to deliver the outputs and outcomes of the DWCP for Botswana during the period 2020 -2024. Detailed budget estimate of total resources are outlined in the implementation plan of this programme.

ILO will continue its cooperation with major stakeholders in the country such as the UN, the World Bank, and bilateral agencies in the country. Effective collaboration with the UN and other development cooperation partners in the country will be an integral part of the resource mobilization strategy to enhance the delivery of the DWCP. The objectives of the programme will be pursued through on going as well as forthcoming technical cooperation projects, advisory missions and seminars for information dissemination and capacity building. Extra-budgetary resources and the ILO's regular budget resources will be used to finance the implementation of this Programme on top of Government regular budget.

Government institutions involved in implementation of this programme shall receive funding from the Government through its annual budgetary allocations. The Government shall also solicit support from the development partners including the ILO. A resource mobilization strategy aligned to the DWCP Outcomes, National and/or sectoral national development frameworks and/or strategies will be developed to facilitate the mobilization of further resources and underscore the national partners' priority concerns. Mapping to match donor priorities with DWCP priorities; Presentation of project proposals for possible funding to the GOL and development partners.

The ILO will work closely with Government, the private sector, and other key stakeholders shall formulate concept notes, project summaries and project documents for submission to donors. The ILO and UN agencies within the context of the Botswana UNDAF, will continue to play an important role in the formulation and implementation of the DWCP as such it will continue to provide technical support to both the government, employers' organizations and trade unions particularly with resource mobilization.

6.6 Advocacy and Communication Plan

Successful implementation of this DWCP requires effective communication. The objective of advocacy and communication activities is to raise awareness among relevant stakeholders and the public in Botswana on the activities being carried out in the framework of the DWCP. Visibility and communication activities target primarily the tripartite constituents as well as multi- and bilateral donor organizations, civil society organizations and other international and governmental agencies working in Botswana in the same or similar themes. Activities will be designed in a way to ensure the communication and visibility of the Programme's key messages and achievements. These key messages will be developed jointly with the tripartite constituents; activities will be carried out in consultation, coordination and/or collaboration with them. A number of outputs are planned to be produced that provide opportunities for conducting communication and visibility activities. These include knowledge sharing and learning meetings as well as awareness raising campaigns. The relevance of the DWCP as part of the UN development framework in Botswana, as well as the key importance of employment and social policies for the national development agendas will be highlighted. In that regard, the ILO will also rely on the assistance of the UN communications team that supports UN Agencies and the Government of Botswana to communicate in a more coordinated way to explain the work of the UN in Botswana, demonstrate results, support policy advocacy and resource mobilisation, and help raise awareness about key development challenges. This work is guided by a joint UN communication strategy.

NOTES

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REPUBLIC OF BOTSWANA

**MINISTRY OF EMPLOYMENT, LABOUR PRODUCTIVITY
AND SKILLS DEVELOPMENT**



**BOTSWANA FEDERATION OF PUBLIC,
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